CLEAR Mid Term Evaluation

Final Evaluation Report

Universalia Management Group

October 2014

Preface / Acknowledgements

On behalf of the ePact consortium, Universalia Management Group is pleased to submit this revised report on the midterm evaluation (MTE) of the CLEAR initiative. The evaluation team thanks CLEAR Board members, the Secretariat, staff of Regional Centres, representatives of host institutions, and other CLEAR stakeholders who shared their time and views with us during the course of the evaluation. This revised report reflects feedback from the CLEAR MTE Task Force and Regional Centres between June and September 2014.

Disclaimer

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Executive Summary

Introduction

The Centres for Learning on Evaluation and Results (CLEAR) initiative is a collaborative global partnership, established in 2010 as an experimental approach to developing country government and civil society capacity in monitoring and evaluation (M&E) and performance management.

CLEAR's overall strategy is to integrate local knowledge and experience, on-the-ground support, and institutional development with global public goods in monitoring and evaluation. CLEAR's intended outcomes are shown in the sidebar.

> **CLEAR Highest Level Outcome**
>
> To contribute to stakeholders in the target regions using evidence in making decisions for improved development results
>
> **Higher Level Outcome**
>
> Strengthened context-specific M&E systems and practices
>
> **CLEAR's immediate intended outcomes**
>
> Improved enabling environments and strengthened demand for M&E
>
> Strengthened organisational capacity to produce and use evidence
>
> Critical mass of professional expertise
>
> Innovations in M&E
>
> Source: CLEAR Strategy 2013-2018

To implement its strategy, CLEAR has regional and global components. The global component is intended to generate and share learning about monitoring and evaluation (M&E) across regions and the regional component is intended to build supply and demand for M&E capacity. Regional Centres (and ultimately a network of such centres) are expected to become self-sustaining within a five-year period with income generated from clients. The first Regional Centre was selected in December 2010 and the most recent (Brazil) in 2013. In 2013, the overall programme end date was extended to 30 December 2018 (for final disbursement of funds), with the possibility of extension.

CLEAR's governance structure encompasses the Board, the Secretariat, and Regional Advisory Committees (RAC) established by each of the Regional Centres. The Secretariat is housed in the Independent Evaluation Group (IEG) of the World Bank in Washington DC.

CLEAR is financially supported by 11 partners.[1] It also benefits from oversight functions of World Bank departments in the areas of financial management, procurement, and legal agreements and assessments.

Midterm Evaluation (MTE)

Requirements for a midterm and final evaluation were built into the funding agreements and expectations of funders and CLEAR Centres since the inception of the initiative. The midterm evaluation also reflects a demand by the CLEAR Board to have an independent assessment of CLEAR progress at the mid-point in its lifecycle for the following purposes:

- Learning for improvements in the rationale, design, management, implementation and governance of the CLEAR global Initiative

- Accountability to the current funders of CLEAR for funds invested in CLEAR

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[1] The African Development Bank (AfDB), the Australian Agency for International Development (AusAid), the Asian Development Bank (ADB), Belgian Development Cooperation, the Inter-American Development Bank (IDB), the Rockefeller Foundation, the Swedish International Development Agency (SIDA), the Swiss Agency for Development Cooperation (SDC), the UK Department for International Development (DFID), the World Bank (WB), and the Independent Evaluation Group (IEG)

- As a public good contributing knowledge on approaches to strengthening evaluation capacity in developing countries, designing and managing global initiatives.

- The evaluation objectives as articulated in the evaluation Terms of Reference emphasise the formative nature of the evaluation:

- Highlight achievements, challenges and lessons to date as a basis for accountability to the funders and hosting institutions

- Make recommendations for improvements in the design, management, governance and implementation of the CLEAR Initiative for the remaining period of implementation, with a view to Initiative sustainability. This includes identifying the most promising strategies and/or alternatives approaches for CLEAR's success.

- Produce public good knowledge (lessons, approaches) following the evaluation to inform the fields of development evaluation, regional capacity building, institution building, and global initiatives.

The intended users of the evaluation include: the Board of CLEAR, the Secretariat, the five operational Regional Centres, and CLEAR clients and collaborators including governments and voluntary organisations of professional evaluators (VOPEs).

The evaluation covers the period from CLEAR inception in 2010 to December 2013 and, where relevant, considers developments in the five operational centres up until the time of finalising the evaluation report (September 2014). The evaluation considered the effectiveness of the CLEAR Board, Secretariat, Regional Centres and their affiliates and Regional Advisory Committees that were operational at the time of the evaluation.

Methodology and limitations

The evaluation was commissioned by DfID and managed by the Evaluation Task Force (ETF) composed of representatives from the CLEAR Board.

The evaluation was guided by a framework of questions and a data collection matrix that were used to assess the performance of CLEAR at global, regional and national levels and to ensure consistent collection of data and allow for triangulation of data from different sources.

Data collection included a literature review and extensive review of CLEAR documents and reports; interviews with 270 stakeholders, in person and by email and Skype; site visits to five Regional Centres (Anglophone Africa, Francophone Africa, East Asia, South Asia, Latin America) and affiliate centres in Ghana, Kenya, and Burkina Faso; and visits to the Secretariat in Washington DC.

Analysis and reporting: The CLEAR Theory of Change and Results Framework were the agreed basis for the assessment. The evaluation team used descriptive analysis, content analysis, quantitative/statistical analysis, comparative analysis, and network analysis to inform findings. Following data collection, the evaluation team presented emerging findings to the Evaluation Task Force (ETF) and submitted a draft evaluation report in June 2014. Following feedback from the ETF and the CLEAR Board in July 2014, the structure and content of the report were modified and a revised report was submitted in September 2014.

Communication and dissemination: The evaluation team proposed activities to communicate and disseminate information on the evaluation to key stakeholder groups (presentation to Board, webinars for Regional Centres, learning briefs to be posted on CLEAR website).

Limitations and mitigation strategies:
- The original evaluation TOR and methodology did not adequately address the experimental nature of CLEAR. This evaluation design shortcoming was identified in a

meeting with the CLEAR Board in July 2014. The evaluation team subsequently reviewed data and reformulated findings to better reflect the experimental nature of CLEAR.

- The organisational network analysis (ONA) was removed as a line of evidence due to the limited and inconsistent survey responses. The survey will be reactivated and the resulting analysis will be completed towards the end of 2014.
- The evaluation TOR indicated an interest in how the cost of CLEAR centre services compared to those of other capacity building providers in the respective regions. Despite its efforts, the evaluation team found insufficient data to pursue this line of evidence.

Main findings

Overall

The CLEAR initiative is highly relevant to the evolving global discourse on results management and aid effectiveness, to the M&E needs of governments, and to the priorities of current and potential donors.

CLEAR was intended as an experiment, but this was not consistently reflected in how the initiative has been managed to date. CLEAR has not formulated the hypotheses it set out to test, nor has it put in place mechanisms to systematically collect or analyse data to test its assumptions. The CLEAR Theory of Change and Results Framework provided guidance for the establishment of regional centres but were less useful for testing key assumptions, promoting learning within and across CLEAR units, and for assessing progress towards envisaged development results. To date, neither CLEAR overall, nor each of the regional centres has defined what 'success' in development terms would look like at global or regional/national levels.

The CLEAR Secretariat has effectively fulfilled its assigned roles, has provided administrative support to the functioning of the initiative, and has provided leadership and guidance for the regional centres. The location of the Secretariat in the World Bank's IEG has both advantages and disadvantages; relocating the Secretariat during the current phase of transition would likely pose more challenges than potential benefits.

The CLEAR Board has fulfilled its three assigned roles with varying degrees of success. It provided effective leadership on operational matters but less guidance on the questions and issues emerging as a consequence of CLEAR's experimental design, or on longer-term strategic decisions on the future of CLEAR. The current Board composition lacks diversity in regional representation, experience and expertise, which limits its legitimacy in the eyes of stakeholders. Making changes to the composition of the Board (or the addition of a Steering Committee with diverse membership) could address some of these issues, but would not automatically solve the noted gaps in leadership for guiding an experimental initiative.

Regional component

Design: The internal and external contexts of the five reviewed regional centres varied considerably; this was not sufficiently accommodated in the programme design and resulted in lost learning opportunities. The CLEAR regional centres are in relatively early stages of developing their own strategies and do not yet have a clear, appropriate basis for measuring "success" in terms of development results.

Capacities: Regional centres have varying levels of institutional capacity, which in some cases limits their potential to make the kinds of contributions envisaged in the CLEAR design. With the exception of the Latin America centre, CLEAR regional centres have to date established relatively few strategic, longer-term linkages with regional partners and other like-minded institutions. Affiliations with their respective host institutions have affected regional centres in different ways,

due to structure and administrative requirements, but overall these relationships have enhanced the credibility of regional centres and have provided access to potential clients and partners. With the exception of the centre in South Asia, progress towards establishing Regional Advisory Committees has been slow, depriving most centres of relevant and regionally grounded strategic advice.

Performance: In all regions, CLEAR objectives and activities are considered relevant to the M&E needs of government and non-government stakeholders. All five centres have met most of the midterm targets, which focused on the establishment of centres and their ability to provide a variety of capacity building services for M&E and RBM. Almost all centre achievements to date relate to creating favourable conditions that – in the longer term – have the *potential* to contribute to individual actors or organisations producing (and eventually using) more or better evidence, but in keeping with the programme's mid-term status, there is limited evidence of their contribution to these higher level envisaged results. The likelihood that regional centres and their services will continue without CLEAR funding varies – from low in Anglophone Africa to very strong in Latin America and South Asia.

Global component

CLEAR stakeholders and beneficiaries value many elements of the global learning component, such as the Global Forums, CLEAR training modules, and the Secretariat's support to regional centres. However, it is difficult to assess the effectiveness of this component as CLEAR has not yet articulated a global component strategy nor its desired results. At midterm, CLEAR units are still experimenting with ways and areas of collaboration, and the regional centres have shown varying degrees of interest in and capacity to engage in mutual knowledge exchange and related efforts. Overall, the global learning component has not yet realised its potential as CLEAR has not harvested the knowledge, lessons and evidence emerging from the CLEAR experiment. This is a missed opportunity.

Future directions and recommendations

Detailed recommendations are presented in Chapter 5 of the report. The following is a summary.

Recommendation 1: The CLEAR Board should decide if CLEAR is an experiment that is primarily intended to generate lessons learned that can inform future phases of CLEAR and other (M&E) capacity building initiatives. The Board should approve a set of overarching learning questions that CLEAR seeks to answer as well as the types of information that it will monitor at the level of the initiative.

Recommendation 2: For the duration of the CLEAR experiment to 2018, the CLEAR Board should limit management and governance changes to those that will help transform the CLEAR programme into a strategically poised, learning initiative. The CLEAR Board should approve the establishment of an advisory committee and the appointment of a senior advisor to oversee the proposed transformation of the CLEAR programme into a learning initiative.

Recommendation 3: THE CLEAR Board should assume a more strategic role in the future, deferring more operational considerations to the CLEAR Secretariat.

Recommendation 4: The CLEAR Board should not consider any further expansion into new regions between now and 2018, and instead focus its efforts and resources on consolidating the learning taking place in the current CLEAR centres.

Recommendation 5: All CLEAR centres should establish and operationalise Regional Advisory Committees (RAC) by December 2014.

Recommendation 6: Each CLEAR centre should develop a centre-specific theory of change (or at least elements of such a theory) to clarify key ideas and assumptions on the purpose, priorities,

and envisaged results of the centre. Theories of change (ToCs) may differ in their format and level of elaboration, depending on existing centre capacity.

Recommendation 7: Until 2018, the CLEAR Board should approve support for CLEAR centres' growth and development and engagement in the CLEAR initiative as long as their strategies and plans are congruent with and add value to CLEAR's learning and development objectives.

Recommendation 8: The CLEAR Secretariat should reformulate the global learning component and develop an explicit strategy for the Board's approval.

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Abbreviations

ADB	Asian Development Bank
AfDB	African Development Bank
AFDC	Asia Pacific Finance and Development Centre (AFDC), China
AusAid	Australian Agency for International Development
CESAG	Centre Africain d'Études Supérieures en Gestion, Sénégal
CIDE	Centro de Investigación y Docencia Económicas, México
CLEAR	Centres for Learning on Evaluation and Results
C-MICRO	Centre for Applied Economics, Brazil
CSO	Central Statistical Office
DFID	UK Department for International Development
ETF	Evaluation Task Force
GEFA	Global Evaluation Framework Agreement
IDB	Inter-American Development Bank
IEG	Independent Evaluation Group
IFI	International Financial Institution
IOCE	International Organisation for Cooperation in Evaluation
IPDET	International Programme for Development Evaluation Training
J-PAL	Abdul Latif Jameel Poverty Action Lab
KPI	Key Performance Indicator
LA	(Spanish speaking) Latin America
LOE	Level of Effort
M&E	Monitoring and evaluation
MTE	Mid Term Evaluation
ONA	Organisational Network Analysis
OPM	Oxford Policy Management
NA	Network Analysis
RBM	Results Based Management
RC	Regional Centre
SDC	Swiss Agency for Development Cooperation

SIDA	Swedish International Development Agency
TOR	Terms of Reference
3ie	International Initiative for Impact Evaluation
UMG	Universalia Management Group
UNEG	United Nations Evaluation Group
WB	World Bank
Wits	University of Witwatersrand, South Africa

Glossary of Terms

Affiliate Centre	A designated organisation or institution that supports a Regional Centre in providing CLEAR services within that region. At June 2014, CLEAR had four affiliate centres – two in AA, and one in each of FA and SA. Affiliate centres are sometimes called CLEAR sub-centres.
Board member	Representatives of the donor organisations currently funding CLEAR
Demand (for M&E capacity building)	Requests for measures suited to strengthen the M&E-related awareness, knowledge, skills or individuals or organizations; or to strengthen M&E systems
Demand (for M&E services)	Actual, latent or potential requests for more and/or better (i.e. more rigorous, methodologically sound) M&E to be conducted, or M&E systems to be established and used. Underlying intentions can include to meet accountability requirements, and to generate more/different types of credible evidence.
Demand (for evidence)	Requests by decision makers for evidence to assist them in decision making. Demand may be actual, latent or potential. The reasons for demand may vary by stakeholder; some may focus on improving performance, others may focus on learning and others on accountability.
Donors	Refers to development banks, bilateral agencies and foundations that provide financial support to CLEAR
Enabling Environment	The broader system within which individuals and organisations function and which facilitates their existence and performance. This environment includes, for example, existing legal, policy, and institutional frameworks and structures, as well as less tangible influences such as socio-cultural norms, values, and practices that influence the perceptions and behaviours of individuals and collectives.[2]
Host institution	An organisation (in most cases a university) that has agreed to host a CLEAR centre and provide some administrative and logistical support

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[2] OECD (2011): Perspective Note: The Enabling Environment for Capacity Development. Retrieved on May 5 from: http://www.oecd.org/development/governance-development/48315248.pdf .

Innovation	Innovation is the introduction of something new – an idea, method or device. Typical categories of innovation for monitoring and evaluating the performance of public policies, programmes or service delivery are: a) technological innovations; innovative products, services, processes; or innovative interactions and partnerships. In this evaluation, the evaluation team considers a product, process, service or technology to be an innovation in M&E if at least two of the following criteria are met: a) there are significant process improvements; b) there is catalytic change; and/or c) the innovations are concrete.[3]
Network	In the context of this evaluation the use of the term network goes beyond its limited sense of a formally established and/or managed body (e.g. the network of CLEAR Regional Centres) and also refers to patterns of (formal and informal) collaboration among individuals and organisations across complex systems.
Other M&E providers and networks	National, regional, or international individuals/organisations/networks providing some similar products/services as Regional Centres
Program Theory[4]	An explicit theory or model of how an intervention contributes to a set of specific outcomes through a series of intermediate results. A full theory includes an explanation of how the programs' activities contribute to the results; it does not simply list activities followed by the results, with no explanation of how they are linked. One of the benefits of articulating program theory is being able to systematically review its plausibility and its consistency with evidence and utility.
RC Client	Any individual or organisation that has benefited from/used CLEAR Regional Centre products and/or services. This includes those who have or have not paid fees for these services. Some clients may also be current or past collaborators.
RC Collaborator	An individual or organisation that has worked collaboratively with the RCs, e.g., to plan for, develop or deliver products and/or services. Collaborators can be current or past CLEAR clients.
RC Staff	Individuals working in one of the Regional Centres.

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[3] Discussion Paper Innovations in Monitoring and Evaluating Results (UNDP, 2013). p.4

[4] From Funnell, Sue and Rogers, Patricia. Purposeful Program Theory. Effective Uses of Theories of Change and Logic Models Jossey Bass 2011 (p.21).

Regional Advisory Committee	Each centre has (or should have) a group of regionally based advisors to provide strategic and programmatic advice/direction to the centres.
Secretariat Staff	World Bank IEG staff working (mostly part time) at the global CLEAR Secretariat
Theory of Change5	A description of the central mechanisms by which change comes about for individuals, groups and communities targeted by a development intervention. There might be different theories of change at different stages of the programme or for different groups of people.
Thought leaders	Nationally, regionally, or globally recognised individuals or organisations that actively contribute to public thinking/discussions on the theory and practice of M&E and related capacity development

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[5] Ibid

1 Introduction and Background

1.1 Background: The CLEAR Initiative

The Centres for Learning on Evaluation and Results (CLEAR) is a global multi-donor initiative that began in 2010. It was conceived as an experiment/pilot to test an innovative, entrepreneurial approach to developing country government and civil society capacity in monitoring and evaluation (M&E). Based on the rationale that regional learning can enhance global learning and vice versa, CLEAR's ultimate goal is that stronger M&E systems and practices will lead to increased use of evidence in decision making.

CLEAR's strategy is to build local capacity for M&E through regional centres and to share global knowledge and capacity building approaches for M&E across regions. To implement its strategy, CLEAR is structured at two levels:

Global level – CLEAR focuses on global public goods through identifying, generating, and sharing innovative and internationally benchmarked knowledge and capacity building approaches through a global Secretariat that co-ordinates and facilitates exchange and peer-to-peer learning on M&E and performance measurement across and between Regional Centres.

Regional level – Competitively selected Regional Centres (RC) located in institutions based in partner countries provide capacity building services to a range of regional stakeholder groups in government and civil society. In some regions, RCs are supported by Affiliate Centres that support an RC in providing CLEAR services in other countries in the region. At June 2014, there were four affiliate centres.

The CLEAR theory of change (2013) and the results framework (2013) are presented below.

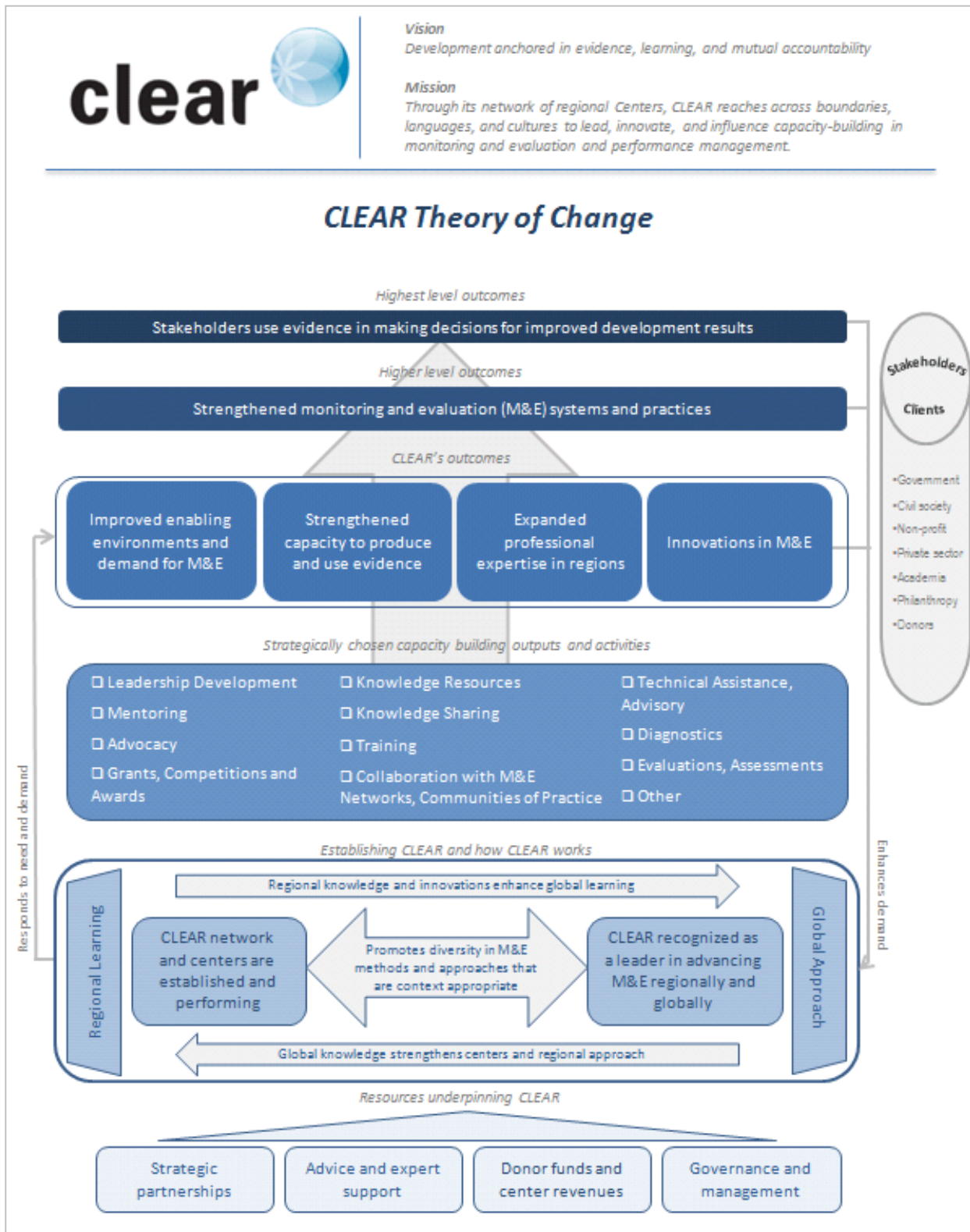## Figure 1.1   CLEAR Theory of Change

Table 1.1   CLEAR Results Framework

Results	Key Performance Indicators
Overall	
Highest-Level Outcomes to which CLEAR Contributes Stakeholders use evidence in making decisions for improved development results	By 2018, 70 per cent of strategic clients and stakeholders surveyed report increased use of evidence in decision making
Higher-Level Outcomes to which CLEAR Contributes Strengthened context-specific M&E systems and practices	By 2018, an external evaluation commissioned by the Board indicates that centres have contributed to strengthening of M&E systems. By 2018, an external evaluation commissioned by the Board indicates that at least 70 per cent of CLEAR clients are using the knowledge, skills, or information they gained to raise evaluation practice
Regional Learning	
CLEAR'S Outcomes Regional Learning Enhanced enabling environment and strengthened demand Strengthened organisational capacity to produce and use evidence Critical mass of professional expertise developed Innovation in M&E	By their third year, centres demonstrate in their work plans the capacity to address a range of M&E topics and methodologies (increase from baseline). By their third year, centres demonstrate in their annual work plan the capacity to offer capacity building through a variety of modalities aimed at different capacity objectives (increase from baseline). By their third year, at least 50 per cent of centre projects engage clients from outside of the centre's home country. By their 3rd year, at least 80 per cent of service clients score the quality of service as a 4 or higher (on a five-point scale). By 2018, an external evaluation indicates that the centres are functioning well with respect to their strategic plans and objectives
CLEAR Programme-Level Outputs Regional Centres Established and Functional	By 2012, five centres selected and operational (original target was four). By 2018, an external evaluation indicates that the centres are functioning well with respect to their strategic plans and objectives By 2018, centres' per cent of revenue-generating activities and programs increase from baseline (targets will vary centre to centre)
Global Approach	
Outcomes of Global Learning CLEAR global knowledge Peer-learning through the network	By 2018, centre directors and staff report that they have been able to apply knowledge gained from other Regional Centres s through the CLEAR initiative By 2018, the regional centres choose to continuing sharing knowledge and expertise through a global network By 2018, a survey of strategic clients and stakeholders indicate that at least 80 per cent recognise the CLEAR global brand as a source of excellence and innovation in M&E

CLEAR Structure and Governance

CLEAR is a collaborative effort among donors and partner countries. Its Secretariat is housed in the Independent Evaluation Group (IEG) of the World Bank. It operates according to the policies and business processes of the Global Partnership and Trust Fund Operations department which

serves as a liaison between the external and internal clients on policy programme management and best practices. The Charter of CLEAR (see Annex J) provides the policy framework within which the CLEAR programme operates.

A study of CLEAR governance (AccountAbility, 2012) provided a visual representation of CLEAR structure as shown in Figure 1.2.

Figure 1.2   CLEAR Organisational Structure[6]
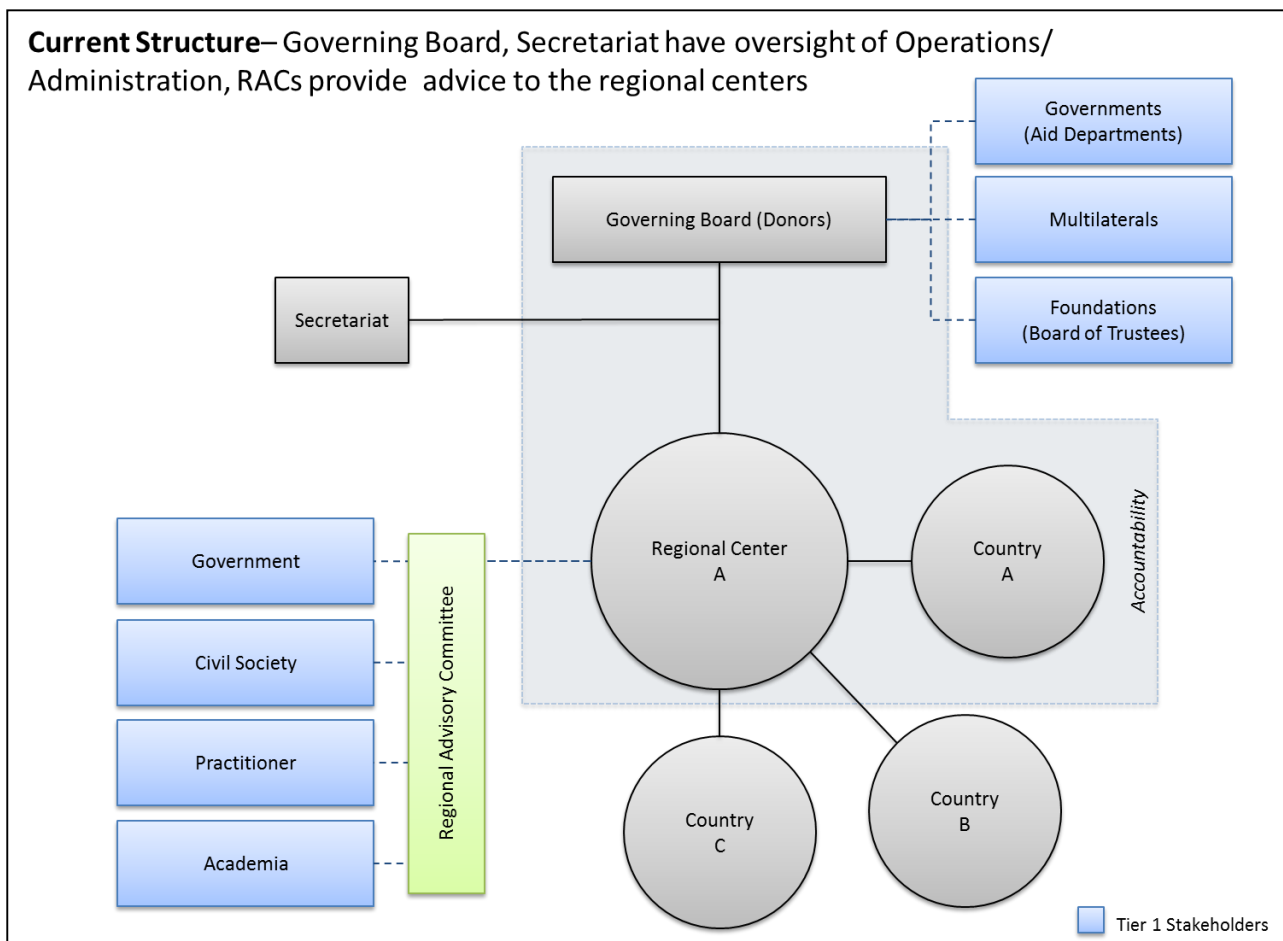
Source: AccountAbility (2012). Enhancing the Governance System of the CLEAR Initiative: Findings and Recommendations Report, p 11.

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[6] AccountAbility. (November 2012). Enhancing the Governance System of the CLEAR Imitative: Findings and Recommendations Report, p 11

CLEAR is governed by a Board of 13 members representing 11 donor agencies.[7] It is operationalised through the Secretariat and Regional Centres and affiliate centres responsible for CLEAR programming in each region (see Table 1.2).

Table 1.2   CLEAR Regional Centres, Host Institutions, and Affiliate Centres

CLEAR Regional Centres	Host Institution	Affiliate Centres
Anglophone Africa (AA)	University of Witwatersrand (Wits)	Ghana Institute of Management and Public and Administration (GIMPA) Kenya School of Government (KSG)
Francophone Africa (FA)	Centre Africain d'Études Supérieures en Gestion (CESAG), Senegal	2ie – International Institute for Water and Environmental Engineering, Burkina Faso
South Asia (SA)	Abdul Latif Jameel Poverty Action Lab (J-PAL) at the Institute for Financial Management and Research (IFMR), India	Centre for Economic Research (CERP), Pakistan
Latin America (LA)[8]	Centro de Investigación y Docencia Económicas (CIDE), Mexico	
East Asia (EA)	The Asia Pacific Finance and Development Centre (AFDC), China based at the Shanghai National Accounting Institute	
Brazil and Lusophone Africa (added in late 2013)	Centre for Applied Economics (C-MICRO), Escola de Economia de Sao Paulo, Brazil	

CLEAR grants to centres are administered through the World Bank's administrative, procurement, financial, legal and related arrangements. The grants use funds from the multi-donor trust fund established for CLEAR. The grant agreement or MOU for each regional centre includes the requirement to establish a Regional Advisory Committee (RAC), the role of which is to provide "advice and guidance regarding the Centre's strategies and work programmes based on their expertise and knowledge of regional issues with respect to M&E."[9]

Timeframe

CLEAR was designed as a five-year programme. However, because the CLEAR centres were established at different times, their respective CLEAR grants have different end dates. The first couple of centres (Anglophone Africa and South Asia) were selected towards the end of 2010 and the most recent (Brazil and Lusophone Africa) in 2013. Also in 2013, the overall programme end date was extended to 30 December 2018 (for final disbursement of funds), with the possibility of extension.

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[7] The African Development Bank (AfDB), the Australian Agency for International Development (AusAid), the Asian Development Bank (ADB), Belgian Development Cooperation, the Inter-American Development Bank (IDB), the Rockefeller Foundation, the Swedish International Development Agency (SIDA), the Swiss Agency for Development Cooperation (SDC), the UK Department for International Development (DFID), the World Bank (WB), and the Independent Evaluation Group (IEG).

[8] Spanish speaking.

[9] CLEAR Strategy 2013-2015, p.13.

CLEAR Funding and Support

The sources of CLEAR funding and other support are shown in Table 1.3. The programme also relies on oversight functions of World Bank departments in the areas of financial management, procurement, and legal agreements and assessments.

Table 1.3   CLEAR Funding Sources and Contributions

CLEAR Funders	Contribution	Amount
Donors	Contributions for 2010-2018	USD 15 million, fluctuating based on exchange rates (USD 12.5 million received as of December 2013)
World Bank IEG	Budget for administrative and global programming work led by the Secretariat	Approximately USD 790,000 from inception to June 2013 (excluding staff time and overheads)
World Bank IEG	In-kind and overhead support through the CLEAR Secretariat staffed by World Bank professional and administrative employees*	Services are not charged to the trust fund/programme
World Bank Africa Region	Institutional development grant (IDF) for the Francophone Africa Centre	USD 1 million

*Additionally, the programme relies on oversight functions of World Bank departments in the areas of financial management, procurement, and legal agreements and assessments

1.2   Evaluation Purposes and Objectives

Requirements for a midterm and final evaluation were built into the funding agreements and expectations of funders and CLEAR Centres since the inception of the initiative. The midterm evaluation also reflects a demand by the CLEAR Board to have an independent assessment of CLEAR progress at the mid-point in its lifecycle for the following purposes:

- Learning for improvements in the rationale, design, management, implementation and governance of the CLEAR global Initiative
- Accountability to the current funders of CLEAR for funds invested in CLEAR
- As a public good contributing knowledge on approaches to strengthening evaluation capacity in developing countries, designing and managing global initiatives.

The evaluation objectives as articulated in the evaluation Terms of Reference (see Annex A) emphasise the formative nature of the evaluation:

- Highlight achievements, challenges and lessons to date as a basis for accountability to the funders and hosting institutions
- Make recommendations for improvements in the design, management, governance and implementation of the CLEAR Initiative for the remaining period of implementation, with a view to Initiative sustainability. This includes identifying the most promising strategies and/or alternatives approaches for CLEAR's success
- Produce public good knowledge (lessons, approaches) following the evaluation to inform the fields of development evaluation, regional capacity building, institution building, and global initiatives.

The intended users and uses of the evaluation include:

- The Board of CLEAR – through the evaluation findings related to governance and strategic oversight of the direction, performance and possible expansion of the CLEAR Initiative

- the CLEAR Secretariat at the World Bank – in terms of findings on the management of the CLEAR Initiative and their dialogue with Centres

- Each of the CLEAR Centres (Asia, Latin America, Africa) regarding the performance of on-going operations and development and lesson for improvement

- CLEAR Donors (banks, bilateral agencies, foundations) – in terms of informing decisions on continued financing

- Private sector actors, governments and voluntary organisations of professional evaluators (VOPEs) - on lessons in strengthening demand and supply of evaluation capacity.

Scope of the Evaluation

The evaluation covers the period from CLEAR inception in 2010 to December 2013 and, where relevant, considers developments up until the time of report revisions (August 2014). The evaluation covers all Regional Centres and their affiliates that were operational at the time of the evaluation,[10] the CLEAR Secretariat, Board, and Regional Advisory Committees.

1.3   Evaluation Methodology

The following is a summary of the evaluation methodology. The full methodology is presented in Annex B.

Evaluation Approach and Framework

In order to provide information not only on CLEAR programme performance but also to help explain how and why the programme potentially is or is not achieving intended results, the evaluation adopted a theory-driven approach. This involved reviewing CLEAR effectiveness in the context of its explicit theory of change, as well as our understanding of its implicit theory of change, and taking into account that CLEAR was designed as an innovative, experimental initiative that is still evolving. In addition, the team developed a draft alternative Theory of Change (see Annex E) to illustrate the types of assumptions that are not yet captured in the CLEAR ToC.

The evaluation was guided by the questions in the Terms of Reference (Annex A). A detailed framework of questions and a data collection matrix (Annex C and D) were used to assess the performance of CLEAR at global, regional and national levels and to ensure consistent collection of data and allow for triangulation of data from different sources.

Evaluation Management and Process

The evaluation was commissioned by DfID and managed by the Evaluation Task Force (ETF). The ETF established an Evaluation Committee and worked with the Universalia evaluation team throughout the evaluation (providing guidance, reviewing reports and presentations, providing feedback, resolving challenges). The evaluation process consisted of four phases described below.

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[10] Since the Regional Centre in Brazil is very new, the evaluation team did not conduct a site visit to this centre, but instead consulted with selected stakeholders by telephone. Issues covered with these stakeholders focused on the dimension of CLEAR relevance in the Brazilian context, as well as on CLEAR's administrative structures and processes.

Phase I – Inception

During the Inception Phase the evaluation team met with the CLEAR Board to clarify the evaluation purpose and objectives and methodology, reviewed relevant documents, and interviewed more than 40 CLEAR stakeholders to obtain their views on how the evaluation could add most value to CLEAR and their organisations. The team attended the global forum in Mexico in November 2013 where it interviewed stakeholders and participated in a CLEAR workshop on financial sustainability. The team consulted external experts to obtain their insights on the design of the network analysis component. The heads of five Regional Centres were contacted to confirm the timing of the field visits and to outline expectations and support requirements during the data collection phase. All persons interviewed were asked to suggest names of key persons who should be consulted during the evaluation. The list was updated over the course of the evaluation as new informants were identified. An Inception Report was submitted to the ETF in December 2013 and approved in February 2014.

Phase II - Data Collection and Field Visits

Data collection took place between November 2013 and August 2014. The evaluation team, supported by regional consultants, collected data to inform the organisational assessment of each Regional Centre and to assess the performance of the CLEAR programme in each region. The evaluation team used a mix of quantitative and qualitative data collection methods as described below.

Document Review: The evaluation team reviewed literature on capacity building and various types of documents, including minutes of Board meetings (made available by the ETF, Secretariat and Board), strategy documents, reports commissioned by CLEAR, DfID reports, and documents specific to the Regional Centres, etc. The list of documents reviewed is presented in Annex G.

Interviews with Key Stakeholders: The evaluation consulted 273 stakeholders at global and country level to obtain their perspectives. The list of stakeholders consulted is presented in Annex F, which also provides information on the types of organizations that the respective individuals represent, and their relationship with CLEAR. The processes used to identify stakeholders are provided in Annex B. See also sidebar.

> Given that this is a midterm evaluation, our focus was on learning about the types of benefits and challenges/ issues that CLEAR staff, clients and partners are raising, rather than on measuring impact. We therefore used semi-structured interviews rather than a written survey. This allowed for qualitative discussions with stakeholders but did not yield quantifiable results.
>
> In the report when we refer to 'several stakeholders mentioned x' this means that at least three individuals in a region or at global level raised a particular issue or had a similar point of view, independently from one another. We took this as an indication that the issue or viewpoint was important enough to be brought up for CLEAR consideration. Where applicable we indicate if a particular view was expressed only in a certain region, or only by certain types of stakeholders (e.g. CLEAR clients but not staff). When we say 'most stakeholders said x', this indicates that no stakeholders expressed distinct differing viewpoints from the one reported on.

Site Visits to CLEAR Regional Centres and Affiliate Centres: The evaluation team, supported by regional consultants, conducted visits to five Regional Centres (Anglophone Africa, Francophone Africa, East Asia, South Asia, Latin America) and to affiliate centres in Ghana, Kenya, and Burkina Faso, and where feasible visited CLEAR-funded initiatives.

Site visit to CLEAR Secretariat: The evaluation team leader and other core team members collected data during site visits to Washington, DC and also through telephone/Skype and email to inform the reviews of the CLEAR Secretariat and of the network.

Phase III – Analysis and Reporting

The CLEAR Theory of Change and Results Framework were the agreed basis for the assessment. The evaluation matrix was used to structure data analysis and formulate findings on the basis of data collected at three levels: key questions, sub-questions, and indicators.

The mixed methods provided opportunities for triangulation through the convergence and overlapping of different methods and different sources to ensure the reliability of information and to increase the quality and credibility of the evaluation findings and conclusions.

Towards the end of the data collection phase, the evaluation team made a presentation of emerging evaluation findings to the Evaluation Task Force to validate findings, resolve issues, and inform subsequent data collection as necessary. Following the completion of data collection and analysis, the evaluation team prepared a draft evaluation report.

Following the first round of comments on the draft evaluation report, the evaluation team attended a working session with CLEAR Board members in Washington D.C. (July 2014). The purpose of the meeting was to ensure shared agreement on key messages deriving from or missing in the draft evaluation report, and to ensure a shared understanding of Board members' needs and expectations as regards the structure and foci of the report. Following this session, and taking into account feedback received from the Evaluation Committee, the report was revised.

Limitations and mitigation strategies

Some significant limitations were encountered that adversely affected the evaluation results. These are outlined below.

- The evaluation TOR and resulting evaluation methodology were not fully suited to address the experimental nature of CLEAR. This was identified as a shortcoming in the evaluation design during the meeting with the CLEAR Board in July 2014. Subsequently the evaluation team analysed available data and adjusted the findings to better reflect the experimental nature of CLEAR.

- The evaluation design included an organisational network analysis (ONA) to map and measure knowledge sharing between and among key CLEAR stakeholders at global, national and regional levels. There were several delays and inconsistencies in completion of the ONA survey which limited the utility of the information generated. In July 2014 the evaluation team and the CLEAR Board agreed that the ONA would be removed as a line of evidence and that the ONA survey would be reactivated with the active support of CLEAR RCs. It is anticipated that the resulting analysis will be completed towards the end of 2014.

- The evaluation TOR had indicated an interest in how the cost of CLEAR centre services compared to those of other capacity building providers in the respective regions. Despite its efforts, the evaluation team was able to elicit only a few examples and decided not to include this line of evidence in the report.

1.4 Report Overview

In its comments on the draft evaluation report the Evaluation Committee requested that i) more information on progress made at midterm be brought into the body of the main report, and ii) that the report be restructured to provide more information on progress made by each centre and relatively less emphasis on CLEAR governance and organisational arrangements. These requests are reflected in the structure (and length) of the revised evaluation report, and the omission of the separate volume summarising CLEAR progress against its midterm indicators.

This document presents evaluation findings on:

- Chapter 2: **CLEAR – Overall programme**. This chapter presents evaluation findings on the relevance of CLEAR in its various contexts, strengths and weaknesses of the CLEAR design, and CLEAR governance and leadership with a focus on the roles and performance of the Board and Secretariat.

- Chapter 3: **CLEAR – Regional Component** contains a summary of key issues emerging across the five reviewed centres. It then presents findings on the performance of each of the five established regional centres in relation to the criteria of relevance/design, effectiveness, efficiency, and sustainability.

- Chapter 4: **CLEAR – Global Learning Component**. This chapter summarises evaluation findings regarding the design and effectiveness of the global learning component of CLEAR.

- Chapter 5: **Future Directions** provides concluding remarks and presents forward-looking recommendations.

The annexes noted throughout the report are presented in a separate document.

2   CLEAR – Overall Programme

This chapter presents evaluation findings on the relevance of CLEAR in its various contexts, the strengths and weaknesses of the CLEAR design, and CLEAR governance with a focus on the roles and performance of the Board and Secretariat.

2.1   CLEAR's Relevance

Finding 1:   CLEAR has been and remains relevant in light of the global discourse on results management and aid effectiveness.

Since the mid-1990s, results management[11] has become increasingly common in both public and not-for profit sectors. "The intent behind this movement is to deliberately measure what results – i.e., outputs and outcomes – are brought about by policies, programs and services, and to use that information to help better manage public funds and to better report on the use of those funds."[12]

In parallel, increasing emphasis has been placed by various governments on promoting the rational and systematic use of evidence to inform policy.[13] The core idea underlying the evidence movement[14] is to replace ideologically-driven policies with decision making that is informed by systematic evidence and rational analysis as the basis for producing better outcomes.[15] This idea also underlies the increasing attention paid by various actors to results management and M&E in the context of international development and poverty reduction, based on the assumption that "better utilisation of evidence in policy and practice can help save lives, reduce poverty and improve development performance in developing countries."[16]

Many global and regional[17] organisations and bodies have expressed agreement with and support for the development effectiveness agenda and its call for increased mutual accountability and transparency, as well as for the related push for strengthening existing capacity for M&E and RBM in the global South.[18]

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[11] The evaluation team uses the term results management to cover a variety of terms used in the literature, such as results-based management, managing for results, managing for outcomes, outcome-focused management, performance-based management and performance management. After J. Mayne (2009) Results Management: Can Results Evidence Gain a Foothold in the Public Sector? In: Reiper, O., Leeuw, F. and T. Ling (Eds.), 2009. *The Evidence Book*, Transaction Publishers

[12] John Mayne (2009).

[13] Several authors note that the notion of evidence-based decision making is misleading, as it implies a mechanical process without room for judgment or experience. The term 'evidence-informed' nuances the relationship between evidence and decisions. See, for example, Mayne (2009), and Kirkhart, K. (2000). Reconceptualizing evaluation use: An integrated theory of influence. In V. Caracelli & H. Preskill (Eds.), *The expanding scope of evaluation use. New Directions for Evaluation*, No. 88 (pp. 5–24). San Francisco, CA: Jossey-Bass.

[14] The evaluation team used the generic term **evidence movement** to cover movements such as for evidence-based management, evidence-based practice, and evidence-based policy and practice.

[15] Sutcliffe and Court (2005). Evidence-Based Policymaking: What is it? How does it work? What relevance for Developing Countries? Overseas Development Institute, November 2005. http://www.odi.org.uk/sites/odi.org.uk/files/odi-assets/publications-opinion-files/3683.pdf

[16] Sutcliffe and Court (2005).

[17] Including, for example, the African Union, the Economic and Social Commission for Asia and the Pacific (ESCAP), and the Association of Southeast Asian Nations.

[18] For a complete list of organisations, see: http://www.oecd.org/dac/effectiveness/busanadherents.htm

As illustrated in the CLEAR Charter (2012) and its Strategic Plan (2013-2018), the rationale for CLEAR derived from international discussions in the context of the Millennium Development Goals (MDGs) agreed to in 2000, and subsequent agreements on aid effectiveness, in particular the Paris Declaration (2005), the Accra Agenda for Action (2008), and the Busan Partnership for Effective Development (2011), all of which

> **The Busan Partnership agreement commits its signatories to**
>
> "Strengthen our efforts to achieve concrete and sustainable results. This involves better managing for results, monitoring, evaluating and communicating progress; as well as scaling up our support, strengthening national capacities and leveraging diverse resources and initiatives in support of development results."
>
> (Busan Partnership agreement, Paragraph 12)

promote evidence-informed decision making to enhance development results and emphasise the need for measuring results in key development areas as well as mutual accountability for results from both donors and developing country governments.[19]

CLEAR also responded to the acknowledgement of development partners[20] that despite almost a decade of related efforts, significant gaps remain in national capacities for results-based management and M&E in terms of both supply and demand. However, a decade is generally considered a short time in terms of realising results from capacity development initiatives, and, as noted in the current literature, the use of evidence in decision making is not strong anywhere in the world, including in developed countries. Individuals involved in the original design of CLEAR indicated that the idea for the initiative also derived from deliberations on the affordability and cost-efficiency of existing efforts to strengthen national M&E capacities that were largely driven by and delivered by actors in the Global North.

Ongoing international discussions about the Post 2015 Development Agenda re-confirm the desire and need for strengthening monitoring and evaluation capacity at all levels in order to ensure that development efforts cease to be hindered by a lack of even basic data about social and economic circumstances in which people live. "Stronger monitoring and evaluation at all levels, and in all processes of development (from planning to implementation) will help guide decision making, update priorities and ensure accountability."[21]

Finding 2:   CLEAR objectives are congruent with the priorities of current (and many potential) donors who are concerned with advancing and accounting for development effectiveness.

All consulted CLEAR donors confirmed the relevance of the initiative's objectives for their organisations due to its potential to help realise objectives of the aid effectiveness agenda. Donor agencies have been one of the driving forces behind this agenda and related efforts to promote accountability and managing for results. Some current CLEAR donors, in particular the UK Department for International Development (DfID), have also been strong promoters of evidence-informed policy making in both their own countries and developing countries. [22] For example, the

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[19] A common critique in this context is that some donors emphasise accountability while neglecting considerations of managing for development results.

[20] For example, the 2012 evaluation of the Paris Declaration: http://www.oecd.org/derec/dacnetwork/48152078.pdf

[21] Bali Communiqué of the High-Level Panel, March 28, 2013. Cited in: United Nations (2013). A New Global Partnership: Eradicate Poverty and Transform Economies Through Sustainable Development. The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda. United Nations Publications, New York. http://www.un.org/sg/management/pdf/HLP_P2015_Report.pdf

[22] See, for example: S. Sutcliffe and J. Court (2005): Evidence Based Policy Making: What is it? How does it work? What relevance for developing countries? Overseas Development institute. Retrieved on April 15, 2014 from: http://www.odi.org.uk/sites/odi.org.uk/files/odi-assets/publications-opinion-files/3683.pdf.

DfID-funded project on Building the Capacity to Use Research Evidence (BCURE) is being implemented in various countries, including in India where it is conducted in collaboration with Abdul Latif Jameel Poverty Action Lab (J-PAL) South Asia.

Many bilateral and multilateral donor agencies are under increasing pressure from their constituencies to demonstrate that invested resources produce results. This affects how development aid is managed and disbursed, and many donor agencies have shown

> **DFID**
>
> "(...) when times are tight - as they are now - we have an increased responsibility to make sure we get the best value for every pound we spend on overseas aid. We've started a new *'payment by results'* approach to aid. In future, in certain circumstances, we'll only be handing over new money once visible results have been achieved. [23]

increasing interest in reliable ways for assessing and capturing impact level results. [24] DfID, for example, has set up an Independent Commission for Aid Impact to look at all aid spending and provide information on whether UK aid cash is having a positive impact. See sidebar.

Finding 3: **CLEAR objectives are relevant in light of the interest in and commitment to managing for results shown by government and non-government actors in a wide range of countries in all regions. Resulting needs and requests for capacity building vary widely between countries and among different types of actors.**

All countries in which CLEAR Regional Centres or affiliate centres are located are signatories to the Busan outcome document[25] and other regional agreements pushing for results-orientation and accountability in the context of

> "Here, when civil society or media demand accountability from the government, what they usually mean is '*prove that you didn't steal from us*' as opposed to '*show us results'*. But it's a process, and there is definitely movement in people being interested in what the government does and achieves with the available resources."
> CLEAR national partner, South Asia

development results. At the same time, the extent to which this commitment is reflected in national or sub-national laws and policies, institutions and their resource allocations, and in regulations and practices varies considerably. Similarly, countries differ in the extent to which civil society organisations and other actors (donors in particular) demand government accountability and transparency, and how that affects demand for and pressure on governments to produce and use evidence to demonstrate development results (see example in sidebar). Further details on the relevance of the CLEAR centres in their respective regional contexts are included in chapter 3.

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[23] DFID website https://www.gov.uk/government/policies/increasing-the-effectiveness-of-uk-aid; retrieved: April 15, 2013.

[24] Source: DFID website https://www.gov.uk/government/policies/increasing-the-effectiveness-of-uk-aid , retrieved: April 15, 2013. See also the World Bank Development Impact Evaluation (DIME) Initiative (http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTISPMA/0,,menuPK:384339~pagePK:162100~piPK:159310~theSitePK:384329,00.html#whatrole); as well as the website of the Rockefeller Foundation that notes the organisation's commitment to 'achieving meaningful and measurable impact' (http://www.rockefellerfoundation.org/our-work/current-work)

[25] OECD (2012). The Busan Partnership for Effective Development Cooperation http://www.oecd.org/dac/effectiveness/Busan%20partnership.pdf)

2.2 CLEAR Design

Finding 4: **While CLEAR was originally intended as an experiment or pilot, this has not been strongly reflected in how the initiative was designed or managed.**

Consulted current and former Board members involved in developing the original CLEAR concept envisaged the initiative as an experiment or pilot that was intended to explore uncharted terrain. Linked to that was the expectation of CLEAR being about "letting a thousand flowers bloom", i.e. facilitating the development of context-specific approaches to M&E and RBM capacity development that might turn out to be different from each other.

The comparatively modest overall investment in CLEAR (USD 15 million in Trust Fund resources[26]) corresponds with the intent of creating a pilot, given that such initiatives typically aim to reduce the risks connected with introducing and testing innovations by confining the scale of the intervention.[27] The evaluation found that, other than having modest funding, CLEAR was not consistently designed, presented, perceived or managed as a pilot or experiment. Outlined below are some key elements that are common to most pilot initiatives[28] and observations on the extent to which these have been reflected in CLEAR design and implementation to date.

The purpose of pilot projects is generally to test a particular strategy, hypothesis, or model intervention with the ultimate intention to replicate or expand the

> **Testing pilot assumptions**
>
> According to UNICEF (2009), periodic reviews (including annual reports) of pilots should not only consider progress in the implementation, but also the ongoing relevance and feasibility of the hypothesis, model intervention or assumptions that are to be tested.

initiative or at least its successful elements. As such, pilot initiatives constitute research activities with knowledge development as their main goal and basis of their legitimacy. See sidebar.

While document review and consultations with CLEAR staff at global and centre levels identified a number of topics and issues that are of common interest to most CLEAR stakeholders, CLEAR has not yet identified one or more agreed upon overarching learning questions that it aims to address through its work. This has limited the initiative's ability to systematically test key assumptions underlying its design, and draw insights based on implementation experience to date.

In a similar vein, deliberations and decisions to expand the CLEAR network into new regions (such as Lusophone America or the Pacific) have not been specifically tied to knowledge gained about the relevance and feasibility of its associated hypotheses, models or assumptions from implementing CLEAR in South Asia, Anglophone Africa or Latin America. Instead, they have been based on stakeholder interest (particularly donor interest) in the respective regions.

The intended nature of the CLEAR initiative as an experiment, and related implications for its implementation, has not been consistently or effectively communicated to stakeholders at global and regional levels. Strategic documents (e.g. CLEAR Charter), Annual Reports, and the CLEAR global website do not describe the initiative in these terms.

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[26] In comparison, the Cities Alliance generated financial commitments of more than $ 57 million during its first four years. Core funding of the Consultative Group to Assist the Poor (CGAP) during the period 2004-2012, ranged between $10 and $13.4 million per year. Annual funding for the (well-established) CGIAR increased from $ 531 million in 2008 to $ 860 million in 2012.

[27] Source: H. Vreugdenhil, J.H. Slinger, W. Thissen, and P.A. Ker Rault (2010). Pilot projects in water management. Ecology and society 15 (3).

[28] See, for example, UNICEF Programme Policy and Procedure Manual (2009). Also: R. Pawson. and N. Tilley (1997). Realistic Evaluation. London, Sage Publications

Finally, the conceptualisation of how CLEAR would be monitored and evaluated over time emphasises accountability rather than learning; reviewed documents (including the CLEAR Charter, reporting templates, as well as CLEAR annual reports) make no reference to the pilot nature of the initiative, nor do they require/include lessons or other information required/suited to inform the management of an experiment. Accordingly, current Board members and senior World Bank staff have varied expectations on the nature of results that CLEAR would and should produce, with some expressing the need for CLEAR to produce clearly defined development results, and others stressing the benefits inherent in learning deriving from experimentation.[29]

CLEAR theory of change

Finding 5: CLEAR has not tested its articulated assumptions and also has not articulated all of the assumptions on which it is based.

The original and revised versions of the CLEAR theory of change (ToC) – see sidebar - elaborated on the broad objectives outlined in the CLEAR Charter.[30] The CLEAR Strategy (2013-2018) formulates the following eight assumptions underlying the revised ToC:[31]

> **Evolution of the CLEAR Theory of Change**
>
> Building on the original concept note (2009), a first version of the ToC was developed in 2011 by representatives from the Board, regional centres, and Secretariat.
>
> At the Ghana Forum (2012), the 2011 ToC was determined to be inadequate. At the request of the Board, the current ToC was developed in late 2012/early 2013, alongside an effort to prepare the CLEAR Strategy.
>
> During the 2013 Tunis Global Forum days were set aside to collect stakeholder input on issues such as CLEAR stakeholders, outcomes, etc. and these were integrated by the Secretariat into the current ToC.

- Increased use of evidence in decision making will contribute to improved development results

- Strengthened context-specific and high-quality M&E systems (organisational processes and structures, incentives, etc.) and practices will lead to greater use of evidence by decision makers

- Improved enabling environment (e.g., incentives, legislation, institutional relationships, communities of practice) and demand for M&E and PM will support effective use of M&E and PM as tools for development

- Capacity at both levels – organisational and professional – and on both supply and demand sides – is needed to strengthen M&E and PM systems and practices

- Innovations in M&E/PM will drive context-specific, practical, and cost-effective approaches

- Capacity is built through a variety of strategically selected context-specific approaches suitable for the clients' needs and demands

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[29] According to Vreugdenhil et al. (2010), one characteristic of pilot initiatives is that any lack of progress towards results tends to be more tolerated than in other undertakings in light of the overarching goal to generate learning.

[30] 1) To select and support regional academic/training centres to provide demand-driven capacity building services in RBM and M&E on a regional basis, and 2) to provide a multi-regional forum for exchange of ideas, knowledge and information.

[31] From CLEAR Strategy (2013-18) 2013 p.2

- Regional institutions are well placed to lead capacity building, because they are able to work on a consistent and sustained basis across different clients – government, civil society, donors – and identify champions, leaders, professionals who will use M&E

- Global knowledge and standards customised to suit regional and local contexts are central to building capacity.

While these assumptions are relevant, CLEAR did not establish a method or procedure to test these assumptions over time, and the evaluation also noted other important assumptions that were not articulated – as discussed below.

Rationale Assumption(s) [32]

One of the implicit assumptions underlying the CLEAR ToC is that strengthened M&E systems and practices will lead stakeholders to demand and use evidence in making decisions for improved development results. This assumption raises an important research question in light of existing research and evidence pointing towards the many challenges that frequently limit or hinder the use of any kind of evidence in decision making. While it is understandable that CLEAR has not yet been in a position to provide evidence for the soundness of this assumed link, one would expect the ToC to articulate the evidence gaps and related (research) questions. If CLEAR had been purposefully managed as a pilot, such gaps might have been flagged earlier in its evolution.

Causal Link Assumptions[33]

Feedback from interviewed global thought leaders suggest that CLEAR's highest level outcome, to influence evidence-based decision making for development results, is what positively sets it apart from other (lower aiming) M&E capacity building efforts. Moreover, it has influenced the understanding of the regional centres of what they are expected to contribute to.[34]

While there may be a sound causal link between CLEAR outcomes and its highest level outcome, this assumption has not been tested, nor has CLEAR made efforts to systematically gather such evidence. [35] The current ToC does not explain how CLEAR activities are envisaged to lead to the intended outcomes, and what distinctive milestones or progress markers will indicate that progress is being made. While it was understood that progress would take different shapes in different regions, the absence of region-specific ToCs makes it difficult to assess whether short-term achievements to date constitute progress towards the envisaged CLEAR outcomes. This has posed challenges to the regional centres that are expected to link their activity or output-level achievements to the relatively high level CLEAR outcomes.

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[32] Rationale assumptions identify the underlying hypotheses or mechanisms on which an intervention is founded, e.g. they elaborate the reasons for why a certain approach or strategy was selected, and to what end. The rationale for most interventions is based on some prior evidence and experience. See: John Mayne: *Using Theories of Change in the Agriculture for Nutrition and Health (A4NH) CGIAR Research Program.* Unpublished Draft, March 2014. See also: Mayne, J. (2014). Using Theories of Reach to Enhance Equity Considerations in Evaluation. *Speaking Justice to Power: Ethical and Methodological Challenges for Evaluators.* K. Forss and M. Marra, Eds, Transaction Publishers.

[33] Ibid. Causal link assumptions relate to how and why the assumed transitions between stages in a change process will take place, e.g. what has to happen for these causal linkages to be realised.

[34] As noted, for example, in sections 3.3 and 3.4 on the Latin America and South Asia centres.

[35] In their comments on the draft version of the midterm evaluation report, CLEAR Board members suggested that it was inappropriate to put too much emphasis on CLEAR's highest level outcome, given that the core of the work conducted by CLEAR focused on the lower level outcomes outlined in the theory of change. While this argument is appropriate in terms of assessing CLEAR effectiveness at midterm, it remains relevant in our view to examine the appropriateness of the stated highest level outcome in reviewing CLEAR's design.

Furthermore, the CLEAR ToC in its current form implies that the pathways of change for the supply and demand sides of M&E (and RBM) are identical, or at least not significantly different from each other. This contradicts the rationale underlying the creation of CLEAR, namely the widely accepted observation that existing M&E capacity building efforts (that primarily focused on the supply side) had not also succeeded in influencing demand for M&E.[37] The (generic) ToC developed by the evaluation team and presented in Annex E illustrates some of the possible differences in these pathways that are not currently reflected in the CLEAR ToC.

Targeted stakeholders

One of the eight explicit assumptions associated with the CLEAR ToC highlights the importance of context-specific interventions involving a variety of different types of stakeholders. The current ToC is not suited, however, for elaborating on the types of contributions that each of these stakeholder groups is envisaged to make to the broader development results, nor does it explore how these groups will be addressed through CLEAR activities, given their very different organisational settings.

Key concepts

Document review and consultations with RC staff indicated that there are no agreed upon meanings of some key concepts that figure prominently in the ToC (e.g. innovation in M&E, M&E systems, and enabling environment and demand for M&E[38]). How these concepts are interpreted shapes the regional centres' work, it affects how CLEAR and its stakeholders interpret what 'success' of their work will look like, and what types of actors or organisations are likely to constitute 'strategic' partners. See sidebar.

Innovation

Within CLEAR the term 'innovation' appears to be broadly used to refer to ideas, approaches, or tools that are not yet commonly known or used in a country or region. In our understanding, however, a product, process, service or a technology constitutes an innovation in M&E only if it meets at least two of the following criteria:

a) There is significant process improvement, i.e. the innovation notably influences how M&E is done

b) There is catalytic change; i.e. an innovation is not just a cheaper or faster way of doing the same thing as before

c) The innovation is concrete, i.e. while an idea or theory can lead to innovations in how M&E is conducted, it does not constitute an innovation unless it is applied.[36]

Demand

While the ToC only mentions 'demand for M&E', document review and stakeholder consultations show that in the context of CLEAR 'demand' is used in at least three different ways:

- Demand for **M&E capacity building** services

- Demand for **M&E** (e.g. for new/better M&E systems to be established and used, or more/better evaluations to be conducted, for more/different types of evidence to be collected)

- Demand for **evidence deriving from M&E** with the intention to use this evidence for accountability, learning, or planning purposes.

While the three meanings are closely intertwined, they are not identical. Similarly, CLEAR documents do not distinguish between effective and latent demand (or comment on whether and how this distinction is relevant in the context of CLEAR).

M&E Systems

M&E systems can be located at various levels (e.g. organisational, sectoral, local, sub-national, national).The current ToC does not clarify whether all of these are assigned the same relevance, or whether the initiative is (primarily) aiming to influence national M&E systems.

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[36] Discussion Paper Innovations in Monitoring and Evaluating Results (UNDP, 2013). p.4. Also, given that in some countries in which CLEAR works there is a need for building very basic awareness of, demand for, and skills related to M&E and RBM, the question arises whether fostering innovation in M&E constitutes an appropriate and realistic objective.

[37] See, for example Mackay, K. (2007) on specific strategies for strengthening demand for M&E. http://www.worldbank.org/ieg/ecd/docs/How_to_build_ME_gov.pdf

[38] The CLEAR Strategy 2013-18 (p.2) notes that the enabling environment entails incentives, legislation, institutional relationships, and communities of practice. It does not clarify the relationship between the enabling environment and demand for M&E.

Conclusion

In our experience it is not unusual for a complex, global initiative to start out with a fairly broad ToC to capture key ideas, which then evolves and matures along with the initiative.[39] The evaluation identified missing and untested assumptions that are essential in understanding how CLEAR intends to achieve its stated outcomes. It further noted the absence of systematic efforts suited to test existing assumptions. The resulting lack of clarity limits the usefulness of the current ToC for regional centres and for a potential learning community that could benefit from testing CLEAR's assumptions.

CLEAR Results Framework

The following observations are informed by our understanding of what constitutes a 'good' results framework, in particular that it: identifies clear and realistic objectives and related performance expectations of what will be accomplished and when; sets a manageable number of relevant indicators to track performance; and builds ownership for the framework by ensuring that the RBM regime is relevant and useful to managers and flexible enough to accommodate a variety of types of programmes.[40]

Finding 6:   The CLEAR results framework provided adequate orientation for the establishment of the Regional Centres but has been less useful as a basis for assessing their progress towards development outcomes and capturing related learning.

The first version of the CLEAR results framework, developed in September 2011, outlined outputs, outcomes, indicators and targets for the initiative. It was slightly revised in May 2013, at the same time as the CLEAR theory of change.

The current results framework outlines the envisaged results of CLEAR by means of proximal outputs and outcomes which are focused almost exclusively on measuring whether and to what extent the Regional Centres have been established and are functioning.[41] This made sense during the early stages of the initiative and provided CLEAR donors some assurance that the

> **Linking the CLEAR results framework and Theory of Change**
>
> All of the current indicators for CLEAR Regional Learning and Global Approach outcomes focus on the types of changes that are expected in the Regional Centres; none measure the expected "so what?" in terms of expected, planned developmental changes in targeted CLEAR stakeholders' capacities, practices and so forth.
>
> The assumption that operational centres guarantee progress towards the envisaged development results is the conceptual "glue" that implicitly links the results framework with the CLEAR Theory of Change. However, this assumption is not based on evidence derived from the implementation of similar models and CLEAR has not yet put in place systems or processes to systematically test it.

centres were making progress in becoming operational. At the same time, the existing indicators and milestones do not explicitly measure or facilitate learning within and across the centres (e.g. in relation to common research questions underlying the notion of CLEAR as an experiment).

Good RBM practices suggest that developmental programmes should have appropriate indicators to measure their effectiveness. However, the indicators and milestones in the current results framework are of limited use for capturing progress against development results given that they do

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[39] This was, for example, the case in CGIAR.

[40] Based on the elements described in: Mayne, J. (2007). *Best Practices in Results-Based Management: A Review of Experience - A Report for the United Nations Secretariat.* New York: UN Secretariat.

[41] The vast majority (11 of 14) of the indicators in the Results Framework focus on the Centre's capacities or performance.

not define what "success" will look like in development terms beyond having a network of operational centres in place (see sidebar).[42]

Consulted centre staff in several regions noted that reporting against the indicators and targets in the results framework is an accountability exercise that has very little, if any, value for organisational learning, and does not inform specific programme improvements.

In addition, the centres in Latin America, Anglophone Africa and

> **Decreasingly meaningful indicator**
>
> The current target # 3 for measuring CLEAR's regional learning outcomes is that 50% of centre projects engage clients from countries outside the centre's home country.[43] Reporting against this indicator does not capture the (potential) strategic relevance of the different actors that the centre engages with in other countries, or the adequacy of how it does so. The mere fact that a centre engages with a large number of clients from other countries says very little, if anything, about its ability to influence change in these countries, or the region.[44]

South Asia are aiming to increasingly focus their work. Indicators that focus on *expanding* the centres' portfolios of services and clients act as a disincentive for the centres to act upon what they consider to be the most appropriate strategy in their respective context.

Principles of inclusion and gender equality

Finding 7:   CLEAR's objectives and services do not explicitly take into account the notions of inclusion and gender equality. Nevertheless, at least two centres have been making efforts to address related issues in some of their work.

While principles of inclusion and gender equality are considered good practice in development interventions, CLEAR has not defined these as priorities or cross-cutting issues for its work. None of CLEAR's founding or strategic documents comment on whether, to what extent, or how the programme is intended to address social development issues around inclusion (or, more broadly, diversity) or gender equality. To our knowledge, neither the CLEAR Board nor other CLEAR units have noted this as a gap in the CLEAR design or implementation.

However, elements of gender equality awareness are reflected in CLEAR monitoring tools that require the RCs to quantify the number of female and male participants in activities, and related information is reported by the centres for some but not all activities undertaken. To date, this information is not summarised in CLEAR annual reports, nor is it visibly used to inform planning or decision making.[45]

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[42] Annex L presents the results framework with comments on individual results statements, indicators and targets.

[43] Target as formulated in the CLEAR Strategy 2013-2018.

[44] A similar observation was made in the CLEAR Program Review conducted by DfiD in March, 2014.

[45] CLEAR rates 'low' based on the guiding criteria suggested by the United Nations Evaluation Group (UNEG) for assessing the evaluability of an initiative in view of the extent to which it integrates gender equality and human rights into its design and implementation. See: Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance. http://www.uneval.org/document/detail/980

None of the CLEAR centres has explicitly formulated specific objectives, targets, or strategies for addressing the principles of gender equality and inclusion. Nevertheless, the CLEAR centres in South Asia and Latin America have made various efforts to address these issues in their work (see sidebar). SA centre staff also stated that their capacity building work routinely stresses the importance of considering equity in the context of what constitutes 'good' data collection and sampling (i.e. emphasising the need to collect data from a range of stakeholders representing different levels of influence, status, gender etc.).

As part of its series of roundtable discussions on evaluation, the **South Asia** centre, in collaboration with other partners, including UN Women, organised a cluster of (so far) three sessions focusing on Gender, Evaluation, and Empowerment. [46] Another area of work relevant in this regard is the organisational capacity development work conducted by the centre with Nongovernmental organisations working on gender equality issues, such as *Breakthrough*.

The **Latin America** centre has entered in an informal agreement with the regional UN Women office for Latin America to collaborate on publications and capacity building on gender and evaluation. The centre co-edited a recently published UN Women guide on evaluating the integration of gender perspectives, human rights and multiculturalism.[47] In addition, CLEAR-LA and UN Women are considering integrating a session on gender in the CLEAR-LA graduate programme on evaluation.

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[46] The sessions addressed: Understanding and measuring Women's Empowerment; Defining and Measuring Women's Empowerment; Experiences in evaluating policies and projects aimed at ending Violence Against Women.

[47] Faúndez, A. and Weinstein, M. (2014): Guide for the Evaluation of Programmes and Projects with a Gender, Human Rights and Intercultural Perspective. Available under: http://www.clear-la.cide.edu/node/173

2.3   CLEAR Governance

This section reflects on the CLEAR Board and Secretariat in terms of their effectiveness in fulfilling their respective roles and on the appropriateness of the CLEAR governance structure.

CLEAR Board

Finding 8:   The CLEAR Board has fulfilled its three roles with varying degrees of success. It has been more effective in operational matters and less effective in providing strategic direction for an experimental learning initiative.

According to the CLEAR Charter, the Board has three broad areas of responsibilities: providing strategic directions to the programme; reviewing programme effectiveness and progress; and communication and outreach. Interviews with CLEAR Board members suggest that they have a good understanding of these three expected roles. The stated roles and responsibilities of the CLEAR Board as outlined in its Charter comply with good governance practice (see sidebar).

The minutes of Board meetings illustrate the diversified work required to get the CLEAR initiative rolling – ranging from budget decisions to programme decisions to strategic discussions – and some challenges in scheduling meetings, turnover and lack of attendance of

> **Good governance practice**
>
> The functions for the CLEAR Governing Board outlined in its Terms of Reference [48] correspond with four of the six core functions of GPP Boards as suggested in the IEG Sourcebook (see Volume III, Annex U). These four are: strategic direction, management oversight, stakeholder participation, and audit and evaluation. While the two functions risk management and conflict management are not explicitly assigned to the CLEAR Board, it has, in practice, fulfilled the latter.[49]

several donors. The Board provided some strategic guidance and considerable operational help to the Secretariat in establishing the five centres. These were time-consuming activities that the Board undertook with a high level of collaboration and commitment, according to all those involved.

Outlined below are observations on the extent to which the Board has fulfilled each of its three roles as per its TOR.

Providing strategic direction for the overall CLEAR initiative

While the Board provided guidance in establishing RCs and expanding the number of centres in different regions, it has provided little, if any, guidance on the short-term strategic questions and issues emerging as a consequence of CLEAR's experimental design or on the longer term strategic decisions that would follow the experimental phase (such as clarifying the longer term vision for CLEAR, and determining more clearly the respective roles of the Board and Secretariat in this regard). This is further discussed under finding 10 below.

One challenge in providing coherent strategic guidance has been that Board members have divergent views on what CLEAR is intended to achieve and what aspects need the most attention.[50] For example:

- CLEAR Board views varied on the experimental nature of CLEAR, as noted above.

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[48] The TOR are included in the CLEAR Charter.

[49] For example, when an issue was raised regarding the RC in Anglophone Africa in which Board members, the Secretariat, and the Centre did not share the same view, the Board meeting minutes show there was significant discussion and the Board attended to it.

[50] This had already been noted in the 2012 study on CLEAR governance: AccountAbility. (November 2012). Enhancing the Governance System of the CLEAR Initiative: Findings and Recommendations Report.

- Some Board members see CLEAR primarily as a capacity building exercise (courses, trainees, etc). Others have a higher and wider vision and see CLEAR as a catalytic, innovative global initiative contributing to improved development outcomes. Some others see it as a potential technical capacity building resource for their regional partners.

- In terms of the types of stakeholders that should be targeted by regional centres, some donors would like to see a stronger focus on engaging with civil society, while others encourage a stronger focus on government actors.

- The extent and direction of a potential future expansion of CLEAR in terms of its geographic foci (e.g. AusAid has expressed strong interest in the establishment of a new centre in the Pacific region, but it is not clear if other donors share this interest) and in terms of the types of countries to be targeted (e.g. donors vary in their views on whether and to what extent CLEAR should work with, and in, countries in transition from conflict).

- Board members have different interpretations of some concepts that are integral to the CLEAR design, such as: innovation, quality, regional and global results.

Reviewing programme progress and effectiveness

Document review and feedback obtained from the Secretariat, Board members, and regional centres suggests that the Board is partially fulfilling this role. First, it has set up and is managing audits and a midterm evaluation of the initiative. Second, it is monitoring programme progress in terms of outputs, activities, and budget.[51]

Annual reports have provided the Board with a partial view of the initiative's progress, in so far as they allow verifying if activities have been carried out, if the budget for the period has been expensed, and if planned outputs have been produced. The Board (as per the minutes) is conscientious in reviewing these aspects, challenges gaps between planned versus actual planned activities, and provides a critical eye on outputs produced.

Nevertheless, annual reports have not provided updates on the programme's progress toward outcomes, and there is no documented evidence of the Board having used the CLEAR Results Framework or Theory of Change to drive discussions about such progress. In fact, most consulted Board members did not remember what was included in the results framework or, more generally, what are the four intended outcomes of CLEAR. As such the CLEAR Board is not yet demonstrating good practice in managing for results throughout the chain of results, which is a key commitment of the Paris Declaration on Aid Effectiveness.

Role in communication and outreach:

There are two aspects to this role: engaging with stakeholders and raising funds. The evaluation found evidence (reported through interviews with Board members and in the field) that some members of the Board play a key role in both outreach and advocacy for the importance of CLEAR. It appears that representatives of larger donors, perhaps due to their organisations' investments in CLEAR, have been more vocal about the programme and have engaged inside their organisations to make the programme more visible. Representatives of donor agencies that have made relatively modest financial investments in CLEAR report that they have little time to do engage in additional fundraising for CLEAR beyond the existing commitments of their respective organisation. Other donors, such as DfID and the Rockefeller Foundation have made both substantial investments in CLEAR overall, and have also provided additional funds for specific

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[51] Please also see finding 4 that explores the extent to which CLEAR has been managed as a pilot/experiment.

interventions conducted by CLEAR units, e.g. (in case of the Rockefeller Foundation) for efforts aimed at building M&E capacities within civil society.

CLEAR Secretariat

The Secretariat reports directly to the Board's Chairperson (Charter, p. 9). Secretariat staff members are Independent Evaluation Group (IEG) staff and are assigned to work at CLEAR as part of their IEG responsibilities. Secretariat staff report to the World Bank which conducts performance reviews with input from the Chair of the CLEAR Board. As noted in the Charter, the IEG houses the Secretariat for the first phase of CLEAR, with the option of relocating the Secretariat to a partner country in subsequent phases.

The Secretariat currently has seven staff members who are IEG employees or contract personnel and who are assigned to CLEAR for a portion (60-70%) of their work load. CLEAR staff workprogram is reviewed by both IEG and the CLEAR Board but hiring is done by IEG.

Finding 9: To date, the Secretariat has effectively implemented its assigned roles. This has been facilitated by its location within the IEG.

Locating the Secretariat at the IEG was appropriate at start-up as IEG conceived of the idea of CLEAR, has a unit that looks at global capacity building for M&E, and has the experience of starting and managing IPDET, which was an inspiration for CLEAR. In contrast, one interviewee suggested that IEG had taken on a huge reputational risk by hosting CLEAR, as the RCs are untested start-ups and there is a risk to IEG's reputation should they fail. Other stakeholders suggested that as an innovative, experimental initiative, CLEAR needs freedom to take risks and that being housed within IEG limits these possibilities. In other words, there are differing opinions about the pros and cons of where CLEAR should be housed.[52] However, the evaluation team and almost all consulted stakeholders noted that there are currently no alternative locations for the Secretariat that would address the noted limitations while at the same time provide the benefits that derive from being housed in the IEG.

The Secretariat is responsible for the day-to-day administration and management of CLEAR, and provides a support system to both the Board and the regional centres. It also organises, delivers, and manages the global learning component of CLEAR (see Chapter 4) and coordinates communication and partner relations for CLEAR globally.

According to document review and consulted CLEAR centre staff, Board members, and clients and partners who have been in direct contact with the Secretariat, the unit has carried out its assigned responsibilities in timely fashion. Secretariat staff members were commended for their dedication and commitment to the initiative, and regional centre staff in all regions unanimously expressed appreciation for the various types of tailored support they have received from the Secretariat.

The Secretariat's contributions have not been limited to administrative responsibilities. As illustrated in Annex H, while the CLEAR Board is officially tasked with providing strategic direction to the initiative, the Secretariat has provided considerable leadership "from behind" on how to operationalise CLEAR. However, as discussed below, expectations regarding the type and extent of the Secretariat's strategic contributions have also been a point of discontent within CLEAR.

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[52] Varying views on risks and advantages of housing innovative GPPs within the World Bank are quite common. For example, similar concerns were identified in recent evaluations of the Consultative Group to Assist the Poor (CGAP).

Finding 10: Some shortcomings in CLEAR governance limit its effectiveness in guiding an experimental initiative and pose risks for its legitimacy in the eyes of stakeholders.

The structure and composition of the CLEAR Board has remained relatively stable since the inception of CLEAR (see sidebar). The CLEAR Charter suggested that the initial composition of the Board (primarily donors) would be reviewed at midterm and that it was expected that Board membership would be expanded to include senior government officials representing partner countries from each region.

Current composition of the CLEAR Board

The CLEAR Charter stipulated that initially the Board would comprise: representatives of donors contributing USD1 million or more per year, one rotating seat for donors contributing less than USD1 million, a representative of the Independent Evaluation Group (IEG), and the World Bank's two regional VPUs (for the first two years for regional donor representation). Donors contributing less than USD1 million per year would decide who among them would be their representative on the Board. While in practice all donors were invited to join the Board, regardless of the size of their contributions, attendance at Board meetings has been much stronger from those who contributed more than USD1 million per year.

In 2012, the Board commissioned a governance study, conducted by AccountAbility, which reviewed the CLEAR governance structure and compared it to 12 other global partnership initiatives.[53] The Board decided to await the results of this midterm evaluation before acting on the recommendations of the governance study.

Data collected during the evaluation (through document and literature review and consultations with CLEAR stakeholders) confirm the following key findings also noted in the 2012 governance study.

The current Board composition lacks diversity in representation, experience and expertise. This limits its ability to ensure or enhance CLEAR's legitimacy in the eyes of stakeholders. It also presents an image of CLEAR as a top-down initiative that does not reflect the principle of country ownership. While donors are key stakeholders, they do not represent CLEAR's other stakeholder groups such as government officials, experts, RC host institutions, the RCs and country units – all of whom have a stake in CLEAR's success and sustainability, and who have valuable knowledge to provide to decision makers.

CLEAR governance units have not yet developed a shared, well-articulated vision and operational strategy for CLEAR that does justice to the initiative's experimental nature. The 2012 governance study noted a considerable lack of shared understanding among CLEAR units of their respective roles and responsibilities, particularly those of the Board and Secretariat. Consultations with CLEAR staff and Board conducted during this evaluation confirmed this finding.[54] This has resulted not only in prolonged frustration among different CLEAR units about each other's' performance and/or expectations, but also in notable gaps in leadership that neither the Board nor the Secretariat have filled to date.

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[53] AccountAbility. (November 2012). Enhancing the Governance System of the CLEAR Imitative: Findings and Recommendations Report. Most of the other GPEs that the study used as comparators had changed their governance composition as the partnership evolved. In all cases, changes to the governance structure meant that the Board became less active in operational matters and identified more specific roles for selected sub-committees (e.g. staffing sub-committee or M&E sub-committee).

[54] Approximately two-thirds of consulted Board members felt that the Secretariat should have played a stronger strategic leadership role.

Given CLEAR's experimental nature, it would have been important for those guiding and managing the initiative to pay attention to and act upon the learning taking place as CLEAR implementation progressed. Examples of various short-term and long-term questions that the evaluation team thinks required attention but that were not sufficiently addressed by CLEAR governance bodies are outlined in the sidebar.

It is important to note that the Secretariat was never formally tasked (in its TOR or in directions from the Board) to address most of these issues, nor was it staffed to do so. A review of Board minutes indicates that there have been exploratory discussions of some areas of responsibility and strategy, but the Board has never formally discussed who should be responsible for providing direction in the noted areas.

According to Bezanson and Isenman (2012) these types of governance shortcomings are very common among global/multi-stakeholder programs and partnerships.[55]

> **Examples of strategic questions that have not been sufficiently addressed to date**
>
> Does the CLEAR design match its purpose and experimental nature?
>
> Are the assumptions outlined in the ToC appropriate? How will CLEAR test these assumptions?
>
> Are there gaps in the ToC that need to be addressed? Will activities lead to expected outcomes?
>
> Are the research/ learning questions clear and appropriate? Which need to be changed? Added?
>
> Are the allocated resources (human, financial, other) sufficient to realize CLEAR ambitions? To monitor its performance as an experiment?
>
> Are governance and management approaches in keeping with the pilot or experimental nature of CLEAR?
>
> Are roles and responsibilities of various stakeholders clear and appropriate given CLEAR ambitions?
>
> Are the CLEAR outcomes realistic/appropriate? Are the indicators appropriate? Is the use of a logical framework appropriate given CLEAR's experimental nature?
>
> To what extent are the various contractual arrangements with the Regional Centres and the affiliates facilitating or hindering implementation of the CLEAR experiment? What changes need to be made?
>
> What criteria (or types of evidence) will determine whether there should be a second phase of CLEAR, or how this second phase should look like?
>
> What are the envisaged future roles of regional centres and affiliate centres? What can 'sustainability' of CLEAR (or of centres) look like?

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[55] Bezanson, Keith A. and Isenman, Paul: Governance of New Global Partnerships: Challenges, Weaknesses and Lessons". Policy Paper 014. October 2012. Centre for Global Development. Retrieved from http://www.cgdev.org/files/1426627_file_Bezanson_Isenman_FINAL.pdf. The authors note that among the frequent governance shortcomings of partnerships/programmes identified by independent evaluations of 11 such mechanisms are: i) weakness or absence of strategic direction, accountability mechanisms, monitoring and evaluation systems, and management of risk; as well as ii) confusion between the roles of management versus governance.

2.4   Summary/Conclusions

The midterm evaluation findings are positive in terms of the relevance of the CLEAR initiative to the evolving global discourse on results management and aid effectiveness, as well as in relation to the priorities of current and potential donors.

The evaluation noted, however, that while CLEAR was originally intended as an experiment, this has not been consistently reflected in how the initiative has been managed. In particular, CLEAR has not yet explicitly formulated the hypotheses it set out to test, nor has it put in place mechanisms to systematically collect, analyse, or share information on such findings. This gap is also evident in the CLEAR Theory of Change and Results Framework, both of which were revised in 2011, demonstrating CLEAR's willingness to adapt tools based on implementation experience. The ToC and Results Framework provided useful guidance for the start-up phase of CLEAR and allowed CLEAR stakeholders (including donors) to track progress of the centres in becoming operational. Both frameworks have, however, been less useful for testing or elaborating on key assumptions underlying the CLEAR design, promoting learning within and across CLEAR units, and for assessing progress made by the regional centres towards envisaged development results. To date, neither CLEAR overall, nor each of the regional centres have explicitly defined what 'success' of the initiative will look like at global or regional/national levels.

The CLEAR Secretariat has effectively fulfilled its assigned roles, has provided administrative support to the functioning of the initiative, and has provided leadership and guidance for the regional centres. While the location of the Secretariat in the World Bank's IEG has both advantages and disadvantages, the evaluation team considers that relocating the Secretariat during the current phase of transition would likely pose more challenges than potential benefits.

The CLEAR Board has fulfilled its three assigned roles with varying degrees of success. While it has provided effective leadership on operational matters it has not provided adequate guidance on the questions and issues emerging as a consequence of CLEAR's experimental design, or on longer-term strategic decisions on the future of CLEAR beyond the current phase. The evaluation also confirmed findings of the 2012 governance review of CLEAR that noted that the current Board composition lacks diversity in representation, experience and expertise, which is likely to limit its ability to ensure or enhance CLEAR's legitimacy in the eyes of stakeholders. While this issue could be addressed by making changes to the composition of the CLEAR Board or the broader CLEAR governance structure (e.g. by adding a Steering Committee with diverse membership, as had been suggested in the 2012 governance study), such changes would not automatically also solve the noted lack of leadership for guiding an experimental initiative.

3 CLEAR – Regional Centre Component

3.1 Summary

This section summarises key observations on overarching issues emerging from the parallel review of the five existing CLEAR centres. It is structured along the same categories as the detailed individual centre profiles that follow (in sections 3.2 to 3.6), but focuses on reoccurring themes and overarching observations.

3.1.1 Design

Finding 11: While the internal and external contexts of the regional centres varied considerably, this was not sufficiently accommodated in the programme design and resulted in lost learning opportunities.

The five CLEAR regional centres varied considerably in terms of their internal and external contexts. Examples of variations in their internal contexts include:

- **The dates at which the centres became fully operational** vary considerably, from late 2011 (Anglophone Africa and South Asia) to late 2012 (Latin America and East Asia) to mid-2013 (Francophone Africa).56 This has, at least to some extent, influenced the number and diversity of capacity development activities carried out by each centre at midterm.57

- **The projected grant amounts** for the different centres varied, with East Asia and Latin America being allocated considerably smaller amounts than the other regions.58 The grant amounts for all five centres were modest given their complex mandate and envisaged regional scope.

There were also noticeable differences in the centres' external contexts, as illustrated below:

- The **demand for and supply of (quantity and quality) M&E/RBM services and related capacity development opportunities**. While all countries in which CLEAR regional centres or affiliate centres are located are signatories to the Busan outcome document59 and other regional agreements pushing for results-orientation, the extent to which this commitment is reflected in national or sub-national laws and policies, institutions and their resource allocations, and in regulations and practices varied considerably.

- Differences in **pre-existing awareness, knowledge and skills in M&E of the majority of targeted stakeholders** (e.g. strong in most of Latin America, and relatively weak in most of Francophone Africa), which in turn had implications for the appropriate starting level for centre services

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56 While the CLEAR timeline, as shown, for example, in the CLEAR Strategy (2013-2018) indicates that the FA centre became operational in October 2012, consultations with CLEAR staff indicate that this was only truly the case in mid-2013 when the first capacity building programming was conducted.

57 For example, the South Asia centre has carried out more than the East Asia and Francophone Africa ones. At the same time, the later established LA centre has carried out more interventions than the AA centre despite its earlier start.

58 At the same time, both of these centres have been able to leverage other resources, including from the respective national governments where the centres are located

59 OECD (2012). The Busan Partnership for Effective Development Cooperation http://www.oecd.org/dac/effectiveness/Busan%20partnership.pdf)

- In addition, regional differences affected **the number and quality of collaborators that the centres were able to draw** upon for the planning and implementation of capacity development interventions.

All CLEAR regional centres have made deliberate efforts to tailor their products and services to the specific needs and priorities of different actors and their national and/or institutional contexts in order to make them contextually relevant and useful to intended users. Some centres (SA, LA, and AA) have increasingly taken to developing custom made training modules for selected client organisations to meet their particular needs.

However, while in principle, each centre was given permission by CLEAR to adapt the overall CLEAR theory of change and results framework to its particular context and capacity, expectations (as reflected in identified CLEAR's key performance indicators), including those related to the expansion and diversification of centre services, have applied equally to all five centres regardless of the variations in their internal and external contexts.

Moreover, while the CLEAR design makes repeated reference to the importance of context, in practice this has not yet been consistently taken into account in the initiative. On the one hand, the CLEAR design (wisely) allocated resources for the CLEAR Secretariat to provide capacity building support to the centres (implicitly acknowledging variations in their institutional establishment and maturity), and centres were able to decide the kinds of activities that they could engage in. On the other hand, and as noted in Chapter 2, the CLEAR design did not include strategies, mechanisms, responsibilities or resources to capture and benefit from the learning possibilities presented by these contextual diversities. In lieu of focusing on learning, centres instead concentrated on delivering services to meet the (perhaps relatively less important) expectations outlined in the results framework. [60] In light of CLEAR's intended nature as an experimental initiative, this represented lost learning opportunities.

Finding 12: The CLEAR regional centres are in relatively early stages of developing their own strategies and do not yet have a clear, appropriate basis for measuring "success".

One major implication of the differences in regional contexts is that the notion of 'success' means different things for each regional centre. While CLEAR centre staff are acutely aware of this, the centres have not yet (or only partially) articulated their region-specific visions of 'success', and there has been no reflection and analysis of differences among centres within CLEAR overall. Centres have made efforts to link their activities to the overall CLEAR outcomes, but due to the high-level nature of these outcomes and the absence of regionally defined pathways of change and progress markers, centre results to date appear to be more fragmented than they may turn out to be in the longer term.

Similarly, the extent to which the five centres have made explicit their context-specific programming *strategies* varies. The AA centre's draft strategy (2013), while not yet completed or implemented, is focused and context specific. Similarly, the SA centre was commended for its work in developing a centre-specific results framework to identify envisaged intermediate results. The LA centre has developed a region-specific strategic framework, but has not been able to use it to monitor or report upon its work given the existing reporting formats within CLEAR.

The evaluation also noted that while all five centres have made some efforts to engage with stakeholders from outside their home countries, centre strategies provide little, and in most cases no, information on the expected benefits or envisaged development results of regional engagement. Positive developments in this regard are the current efforts of the South Asia centre

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[60] For example, the requirement for Centres projects to engage at least 50% of clients from outside their home countries or an increase in the % of Centre revenues that are generated by the centre through revenue generating activities.

to develop an explicit regional strategy, the draft strategy developed by the Anglophone Africa centre that articulates key elements of the centre's future engagement beyond South Africa, and ongoing efforts by the LA centre to further define its niche in the region.

3.1.2 Centre capacities

Finding 13: CLEAR regional centres continue to have very mixed institutional capacities to participate effectively in the initiative. This limits their potential to make the kinds of contributions envisaged in the overall CLEAR design.

From the outset, there were vast differences in regional centres: some were created within institutions with established track records in M&E capacity building (SA, EA and LA), while others were launched in institutions with a modest profile in M&E capacity building (AA and FA). It is therefore not surprising that it has taken time for the AA and FA centres to develop the managerial and professional capacities needed to engage in the CLEAR initiative in their regions. These two centres have been challenged by and continue to face considerable gaps in both professional and managerial capacities. Similarly, the centre in East Asia continues to face limitations in its professional capacity.

Finding 14: With the notable exception of the LA centre, CLEAR regional centres have placed modest to little emphasis on nurturing linkages with other like-minded institutions.

All CLEAR centres have engaged in partnerships with diverse types of actors within their home countries and regions. However, the breadth and diversity of partnerships established to date varies between centres, with the Latin America centre having put the most pronounced emphasis on working with and through various partners. None of the five centres has developed a network of collaborators that is sufficient to meet all requests for capacity development support that it receives, and there is room for further clarifying and, in some cases, expanding the roles that (potential) strategic partners in the region will play in complementing a centre's internal capacity. The AA centre's draft strategy includes promising efforts in this regard, as do strategic deliberations included in strategic documents of the LA centre.

Finding 15: The affiliation with their respective host institution has, overall, been beneficial for the five regional centres. There is room for further strengthening the collaboration between the centres and host institutions, especially in Anglophone and Francophone Africa.

In all regional centres, the reputational implications of being affiliated with their host institutions have generally been positive in terms of (potentially or actually) enhancing their credibility and in opening doors to potential clients and partners. At the same time, as shown in the sidebar below, the affiliation presented both benefits as well as moderate reputational challenges. In several cases (AA, SA) the respective host institutions were instrumental in keeping centre activities going when there were delays in the receipt of the CLEAR grant.

The centres were affected in different ways by the structures and administrative processes within their host institutions. While in Latin America, South Asia, and East Asia these effects were largely beneficial, they posed challenges in Anglophone and Francophone Africa. As described in section 3.2, the AA centre in particular was also adversely affected by notable gaps in strategic support from its host institution.

> **Regional centres and their host institutions**
>
> **In East Asia**, AFDC's affiliation with the government of China, especially the Ministry of Finance, enhances the centre's ability to reach out to other government departments, but also limits its ability to engage with non-government actors.[61]
>
> **In South Asia**, the CLEAR centre benefits considerably from the strong reputation enjoyed by J-PAL related to its expertise in Randomised Control Trials. However, this has also made it challenging for the centre to step out of J-PAL's shadow and create its own reputation based on a mandate that includes a wider range of methodological approaches. This has been even more difficult as most CLEAR staff are also known among stakeholders as J-PAL staff.
>
> **In Anglophone Africa**, Wits's long standing association with the ANC government meant that it had the necessary strong trust and relationships to engage meaningfully on good governance matters, including the use of M&E in decision making. However, the university's governance and administrative requirements took a toll on the centre given its modest institutional capacities.
>
> **In Latin America** the association with CIDE has positively influenced the reputation and credibility of the centre in the eyes of potential clients, especially within the Mexican public sector. Since centre establishment CIDE has provided considerable financial, professional and administrative support to the centre.
>
> **In Francophone Africa** the CLEAR centre has benefited from CESAG's positive reputation as a successful institution involved in educating future policy and decision makers especially in the context of the Senegalese government. The centre has, however, faced challenges due to the cumbersome administrative and financial management systems of CESAG, and has not yet strongly benefited from access to its host institutions' faculty members.

Their affiliation with the World Bank has, overall, benefitted CLEAR centres in both reputational as well as practical terms. The latter was constituted, for example, by on-the-ground contacts facilitated by the local WB team, and/or the centre having access to local WB funds for supporting selected clients through tailored capacity development activities.

Finding 16: With exception of South Asia, progress towards establishing Regional Advisory Committees has been slow, depriving centres of relevant and regionally grounded strategic advice.

At midterm, the South Asia centre is the only centre with a functioning RAC. Other regions are still in the process of establishing committees; the AA centre has identified all RAC members and the LA centre has identified some members.

According to their project documents, the centres are obliged to seek CLEAR Board approval for the nomination of RAC members. In one centre this contributed to delays in confirming RAC composition, given that some initially proposed candidates were not endorsed by the Board. This put the centre into an awkward situation in relation to the rejected candidates. Other centres reported that budget constraints (AA centre) or the absence of agreed upon mechanisms for working together (EA centre) prevented the RAC from meeting since their appointment.

The RAC in South Asia has met twice and the experience to date, while limited, supports the assumption that RACs can provide CLEAR centres with relevant and regionally grounded strategic advice. To prove this assumption, additional experiences gained in other contexts are required. The four centres without functional RACs have had fewer, or at least less systematic and transparent opportunities than the one in SA to elicit input and validation of their (planned) work from regional experts.

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[61] One reason relates to financial constraints-the AFDC has the resources to support the training costs of government, but not CSO representatives.

3.1.3 Centres' performance

Finding 17: CLEAR objectives have been relevant in light of the interest in and commitment to managing for results shown by government and non-government actors in a wide range of countries in all five regions.

In all five regions, overall CLEAR objectives as well as the specific activities conducted by the regional centres have been relevant in view of existing gaps in the supply of and demand for M&E services and related capacity building. There were, however, variations in the extent to which centre activities were focused on the most pressing needs in the respective context. In countries with low pre-existing M&E capacity and culture, some centre activities (e.g., the provision of impact evaluation courses in AA) were considered too advanced for the level of experience, knowledge, skills and demands of most regional stakeholders.

To date, centre activities have been generally in line with centre strategies (implicit or explicit). However, given the absence of detailed strategies in some centres (FA, EA), and the absence of explicit theories of change in all centres, it is not yet evident if or how individual centre activities and/or client relationships fit into a larger and longer-term vision of 'success' in the respective context.

Finding 18: All five centres have met most of the midterm targets defined in the CLEAR results framework, which focused on the selection and establishment of regional centres. To date there is limited evidence of their contributions to CLEAR's envisaged higher level development results.

As illustrated in CLEAR annual reports, all five centres have fully or mostly achieved the midterm targets that focused on the establishment of centres and their ability to provide a variety of capacity building services for M&E and RBM.

At midterm, while there is evidence that the centres have *reached* a considerable number of individuals and organisations, there is limited and largely anecdotal information on whether this has also (or is likely to) *influenced* these actors and/or their organisations and with what effects. CLEAR centres are only starting to conduct regular follow up with clients and collect data in order to capture the longer-term effects of their work on individuals and organisations. Also, in the absence of region or country-specific theories of change it is not consistently evident how individual achievements are envisaged to eventually contribute to broader, system-level changes.

Outlined below is an overview of the types of centre achievements noted to date. We have mapped these achievements against the four overall outcomes in the CLEAR Theory of Change.[62]

Strengthened capacity to produce and use evidence

Almost all centre achievements made to date relate to creating

> **Individual level**
>
> Increased awareness (of what M&E/RBM are and their benefits; different types of evaluation; gaps in one's own knowledge or skills)
>
> Increased confidence/motivation to engage in M&E or RBM;
>
> Increased knowledge/skills (e.g. related to different evaluation approaches and methodologies; how to manage evaluations)
>
> **Organisational level**
>
> Availability of organisation-specific toolkits, guidelines, policies
>
> Access to international experts (Impact Evaluation, Performance Budgeting) to provide inputs and advice

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[62] Given the noted absence of clearly elaborated pathways of change and the fact that CLEAR reports still tend to be activity, rather than results focused, this process was based on i) how CLEAR centres themselves mapped achievements in the latest CLEAR annual report and ii) the evaluation team's assessment of which outcome(s) an achievement was most relevant to.

favourable conditions that – in the longer term – have the *potential* to contribute to individual actors or organisations producing (and eventually using) more or better evidence. Examples are shown in the sidebar.[63] To date, there is only very limited and largely anecdotal information available on whether and how individuals or organisations have actually applied the knowledge and skills, policies and tools gained through CLEAR interventions, and with what effects.

Expanded professional expertise in regions

All centres conducted at least some interventions aimed at strengthening the professional capacity of actors (individuals and organisations) outside of the centres' home countries, as well as efforts focusing on supporting the professionalization of M&E and RBM.

Relevant types of achievements include the creation of more and/or better[64] opportunities for exchange and learning for evaluation professionals in the region, due to financial and technical contributions to professional networks at national and regional level, and at CLEAR-organised events such as the global forum or regional roundtable discussions. The evaluation did not find, and it may be premature to expect, evidence of positive changes deriving from these interventions.

Enabling Environment and Demand for M&E

The CLEAR centres have not yet made explicit what aspects of the enabling environment (or types of demand) they consider possible or likely to influence, how, and with what envisaged results. Nevertheless, there is evidence of CLEAR centre activities have contributed to a number of positive changes in different types of demand, as outlined below.

Demand for what?	Indicators of changes in demand to date due to CLEAR interventions
Demand for M&E Capacity Building	Interest in and use of available (i.e. new) CLEAR capacity building services. Targeted client requests for tailored capacity building services through a CLEAR centre, e.g. following their participation in more generic offers (e.g. training events) from the respective centre.
Demand for more or better evaluations to be conducted; better M&E systems to be established & functioning.	Requests to CLEAR to: • Help strengthen M&E systems (at organizational, sub-national, or national level) • Provide assistance to plan, manage, conduct (meta) evaluations • Help develop or strengthen guidelines, frameworks to guide M&E work
Demand for evidence generated through evaluations	No evidence at midterm.

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[63] Some of the noted types of achievements correspond to the 'intermediate capacity development outcomes" as per CLEAR's document "*Building Blocks of CLEAR's Capacity Development Strategy*" (2013), which names the following such outcomes: Raised awareness, enhanced skills/knowledge; improved consensus/teamwork; enhanced networks; strengthened coalitions; new implementation know-how.

[64] In terms of the diversity and quality of contents addressed at, for example, Conclaves.

Using the framework suggested by Mackay,[65] most of the strategies employed by CLEAR centres to date that are primarily geared at influencing one or more types of demand (as noted above) fall in the category of '**sermons**' (see sidebar). While results in awareness raising are challenging to measure, consulted CLEAR staff, clients and collaborators in all regions consistently noted that CLEAR had made important contributions to raising the visibility of M&E among targeted stakeholders, and to increasing their understanding of the benefits that the improved use of M&E could have for achieving the goals of their unit or organisation, and in identifying gaps in their organisational, sectoral, or (sub)national systems.

In comparison, the centres have done relatively less in relation to "**sticks**".[66] In some cases, interventions were not always deemed necessary; for example in many Latin American countries, frameworks were already considered fairly strong, and more focus was needed to implement them. In other cases, interventions were not feasible at a particular time; for example in India, the CLEAR centre has been awaiting the outcome of the elections and implications for the sustainability and positioning of the Independent Evaluation Office (IEO) before deciding whether and how CLEAR will support the IEO in pursuing changes in the existing legal provisions for M&E.

How to strengthen demand

Mackay (2007) argues that demand for M&E can be strengthened through the following types of influences:

Sermons – high-level statements of endorsement and advocacy concerning the importance of M&E. These also include efforts to raise awareness of M&E and to explain to government officials (or other actors) "what's in it for them".

Sticks – prods or penalties for organisations or individuals who fail to take performance and M&E seriously. Common tools that act as 'sticks' include legal and policy frameworks and related guidelines.

Carrots – ways of providing positive encouragement and rewards for conducting M&E and utilising the findings. These include, for example, public recognition or financial incentives to individuals or organisations.

All CLEAR centres have made efforts and contributions to creating or strengthening "**carrots**". Relevant in this regard are, for example, centre efforts in bringing together different actors (in heterogeneous or homogenous groups) to discuss, explore, and learn about M&E and RBM, thereby fostering the potential for synergies among these actors.

Innovation in M&E

All of the centres have played a role, albeit to varying degrees, in introducing their clients (individuals and organisations) to new M&E-related ideas, tools, or approaches. Related achievements have the potential to contribute to innovations in M&E in the longer term,[67] but, in our view, do not yet constitute innovation.

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[65]Keith Mackay (2007): How to Build M&E Systems to Support Better Government. World Bank/IEG. Retrieved on May 5 from: http://www.worldbank.org/ieg/ecd/docs/How_to_build_ME_gov.pdf

[66] Examples of related achievements include CLEAR EA support to the Government of China for issuing new regulations on performance evaluation on IFI projects; CLEAR AA contributions to a review of four DPME guidelines on different types of evaluations, which were included in the national evaluation plan for South Africa; and the LA centre's work with the Peruvian ministry of Women and Vulnerable Populations around creating a monitoring index based on administrative and census information.

[67] As noted in the Glossary and section 2.2, the evaluation considered a product, process, service or a technology to be an innovation in M&E if at least two of the following criteria were met: **a)** There is significant process improvement, i.e. the innovation notably influences how M&E is done, **b)** There is catalytic change; i.e. an innovation is not just a cheaper or faster way of doing the same thing as before, **c)** The innovation is concrete, i.e. while an idea of theory can lead to innovations in how M&E is conducted, it does not itself constitute an innovation unless it is applied. (See: UNDP, 2013).

This is neither surprising nor concerning at midterm. However, the evaluation noted a lack of clarity and shared understanding among CLEAR centres of what counted as "innovation in M&E", making it more difficult for the centres to systematically strive towards this objective. The notion of innovation is not prominent in any of the centres' deliberations on their respective strategies or envisaged results Furthermore, none of the current indicators in the CLEAR results framework require the collection of data suited to provide an indication of whether and how centres have contributed to innovation, and with what benefits. This limits the initiative's ability to consistently collect data in this regard.

3.1.4 Efficiency and viability

Finding 19: Due to their location in host institutions, centres had to adhere to a variety of different rules, regulations and requirements that contributed to some inefficiency.

Several centres experienced delays and challenges due to difficulties in aligning host institution rules and procedures with World Bank requirements. In several cases (especially in AA and FA) this led not only to delays in the transfer of funds to the centres, but also to inefficient use of professional staff, given that they were tied up with administrative tasks.

On the positive side, all CLEAR centres have been able to leverage some additional resources for operation and activities. In the LA and EA centres, the leveraged resources have been considerable and have surpassed the grant amounts that the centres received from CLEAR.

Finding 20: The likelihood that Regional Centres and their services will continue without CLEAR funding varies – from low in Anglophone Africa to very strong in Latin America and South Asia.

A review of the likely longer term viability of the Regional Centres indicates that their prospects vary. Variations are due to differences in the extent to which the centres have already engaged in (and have the capacity to engage in) planning for financial sustainability; their current integration into and types of support received from their host institutions; the extent to which the demand for the types of services they provide continues or increases in their national and regional contexts; and the number of actors willing and able to pay for these services.

Viability is, however, not just a question of whether a particular centre *can* be sustained, but also whether the likely benefits and incentives linked to its continuation are sufficiently strong that the host institution (and centre staff) is inclined to pursue this goal. This was raised as a possible concern in East Asia, given the small amount of CLEAR grant money made available to the EA centre.

3.2 CLEAR Anglophone Africa (AA) Centre

3.2.1 AA Centre Profile

Selection and establishment

The University of Witwatersrand, South Africa (Wits) was selected from 24 applicants from six countries in Southern Africa to serve as the CLEAR regional centre in October 2010. The centre became operational in June 2011.[69] See sidebar.

> The CLEAR centre is located within the Wits School of Governance, formerly known as the Graduate School of Public and Development Management (P&DM). Besides CLEAR, the Wits School hosts two other centres – the Centre for Defence and Security Management, and the Centre for Public Enterprises.[68]

As noted in its proposal to host CLEAR, Wits is partnering with the Ghana Institute of Management and Public Administration (GIMPA), and the Kenya School of Government (KSG) to serve as CLEAR affiliate centres and facilitate working across national borders in the region.

Financial resources

A first grant agreement between the World Bank and Wits was signed In December 2011, for a grant of USD 940,513 for the period June 2011- January 2013. A second grant agreement for USD 2,997, 325 was signed in May 2014 for the period 2014-2018; at the time of writing, World Bank records indicate

> **AA Centre Institutional Funding Sources**
>
> World Bank
>
> Food and Agriculture Organization (FAO)
>
> UK Department for International Development (DFID)
>
> Japan International Cooperation Agency (JICA)
>
> German Technical Cooperation Agency (GTZ)
>
> Government of South Africa
>
> Rockefeller Foundation

that approximately USD 200,000 has been disbursed, which the AA centre reports has been largely used to retrospectively finance previous activities (including its attendance at the 2013 Global Forum and the 2014 AfrEA conference). Total projected funds for the AA centre up to the end of FY 2018 (including grants, selection process, and Secretariat support) amount to USD 5,073,687.[70]

In addition to the World Bank administered CLEAR grant, the AA centre has generated revenue from a number of bilateral and multilateral donors, national governments and foundations since its inception for research, training or consultancy services as well as revenue earned from individual course participants. For example, between 2012 and December 2013, the AA centre had generated USD 933,000 from other sources of funding, as compared to USD 940,000 from the original CLEAR grant.

Staffing

The centre's first staff members, an acting Director[71] and an administrative officer, commenced their responsibilities in February 2012 (8 months after the centre's establishment). By August 2012, its staff grew to include a technical expert, a programme administrative officer, and a part-time

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[68] Source: http://www.wsg.wits.ac.za/centres

[69] While the grant was signed by both parties in February 2012, retroactive financing allowed the centre to claim expenses backdating to May 2011.

[70] Constituting the highest grant amount among the currently active CLEAR centres.

[71] The acting Director was confirmed as Director in July 2013.

bookkeeper. At the time of writing (September 2014), the AA centre staff includes an Acting Director (the former Director resigned in February 2014), a programme administrative officer, and a programme management officer responsible for financial management. Since September 2014, the centre has contracted a programme support officer on a shared basis with the Wits School of Governance. Two CLEAR associates are further contracted for particular tasks. There are two CLEAR coordinators in each of its affiliates in Kenya and Ghana.

Centre activities

Until the end of 2013, the AA centre had implemented approximately 60 capacity building interventions, as shown in the sidebar.

Centre clients have been predominantly representatives from government units (60%); others clients have included individuals from non-government organisations, academia, post-graduate students and M&E professional networks. There have been relatively few clients from the private sector or philanthropic organisations.

Type of activity	February 2012 to December 2013
Training	27
Knowledge exchange seminars	10
Technical assistance/advice	3
Collaboration with M&E networks	6
Diagnostic	1
Knowledge resource	5
Evaluations, assessment, advisory	4
Advocacy, promotion, and other	2

3.2.2 AA Centre Context

Finding 21: At the time the AA centre was established, the demand for evidence in decision making for improved development results was relatively modest in Anglophone Africa. By 2014, there is evidence of increased awareness and interest in the value of performance information, but demand is isolated and required most often for accountability rather than learning or decision-making purposes.

Prior to the establishment of the AA centre, various stakeholders carried out some analysis of the use of evidence (generated through evaluations or performance management) in decision making in Anglophone Africa, as well as reviews of the demand for and supply of training and other support services intended to build national and regional capacities in evaluation and performance management. Key characteristics of the regional context at the time the AA centre was established[72] include the following:

- Historically weak enabling environments with low effective demand for M&E services and for evidence deriving from M&E due to lack of incentive structures, such as policies and frameworks. However, there was one notable exception, South Africa, which was in the process of putting stronger incentive frameworks in place.

- Limited awareness and understanding among potential users, especially within government institutions, of the benefits inherent in evidence generated through M&E. This was, for example, reflected in the absence of M&E-related content in public management degrees. As a result, "doing M&E" was often equated with conducting expenditure or output level monitoring activities. Overall, infrastructure support for and expertise in evaluation were considerably weaker than for monitoring.

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[72] As described in the AA centre project documents, and confirmed by literature review and stakeholder consultations.

- Limited supply of high quality M&E services, with many practitioners lacking knowledge, skills and experience in core competencies for scientific data collection and analysis. At the time, there was one national Voluntary Association of Professional Evaluators (VOPEs) in South Africa and one for all of Africa, AfrEA.

- A growing, but scattered and not consistently competent regional supply of M&E expertise in the region, resulting in a continued reliance on expertise from Europe and North America.

- A growing momentum among M&E promoters and practitioners to adapt existing M&E tools and practices (or develop new ones) in order to meet the specific needs of the regional, national, and organisational contexts in Africa.

While the types of opportunities, needs, and challenges were similar across the region, they manifested differently in each country.[73]

Interviews carried out in February 2014 with the AA centre stakeholders in the region as well as a review of the demand and supply studies carried out by the AA centre in 2013, indicate that there has been notable growth in interest in the demand for and supply of M&E skills training in the region. Since 2011, several universities and colleges in AA (including Africa Nazerene in Kenya; Uganda Technology and Management and Makerere in Uganda; and Capetown, Pretoria and Wits in South Africa) have launched certificate, diploma and/or degree programmes in evaluation that have steady and increasing enrolment;[74] several national governments in the region (e.g. Zambia and Ghana) have taken (or are in the process of taking) steps to underline the importance of (and build their own government's capacities) in generating information about and reporting on their government's performance, or engaging in capacity building activities to enhance the use of evidence in decision making by African government cabinets;[75] and a couple of VOPEs in Ghana (Ghana M&E Forum) and Kenya (Evaluation Society of Kenya) are becoming stronger.

On the other hand, interviews and document reviews suggest that the overall context related to the use of evidence in decision making has not significantly changed since the establishment of the AA centre. Persons interviewed indicated that M&E systems and capacities are still being developed in many countries, and when they exist, the information generated is still used mainly for accountability purposes. More time and institutional "buy-in" will be required before information is used to inform decision making. Even in a country like South Africa, which is considered to be among the countries with a more mature understanding and capacities, some interviewed persons identified instances of the government's tardiness in communicating the results of certain evaluations that did not rate government programmes positively (particularly at election time), for fear of political reprisal. However, the limited use of evidence (including evaluations) in decision making is not unique to Anglophone Africa; it is known to happen in places with considerably more mature systems (including North America and Europe).

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[73] Please see ANNEX M for further details on the national contexts of South Africa, Kenya and Ghana.

[74] Stellenbosch University, South Africa established its post graduate diploma in M&E prior to 2011

[75] Through a three year Africa Cabinet Decision-making programme launched in 2014, DfID is providing support to the Africa Cabinet Government Network to help build the capacity of up to 12 African Governments to make better evidence-based collective Cabinet decisions. This will lead to more systematic and better implemented policy, contributing to national development goals, poverty reduction and improved quality of life for citizens. (http://www.cabinetgovernment.net/)

3.2.3 AA Centre Strategy and Capacity

Strategy

Finding 22: The AA centre's programming strategy has evolved from being responsive to one that is considerably more focused and contextually realistic. The 2013 draft strategy has not yet been fully applied due to long delays in being able to finalize the procedures necessary to receive the CLEAR grant as well as current gaps in AA centre leadership and capacities.

An external review of the AA centre in 2013 reported that the centre lacked a clear and well-articulated strategy for moving from vision to action.[76] A review of AA centre documents and interviews with key stakeholders suggest that this was the consequence of two factors: its programming approach in the first two years which emphasised the delivery of training, and the absence of coherent strategic directions and guidance from the CLEAR Board, the Secretariat and the host institution Wits, as explained below.

In the first couple of years, much of the centre's programming centred on the delivery of various capacity development interventions for individuals and organisations in the region including RBM and performance-based budgeting courses with the Government of South Africa, and open enrolment impact evaluation courses. Many of the open enrolment activities were conducted with the purpose of making the centre known among a variety of (potential) client organisations in the region. Over time, the centre started to provide tailored and more comprehensive capacity building services to individual clients in response to their requests (with a large focus on the South African government) providing training as well as advisory services and technical assistance. The AA centre also responded to other opportunities as they presented themselves, including carrying out research about the supply and demand for M&E in certain countries in the region (funded by DFID), developing customised courses for the Food and Agriculture Organization (FAO), and offering sessions at various conferences (including SAMEA and AfrEA conferences).

At the same time, the AA centre (along with other CLEAR centres) struggled to clarify where its strategic directions should come from. In the absence of a Regional Advisory Committee and modest guidance from the Wits School of Governance, the centre sought and/or received advice from several other sources including the CLEAR Board, individual Board members, the Secretariat, and individual M&E

> **AA Centre Priorities – Strategic Questions**
>
> **Target groups**: To what extent should civil society be a priority?
>
> **Centre research**: Should it be relevant to university and/or CLEAR priorities?
>
> **Quality**: How is quality defined in a low capacity environment such as Africa (meeting international standards or something else?)
>
> **Centre viability**: To what extent should the centre focus on generating new resources vs. utilising the CLEAR grant?
>
> **Proactive vs. responsive**: To what extent should the centre play a proactive role in the evaluation field on the continent vs. responding to clients with consulting services?

experts. However well-intentioned, the advice was and still is sometimes contradictory, leaving centre staff with questions on some strategic directions. See sidebar.

The AA centre developed a draft strategy (project document) in December 2013[77] that was subsequently approved by the CLEAR Board. However, as of September 2014, the strategy document had not yet been implemented due to a combination of factors since March 2014

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[76] Mindfarm organisational assessment, August 2013

[77] CLEAR-AA Project Document .December 2013

including the departure of the centre Director, limited AA staff capacities, and continued financial constraints related to long delays in its receipt of World Bank funds (see also finding 30).

The strategy is a thoughtful document that has the potential to provide a solid basis for the future work of the centre for several reasons:

- The document provides an analysis and synthesis of the specific challenges and needs in the AA regional context, and aligns them with the four overall CLEAR outcomes.

- The strategy provides insights into the centre-specific Theory of Change[78] i.e. it identifies concrete, region-specific changes that the centre envisages to contribute to. Specifically, it indicates the intent to focus centre activities on supporting efforts to strengthen capacity to implement country-led evaluations within government. This is done in view of the broader goal to contribute to governments using evidence to make effective decisions and to improve development outcomes.

- The document describes the key types of services the centre intends to offer, and indicates its continued commitment to grounding services in detailed diagnostics of the specific needs of the respective national or organisational contexts. Besides helping to develop the capacity of national M&E units, the strategy also notes the centre's intent to work with relevant civil society organisations, and to contribute to development of templates and tools and region-specific M&E literature.

- The strategy comments on how the centre interprets the notion of being a 'regional' centre, noting the intent to focus on the national priorities of four countries,[79] which were identified based on a transparent assessment and rating system. Broader regional engagement is envisaged to identify innovative practices emanating from different sectors and different actors from across the region.

- Finally, the document describes the roles that different types of partnerships are envisaged to play and how they will contribute to results. Similarly, it outlines criteria for prioritising demand for services from different government units.

Overall, the analysis contained within the strategy is helpful in view of clarifying the AA centre's choices based on its assessment of what constitutes 'strategic' choices. One potential limitation in the usefulness of the draft strategy is that the only measures of success are the indicators in the overall CLEAR results framework. While this is consistent with CLEAR reporting obligations, it does not clarify what "success" in the Anglophone Africa region would look like.

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[78] While the CLEAR centres were, in theory, free to develop their own Theories of Change, in case of the AA centre the Secretariat suggested using the overall CLEAR program ToC in order to complete the already delayed Project Document, and due to the fact that, at the time, the Centre had not yet envisioned a centre-specific ToC.

[79] South Africa, Zambia, Kenya, and Ghana

Human resources

Finding 23: The AA centre's human resource capacities have not been well aligned with the demand for its M&E capacity building services or with the administrative requirements of establishing and running the centre.

Since its establishment, the AA centre has experienced human resource challenges. An organisational assessment of the AA centre in 2013 (conducted at the request of the CLEAR Board and with agreement by Wits that the study would be useful), identified significant gaps in the centre's managerial and professional capacities and recommended how to strengthen centre capacity. The recommendations had been partly acted upon at the time of the evaluation; the remainder may be addressed once a new centre director is appointed and resources are available. Evaluation findings confirm and support the observations and recommendations of this assessment. Key issues are noted below.

Status of Mindfarm Organisational Assessment (2013) Recommendations

Establish the RAC: Done, although it did not meet due to budget considerations

Address outstanding World Bank administrative requirements: Done

Appoint a senior finance person for the Centre: Done (February 2014)

Develop a staffing plan: Done

Hire a senior-level M&E advisor: Not done, due to budget constraints after June 2013

Determine what success looks like for AA Centre: Not done

Build capacity in Wits: Not done, due to budgetary constraints

Develop a communications strategy: Started, but not completed due to budgetary constraints

Develop a sustainability strategy: Not done due to capacity constraints.

Number of staff and transition: The centre has been almost exclusively reliant on an Acting Director since its inception (with the exception of eight months from July 2013 to late February 2014. The centre has experienced staff turnover in all positions since it was established,[80]partly due to the relatively tenuous viability of the centre in the university (see finding 31) and related staff insecurity. At September 2014, the AA centre was still in the process of recruiting a Centre Director.

Managerial capacity: Since becoming operational, the centre lacked staff experienced and able to efficiently navigate and satisfy both World Bank's and Wits' rules and regulations. As a consequence, the centre experienced challenges and delays in satisfying administrative requirements of both institutions, which contributed to multiple inefficiencies (including delays in approvals, funding, staff appointments and so on with adverse effects on the centre's capacity to carry out programming activities. Over time, the CLEAR Secretariat has provided support to the AA centre to assist it with some day-to-day operations.

Professional capacity: In terms of experienced professional staff, the centre relies on the Acting Director, a couple of Wits researchers, and several international and regional associates who are contracted on an 'as needed' basis Interviews with all centre stakeholders (including clients) pointed to significant gaps between the number and qualifications of centre staff and the needs and demands of clients. The over-riding view was that the centre relied exclusively on the former Centre Director, who was highly respected among CLEAR clients and partners for the quality of his support and flexibility in tailoring support to clients' needs. However, the reliance on one individual was also repeatedly raised as a concern about the depth and scope of the centre's professional

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[80] Including the Centre Director, a couple of programme management officers, a couple of technical specialists

capacity and expertise. Staff recruitment was hindered by a combination of factors, including the need to respect the hiring policies of Wits, the need to satisfy the terms and conditions of the agreement between the World Bank and the university, the tenuous nature of the centre itself (a new entity in the university with ongoing cash flow challenges which inhibited its ability to recruit staff and associates), as well as a reported shortage of experienced (and particularly African) professionals with the necessary expertise to fill the centre's staffing needs. The centre instead relied on a pool of associates to deliver training in a number of countries as required.

Centre capacity building: AA centre staff and some partners have undergone on the job training and have attended capacity building events such as the IPDET course and IDEAS conferences. However, the centre has not yet developed a tailored plan that identifies required staff capabilities and how to acquire them. This is understandable, given staffing challenges identified above.

Inter-institutional linkages

Finding 24: While the AA centre has established a couple of partnerships with like-minded organisations for mutual benefits, particularly in South Africa, it lacks sufficient partnerships to realise its vision and objectives.

Like all CLEAR centres, the AA centre has a broad mandate and vision, but relatively modest financial and human resources to realise its objectives. One strategy to address this challenge is collaboration with other national and regional partners for mutual benefits.

A review of the AA centre's work from 2011-14 indicates that it has been particularly successful in building such partnerships with the South African government, and particularly the Department of Performance Monitoring and Evaluation (DPME) housed in the office of the Presidency. Interviews and document reviews provided evidence of a strong, mutually beneficial and respectful relationship between the AA centre and DPME that builds on some strong linkages between Wits and the RSA government that existed before the launch of the CLEAR initiative. While the AA centre services have supported DPME in building its capacities in several ways (see finding 28), the two organisations have collaborated on several initiatives including drafting parts of the South African National Evaluation Policy Framework, developing standards and competencies for implementing evaluation in South Africa. The AA centre's relationship with DPME has also helped to positively influence the centre's visibility and reputation, as well as its access to other influential actors in South Africa and beyond.

Over the review period, the AA centre also worked closely with DFID on topics of mutual interest, including studies on the demand for and supply of evaluation in Africa.[81] The centre has also collaborated with the African Evaluation Association (AfrEA) in several ways, including:

- Attending/participating in discussions with AfrEA and others, including the South African Monitoring and Evaluation Association (SAMEA), in 2012 to identify potential areas for collaboration

- Launching a forum with AfrEA entitled "Thought Leaders in Development and Evaluation"[82] which took place at the Bellagio Centre with the support of the Rockefeller Foundation in 2012

- Facilitating a Made in Africa evaluation stream at AfrEA's 7th biennial Conference in Cameroon in March 2014.

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[81] http://www.clear-aa.co.za/wp-content/uploads/2013/09/201402-Demand-and-Supply-Final-Report.pdf

[82] This initiative was intended to give impetus to efforts to develop original and influential African contributions that can strengthen evaluation theory and practice on the continent and worldwide, and help position the AfrEA *Made in African Approach to Evaluation Source: http://www.afrea.org/?q=node/3*

At the same time, the AA centre did not have any effective partnership agreements with other institutions or organisations to assist it in delivering technical services in different parts of the region. This includes its relationships with KSG in Kenya and GIMPA in Ghana, which were in relatively early stages of developing their own institutional capacities, and thus had limited capacity to assist the AA centre. Moreover, the 'fee for service' agreements between the AA centre and these affiliates were difficult for the affiliates to accommodate due to their own cash flow constraints.[83] Finally, the agreements do not reflect a jointly developed and agreed upon longer term vision and strategy.

The combination of human resource capacity constraints and its limited number of working partnerships have limited the centre's potential in responding to client demand and in playing a more proactive role in Anglophone Africa. This is further evidenced by the limited number of AA centre activities that have taken place since March 2014.

Host institution arrangement and governance

Finding 25: The host institution arrangement between the AA centre and Wits has considerable potential for benefits for the university and the AA centre alike. To date, most of these benefits have not been realised.

While Wits is only one of several universities in South Africa that is building its capacities and credibility in the M&E field, its long standing historical association with the African National Congress government meant that it had the necessary strong trust and relationships to engage meaningfully with the government on good governance matters (including encouraging the use of M&E in decision making), which provided the AA centre with several very valuable entry points. Second, the placement of the AA centre within Wits' School of Governance, coupled with the university's research and education priorities and desire to be a pan-African institution, were congruent with the AA centre's objectives. In addition, at the time that Wits was developing the AA centre proposal, some hoped that the AA centre would help to harness and secure pockets of interest in evaluation in other Wits' schools (e.g. the Education and Psychology schools). These reasons made (and continue to make) the university a promising host for the CLEAR centre.

To date, the most significant and broadly acknowledged benefit for the university emerging from hosting the AA centre was the launch of the Graduate Masters Diploma in M&E (see sidebar). On the other hand, interviews indicate that the AA centre has not yet realised its potential in furthering the university's research agenda, an important university priority.

> **Wits School of Governance/CLEAR Post Graduate diploma in M&E**
>
> Wits reports that the post graduate diploma is one of the most important outputs to date, noting that it is now the 'most popular diploma in the school and the country', 'fully institutionalised in the university and fully self-sustaining.

There are several reasons for these lost opportunities. The first is the AA centre's human resource constraints, noted above, which have handicapped its potential. The second is related to some shortcomings in the support provided to the AA centre by Wits. On the one hand, some influential individuals in Wits' senior leadership supported the notion of CLEAR and saw the establishment of a CLEAR centre as a positive and potentially valuable asset. On the other hand, as of February 2014, the AA centre had not yet secured the attention and support from the various schools and Deans within Wits that was needed to support its institutionalisation. This was illustrated, for

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[83] The terms of the affiliates' contracts with CLEAR AA meant that they were reimbursed long after incurring expenses for activities they carried out on behalf of CLEAR AA. The multiple approval processes associated with processing each invoice led to very long delays in reimbursing the affiliates, causing them cash flow difficulties.

example, by: the continued absence of a university-wide Board that was supposed to be established to guide the centre; the ad hoc involvement of other schools in Wits that were supposed to be involved in supporting the work of CLEAR (due in part to the retirement of a couple of academics in the schools of Education and Psychology whose personal interests in evaluation were not pursued by their successors); and the lack of involvement of the Dean of Research in CLEAR activities.

In addition, as noted in the 2013 capacity assessment study, Wits' infrastructure and processes repeatedly made it difficult for the AA centre to do business in a timely manner, and have not been conducive for a centre like CLEAR that would benefit from cross-cutting partnerships and innovative business arrangements.

Finding 26: The AA centre's Regional Advisory Committee (RAC) has not yet met formally or provided input to the centre's work as a group. This has limited the centre's ability to tap the strategic guidance that this body might offer.

The AA centre has identified four members of its Regional Advisory Committee, including one individual each from Ghana, South Africa and Kenya, as well as one representative from UNDP.[84] The RAC membership was approved by the CLEAR Board in July 2013, i.e. about two years after the centre became operational.

The delay in establishing a RAC was due to a number of reasons. The initial Terms of Reference for the AA centre RAC were not approved until May 2012. The process of establishing a RAC was then put on hold due to the uncertainty around the AA centre Director's position. In February 2013, RAC members were proposed, but not all of them were approved by the CLEAR Board. To the best of our knowledge, RAC membership in AA has not been resolved.

The AA Centre Director sought feedback from individual RAC members when drafting the centre strategy in 2013, but at the time of the evaluation the committee had not yet held a formal meeting due to insufficient financial resources. This represents another lost opportunity for the centre to tap into the knowledge, experience, contacts and advice that its RAC can offer to its future growth and development.

3.2.4 AA Centre Performance

Relevance

Finding 27: The AA centre objectives and activities have been relevant in view of the identified gaps in the existing supply of and demand for high quality M&E services in the region.

The draft CLEAR AA strategy (2013) notes that governments in Anglophone Africa frequently lack evidence to respond to citizens' increased demand for accountability, and typically do not engage in monitoring and evaluation as means to support effective responses to those demands. The draft strategy identified four reasons for what it labelled a *lack of a culture of learning for improvement* as follows:

- **Lack of enabling environment for demand**: There is no shared body of knowledge on M&E across the continent, despite the fact that supranational bodies like the African Development Bank are expressing an interest in M&E.

- **Limited capacity to use evidence**: Incentive structures such as policies and frameworks have only now started to be formulated on M&E but they lack basic frameworks such as widely accepted definitions of M&E core competencies.

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[84] Project Document (2013), p.28.

- **Limited supply of M&E professionals:** Few management experts have adequate knowledge on M&E (M&E is taught as an 'additional' competency separate from other management skills).

- **Limited innovation in the region of M&E practice**: Innovations are generally not being undertaken. Civil society organisations are undertaking more evidence-based critiques of government's role but these challenges are not being addressed in internal learning and accounting processes.

Given this assessment of the context, AA centre activities to date have been relevant in that they have generally been aligned with the types of challenges noted above, as well observed regional trends such as the growing demand for more region-specific tools and approaches to M&E. The centre has engaged in activities intended to increase awareness of existing gaps and shortcomings through individual (organisational) diagnostics, and assessment studies of three countries in the region, as well as the *Made in Africa* movement.

In addition, the AA centre has worked with M&E practitioners and managers to strengthen their knowledge and skills to commission, manage, or carry out evaluations/generate evidence. In annual reports, CLEAR AA reported that its clients rated the overall

> **Survey of Participants in Impact Evaluation Training in Anglophone Africa[85]**
>
> All surveyed participants who attended impact evaluation courses indicated that the training was relevant to their work responsibilities. A smaller percentage (58%) reported that the training was relevant given their employer's policies, priorities and/or resources allocated for evaluation; one-third reported it was somewhat relevant.

usefulness of its activities at 4.46/5, and that 82% rated the usefulness (application of the courses) as good or excellent. A survey of individuals who participated in AA impact evaluation courses reported that the training they received was relevant to their work responsibilities (see sidebar), although they had various views on the relevance of the training given their employers' policies and resources for M&E.

Effectiveness

Finding 28: The AA centre's greatest contributions to date have been with a couple of key institutions in South Africa; these accomplishments provide a glimpse of its potential to make contributions elsewhere under the right conditions.

Over the review period, the AA centre engaged in a large number of activities as summarised in section 3.2.1 and met or exceeded most planned outputs. A review of its performance over the review period indicates that it made several important contributions.

Tailored organisational capacity development in RSA: The AA centre is one of several institutions in the Republic of South Africa (RSA) helping the DPME deliver training in M&E to local/provincial government staff. DPME is the client that the AA centre has perhaps worked with most, in terms of the number of activities and resource allocations (time and/or money). The AA

centre has provided various types of support to the DPME which has included working alongside it in the development and delivery of five in-service training courses that covered topics including how to manage evaluations, how to

> In RSA, there are universities and private firms that provide some training and services similar to CLEAR, and even to the same clients that CLEAR has, such as DPME. In this context, CLEAR is not seen to be providing 'unique services' but rather is appreciated for its holistic, flexible, response to client needs and because it is seen to be driven by objectives other than profit.

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[85] The evaluation team surveyed participants in IE courses facilitated by the AA centre to validate claims made by interviewed stakeholders about the utility of IE courses to some participants.

prepare management responses to evaluation, how to communicate evaluation results, how to develop Theories of Change and logframes. The centre also assisted DPME in developing evaluation design clinics for staff. See also sidebar.

Interviewed DPME staff claim that their knowledge and skills have increased in the areas covered by in-service training supported by the AA centre. Further, they appreciated the connections and exchanges that they have had with the aid of CLEAR support for a study tour to CONEVAL, the Centre of Excellence in Evaluation in Canada, and to other countries (Colombia, Mexico and the United States) that are also striving to develop government evaluation capacities and performance. CLEAR also reviewed four DPME guidelines on different types of evaluations, which were later included in the national evaluation plan for South Africa.

The AA centre also collaborated with DPME and others in the inaugural meeting of the South-South Round Table Discussions in South Africa in 2013, intended to support southern decision makers and institutions from selected developing countries to share experiences in the use of evidence for measuring and improving the effectiveness of policies and programs (see sidebar).

> The **South-South Roundtable** engaged government and parliamentary leaders from eight developing countries (Benin, Colombia, Ghana, India, Mexico, Peru, South Africa, and Uganda) on the basis of their practical engagement in the area of policy development and evidence-generation and use.
>
> With support from the Bill & Melinda Gates Foundation, the roundtable held its inaugural meeting from 11-13 November 2013 in Pretoria, South Africa. It was co-organised by CLEAR Latin America, the National Council for the Evaluation of Social Development Policy of Mexico (CONEVAL), the DPME, and the Policy Coordination and Delivery Unit of the Presidency of the Republic of Ghana, with the collaboration of the CLEAR Center for Anglophone Africa.
>
> Source: Report on South-South Round Table Using Evidence for Better Policy making and Practice South Africa 2013 [86]

Wits Master's programme: The AA centre contributed to the creation of a diploma and a Master's programme in M&E at Wits. The diploma programme had 40 students in its first cohort in 2013, selected from 400 applicants. In 2014, it had 180 graduate students registered, an impressive increase after a couple of years of operation. In addition, the university now also has several Master's degree students and PhD students, from a baseline of zero in 2012.

M&E in Kenya: In Kenya, a two-week CLEAR training contributed to the Government of Kenya initiating further collaboration with CLEAR to roll out its M&E system in 47 countries.

Impact evaluation training: The AA centre has received largely positive feedback from participants in the Impact Evaluation courses it has offered. The majority of respondents to a follow-up survey carried out as part of this evaluation[87] indicated that they had been able to utilise the knowledge acquired from the training; one-third reported extensive use, and the remainder reported some use. However, the interviewed course facilitators from Wits flagged their concerns about the limited relevance of this training, given the relatively modest capacities of most African governments in evaluation and other more basic and pressing priorities.

Innovation: As noted earlier, the AA centre collaborated with AfrEA (with Rockefeller Foundation support) in 2012 on a regional forum to explore a *Made in Africa* approach to evaluation. The AA centre representatives indicate that these activities enabled actors from the development and evaluation sector to interact, supporting CLEAR's overall vision to encourage the use of evidence from M&E for decision making so as to enhance developmental results. The AA centre reports that

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[86] http://www.clear-la.cide.edu/sites/default/files/SOUTH%20SOUTH%20ROUNDTABLE%20REPORT.pdf

[87] The AA centre obtains feedback from course participants at the end of training programmes only; it has no established process in place to monitor, track and report on the medium to longer-term effects of its training (or indeed other types of support) on participants or their employers.

these activities have informed the 2013 draft the AA centre strategy, as well as new work in Africa being initiated by AfrEA on evaluation competencies. Other consulted stakeholders, however, expressed some disappointment with follow-up to the Bellagio event, describing it as a lost opportunity for change. While the *Made in Africa* approach is clearly innovative, it will likely take time and considerable persistent engagement and support by key stakeholders (including CLEAR) for the approach to gather additional momentum and influence change.

Exploratory case studies on African Monitoring and Evaluation Systems led by the AA centre and DPME using Benin, Burundi, Ghana, Kenya, Senegal, South Africa and Uganda as cases have become reference material for understanding the southern African context for M&E. Several consulted stakeholders saw the potential of the publication to help governments develop or strengthen M&E system on the continent.

Promising strategies: The review of the effectiveness of the AA centre's work in South Africa to date reveals several strategies which have the potential of being replicated with other partners in South Africa or elsewhere in the future. These include: 1) the provision of ongoing, professional, tailor-made technical support; 2) providing clients access to the AA centre's valued networks and contacts with selected strategic actors (mainly DPME); 3) the adoption of cost-sharing practices and joint collaboration with DPME, which provide mutual benefits for DPME and the AA centre and demonstrate strong ownership of both entities.

A final comment relates to the AA centre's development partners over the period, which tended to be mainly government agencies. The centre generally engaged modestly with civil society and the private sector in AA countries other than providing training opportunities; better engagement with civil society is part of AA's 2013 draft strategy.

Finding 29: The AA centre has made several, albeit fragmented, efforts to engage with actors from other countries in the region and on regional issues. The centre's revised strategy (2013) outlines a more focused and deliberate approach to regional engagement.

Over the review period, the AA centre provided a number of training opportunities in countries other than South Africa, offered open enrolment training courses open to participants from other countries, and included 11 country diagnostic assessments since 2012. In addition, as noted above, it engaged in regional evaluation networking events, notably around the *Made in Africa* approach. See sidebar.

> To date, the AA centre has conducted activities in South Africa, Ghana, Kenya, Uganda, Benin, Malawi, Rwanda, Ethiopia, Zambia and Burundi. Training and workshops conducted in South Africa included participants from 22 other African countries, including some francophone countries.[88]

Nevertheless, the centre's regional work has been fragmented, without clearly formulated midterm or longer term strategic priorities and formulated results. Limited centre capacity (including in affiliate centres) has not permitted ongoing and significant presence in countries other than RSA.

The AA centre's strategy (2013) indicates that the centre's future work will focus on four countries (South Africa, Zambia, Ethiopia and Ghana), and that in certain other countries (namely Kenya, Rwanda, Nigeria, Botswana, Uganda and Tanzania) it will limit its engagement to outreach and awareness raising activities and selected demand-driven interventions with individual client organisations. To the best of our knowledge, the AA centre is the only CLEAR centre that has explicitly identified how and why it will engage in different countries and the region. This is a

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[88] Benin, Botswana, Burkina Faso, Burundi, Cameroon, DRC, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Mozambique, Namibia, Nigeria, Rwanda, Zambia, Senegal, Sierra Leone, Swaziland, Tanzania, Uganda and Zimbabwe

positive and transparent process and realistic decision on its part that other CLEAR centres should consider.

Efficiency

Finding 30: The AA centre's performance has been adversely affected by several inefficiencies.

A review of the AA centre experiences over the period 2011-2014 indicates that several inefficiencies adversely affected its performance. These are discussed below.

While the multi-donor trust fund established for CLEAR committed funding to the each of the CLEAR Regional Centres for a five-year period, the initial contract with the AA centre was for one year, and subsequent funding was linked to satisfactory performance.[89] This approach was appropriate in view of standard trust fund procedures deriving from the need to manage risks on behalf of the donors. It was, however, not helpful in the context of CLEAR's experimental nature which would take time to gestate. The initial short-term agreement contributed to a significant amount of repetitive administrative work (due to the need to prepare for and negotiate a new contract following the initial period) and contributed to employment insecurity for AA staff members.

The establishment of the AA centre was adversely affected by delays from the Centre in submitting a project document with the appropriate structure and content to go through World Bank clearances; and, ii) delays from Wits in signing the grant, providing information on the authorized signatories, providing banking information and registering in the World Bank Systems to be able to access the funds. Furthermore, AA centre programme implementation has been negatively affected throughout the period: delays in the receipt of the CLEAR grant have created considerable cash flow issues for the centre and hampered its ability to implement activities and address staffing shortages.[90]The centre also experienced delays in identifying and appointing a Centre Director acceptable to the CLEAR Board.

In addition there were often long delays (up to 5-6 months) between the conduct of an activity and reimbursement. This was reported to be particularly difficult for the cash-strapped affiliate centres (KSG and GIMPA), and acted as a disincentive for their involvement. While the World Bank made reimbursements within a week or two, Wits repeatedly took a long time to submit the required paperwork to be reimbursed. In Ghana, the Coordinator noted that this was contrary to earlier expectations of allocation of resources to implement work plan. In Kenya, KSG was not able to continue to pre-finance the AA centre activities for up to six months before being reimbursed and was thus not able to conduct activities.

Interviewed AA centre staff reported that while the centre was quite successful in generating new sources of revenue, it lacked the ability[91] to hire additional staff and thus effectively had twice the workload with the same staffing contingent). The centre decided to give priority to 'fee for service' activities over services provided with the subsidy grant. As a result, the AA centre did not carry out

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[89] This arrangement was the same for all Centres. The multi donor trust fund established for CLEAR cannot make commitment of funds that it does not hold in cash. At the time the first grant was provided to AA, the TF did not hold sufficient funds to cover a longer period of time. For the second grant, the donors had already deposited additional funds into the TF account, so it was possible to make a 3 year grant.

[90] For example, at September 2014, the AA Centre reported that it is waiting to receive the second CLEAR grant. Wits has provided the Centre with an overdraft facility to accommodate its cash flow problems, without which the Centre reports it would not have been able to participate in the November 2013 Global Forum or the March 2014 AfREA conference among other activities.

[91] Due to various uncertainties including filling the Director's position and the uncertainties about the budget given the short-term nature of the initial CLEAR grant.

some planned activities or utilise the CLEAR grant as quickly as planned, nor did it realise some of its planned accomplishments due to its limited human resource capacities.

Finally, since the person that filled the Centre Director position to February 2014 was not a Wits faculty member, he lacked the experience and contacts to navigate the university's bureaucracy, and mitigate some of the delays normally associated with university actions and decision making.

Together, these factors had (and continue to have) negative effects on the centre's ability to carry out planned programming.

Viability

Finding 31: The AA centre has been effective in generating resources for M&E capacity building initiatives in Anglophone Africa. Nevertheless, the prospects for the centre's viability are modest.

To date, the AA centre has been quite successful in generating revenues from sources other than the World Bank. For example, in its first 1.5 years, it was able to generate USD 933,000 from other sources, which is roughly the same amount as the CLEAR grant. This is an impressive accomplishment, particularly given noted capacity and other challenges it faced during the period.

Moreover, interview data suggest that some potential AA national government clients that are increasing their commitment to M&E may have resources available (either from donors, or internal resources) to offset the costs of M&E systems development. This will vary by country and by client within each country.

> In South Africa, DPME reimburses CLEAR for the costs of services provided, and shares the costs of jointly developed new tools or services.
>
> Other potential government partners in the region who were interviewed (e.g., the Government of Zambia) indicated that they would be willing and prepared to share costs of CLEAR services in the future.

While the AA centre has been quite successful in generating resources from various sources, the overall prospects for its viability appear modest, for several reasons.

Integration in and support from host institution(s): The most significant reason relates to the relationship between the AA centre and Wits. On the one hand, the university reports that the post graduate diploma in M&E created as a result of the CLEAR project is fully institutionalized and self-sustained in Wits. Moreover, the university has played a critical financial role in helping the centre address its cash flow needs over the past 2.5 years, taking on financial risks in order to support the centre in getting established and implementing planned activities. On the other hand, the university has displayed limited ownership to date for the AA centre, which it regards as a temporary project. (Like many universities in South Africa and elsewhere, Wits has limited human and financial resources and many demands, so is obliged to manage resources strategically in keeping with its priorities. To receive greater attention and support from Wits, the AA centre would need to be able to generate visible benefits for the university in its core priority areas - enhancing its research and contributing to its student population. Those interviewed inside and outside the university associate the AA centre with an individual (the former Centre Director) rather than with Wits' understanding of, commitment to, and ownership of the vision of CLEAR.

Modest centre capacities: Centre staff turnover and capacity constraints have limited its ability to deliver services, meet the evolving needs of different clients, and play a more proactive role in the M&E community in AA. These factors further reduce the AA centre's viability prospects.

Planning for financial viability: The centre's implicit business model has been to use third party subsidy (through the CLEAR grant) to carry out its activities, and complementing (and eventually replacing) these subsidies through revenues generated by centre activities (with considerable

success to date, as noted above). The AA centre has not yet developed an explicit sustainability or business plan and has not yet clarified where and how it intends to invest generated revenues.

In conclusion, while the AA centre has done remarkably well in generating additional funding sources in its first few years, its current prospects for viability are constrained by a combination of weak internal capacities, and uncertainties about Wits support beyond its original commitment to 2018.

3.2.5 Conclusions and forward looking considerations

The review of CLEAR AA's performance to date identifies several very important contributions, most significantly to DPME, its important partner in the South African government, and to Wits University. The needs for, and relevance of the kinds of support it can provide is strong, and it has a positive reputation among its previous clients. Over the review period, the AA centre has met or exceeded most planned outputs and has been engaged in a variety of interesting relevant studies and initiatives in AA related to M&E. Finally, it has been successful in generating revenues from sources other than the World Bank.

Nevertheless, among all Regional Centres, the AA centre has perhaps faced the greatest number and most significant operational challenges to date which have affected its performance. These include multiple inefficiencies related to finalising project documents, grant agreements and staffing the Centre Director position, considerable cash flow difficulties, issues with leadership of the centre and Wits, as well as staffing constraints – challenges which continue to seriously affect its performance today. Unless these challenges are addressed very soon by the CLEAR Board, World Bank and Wits University, it is not evident that the centre will be able to function in the future. As a consequence of its noted difficulties, it has had a modest presence and limited momentum with possible consequences for its credibility in the region.

If the CLEAR Board, Wits University and the World Bank can resolve outstanding issues expeditiously, the CLEAR AA should consider the following suggestions:

- Clarify and secure the institutional home for the centre within Wits University (the School of Governance or elsewhere) and identify ways and means to increase mutually beneficial collaboration for strategic and operational purposes.

- Finalise RAC membership as required and set a time and agenda for the first RAC meeting as soon as possible.

- With the input and support of the RAC and the Secretariat, review and revise the AA strategy and Theory of Change (to identify the learning questions that the centre will focus on) and the results framework (to clarify the measures of success that should be used to measure AA centre effectiveness and that results are realistic given the reduced calendar time remaining in the University's agreement with the World Bank).

- Contract or second the staff needed to align the centre's managerial and professional capacities with its strategy. Ensure that the centre has ready access to staff/secondments who can navigate Wits University and World Bank requirements.

- Complement centre staffing by nurturing working relationships with a broader pool of experienced partners and associates in the AA region to support strategy implementation, with particular attention to addressing needs in its four focus countries.

3.3 CLEAR Latin America (LA) Centre

3.3.1 LA Centre Profile

Selection and establishment

The selection process for the (Spanish speaking) Latin America Centre (the LA centre) took eight months (April 2011-November 2011). The selected host institution was the Centro de Investigación y Docencia Económicas (CIDE), Mexico, which was chosen out of 22 applicants from 7 countries. The LA centre became operational in February 2012 and was officially launched by Mexican President Felipe Calderón in June of the same year.

Financial resources

Total projected CLEAR funds for the LA Centre up to the end of FY 2018 (including grants, selection process, and Secretariat support) amount to USD 1,502,047.[92] The first CLEAR grant of USD 600,000 was awarded in May 2013, and received by the centre in May 2014. At the end of Q2, FY2014 the centre had not yet expensed any CLEAR funds but had operated on funding from other sources, in particular the Government of Mexico and CIDE.

Staffing

The LA centre staff has increased considerably since the centre became operational. Up to 2012, there were three full-time staff members (General Director, and Executive Director, and one project assistant).[93] At the time of data collection (February 2014), the LA centre had nine full-time staff positions: a Coordinator General, an Executive Coordinator, four project managers, an editor, a visiting professor, and a research assistant.

Centre activities

Since its establishment, the LA centre has developed a series of activities, services and products as shown in the sidebar. In addition to the noted events, the centre implemented various internal capacity building activities for its staff.

Centre clients have included representatives from various national and sub-national governments, non-government organisations, academic and research organisations, development organisations, as well as M&E professional networks.

Type of activity	Feb. 2012 – Dec. 2013
Training	26
Knowledge exchange	19
Technical assistance/advice	14
Collaboration with M&E networks	4
Evaluations, assessment	2
Knowledge resource	6
Grants, competitions	4

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[92] Source: CLEAR Budget Update: Expenditures through FY2013 and Projections through FY2018.

[93] Source: CLEAR LA 2012 Annual Report.

3.3.2 LA Centre Context

Finding 32: The LA centre was established in a regional context with considerable demand from national and sub-national governments for M&E and Performance Management services. The supply of M&E and PM expertise and related capacity building opportunities was inadequate, and M&E communities of practice lacked strength. This context has not changed significantly.

The LA centre was created in a regional context in which many national governments had already incorporated M&E requirements in their legal frameworks and/or institutional practices, especially in relation to assessing social policy. However, the implementation and institutionalisation of managing for development results (MfDR) varied, with middle-income countries tending to be further advanced than lower-income countries.[94]

The document review and interviewed respondents reported an increase in the demand for M&E since the 1990s which may be attributed to a number of reasons, including:

- Overseas Development Assistance to Spanish speaking Latin America had significantly declined, making it more pressing to allocate resources to effective programmes only

- Ongoing decentralisation processes in several Latin American countries (e.g. Argentina, Mexico, and Peru) had led to an increase in demand for monitoring and evaluation of public policies and social development programmes from sub-national entities.

At the same time, the supply of M&E and RBM services in the region was inadequate in both quantitative and qualitative terms, and communities of practice lacked skills and coordination. Similarly, the number and quality of available M&E and PM capacity building opportunities were low, and there was a lack of context-specific learning and training materials in Spanish.

This overall context has not changed significantly since the centre became operational, with the exception of changes in some (sub-)national authorities, e.g. in the state of Bacalar (Mexico) and in the Argentinean Cabinet which may – positively or negatively – influence the respective entity's interest in and demand for M&E and related capacity development.

3.3.3 LA Centre Strategy and Capacity

Strategy

Finding 33: The LA centre adopted a phased strategy that increased its visibility in the region and made it an important provider of technical assistance and training/capacity building in M&E and PM.

The LA centre's strategy has evolved in a number of ways since its establishment. As emerged from both interviews with centre staff and the review of the original project document (2012), the initial objective of the centre was largely focused on positioning the LA centre as a regional M&E and PM knowledge hub. In order to do so, the centre adopted two main strategies:

- **The pursuit of partnerships or collaboration with multiple organisations** in the region and in specific countries. At the regional level, these included the Latin American and the Caribbean Network of monitoring and evaluation and systematisation (RELAC), the Monitoring & Evaluation Network in Latin America & the Caribbean (REDLACME), the Latin America and Caribbean Community of Practice on Managing for Development Results (CoPLAC-GpRD), and the Inter-American Public Administration Education (INPAE). At the country level, the LA centre partners and collaborators included

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[94] Sources: IDB. Managing for Development Results. Progress and Challenges in Latin America and the Caribbean. the LA centre Project Document (2013), and Strategic Framework Planning Tool (2013).

universities such as the Universidad Católica de Córdoba (Argentina), Universidad Católica (Chile), and Universidad del Pacífico (Peru).

- **The sharing of experiences in institutionalising M&E and RBM practices** in specific countries, such as Mexico or Chile, or at the sub-national level in various countries of the region. For instance, in 2012 the LA centre organised the International Workshop on Monitoring, Evaluation and Management for Results in Mexico City that included participants from sub-national governments from Argentina, Brazil, Chile, Costa Rica , El Salvador , Guatemala , Mexico , Paraguay , Peru , Dominican Republic and South Africa. The workshop was instrumental to gather their experiences in M&E and RBM that were disseminated through a CLEAR- CIDE publication.

In a second phase, which started in mid-2013 and built on the benefits obtained from its increased visibility in the region, the LA centre's strategy has been geared towards responding to requests for technical assistance from national and sub-national governments and civil society organisations. This has created and strengthened the centre's relationships with public sector institutions in various countries. The centre responded to 14 such requests between July 2012 and December 2013.[95] These requests were the result of the centre's previous efforts in facilitating the sharing of M&E and RBM practices, and included requests such as training and technical assistance on M&E and RBM provided to the Cabinet of Argentina following the international workshop in Mexico City. In addition, the LA centre has become an important actor for capacity building; 447 individuals from 16 countries other than Mexico were trained by the LA centre as of February 2014.

At the time of the field mission, the LA centre was in the process of further defining its niche by: i) identifying specific sectors requiring strengthening or raising awareness of M&E and RBM practices (such as public security and migration); and ii) engaging in potentially innovative projects, such as a pilot project on social technology and democratic

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LA Centre Outcomes as per Strategic Framework 2013

Key government and civil society actors informed and effective users of results-oriented information

Improved legal and financial enabling environment for M&E and PM

Improved role of M&E and PM to inform decision making and public debate as an instrument to promote economic and social development

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governance with the Avina Foundation, so as to contribute to innovation in M&E. This does not mean that the centre stopped conducting activities to enhance its visibility in the region or responding to requests for technical assistance, but rather that the emphasis given to each strategy to achieve its stated outcomes (as identified in the CLEAR LA Strategic Framework, February 2013 (see sidebar) shifted over time. These outcomes have not yet been used to monitor or report on the LA centre achievements, given that the centre has been obliged to use the overall CLEAR results framework to do so. However, their main elements have been reflected in the type of activities that the centre has conducted, as well as in its choice of clients and partners.

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[95] The LA centre does not record the number of requests received.

In alignment with its objective to influence national and sub-national M&E systems, the centre's main client group has been national and sub-national public sector institutions in various countries (e.g. different ministries).[96] However, because of differences in the country contexts, the LA centre has mostly provided technical assistance to middle-income countries (where M&E systems and expertise are more advanced), and training to low income countries (see sidebar). In addition, the centre has increasingly engaged with local and regional networks, as well as with a number of universities in the region in order to strengthen the sustainable supply of high quality M&E and RBM services. It has also increased the number and diversity of topics that it addresses through its services.

Addressing demand for M&E services in low-income countries

Because countries vary in their respective stage of development as regards M&E and PM, the centre's strategy has been slightly different in low-income countries such as Guatemala, El Salvador and Honduras. In these contexts, centre activities have focused on raising initial awareness among stakeholders (with focus on non-governmental organisations) by providing evidence of the importance of M&E and PM in the context of low-income countries.

Human resources

Finding 34: **The LA centre has strong (internal and external) managerial and professional capacity. Nevertheless, it receives more requests for capacity building services than it can realistically satisfy given its existing human and financial resources.**

Managerial capacity: The LA centre has been able to build upon and benefit from CIDE's managerial and administrative experience and systems. CIDE senior leadership are active contributors to the centre's work, and provide strategic as well as managerial and professional advice.

Professional capacity: The LA centre's professional team has strong expertise in M&E and RBM in general and of the context for their application in the LA region. The vast majority of consulted LA centre clients and partners expressed appreciation of the team's professional skills and described team members as dedicated. The centre also has access to additional capacity through CIDE staff and affiliates, and through partnerships the centre has established in Mexico and the region.

Despite its considerable internal and external resources, according to consulted centre staff, the amount of requests for different types of capacity building services received from clients in the region far exceed the centre's current capacity. This validates the centre's strategy of seeking partnerships with other actors throughout the region (see below) and the development of a set of criteria to guide decision making on emerging opportunities in the future.

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[96] Monitoring data up to Q2, FY2014 indicate that 38% of LA centre clients have been from government institutions, 10% from NGOs, 20% from academia. Another 32% were not specified.

Inter-institutional linkages

Finding 35: The LA centre has established both formal and informal partnerships with a wide range of organisations in the region. This has strengthened its regional visibility, provided the centre with insights into existing needs of key actors, and allowed the centre to reach out to new actors.

The LA centre has established formal and informal partnerships with a number of organisations in the region. The centre considers partnerships as strategic if they have the potential to enhance its regional networking and if the partner organisation has expertise in specific policy areas. Partnerships have been a key tool for the LA centre to enhance its visibility in the region and position itself at regional and country levels; gain insights into existing needs of key actors in other countries; and contribute to strengthening national capacity for M&E and/or RBM in these countries. Partnerships have also brought benefits to the LA centre in terms of generating additional opportunities for financial support/revenue generation, increasing the centre's access to expertise available in other countries, and strengthening the centre's credibility (due to its regional engagement) in the eyes of potential clients (especially national governments) and actual and potential donors.

To date, the centre has established working relationships with other M&E capacity building providers, in particular national and regional networks of evaluators such as the Latin American and the Caribbean Network of monitoring and evaluation (REDLACME)) and individual RBM/M&E professionals. See sidebar. In addition it has collaborated with thematically focused organisations such as UN Women with whom it has explored the linkages of M&E, women's empowerment and gender equality. The centre has formalised several partnerships through MOUs that identify the shared objective of the collaboration, as well as the types of activities that the partners will work on together.

> **Praise for the LA centre cooperative attitude**
>
> During stakeholder consultations conducted for this evaluation, representatives from other organisations that provide M&E capacity building consistently acknowledged the LA centre for its willingness and ability to collaborate with other service providers rather than creating competition.

The LA centre's partnerships have complemented its internal capacity by providing access to sector/theme-specific expertise and partners with knowledge of and connections in other geographic locations.

Host institution arrangement and governance

Finding 36: The host institution arrangement with CIDE has worked very well for the LA centre.

Document review and consultations with CIDE and the LA centre staff provided evidence of significant benefits deriving from the centre's host institution arrangement, and did not indicate any drawbacks or disadvantages related to the current set up.

Since the LA centre was established, CIDE has provided resources to fund LA centre staff positions. CIDE faculty members are available to support centre activities, including research, training, and technical assistance. This has allowed the centre to respond more flexibly to requests for capacity building and/or technical assistance than it would have been able to with its internal staff only. Furthermore, the association with CIDE has positively influenced the reputation and credibility of the CLEAR centre in the eyes of potential clients, especially, but not limited to clients in the Mexican public sector.

The centre is obliged to report annually to CIDE on its activities and must comply with CIDE rules and regulations on procurement and programming (e.g. as regards editorial/style standards for

publications, ethical and quality standards for the implementation of research projects, and fees for training activities). These regulations have, to our knowledge, not posed any conflicts in terms of compatibility with World Bank regulations, and consulted the LA centre staff agreed that the CIDE environment has been appropriate and uncomplicated in terms of its bureaucratic requirements.

Finding 37: The LA centre has not yet established a Regional Advisory Committee. This has limited its ability to validate strategic decisions with relevant external actors.

As noted in its project document (2012), the LA centre is committed to establishing a Regional Advisory Committee (RAC). While a functioning committee is not yet in place, two individuals have agreed to participate in the committee. Delays in the establishment of the RAC are attributable to challenges in finding experts that would not be in situations of conflict of interest.

Consulted RA staff members expressed concerns over the fact that suggested RAC candidates have to be approved by the CLEAR board. In their view, this poses a risk of negatively affecting the centre's 'political capital' in the region should the Board not approve one of the proposed RAC members.

The absence of a RAC has limited the centre's ability to discuss and thereby validate and legitimise its strategic plans and/or decisions with a broader set of relevant regional actors.

3.3.4 LA Centre Performance

Relevance

Finding 38: While individual LA centre interventions have been relevant to the identified gaps in the region, it is not yet evident if or how these fit into longer-term strategies for the development of M&E systems at national, sub-national or sector levels.

Document review and consultations with the LA centre staff, clients and partners indicate that, overall, the LA centre activities constitute a relevant and appropriate response to the existing capacity gaps and needs of the targeted Latin American countries and specific organisations. Specific strengths in this regard include the following.

- Demand-driven and context appropriate: Centre staff has made efforts to tailor the content of capacity building interventions to the specific interests and needs of the respective target group. Client consultations indicated moderate room for improvement in this regard (e.g. several training participants expressed the desire for more case studies and examples of best practice related to their own context), but reflected an overall positive assessment of the centre's efforts in this regard. The centre has put effort into the production, dissemination and use of context-specific knowledge and training tools in Spanish.

- Differentiated: The centre has demonstrated its awareness of different needs, e.g. between middle-income and low-income countries in the region, with the latter requiring more basic M&E/RBM awareness-raising, knowledge and skills.

While individual interventions have been relevant (in terms of their content, delivery mechanism, and client groups) to identified needs and gaps in the region, it is not yet consistently evident if or how these fit into broader and longer-term plans or strategies for strengthening M&E systems at national or sub-national levels. This may be due in part to the relatively short duration of centre operations, and more clarity may emerge over time, e.g. through longer-term collaboration with specific clients. However, the centre has not yet defined its own longer term vision of what 'success' in different national or sub-national contexts is envisaged to look like, nor has it

developed a comprehensive Theory of Change to elaborate on how its work contributes to ongoing efforts to strengthen M&E systems at national, sub-national, or sector levels.

Effectiveness

Finding 39: At midterm, the LA centre has contributed to positive changes at the individual and organisational level in countries across the region. Some achievements have the potential to contribute to changes in national, sub-national, or sector-specific M&E systems. However the centre does not yet have systems in place to capture emerging longer-term results of its work.

In approximately two and a half years the LA centre has conducted an impressive number of M&E capacity building activities that are in line with its evolving strategy and annual work programmes. As is to be expected at midterm, evidence of results deriving from these activities is largely located at the level of individuals and organisations.[97] Nevertheless, some of the centre's (planned or completed) activities and achievements do have visible potential to contribute to influencing national, sub-national, or sectoral M&E systems.[98] Selected examples are provided below.[99]

National level:

- The LA centre conducted meta evaluations for various social programmes under the Mexican Social Development Ministry in Mexico. Evidence generated through these studies is expected to help inform the ministry's future programmes.

- The government of Argentina requested technical assistance and training from the LA centre following an international seminar on M&E organised by the centre which had helped them identify various needs for strengthening systems and practices in their country.

Sector level:

- The LA centre contributed to raising stakeholder awareness about the role of M&E in sectors other than social policies or programmes and created related networking opportunities. For example, a CIDE seminar on public safety, to which the LA centre contributed an M&E module, brought together government representatives, CSOs, experts in public safety, and evaluators. While it is too early to assess the specific results of this event, consulted participants noted that the seminar constituted an important milestone in engaging diverse actors in discussions.

- The centre supported the Peruvian ministry of women and vulnerable populations to create a monitoring index based on administrative and census information. The index will be used to assess how the ministry provides programmes and tracks results for vulnerable populations.

Sub-national level:

- The centre entered into an agreement with the local government of Bacalar in Mexico to provide technical assistance for the conduct of a performance-based management

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[97] Examples of such achievements in positively influencing awareness, knowledge and skills of individuals are provided in Annex O.

[98] Achievements that we consider to possess such "visible potential" are those conducted with individuals or organisations that are likely to influence others – be it due to their position and related power, or their status and reputation among peers.

[99] These also illustrate that centre activities have triggered additional demand both for M&E services and for related capacity building interventions.

diagnosis and compilation of a capacity development strategy. The diagnostic was completed in 2013.

- The LA centre assisted the state government of Jalisco in Mexico in its transition to a results-oriented M&E system, e.g. by developing indicators to measure progress of the state's social programmes.

- The centre has made valuable contributions to strengthening the future supply of sustainable, high quality M&E services in the region. In particular, it developed modules for CIDE's M&E postgraduate programmes (in public administration, migration, and public safety).

- Furthermore, in alignment with its envisaged strategy, the centre published a number of knowledge products, including a Performance-based Budgeting manual in Spanish, as well as the study "From Recommendations to Actions - Federal Programs Committed to the Evaluation Process (2011)" which explores the continued gaps in the actual use of evaluation findings for planning and decision-making in the Mexican government context. According to the LA centre's data as of February 2014, the number of online consultations of these publications varied between 199 and 942 (depending on the publication).

While LA centre achievements have significant potential to contribute to concrete (i.e. observable or measurable) changes in M&E systems, the LA centre (and CLEAR overall) has, until now, not had tools or mechanisms in place to track if and how progress towards such higher level results is being achieved. LA centre reports have tended to focus on completed activities. The centre has not conducted systematic follow-up activities with participants of capacity building events,[100] nor has it systematically collected information on the (actual or potential) effects of interventions targeted at specific organisations (e.g. a particular ministry), or collected information on the frequency of use or quality of its knowledge products. In the absence of an explicit centre-specific Theory of Change, it is difficult for outsiders to position specific activities, partnerships, or achievements in the bigger picture of an envisaged pathway of change.

Finding 40: **The centre's regional engagement has enhanced its visibility and credibility in the region and has created opportunities for increasing its financial autonomy. It is not clear if its regional engagement has contributed to more frequent and focused exchanges among policy makers and among M&E and RBM practitioners.**

Although the LA centre does not have an explicit regional strategy, it has consistently engaged with clients and partners from nine other countries in the region[102] primarily in the form of technical assistance provided to national governments,

> To date, the LA centre has organised at least 15 knowledge exchange seminars, some of which have specifically focused on issues of regional interest. This included an international seminar on M & E country systems that was co-organised by the centre, the Argentine government[101] and the University of Buenos Aires.

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[100] A Tracer Study was conducted one year after the completion of the results-based budgeting workshop. In addition, the LA centre conducts participant evaluations following courses/training. The majority of participants indicated that there is a high probability that they would apply the knowledge/skills gained in their work. Some participants (though a minority) were either politicians, managers, or top leaders.

[101] Council of Ministries of the Presidency

[102] Argentina, Chile, Peru, Colombia, Brazil, Costa Rica, Panama, Uruguay, and El Salvador. In 2012, 66% of centre clients were from Latin American countries other than Mexico, and in 2013, 49%. According to centre reports, activities included participants from 14 countries in the region but these countries were not specified.

and in presentations and workshops it has given at regional conferences organised by organisations such as RELAC, the American Centre for Public Administration and Development (CLAD), and the Latin-American and the Caribbean Community of Practice on Managing for Development Results (CoPLAC-MfDR).

Evidence derived from document review and stakeholder consultations indicates that the centre's regional engagement has:

- Enhanced the LA centre's visibility in the region[103] and helped the centre expand its insights into needs of key actors in other countries

- Created additional opportunities for financial support/revenue generation, and increased the centre's access to expertise available in other countries

- Contributed to strengthening its credibility in the eyes of potential clients (especially national governments) as well as actual and potential donors.

No evidence was found in the reviewed documents or through interviews of whether the centre's regional engagement has contributed to more frequent and focused exchanges among policy makers or among M&E and RBM practitioners.

The LA centre's regional engagement has been facilitated by the fact that several countries have relatively advanced M&E systems, and are willing and able to share experiences related to the development and use of these systems. Having a common language has also been a positive factor.

At the same time, working at the regional level has been challenging for the LA centre in terms of fully engaging with low-income countries such as Guatemala or Nicaragua where M&E needs are considerably different and more basic than in countries such as Mexico or Chile. At a practical level, the ability of the LA centre to reach out to the whole region (beyond involving individuals from other countries in training programmes or other events) is limited, given the size of its team, and the availability of potentially strategic partners in some (especially less advanced) countries.

Efficiency

Finding 41: The CLEAR LA centre has been successful in leveraging funding from other sources than CLEAR.

Experience to date reflects the LA centre's considerable ability to attract funding from a variety of sources, as well as the conducive national and organizational environments in which it is operating. By the end of 2013 the LA centre had implemented the highest number of capacity building activities among the five existing CLEAR centres. All of its activities up to that point had been funded by sources other than CLEAR, or through self-generated income from paid services.[104] The main donors that the centre was able to leverage were the Mexican Government[105] (USD 500,000) and the Bill and Melinda Gates Foundation grant (USD 186,395). In addition, CIDE consistently supported the centre by funding staff positions.

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[103] Knowledge/visibility of the LA centre is still concentrated in Mexico, as recognised by the LA centre staff and as emerging from data from Google Analytics (for the period 1/4/2012 to 6/2/2014) showing that over 70% of individuals who had consulted the LA centre's website were from Mexico. Nonetheless, available data from Google Analytics, Twitter, and Facebook suggest that there has been an increase, from 2012 to 2013, in the LA centre's visibility outside Mexico. In addition, the centre has received an increased number of requests for technical assistance from countries other than Mexico.

[104] According to the CLEAR LA budget, the first activities to be funded through the CLEAR grant will relate to the establishment of its Regional Advisory Committee. At the time of writing these have not been completed.

[105] In particular the Ministry of Finance, and the Ministry of Governance, with whom the centre has a 6-year collaboration agreement.

The first CLEAR grant of USD 595,000[106] awarded to the LA centre in May 2013 but was only received in May 2014. This was due to the time needed to ensure that policies and procedures of CIDE complied with World Bank procurement and financial management requirements, as well as to delays in grant signature by the Government of Mexico.[107] The CLEAR grant was ready to be disbursed as of May 2013. However, at that time the LA centre requested that the Secretariat postpone disbursement until early 2014. This was based on the fact that receiving the grant late in the year would have implied considerable administrative challenges, e.g. related to reporting and audit requirements. Given the substantial resources that the centre had been able to leverage from other sources delaying accessing the CLEAR grant did not negatively affect its activities.

Viability

Finding 42: There is a strong likelihood that the LA centre and its work will be sustained after CLEAR funding ends.

This assessment is based on the following factors:

Planning for financial viability: The LA centre team is dedicated to the purpose and work of the centre and has developed a plan for financial sustainability. In this document the centre commits to ensuring programmatic impact without sacrificing financial viability by applying a strategy of cross subsidies between service lines as well as among customers with different financial capabilities. The centre has also established an endowment fund within a CIDE trust to administer revenues generated through the centre's activities. LA centre staff report that the centre has already generated approximately
USD 300,000 for the endowment.

Integration in and support from host institution(s): CLEAR's work is well-aligned with CIDE's mandate to advance scientific knowledge and improve decision making. In addition, CLEAR is seen as a valuable addition to the work of CIDE in that it provides an additional regional perspective and related networks. CIDE has included CLEAR as a strategic project in its Medium Term Strategy.[108] There is strong collaboration among CLEAR and CIDE staff, and centre activities are supported by CIDE administrative and professional staff, as well as through the network of CIDE associates. In addition, CIDE has consistently committed resources to fund the LA centre staff, and is committed to continue doing so. See also sidebar.

> To date, most of the LA centre's activities have been financed through sources other than the CLEAR grant. Based on this, the end of CLEAR funding is likely to constitute a less notable change than it may for other CLEAR centres that have relied more strongly on CLEAR funding.
>
> However, some interviewed stakeholders see the LA centre's capacity to sustain itself in the long term as being closely linked to the existence of the global CLEAR initiative. In their view, one important characteristic of the LA centre that sets it apart from other M&E capacity building providers in the region is the fact that it is seen to be linked to a broader, internationally supported initiative.

Context: Demand for M&E services and related capacity development and technical assistance remain high among national and sub-national governments in the region. In addition, the experience of the LA centre to date has shown that a considerable number of stakeholders are both willing and able to allocate resources for such services. For example, the government of Mexico has already demonstrated its interest in and commitment to providing financial resources

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[106] Overall CLEAR resources expensed or committed to the LA centre through FY2013 are the second lowest among the existing CLEAR centres. Only the East Asia centre has received less.

[107] The administration had just changed at the time, and the head of office in charge of the signatures has not yet been appointed.

[108] Source: CLEAR LAC Monitoring Tool. 2012-2013.

for M&E/RBM capacity building. It is likely that it will continue to do so, either through the CLEAR centre as a separate entity, or by supporting a continuation of parts of CLEAR programming through CIDE.

3.3.5 Forward looking considerations

The following suggestions for consideration by the LA centre derive from the findings outlined above.

1. Develop a theory of change (ToC) for the centre (or country-specific theories) to help external stakeholders understand how individual centre activities are envisaged to contribute to system level changes.

2. Develop (or strengthen) monitoring tools and processes to capture emerging, longer term results at individual, organisational, sector, and system levels. These should be closely linked to the ToC in terms of defining specific progress markers: What will 'success' in each country/in the region look like?

3. Review and decide on future approach to regional engagement. For example, does the LA centre want to reach out more systematically to low-income countries, or does it want to focus on the relatively easier targets that it has worked with to date? Either way is fine, e.g. latter option might allow the centre to focus more strongly on research/learning, which might benefit less developed countries in the longer term.

4. Find additional mechanisms that go beyond participation in regional events that can further strengthen the centre's regional perspective and knowledge of emerging opportunities, actors, and needs in the region.

5. Continue to push ahead with the establishment of a functional Regional Advisory Committee that can provide informed, yet slightly distanced insights and suggestions to the centre as regards its priorities and approaches.

6. Further explore and capture emerging lessons on what it takes to recognise, influence, and use momentum for engaging with various types of public sector institutions in different countries.

3.4 CLEAR South Asia (SA) Centre

3.4.1 SA Centre Profile

Selection and establishment

The Abdul Latif Jameel Poverty Action Lab (J-PAL) South Asia, located within the Institute for Financial Management and Research (IFMR) in Chennai, Tamil Nadu, India, was selected from 24 applicants from six countries in South Asia to serve as the CLEAR

> Both J-PAL and CLEAR are centres within IFMR LEAD which comprises five independent research centres, each of which has its own mission but is expected to contribute to a common vision.[109]
>
> J-PAL SA is fiscally and otherwise responsible for the CLEAR centre in South Asia and uses IFMR rules and procedures for procurement and human resources.

regional centre in December 2010. See sidebar. The centre became operational in September 2011.

J-PAL is partnering with the Center for Economic Research, Pakistan (CERP) in Pakistan to serve as a CLEAR affiliate centre and support the aim to work across national borders in the region. A Regional Advisory Committee (RAC) has been established to provide guidance to the centre.

Financial resources

The first grant agreement between the World Bank and IFMR (as the host of J-PAL SA) was signed in August 2011 and the grant of USD 640,000 was received by the centre in September 2011. A second grant for USD 1,300,000 was committed by the World Bank in October 2012 and signed in July 2013.[110] According to its annual reports, the centre expended USD 504,178 during the period 2011 to July 2013, and the total budget for completed activities during Q1 and 2, 2014, was USD 115,356. Total projected funds for the South Asia centre up to the end of FY 2018 (including grants, selection process, and Secretariat support) amount to USD 3,202,364.

Staffing

J-PAL: The size and composition of the CLEAR team at J-PAL has not changed significantly over time. When the centre was established, it had six full-time and four part-time staff members. At the time of writing (July 2014), it had five full-time staff members (Programme Director, Capacity Building Manager, Events and Communications Manager, Capacity Building Associate, Events and Communications Assistant) and four part-time staff (Capacity Building Manager, Deputy Director-JPSA, Executive Director JPSA, and an Admin & Operations Manager).

CERP: The CLEAR team at CERP? has one full-time person (Policy and Training Associate) and three part-time staff (Associate Director; Admin Manager, and Communications Assistant. During the early stages of centre establishment all of these positions were full-time to support the setting up of systems and processes.

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[109] IFMR Lead is "dedicated to leveraging evidence-based research to further economic and financial development of poor people living in India and other low-to-middle income countries."." Source: http://ifmrlead.org/

[110] Sources: CLEAR South Asia Demand Assessment; CLEAR (global) Annual Report July 2012-2013, CLEAR South Asia Annual Report 2011-2012.

Centre activities

Since mid-2011, CLEAR South Asia has implemented a considerable number of capacity building interventions, as is illustrated in the sidebar. In addition, centre staff provided more than 100 days of advisory service to various government and non-government clients and implemented approximately 30 internal capacity building activities for its own staff.

From the onset, centre clients included representatives from government (national and state level), national and international non-government organisations, donor agencies, academic and research organisations, as well as from M&E professional networks.

Type of activity	June 2011 to December 2013
Training	28
Knowledge exchange seminars	12
Technical assistance/advice	7
Collaboration with M&E networks	9
Diagnostic	1
Knowledge resource	4

3.4.2 SA Centre Context

Finding 43: **When the SA centre was established in 2011, regional stakeholders had shown an interest in and commitment to RBM and M&E but there was very limited supply of high quality M&E services and related capacity building opportunities and demand for high quality evaluations was not yet broad-based. This context has not significantly changed.**

Key characteristics of the regional context in South Asia at the time the CLEAR centre was established[111] include the following:

- Across countries there were individual champions of reform with an interest in institutionalising M&E, but this interest was not yet broad-based, nor was it supported through strong M&E expertise and capacities on the supply side. Overall, the culture of evaluation and evidence-based decision making in the region was weak.

- M&E capacity building services in the region were scarce and concentrated in a few, often pre-service programmes. Available in-service training in M&E for practitioners (including government officials) tended to be short one-off sessions that were not widely applicable. As a result, the quality of analysis and evaluation generally remained poor and focused on expenditure tracking rather than on insightful evaluations.

- In some countries (e.g. India and Bangladesh) civil society organisations showed an increasing interest in monitoring the performance of government actors and holding them accountable. However, NGOs and other organisations often lacked the necessary M&E capacity to fulfil evidence-based advocacy or 'watchdog' functions.[112] There was active demand from NGOs for capacity building and technical assistance in this regard.

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[111] As described in CLEAR SA proposal (including original demand assessment), project documents and annual reports, and confirmed by literature review and stakeholder consultations.

[112] One consulted national partner of the CLEAR SA centre noted that "*Here, when civil society or media demand accountability from the government, what they usually mean is 'prove that you didn't steal from us' as opposed to 'show us results'. But it's a process, and there is definitely movement in people being interested in what the government does and achieves with the available resources.*"

- The M&E community in South Asia was not yet well organised, with only emerging communities of practice at national and regional levels. Knowledge sharing, advocacy and interaction among these actors were in early stages.

While the types of existing opportunities, needs and challenges for M&E were similar across the region, they manifested differently in each country.[113] Overall, implementation risks in the region were low to medium, with the most significant risks being posed by political volatility (in Pakistan and, to lesser extent, in Bangladesh), upcoming elections in India, and frequent government turnover in various countries. With the exception of the (completed) Indian elections, this risk assessment remains valid.

3.4.3 SA Centre Strategy and Capacity

Strategy

Finding 44: The SA centre has used a dual approach, combining M&E capacity building with policy outreach in order to strengthen both the supply of and demand for well-implemented monitoring and evaluation services. Some elements of its strategy have evolved based on implementation experience.

From the beginning, and as reflected in the types of activities it has carried out, the SA centre has combined efforts to strengthen M&E-related knowledge and skills with initiatives to raise interest and awareness of the potential benefits of high quality M&E among various stakeholders. The centre's overarching goal has consistently been to strengthen national capacity required for implementing evidence-based policies.

While these key elements have remained the same, other aspects of the centre's strategy have evolved based on experience gained from implementation. Some of these are outlined below.

- During its first year, the centre's programming was primarily ad hoc and opportunistic, e.g. by offering a variety of one-off open enrolment courses to a variety of government and non-government stakeholders. This approach was appropriate for the initial stages as it helped the centre "put itself on the map". Since 2012, the SA centre has increasingly provided custom-made capacity building services for individual organisations in order to meet the specific needs of their staff and managers, and engage in longer term relationships with clients.

- One idea introduced in the (Draft) Project Document (October 2012-July 2015) is the intent to develop demonstration/pilot programmes and capacity building activities with the ultimate intent to influence state or national level policy. The implicit underlying assumption is that creating pockets of good practice will contribute to influencing other actors in the longer term.

- The 2012-2015 Project Document also put stronger emphasis on the centre's intent to engage not only with actors at that national level, but also work to strengthen capacity at sub-national and local levels to support bottom-up processes for monitoring and accountability.

To bridge gaps between concrete activities and the high level outcomes outlined in the overall CLEAR Theory of Change, the SA centre is in the process of developing an internal results framework to define region-specific intermediate outcomes.

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[113] Please see Annex N for further details on the national contexts of India and Pakistan.

Human resources

Finding 45: Although the SA centre has strong internal and external managerial and professional capacity, it receives more requests for capacity building services than it can realistically satisfy given its human and financial resources.

Managerial capacity: The centre has had strong managerial capacity, due in part to J-PAL's managerial and administrative experience and systems. The J-PAL South Asia Executive Director and Deputy Director are active contributors to its work, and provide strategic as well as managerial and professional advice. The current team CLEAR staff includes full-time positions for an Events and Communications Manager and Assistant, as well as for a part-time Admin and Operations Manager. This has freed other staff to focus more on programming.

Professional capacity: The professional centre team has strong expertise in impact evaluation and quantitative approaches, as well as, more generally, in the theory and practice of ensuring rigour in data collection and analysis. Individual team members also have experience with more qualitative approaches. Consulted CLEAR SA clients and partners unanimously described the centre team as skilled, energetic, dynamic, passionate, dedicated, hard-working, and pleasant to interact with. In addition, the centre has access to a rich pool of external capacity that it can draw upon for advice and hands-on assistance in the planning or implementation of capacity development interventions. It has been able to tap into existing J-PAL, IFMR, and CERP staff and associates in the region, as well as globally. The SA centre has established agreements with other organisations such as Innovations for Poverty Action (IPA) in Bangladesh with whom it collaborates to plan and deliver services.

Despite these considerable internal and external resources, consulted centre staff noted that the number of requests for its services from clients in India and other countries in the region far exceeds the centre's capacity. This contributes to the centre's intent to focus its work more narrowly in the future – as discussed below.

Inter-institutional linkages

Finding 46: The SA centre has established both formal and informal partnerships with a wide range of organisations in India and the region. To date, many of these partnerships have tended to be activity focused rather than strategic and long-term.

The CLEAR SA centre has established a range of both formal and informal partnerships with a number of organisations in India, and also in other countries in the region. Beyond those mentioned in the previous finding, these include partnerships with sectorally or otherwise specialised actors with whom the centre collaborates on specific activities, e.g. with UN Women on a series of roundtable discussions on the linkages of gender equality and evaluation. Other partners have included NGO actors such as the influential Indian NGO Pratham, as well as the World Bank office in India. The latter in particular has been valuable in identifying and making available resources for promising opportunities such as upcoming efforts to support several state level governments in India in strengthening their M&E systems.

To date, partnerships that CLEAR SA has engaged in (especially those outside of India) have not yet established a common vision of the 'bigger picture' changes to which the organisations can jointly contribute. In our experience, this is common during early stages of partnerships. While consulted CLEAR partner organisations in India, Sri Lanka and Bangladesh expressed their appreciation of the collaboration with CLEAR, almost all of them also noted an interest in taking the partnership to a higher level by engaging with CLEAR in longer term and strategic thinking that would go beyond planning specific, short term activities within their own organisation. This interest

may provide valuable opportunities for future engagement, especially since the SA centre is not in a position (given its resources) to maintain a permanent presence outside of India.[114]

Host institution arrangement and governance

Finding 47: The host institution arrangement has posed some modest challenges, but has worked very well overall for the CLEAR SA centre.

Among the existing CLEAR centres, the South Asia centre is unique in that it is hosted by an organisation (J-PAL) that is itself hosted by another institution (IFMR). On the positive side, this arrangement has given the CLEAR SA centre access to a wide pool of associates and contacts provided through the two host institutions. It has also meant, however, that the CLEAR SA centre must report to two host institutions in addition to CLEAR donors. However, evidence derived from document review and stakeholder consultations indicate that this has not negatively affected the centre's performance.

The CLEAR SA centre director has the status of a programme director in J-PAL, and CLEAR staff is part of the wider J-PAL SA Policy team. The director of IFMR chairs CLEAR SA centre's Regional Advisory Committee (RAC). Similarly, the (part time) Associate Director in Pakistan is a staff member of CERP, which contributes to the integration of the centre within its host institution. While the CLEAR team is considered autonomous as regards strategy development and decision making, it has to take into account strategic advice received from J-PAL, IFMR, CERP, its RAC, and the CLEAR Secretariat. Consulted SA centre staff noted that in their view this advice was sometimes contradictory. Under the current grant arrangement, the Secretariat (and not J-PAL or the SA centre) has approved new programming endeavours of considerable size.[115]

Finding 48: The SA centre was the first and, until now, the only CLEAR centre that has established a functioning Regional Advisory Committee (RAC). The RAC has provided the centre with informed and appreciated feedback and advice.

The RAC was established in November 2012 and to date has met twice (February 2013 and January 2014). Four of the five current RAC members are based in India and the centre is exploring how to broaden RAC membership to ensure better regional representation. The sensitive political relationship between Pakistan and India, and related travel restrictions, has posed some challenges. The RAC composition is expected to be reviewed in line with the evolving future role that the centre intends to play outside of India.

Consulted SA centre staff and RAC members have been highly satisfied with the role and functioning of the RAC to date. The group has provided constructive criticism and practical suggestions on how the centre can further strengthen its approach to make the best use of its available resources. RAC members have been able to draw upon their in-depth knowledge of the regional and national (especially Indian) contexts to provide insights on existing needs and gaps and likely pathways to change. Some RAC members have offered to be available to centre staff on an informal and ad hoc basis to provide advice on specific programming decisions.

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[114] With the exception of Pakistan, although CLEAR presence in that country is also limited – It should also be noted that CLEAR's current partner organisations in other countries tend to have limited human and financial resources to deliver M&E capacity development activities or to be pro-active in their relationship with the CLEAR SA centre.

[115] While dollar thresholds of projects requiring clearance are provided in grant agreements, this has been a topic of ongoing discussions between the Secretariat and the CLEAR SA centre team. At the time of writing, two projects that are awaiting Secretariat approval have budgets of USD 30,000 (Technology-Enabled M&E) and USD 80,000 (collaboration with ASER in grassroots level M&E capacity building) respectively. Secretariat approvals relate to the nature of contracting appropriate for the respective contract, i.e. sole-source or a competitive bid, in order to follow procurement rules.

3.4.4 SA Centre Performance

Relevance

Finding 49: SA centre activities have been relevant in view of the identified gaps in the supply of and demand for high quality M&E services in the region.

Overall, the types and combinations of interventions chosen, the types of actors targeted, and the topics addressed by SA centre made sense in view of the noted gaps in awareness, knowledge, skills as well as systems and broader evaluative culture (see context section) that the centre was trying to address.[116] Key strengths in this regard include the following:

- The SA centre deliberately engaged with a broad variety of stakeholders (government, non-government, academia, donors) at both national and sub-national levels. This was appropriate in view of the centre's underlying assumption that sustainable change in M&E systems would require both top-down and bottom-up improvements.

- Supply side: Centre activities included both broad based and targeted capacity building for individuals and units likely to conduct or manage evaluations, thereby aiming to enhance their awareness, knowledge and skills necessary for engaging in high quality M&E services. The centre has also made efforts to support networking and exchange among evaluation professionals at national and regional levels.[117]

- Demand side: Supply-focused efforts were complemented by interventions aiming to influence the awareness, willingness and interest of various kinds of decision makers (see examples in sidebar). Awareness-raising was particularly relevant in organisational or national contexts where there was limited interest in and awareness of the benefits of M&E.

> Efforts focused on influencing demand for M&E services
>
> In India, the CLEAR SA centre, in collaboration with other organisations, organised a series of 10 **roundtable discussions** on various M&E related topics. The events were attended by approximately 200 people and by 900 viewers online. Consulted stakeholders in India expressed their appreciation for the events, which they saw as **valuable and innovative** opportunities for knowledge sharing, awareness building and networking among diverse actors involved in evaluation. Centre staff has also conducted various **one-on-one meetings** with high level decision makers in India to raise their interest in and awareness of the benefits of strong M&E.
>
> In Pakistan, the CLEAR SA centre facilitated a **Policy Dialogue on Education Support Services**, putting special emphasis on backing interventions by data-driven evidence and building effective M&E systems.

Many of the SA centre activities are not strictly focused on either supply or demand, but have the potential to influence both dimensions. For example, CLEAR SA centre staff reported that training activities have led client organisations to later approach the centre for more targeted support, thereby demonstrating changes in the internal demand for higher quality M&E and related capacity building.

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[116] Several stakeholders in Pakistan expressed some concern that the content of some capacity building offers has been slightly above the existing capacity of national stakeholders. For example, they questioned whether a demanding topic such as Impact Evaluation was the most pressing issue to be addressed in a context such as Pakistan. However, consulted training participants noted that the topic had been relevant and useful to them.

[117] For example, with organisations such as the Sri Lanka Evaluation Association (SLEvA), the Community of Evaluators (CoE) South Asia, and the CoE Pakistan.

Effectiveness

Finding 50: At midterm, the CLEAR SA centre has engaged with an impressive list of diverse clients and has contributed to positive changes at the level of individuals and some organisations. While some of these changes have potential to positively influence M&E systems at national, sub-national, or sectoral levels, it is not yet consistently possible to measure that and how the sum of individual achievements are likely to add up to broader or higher level results.

After slightly less than three years of operations, the CLEAR SA centre has implemented an impressive number of M&E capacity building activities in line with its evolving strategy and related work programmes. To date, there is some evidence of results, (i.e. of actual influence on knowledge, skills, attitudes, practices, or culture) at the level of individuals and some organisations.[118] While this is to be expected at midterm, the SA centre (and CLEAR overall) has not had tools or processes in place to monitor or measure its contributions to the longer term and/or higher level results of its work. See sidebar.

> **Measuring Results**
>
> To date, all information on results is based on self-reporting from targeted beneficiaries. For example, the SA centre has solicited client feedback at the end of training events and has received informal feedback from individual clients on other capacity building modalities. Other information on results achieved to date derives from consultations with SA centre clients during this evaluation.
>
> Capturing the effects of advocacy efforts is difficult under any circumstance. Nevertheless, while SA centre policy dialogue events have not yet led to concrete results such as actionable plans, consulted participants noted that these events had provided opportunities for discussions among policy makers, advocates, and practitioners.
>
> To strengthen its ability to capture longer term effects of its work, the CLEAR SA centre is in the process of developing an internal monitoring plan to accompany its internal results framework.

Nevertheless, a number of achievements have the visible potential to contribute to influencing M&E systems (in terms of influencing M&E standards, tools, and practices) beyond the client organisation or agency.[119] For example:

- **National M&E Office**: The CLEAR SA centre established a partnership with the India Independent Evaluation Office (IEO) soon after its creation in 2013. The CLEAR SA centre, in collaboration with the LA centre, organised an exchange between the IEO and CONEVAL from Mexico. Insights from this exchange led the IEO director to suggest changes to the structure of the IEO in a note to cabinet. Supporting the IEO is the most visibly strategic partnership that the SA centre has engaged in to date in view of its potential to eventually effect system-wide changes at the national level. IEO was disbanded September 2014

- **Federal Government**: In 2013, the SA centre organised training workshops on impact evaluation for Indian Economic Services (IES) Probation Officers and mid-level officers. The workshops focused on the use of impact evaluation to inform policymaking and programme design, and addressed survey design and data collection. The SA centre hopes that by addressing probation officers who are at the beginning of their career, the training will contribute to increased M&E awareness and basic skills across the IES

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[118] Examples of such achievements are included in Annex O.

[119] Achievements that we consider to possess "visible potential" are those conducted with individuals or organisations that are likely to influence others, due to their position and power or their reputation among peers. Influence may be exercised by demonstrating good practice or by having authority to define and implement standards, guidelines, and other frameworks that guide the M&E work of others.

staff, and in turn contribute to demand for more and higher quality M&E. There is no information available yet on whether or how participants have used the knowledge and skills acquired in the training, and it is too early to expect changes in the broader organisational culture and related practices.

- **Sub-national level governments**. Through training and advisory services, the SA centre has engaged with a variety of state level governments in India, including the governments of Tamil Nadu and Haryana. For example, the centre provided technical assistance to the Centre for Research and Experiments for Action and Policy (REAP) within the Government of Haryana's Education Department to oversee the M&E of on-going projects[120] and eventually to inform education policies. Consulted REAP staff appreciated the support from the SA centre, but noted that it was too early to assess what effects this assistance will have on the quality of REAP's M&E work.[121]

- **Donor agency**: The CLEAR SA centre won a competitive bid issued by the USAID office in India to help the agency integrate impact evaluation for learning and accountability. The centre developed an impact evaluation toolkit and worked with technical teams within the agency to strengthen their understanding and skills related to planning for and managing impact evaluations of USAID-supported initiatives. It is too early to assess whether and how USAID will reflect this capacity building work in its future practice of commissioning and managing evaluations, and, moreover, if and how the agency will share related experiences with others, and with what effects.

- **NGO**: The SA centre worked with Breakthrough, an international human rights organisation, to institutionalise and improve its M&E processes, in particular its ability to plan for and manage an upcoming impact evaluation of one of its projects using a Randomised Control Trial (RCT). The NGO intends to share related experiences with other, especially non-government actors.

One core idea of the current CLEAR SA strategy is to create examples of good practice at various levels that it hopes will have a snowball effect. This is reasonable in light of the magnitude of existing gaps and needs and the limited influence that any modestly resourced centre can have. However, the CLEAR SA centre has not yet made explicit how very individual examples of good practice will come together and influence each other, or whether each of these examples is regarded as a more or less stand-alone pilot that could be replicated with similar actors in different settings but that are not expected to influence each other. This uncertainty contributes to the overall impression of individually relevant and promising results that are fragmented and do not yet clearly add up to a consistent whole.

This observation was shared by most consulted CLEAR SA partners and has been noted by its RAC. The SA centre has already expressed the intent to sharpen the focus of its future work, but has not yet defined criteria that would help decide whether a specific partner, type of intervention, or role(s) played by the centre is strategic and why. The SA centre's most recent draft strategy (2013-2015) and draft internal results framework still outline a wide range of services, clients, and thematic areas; it is not yet evident how the different components are seen to complement each other, and to what end.

Finding 51: The SA centre has made valued, but fragmented efforts to work with other countries in the region. This reflects that CLEAR overall has not adequately

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[120] Such as a Midday Meal Scheme, teacher training, and Meena Manch (Adolescent Girl Clubs)

[121] The centre is also planning to work with several other state level governments in India to assess and help improve their monitoring systems. It is hoped this will provide positive examples that can be shared with other state level governments interested in implementing similar changes.

defined its expectations of how Regional Centres should engage in a regional approach.

While most CLEAR SA centre activities have focused on India and, to a lesser extent, Pakistan, the centre has continuously engaged with individuals and organisations from other countries in the region (Bangladesh, Sri Lanka, Nepal) to help strengthen their individual or collective capacities.

The SA centre's regional approach has evolved over time, as is shown in the sidebar. To date, however, its regional engagement has been fragmented, and the evaluation did not find the same kind of strategically promising interventions or partnerships as were noted in India.

In our view, this does not point to a shortcoming of the centre's work, but rather to a conceptual uncertainty within the overall CLEAR initiative about the purpose of regional approaches and realistic timeframes for working at the regional level. This includes a lack of shared understanding within CLEAR overall of what the notion of 'region' refers to.[122]

The expectation that all CLEAR centres were to engage with actors outside of their home country has put additional strain on the limited CLEAR SA staff and financial resources without being guided by a shared understanding of the intended benefits and purposes of this regional engagement. To date, implementation experience has demonstrated the SA centre's willingness to comply with related expectations, but it has not yet generated strong evidence supporting the underlying CLEAR design assumption that working at the regional level would be beneficial in facilitating change in each country or across countries.

> **Evolution of CLEAR SA Centre's Regional Approach**
>
> The SA centre's initial idea was to identify partner organisations in other countries that would take the lead in conducting capacity development activities either on behalf of or in collaboration with CLEAR. However, with the exception of Innovations for Poverty Action (IPA) in Bangladesh, the capacities of potential partner organisations were not strong enough to meet the centre's quality expectations.
>
> Recent efforts have instead focused on:
>
> a) Identifying actors in other countries who are interested in strengthening their own capacities and who may serve as role model for other actors (e.g. BRAC)
>
> b) Engaging with existing/evolving communities of practice, e.g. the Sri Lanka Evaluation Association (SLEVA), and supporting their capacity building events
>
> c) Collaborating with regional actors that aim to influence the supply side of M&E, e.g. the Teaching Evaluation in South Asia (TESA) initiative.
>
> In future, following advice from it RAC, the SA centre intends to focus its work on India, Pakistan, Bangladesh, and Sri Lanka to make the best use of its limited resources. It is currently developing a Regional Strategy to make this explicit.

Efficiency

Finding 52: With the exception of some delays in the transfer of funds in 2013, no concerns were raised as regards the efficient use of CLEAR resources funds in and through the South Asia centre.

Timely transfer of funds

In 2013 the SA centre experienced a considerable delay of about nine months in the release of CLEAR funds. While J-PAL was able to provide bridge funding which allowed activities in India to

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[122] Some consulted CLEAR centre staff members (not limited to South Asia) assumed that the expectation was for each centre to work in, or try to 'cover' the whole region that they are located in. Others, however, including CLEAR Secretariat staff, noted that the original intent was merely to encourage centres to work across borders, but without expectations for how many countries this should entail.

continue, CERP was not able to do that, resulting in almost no activities being conducted in Pakistan during this time.

The delay was due to the government of India's refusal to release the funds and to discussions between the World Bank and J-PAL/CERP on how funds to Pakistan should be reported upon. These issues have since been resolved and are not expected to pose further challenges.

Viability

In the context of the CLEAR centres, we understand the notion of regional centre viability to encompass the following dimensions: i) financial viability, i.e. access to sufficient sources of funding to allow the centre to continue its current and planned activities and services; ii) institutional viability, i.e. continued ownership of and support from the centre's host institution as the regional anchor of the CLEAR centre; and iii) contextual viability, i.e. continued relevance of and demand for the services of the CLEAR centre.[123]

Finding 53: There is a strong likelihood that the existence and work of the CLEAR SA centre will be sustained after CLEAR funding ends.

The optimistic assessment of the likely viability of the SA centre is based on the following factors.

Planning for financial viability: The CLEAR SA team is dedicated to the purpose and work of the centre and has engaged in sustainability planning. The centre established an endowment fund with approval from the CLEAR Secretariat. Revenues generated from paying clients are paid into this fund, thereby contributing to establishing a financial foundation for its sustainability. [124]

Integration in and support from host institution(s):CLEAR's objectives and mandate are closely aligned with and relevant to the mandates and activities of J-PAL SA, IFMR, and CERP, and all three organisations view the CLEAR initiative as a valuable complement to their regular work. J-PAL South Asia has committed to continue funding key professional staff positions within CLEAR and to provide administrative and finance staff. Similarly, J-PAL SA and IFMR have indicated that the centre will continue to have access to their respective networks of associates.

Context: Document review and stakeholder consultations indicated not only that there is considerable demand for M&E capacity building and advisory services in India (and the region), but also that there are a number of potential sources of funding that the CLEAR SA centre is, or is planning on, tapping into. The centre's draft business plan (2013) outlines a variety of strategies for both cost-recovery[125] and profit generation[126] that it envisages to apply. The centre also intends to engage in fundraising by targeting donors (building on existing funding relationships with DFID, USAID and 3ie) and, possibly, private sector companies. Additional opportunities may exist through collaboration with actors such as UNICEF, UN Women, and the World Bank who have an interest in strengthening M&E capacity especially at sub-national levels, but who do not have the internal capacity to develop and implement related measures.

3.4.5 Forward looking considerations

The following suggestions for consideration by the CLEAR SA centre derive from the findings outlined above.

- As the CLEAR SA centre develops its strategy for the next years, it should capture key assumptions about the envisaged change processes in a visual representation of its

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[123] This dimension relates to the ability and willingness of national/regional actors to pay for CLEAR services.

[124] At the time of writing no information was available on the amount currently in this fund.

[125] Payment to centre for training and advisory, direct logistical assistance, co-hosting and co-delivery.

[126] Paid open enrolment courses, paid advisory services and custom made courses, and e-learning courses.

internal Theory of Change, and clearly link this ToC to the internal results framework that it is currently developing.[127]

- We support the RAC suggestion that the SA centre may want to frame its work in terms of one or more research questions. This could help the centre further focus its work on a number of clearly defined roles and/or areas of engagement and also make valuable contributions to the creation of global knowledge. The research expertise and experience of both SA centre and J-PAL SA staff are likely to be highly valuable in this regard.

- Further elaborating on the envisaged use of demonstration projects or pilots at different levels could help the SA centre clarify its strategy and its approach to various donors. This should include a mapping of key actors in India and/or the region in terms of their potential influence and to inform the centre's engagement with specific clients or partners on national, sub-national, or sectoral M&E systems.

- The SA centre's development of an internal monitoring plan linked to its results framework should help the centre capture longer term changes to which it contributes. Ideally, this plan should also include ideas (and proxy indicators) for how to capture the often evasive results of advocacy work and other efforts aimed at influencing demand for well-implemented M&E, and eventually demand for and use of evidence generated by M&E.

We commend the SA centre on its intent to develop a Regional Strategy, and suggest that this strategy should outline not only envisaged types of activities, but also the specific results (at national or regional levels) that its regional engagement is envisaged to contribute to, and/or what types of learning it will inform.

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[127] The J-PAL proposal to host the CLEAR SA centre (2010) included a draft ToC that was in many ways more elaborate than the current overall CLEAR ToC. This may provide a good basis to start from should the centre wish to develop an updated version based on its experience and evolved thinking.

3.5   CLEAR East Asia (EA) Centre

3.5.1   EA Centre Profile

Selection and establishment

The CLEAR East Asia centre – based at the Asia Pacific Finance and Development Centre (AFDC) in China based at the Shanghai National Accounting Institute (SNAI) - is the only of the currently existing centres whose host institution was not selected via a competitive process. Before CLEAR was developed, the World Bank, Asian Development Bank, and other partners in 2007 came together to launch the Shanghai International Program in Development Evaluation Training (SHIPDET). SHIPDET has enjoyed success in training evaluation practitioners, disseminating evaluation knowledge, and networking, not only in China, but also in the whole region. When the CLEAR program was begun to further promote learning on evaluation and results, AFDC was selected to host the EA centre based on its existing relationship with the World Bank around hosting and facilitating SHIPDET since 2007.

> SHIPDET was jointly launched by the Chinese Ministry of Finance (MOF), the World Bank Group, the Asian Development Bank (ADB) and AFDC. Each year, SHIPDET delivers two training workshops in spring and fall respectively. The spring workshop is designed for Chinese participants, primarily governmental officials. The fall workshop is designed for international participants, primarily officials responsible for development evaluation from governmental departments of Asian developing countries and representatives of bilateral and multilateral development agencies. SHIPDET follows the World Bank IPDET core courses.
>
> Chinese participants for SHIPDET training are selected and financed by the Chinese government as the MOF is promoting performance evaluation. International participants are mainly selected and supported by ADB.

In July 2010, a Memorandum of Understanding (MOU) for the establishment of the EA centre was signed between IEG, the Chinese Ministry of Finance (MoF) and AFDC. In October 2012, AFDC received a grant of USD 350,000 from CLEAR, which marked the official start of the EA centre.

Financial resources

At the end of December 2013, the Chinese MoF requested CLEAR to extend the closing date of the grant from 31 December 2013 to 31 December 2014. The principal reason for this request was that "although several activities were implemented as planned, the budget was underutilized due to co-financing agreements, leaving a surplus for the year. As of December 2013, approximately USD 151,961 of the total grant funds of USD 350,000 were spent and USD 198,039 remained unspent." The request was approved by CLEAR.

Staffing

At the time of the evaluation site visit (March 2014), the EA centre staff comprised two full-time staff and four part-time staff from AFDC. The CLEAR team is led by a director. Daily operation is coordinated by two full-time programme officers with the support of two junior level staff. According to AFDC, other AFDC staff members also provide support for CLEAR activities during the hectic training season.

Type of activity	Oct. 2012 to Dec. 2013
Training	14
Knowledge exchange seminars	3
Technical assistance/advice	8
Knowledge resource	1

Centre activities

To date, the EA centre has offered two kinds of regular training programmes: SHIPDET and training on Impact Evaluation. In addition, it has offered ad hoc training on Performance Budgeting. As shown in the sidebar, the centre has engaged in a number of advisory services, knowledge exchange activities, as well as internal

capacity building efforts for its staff. To date, it has developed one knowledge resource. In addition to the core course deliveries, like IPDET and Impact Evaluation, the SHIPDET program also has specialized courses (usually of two to three days) on a range of topics. Recent specialized topics include *Performance Based Budgeting, Introduction to Impact Evaluation, Cost-Benefit Analysis for Evaluators, and the Case Study Approach to Evaluation*.

The centre does not have confirmed data on the composition of its clients, but estimates that 50% of clients are government officials from different countries, 20% are from academia, while the remaining 30% are evaluation practitioners, including independent consultants, as well as staff from auditing and evaluating consulting firms.

3.5.2 EA Centre Context

Finding 54: The establishment of the EA centre took place in a regional environment characterised by national governments (in particular China) increasingly pushing for and establishing systems for M&E and performance-based budgeting. The supply of quality RBM/M&E services was scarce, and awareness of the benefits of high-quality M&E and RBM not yet wide spread or institutionalised. This context has not significantly changed.

Given the location and nature of its host institution as an entity sponsored by the Chinese government, the EA centre has been primarily focused on addressing gaps and needs in the national context of China. This is reflected in the following observations on the regional context.

- Across countries in the region, and in China in particular, national governments had put increasing emphasis on M&E and performance/results-based management and budgeting, and had taken steps such as establishing dedicated M&E units. In China, the government had conducted several M&E pilots and had made efforts to promote RBM practices in all line ministries and at all levels of government. Since 2011, all of central government-funded projects of over 5 million RMB (amounting to hundreds of billions RMB per fiscal year) must be monitored and evaluated by budgeting departments (i.e. by evaluation professionals or government officials). However, staff members often lacked the knowledge and skills to put these requirements into practice.

- M&E capacity building opportunities in the region were scarce and concentrated on internal government training. The creation of SHIPDET in 2007 by the Chinese Ministry of Finance, in collaboration with the World Bank and the Asian Development Bank, was a first attempt to address gaps in capacity building opportunities and meet demand for M&E services. Building on the momentum and platform created by SHIPDET, CLEAR introduces other M&E training topics to the region, such as systematic training on impact evaluation.

- While demand for M&E existed in principle, it was not consistently based on a clear understanding of the specific benefits that could derive from rigorous monitoring and/or evaluation. The absence of a culture of public constructive criticism (e.g. in China) posed an additional challenge to building demand for M&E services and related capacity building. Across countries, and particularly in China, there had been no tradition of independent evaluators speaking "truth to power".

- In pursuing various development reform initiatives, many East Asian countries (e.g. China and South Korea) use top-down, government-led strategies rather than bottom-up models. Compared with other regions, evaluation associations initiated by civil society organisations are less active in East Asia. While they are not well-organised as a community, these associations are a growing force calling for accountability in disbursing public funds and for better M&E services.

While this context has not changed significantly since the EA centre was established, consulted centre staff noted that they had observed encouraging developments, especially as regards the awareness of and interest in evaluation among various stakeholders, including government officials.

3.5.3 EA Centre Strategy and Capacity

Strategy

Finding 55: Following the SHIPDET tradition, the EA centre's core strategy has been to strengthen government capacity for RBM and M&E by trying to influence a critical mass of individuals through training and knowledge sharing activities.

According to the CLEAR East Asia Project Document (November 2012-December 2013), the centre's higher level objective is to contribute to helping governments develop and implement evidence-based effective development policies and programmes. Accordingly, the centre primarily targets government officials, but is also aiming to work with other groups in positions and/or with skills likely to drive M&E practice and culture in China (e.g. post-graduate students and chartered accountants).

The centre strategy, as outlined in its project document, encompassed three pillars:

1. Provide training to relevant evaluation practitioners and managers or decision makers

2. Act as an evaluation knowledge supplier, e.g. by conducting research on international best practice relevant to specific applications in the Chinese context

3. Become a leading evaluation practitioner's network, e.g. by promoting evaluation knowledge through its website, conducting case study seminars, and publishing newsletters, thereby inviting participation of and contributions from evaluation practitioners.

One additional feature to the CLEAR EA strategy that has emerged during implementation is to complement these pillars with demand-driven technical assistance and advisory services to individual clients.

Centre activities to date have been strongly driven by requests from the Chinese government, and imply the underlying assumption that reaching a critical mass of staff in an organisation or system is likely to contribute to changes in individual and collective behaviour.[128]

Document review and stakeholder consultations did not provide additional information on the underlying centre-specific theory of change, e.g. as regards deliberations about the respective roles of actors at national and sub-national levels, or the envisaged transition from strengthening the awareness, knowledge and skills of individuals to influencing organisations and eventually, systems.

Human Resources

Finding 56: The EA centre, through its host institution AFDC, possesses strong managerial capacity. The centre's current professional capacity is weak and the delivery of capacity building services is reliant on a network of international resources.

Managerial capacity: The EA centre has had strong managerial and administrative capacity, largely due to the fact that it has been able to rely on experienced AFDC staff, including senior AFDC leadership. While consulted AFDC and CLEAR staff noted that the administration of CLEAR (e.g. reporting obligations and grant management) had at times been cumbersome, they had no significant difficulties carrying out related tasks.

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[128] This is also an implicit assumption underlying the SHIPDET model.

Professional capacity: The current CLEAR team includes two full-time staff and two part-time staff under the direction of two senior staff. Most staff members focus on administrative tasks.[129] For the delivery of capacity development activities, the EA centre has used the services of a few senior AFDC staff and various international experts. The international SHIPDET training course and the Impact Evaluation training module have been delivered by international experts. While the Chinese session of SHIPDET is led by AFDC staff members, these, as well as consulted international instructors, have expressed the need to ensure the continued quality of this module, e.g. by building additional domestic capacity to teach the course in future, or by engaging Chinese-speaking overseas experts who understand the Chinese context.[130]

Another challenge is that the centre has very limited access to additional (or substitute) resources, in the event case that a scheduled instructor cannot deliver due to health or other reasons. This is partly due to the fact that AFDC staff members do not necessarily have the knowledge, skills and experience required to teach CLEAR courses, be it SHIPDET or training on impact evaluation. It also reflects the continued dearth of skilled instructors based in China and the wider region who possess sufficient knowledge and experience to be able to provide high quality capacity building on M&E and performance management.

Inter-institutional linkages

Finding 57: The EA centre is building strong partnerships with the government of China and with public finance institutions in the region. It has not proactively reached out to other development actors, including multilateral and bilateral agencies, CSOs and academia.

To date, inter-institutional linkages that the EA centre has established have focused on actual and potential government clients, primarily in China (e.g. Guangdong province, Shanghai Financial bureau). Being directly under the administration of Chinese MoF, AFDC has been able to use the MoF network to reach out to other ministries of finance in neighbouring countries. For example, it provided a series of workshop on budget performance evaluation for the Ministry of Economy and Finance of Cambodia. Further expanding this type of client base in other countries in the region is a strategic priority of the centre.

The EA centre has also built long-term partnerships with development agencies that either provide funding for CLEAR EA activities or sponsor participants to take part in CLEAR training workshops. These include the Asian Development Bank (ADB), the World Bank (WB), and the International Fund for Agricultural Development (IFAD). However, the EA centre's interaction with other multilateral and bilateral agencies has been limited. Consulted representatives of such other agencies noted that they have been trying to identify nearby resources to help strengthen the M&E capacity of their own offices and partners, but were unaware of the CLEAR EA centre's existence.

To develop a network of evaluation practitioners, the centre staff has cooperated with the Shanghai National Accounting Institute (SNAI) to provide training courses on M&E and Performance Based Budgeting for Chinese certified accountants. On the other hand, the centre's interaction with CSOs and academia has been limited. In China, several CSOs are providing M&E training courses and some scholars are providing evaluation services to government agencies. To date there has not been any coordination between these actors and the EA centre, nor have they explored opportunities for synergies or collaboration.

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[129] Consulted staff members expressed a strong interest in eventually broadening their involvement beyond administrative tasks and get more involved in the delivery of capacity building interventions, e.g. as teaching assistants.

[130] The 2013 Annual Report notes that within the next five years, CLEAR-East Asia aims to conduct about 50% of all lectures, technical assistance and professional guidance with its own professional staff.

Due to China's strong economic growth, development evaluation training offered in Shanghai has attracted some participants from outside of the region (e.g. Africa, Central and South Asia). Due to this, the EA centre has advocated that the CLEAR programme consider removing the geographic boundaries between the regional centres and allow applicants to choose where they receive the training. In addition, the EA centre has also called for increasing bi/trilateral exchange and cooperation among the regional centres by secondment arrangements or short-term staff exchange.

Host Institution Arrangement and Governance

Finding 58: Overall, the host institution arrangement with AFDC has worked well for the East Asia centre, especially in view of providing it with credibility and contacts in the Chinese context.

Although directly reporting to the Chinese MOF, AFDC has full autonomy in administering and managing the CLEAR programme. AFDC has repeatedly and explicitly expressed its interest in and commitment to continuing and building on its SHIPDET experience; senior leadership (including the head of AFDC) have taken an active interest in the CLEAR centre's work. All current CLEAR staff members are also AFDC employees, which has contributed to the integration of the centre into its host institution. At the same time, senior AFDC staff members tend to be busy, and have not always been able to dedicate their full attention to the centre.

AFDC's affiliation with the Chinese Ministry of Finance provides the CLEAR centre with the required legitimacy to engage with various units in the Chinese government. Similarly, AFDC's reputation as the host of SHIPDET positively influenced the centre's ability to reach out to potential clients and donors inside and outside of China.[131] On the other hand, consulted representatives of domestic CSOs and international organizations working in China noted that in their view this affiliation has also been a limitation in terms of the EA centre's ability and vision for reaching out to non-government actors. While this view was not shared by CLEAR EA staff, there is no evidence yet that the centre has effectively reached out to or established partnerships with non-government actors (other than international development organizations) inside and outside of China.

Finding 59: The EA centre has established a Regional Advisory Committee, but it is not yet operational. This has diminished the centre's ability to validate programming plans and decisions through a broader stakeholder group.

According to its project document, the AFDC is committed to establishing a Regional Advisory Committee (RAC) for the EA centre. At the time of the evaluation visit (March 2014), a three member RAC had been formed but had not yet met, and the EA centre has not yet developed practical guidance on how RAC members are expected to collaborate and coordinate their contributions.

The three selected RAC members are the Chinese MOF official in charge of the CLEAR programme; the deputy director of the International Poverty Reduction Centre in China,[132] and a former senior ADB evaluation expert. The composition of the RAC reflects the EA centre's current client and partner base and its focus on China. Consulted RAC members were reserved about how much effective time they would be able to devote to the centre given their professional and personal schedules.

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[131] Stakeholder consultations indicated that in East Asia, "SHIPDET" is still a better known brand than "CLEAR".

[132] The International Poverty Reduction Centre China (IPRCC) was jointly established by UNDP and the Chinese government.

3.5.4 EA Centre Performance

Relevance

Finding 60: EA centre activities have been relevant to the expressed needs of the Chinese government and to noted regional gaps in the supply and demand for high-quality M&E/RBM services in China and the region, and have been aligned with the centre's envisaged strategy.

EA centre activities have been aligned with its articulated three-fold strategy (providing training, linking local with global knowledge and experience, and providing M&E community with inputs). They have also been relevant in light of the noted gaps in the Chinese and regional context. Activities made sense in view of the centre's implicit assumption of change being best facilitated by creating a critical mass of individuals with increased awareness, knowledge and skills in M&E/RBM in different institutions. Key strengths in this regard are outlined below.

- Critical mass: Through the SHIPDET training, the EA centre has been able to reach almost all MoF staff working in the divisions dealing with international aid. In addition, the MoF has issued new regulations on performance evaluation on International Financial Institutions (IFI) projects to guide these staff to conduct daily evaluation activities in line with international good practice. The EA centre is now reaching out to other MoF staff and public servants in other departments.

- Supply: Targeting chartered accountants as a group of actors likely to be able to acquire and use M&E skills in their daily practice was a reasonable, pragmatic approach to addressing the noted absence of appropriate M&E capacity, and the urgency of the government's need to address related gaps.

- Demand: Given that many of the centre's activities have included both mid-level officers and higher ranking officials and policy-makers, the centre hopes to influence not only the *supply* of relevant M&E/RBM expertise, but also *demand* for such services by raising awareness among relevant actors of the potential benefits.

Effectiveness

Finding 61: At midterm, the EA centre has contributed to strengthening the awareness, knowledge and skills in M&E and performance management of a considerable number of individuals. Achievements to date have the potential to contribute to positive changes within government agencies (primarily in China). The centre does not yet have adequate systems to capture the longer-term effects of its work.

After two years of operations, the EA centre has reached a considerable number of individuals, primarily staff within the Chinese MoF, but also representatives of other government units and organisations from China and other countries.

To date, evidence of actual results achieved through the centre's capacity building activities is largely anecdotal and derived from stakeholder consultations. Interviewed CLEAR clients noted that CLEAR EA training had changed their own and – based on their observations – some of their colleagues' or supervisors' understanding of management, resulting in a shift from focusing on inputs to focusing on outcomes (results). Some individuals also noted that the training had contributed to changing their understanding of the nature and purpose of monitoring and evaluation, which they now understood not as a mere mechanism for control, criticism or punishment, but as a potential tool for learning. However, consulted training participants did not comment on whether or how their changed perceptions had – until now - resulted in changes in

their own practice or that of their organisation, e.g. in collecting, analysing and presenting data or applying recently gained M&E knowledge to policy formulation.

The evaluation found a handful of instances pointing towards increased demand for M&E capacity building deriving from the centre's activities. For example, the city of Shanghai invited an expert from the centre to advise them on designing a municipal M&E system. Also, the Chinese MoF invited the centre to organise a seminar on best practices in M&E for provincial officials from financial bureaus to raise awareness of evaluation to support government plans to roll out a larger government-wide M&E plan.

Furthermore, there is one example of CLEAR's work having contributed to positively influencing the enabling environment for M&E in China. Consulted Chinese government officials acknowledged that CLEAR training had helped them conduct research into existing differences between international good M&E practice (i.e. IFI's evaluation systems) and domestic practice (i.e. China's fiscal evaluation system). Research findings were used by the MoF in developing and issuing new Regulations on Performance Evaluation on IFI projects in China.

The EA centre does not yet have sufficient systems in place that would allow it to capture the emerging longer-term effects of its work on individuals, organisations, or M&E systems. Some information

> **Follow up**
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> SHIPDET instructors have developed a listserv for English-speaking participants that provides three functions for SHIPDET alumni: (1) a job centre that provides information on job openings, (2) a vehicle to disseminate publications on M&E, and (3) a technical assistance centre for those who need help from their peers.

is being generated through regular events organised by the centre for SHIPDET alumni that allow them to share their experiences with applying the knowledge and skills gained through the SHIPDET training. See also sidebar. However, the centre has not yet established other means to follow and capture evolving changes in the different units that it has worked with. Thus, there is no strong data yet on the centre's actual or likely influence (as opposed to its reach).

Finding 62: The EA centre's activities have been attended by actors from various countries in and beyond the East Asia and Pacific region. However, the centre has not yet defined the contributions it hopes to and is able to make outside of China.

Training activities conducted by the EA centre have included government officials from the Greater Mekong Region (such Lao, Vietnam, Cambodia), from central Asian countries (such as Tajikistan, Uzbekistan, Kazakhstan, and the Kyrgyz Republic), as well as from the Pacific (such as Samoa and Fiji). The centre also conducted a tailor-made training for government representatives from Cambodia. In this sense, the CLEAR EA centre has been 'regional' in that many of its services are open to participants from other countries – often sponsored by actors such as the ADB. The strong interest in SHIPDET from actors in these countries likely reflects the noted scarcity of similar capacity building opportunities in the region.

Nevertheless, the centre's main focus has been on addressing the needs of the government of China.[133] It has not conducted any formal or informal needs assessments in other countries, nor has it developed an implicit or explicit regional vision and action plan that identifies the strategies for, or envisaged results of, engaging with stakeholders from other countries. While the centre's approach and intent to help create a critical mass of trained individuals within targeted organisations in China is clear, this is not the case for its engagement with actors from other countries.

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[133] Consulted CLEAR EA staff, clients and partners widely agreed that addressing the needs of the Chinese context alone constitutes an enormous task.

Efficiency

Finding 63: To date, the majority of CLEAR EA centre activities have been funded by other sources than its modest sized CLEAR grant.

By the end of FY2013, the amount expensed or committed by CLEAR to the East Asia centre (including grants and direct support from the Secretariat) was USD 422,974, the lowest among the existing CLEAR regional centres.[134] The same applies to the total projected amount of USD 922,974.

Resources from the CLEAR grant have been used almost exclusively for client capacity building activities, with only a small amount being used for internal capacity building of EA centre staff. The majority of activities conducted by the EA centre to date have, however, been paid for through other sources.[135] The Chinese MoF has been supporting AFDC and thereby also CLEAR operation costs (mainly staff salaries) and has been sponsoring the participation of Chinese participants in various CLEAR training courses. So far, the Chinese government has contributed at least USD 3.5 million to the CLEAR EA programme.

Consulted EA centre staff expressed pride in having been able to engage various domestic and international resources, which – in case of the Chinese government – can also be seen as an indication of national ownership and political support for the work of the centre. Centre staff also raised concerns, however, over how the EA centre's performance compared to that of other CLEAR centres. Given that the EA centre has received considerably less resources from CLEAR than other centres, the EA team felt that it was neither realistic nor fair to expect it to reach the same objectives as the other centres (or to make progress at the same pace). Team members noted that in their perception CLEAR reporting guidelines put pressure on them to do so – e.g. as regards the expectation for the centre to be diversifying its topics and methods, and reaching out to the wider region.

Viability

Finding 64: While it is very likely that AFDC will continue to provide and facilitate M&E capacity building interventions, the incentives offered through the CLEAR initiative may not suffice for the institution to continue hosting a CLEAR centre in the longer term.

This assessment is based on the following observations.

Sustainability planning: The East Asia centre, and its host institution AFDC, have not yet developed a long-term strategic or business plan for whether or how they will approach the financial viability and continued existence of the centre. Consulted centre and AFDC staff largely attributed this to the very limited size of the CLEAR grant, which, in their view, had not permitted them to engage in longer term planning.

Integration in and support from host institution: While AFDC has provided ongoing managerial, administrative, and professional support to centre activities, it has made limited investments in CLEAR in terms of allocating senior and full time staff resources. This limits the centre's capacity to engage in strategic (financial and programmatic) longer-term planning. Also, the question arises whether the co-branding arrangement of running SHIPDET under the CLEAR umbrella provides sufficient incentives for AFDC to continue with it , or whether it might be more beneficial for AFDC

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[134] Relative allocations of CLEAR funds to the different centres reflect CLEAR donor priorities, which are linked to assessments of the relative need for development assistance in different regions.

[135] For example, during the period Q1&2, 2014, the centre's total budget was USD 356,958. Of this, USD 44,027 came from the CLEAR grant, while the rest came from other sources, in particular funding from the ADB.

in terms of administrative and reporting requirements to go back to hosting SHIPDET as a stand-alone program.

Context: Document review and stakeholder consultations indicate that there is ample demand for M&E capacity building services in China as well as in the larger East Asia region. The Chinese MoF will almost certainly continue its support for the operation costs of AFDC, as well as its sponsorship of Chinese participants for training courses such as SHIPDET, regardless of whether these are provided through AFDC or CLEAR. While it is unsure whether the Chinese government is likely to be interested in investing in the expansion of the EA centre's current work (e.g. deepening its regional approach, or adding a more distinct research component), other donors with an interest in the East Asia/Pacific region (e.g. the ADB or AuSAID) may be willing to explore related options.

Overall, there are a number of positive factors that can support the financial viability and continued relevance of the CLEAR EA centre (in particular the demand for M&E capacity building and the availability of likely sources of funding). The bigger question, however, is whether the benefits of hosting a CLEAR centre (in terms of financial resources, contacts/networking opportunities, reputational affiliations) outweigh the drawbacks for AFDC (e.g. added reporting obligations and administration).

3.5.5 Forward looking considerations

1. AFDC has to decide whether (or under what conditions) hosting CLEAR continues to make sense for AFDC.

2. If AFDC is committed to continue hosting CLEAR EA, the centre needs to develop a clear vision and strategy for its engagement both in China and the broader region. This should clarify whether and to what extent the centre's work will continue to focus on China or be aimed at the broader region, and with what envisaged results.

3. In this vein, developing a centre-specific theory of change could be helpful in making explicit what "success" is envisaged to look like (at national or regional levels), and how the centre sees itself contributing to this success.

4. There are a number of areas where the EA centre could act as an important player and to contribute to regional capacity on M&E and RBM. For example, the centre aspires to become a regional knowledge hub on M&E. However, this would requires it to be more proactive in reaching out to a broader and more diverse community of evaluation practice, particularly the donor community and the CSO community that have already developed good practice and lessons learned in their own M&E domains.

5. Closely linked to its intended future vision and strategy, the EA centre needs to identify its capacity needs and how it envisages to meet these needs through either internal or external resources and/or capacity development.

6. As soon as possible, the EA centre, in consultation with the selected RAC members, should determine realistic and useful ways for the RAC to meet (either in person or virtually) and provide input to the centre's ongoing work and strategic planning. Depending on the centre's future foci it, together with the RAC, may consider further diversifying RAC membership (e.g. by including a representative from a non-governmental organisation and/or another country in the region).

The centre should explore additional ways of how to systematically monitor and capture emerging insights on longer term contributions that its capacity development work is having on individuals, organisations, and eventually on M&E systems.

3.6   Francophone Africa (FA) Centre

3.6.1   FA Centre profile

Selection and establishment

In October 2011 the Centre Africain d'Etudes Supérieures en Gestion (CESAG) in Senegal was selected from 24 applicants from 11 countries to serve as the CLEAR host in Francophone Africa (FA). In its proposal to host CLEAR, CESAG expressed the intention to partner with the International Institute for Water and Environmental Engineering (2ie), in Burkina Faso as its affiliate centre.

Financial resources

CESAG and the World Bank signed a grant agreement on 24 October 2012 for USD 268,970. In addition to the CLEAR grant, the International Development Fund managed by the World Bank is contributing approximately USD1 million of support to CESAG for the CLEAR centre over the three years of 2013, 2014 and until November 10, 2015.

The FA centre received and began to draw down the first tranche of funding from the CLEAR grant in February 2013. According to CLEAR annual reports, up to July 2013 the centre expended USD 50,192 from its CLEAR grant.

Initially the centre was operating with one full-time person (the coordinator), one part-time training specialist, one financial officer who later left the centre due to unsatisfactory performance, and a part-time procurement officer. An intern officially joined the team in February 2014 and a secretary in February 2014. In early March 2014 the coordinator moved into a new role as Director of the department of research and consultancies, a newly created department, as part of CESAG's transformation to business school and a new coordinator was appointed. The coordinator of the centre now reports directly to the Director-General of CESAG whereas his predecessor reported through the Secretary General. Consulted centre staff noted that, in their view, this direct access improved lines of communication and reduced paperwork (although this remains onerous). Currently, there is a financial specialist (who oversees all the donor-funded programs within CESAG) who partially works for CLEAR with support of his assistant. A part-time procurement consultant has been hired since May 2014.

Centre activities

By the end of 2013, the FA centre had conducted or been involved in 23 capacity development activities,[136] including seven training events, ten knowledge exchange events, one technical

> In 2013, following a thorough needs assessment, the FA centre developed modules for short-term training in monitoring and evaluation. These were used in two sessions for 47 trainers held in Dakar and Ouagadougou. The centre also organised two regional training seminars in Dakar for M&E professionals in 2013.

assistance/organisational capacity building, one diagnostic, one knowledge resource, one assessment/project advisory, and one intervention related to supporting professional networks/communities of practice. The centre routinely invited members of CESAG and its staff to join events/activities it was supporting (e.g. the M&E for professionals workshop which many members of the CLEAR CESAG team and the faculty of CESAG attended). Centre clients have included representatives from government agencies, non-governmental organisations, and academia.

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[136] The CLEAR Annual Report noted 18 activities by the end of June 2013. The remainder have occurred since.

3.6.2 FA Centre Context

Finding 65: The FA centre was established in a regional context characterised by growing demand for M&E capacity building among government and non-government actors, as well as by very limited supply of high-quality related services, and low level of existing M&E/PM-related skills and experience among national actors. In addition, the region was, and continues to be, one of the most poverty-stricken in the world, with low overall education and literacy rates. This challenging context has changed only modestly since centre establishment.

Key characteristics of the regional context in Francophone West Africa at the time of centre establishment as regards the existing supply of and demand for M&E services and related capacity building are outlined below.

- Since approximately the beginning of the new millennium, a growing number of national governments have acknowledged the need for introducing results-based management approaches and performance evaluation. Some governments embarked on reforms of their systems for planning, programming, and budgeting, but efforts were challenging due to limited resources for M&E combined with scarce capacity in the field and the unstable nature of the region as a whole.

- Nevertheless, in some countries (e.g. Benin, Burkina Faso, Mali, and Senegal) M&E had been identified as a national priority. As a result, the respective governments had expressed considerable need for awareness raising and capacity building among policy makers and other actors from the grass roots level to all levels of government. Demand for M&E capacity building was also expressed by civil society organisations to help them fulfil their intended functions as watchdogs, drivers of government reforms, and/or service-providers (i.e. based on evidence to inform advocacy and planning).

- There was a growing evaluation community in the region, but individual members often lacked formal training. In addition, evaluation was not widely recognised as a profession, and most active evaluators did not hold a certificate or diploma. Furthermore, programmes leading to M&E certificates or diplomas tended to lack depth and practice-orientation. The fees charged by capacity development providers were high by local standards – in the range of USD 3000 - and few students were self-financing.

- In the last decades, countries of the sub-region have started developing evaluation associations – Niger (2001), Benin (2008), and more recently Senegal in 2010. SenEval members include several experienced evaluators, some of whom also have training backgrounds, such as the current coordinator of the CLEAR FA centre. There is potential for off- loading some of the routine M&E training onto either SenEval or some of the NGOs working in the field who have practical in-the-field experience.

- CESAG is in the process of converting itself into a business school. The DG sees the potential to use CLEAR as a means of strengthening his institution as a whole. Getting the CLEAR Centre running smoothly is thus critical to CESAG's reputation and its ability to access more resources.

Factors not specific to the issue of M&E capacity, but relevant in view of the broader context in which the FA centre is located, include the fact that Francophone Africa is a large and ethnically diverse region that includes some of the poorest countries in the world. This has also resulted in considerable deficits in education and literacy rates. Travel between countries in the region is expensive and time consuming, making regional exchange more challenging than in other environments. In addition, many countries in Francophone Africa continue to have weak institutions unable to secure their respective national territories, let alone ensure equal treatment of different ethnic or religious groups. Civil conflicts have been frequent. In many national contexts, the

concept of a national government that is accountable to its citizens was and continues to be not closely related to existing reality.

3.6.3 FA Centre Strategy and Capacity

Strategy

Finding 66: **The FA centre conducted three comprehensive assessments to explore demand for M&E and performance management information and services in three countries. The centre is still in the process of translating assessment findings into an explicit strategy. This makes it difficult to assess whether and how individual capacity development interventions carried out to date fit into a broader vision for change.**

In February 2012, the FA centre, with support from the CLEAR Secretariat, launched assessments of the context, need, and demand for M&E in Benin, Mauritania, and Senegal to inform its strategy and ensure relevance of centre's programmes. The studies were completed in early 2013 and are available on the global CLEAR website. Key findings included that the three countries were at different stages of development of their M&E systems and required different entry points for capacity building. At the time of the evaluation site visit (February 2014), the centre had not yet translated these findings into an explicit strategy (or country-specific strategies).[137] This delay has been due to the fact that the centre coordinator has been occupied not only with the implementation of activities but also a heavy burden of administrative procedures. The centre has since engaged an external consultant who produced a draft strategic plan in May 2014. The document is envisaged to be finalised following the CLEAR global forum in September 2014.

Capacity development activities conducted to date appear to have been guided by the broader objective to establish the centre as a provider of customised M&E training and capacity development services with a focus on strengthening the supply side of M&E. Key strategies in this regard were to:

- provide a variety of capacity building interventions (in particular training) to a variety of government and non-government actors involved in conducting or managing evaluations in order to increase their knowledge and skills of M&E in general, as well as of more specific areas such as Impact Evaluation
- help develop the skills of M&E trainers both in Senegal and other countries to increase the number of individuals able to provide M&E capacity development services in the region.

In addition, the centre's project document notes the intent to provide advisory/knowledge service, evaluation and applied research. To date this aspect has not yet strongly been reflected in actual centre activities, with exception of the demand study. While this study indicated that the centre's work during its first year would place particular emphasis on the three countries covered in the study, this has only been visible for Senegal, but not for Benin and Mauritania.

It is also anticipated that there will be a business plan which will define target groups, themes and types of services to be offered. The centre coordinator is then expected to obtain buy-in for this and the strategic plan from the CESAG Board.

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[137] The overview of the demand studies (page 39) identifies the need for the FA centre 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". The document further identifies centre activities for Year One of its operations, focusing on the development of the centre's internal capacity and resources, and on delivering M&E services within the region, with focus on the three countries covered in the demand assessment.

Human Resources

Finding 67: The FA centre has recognised strengths in providing M&E training. Its managerial experience and its professional capacity in other areas have been less strong. However, recent staff changes have brought improved management skills and the new coordinator is seeking opportunities to strengthen the skills and knowledge of both Centre and CESAG staff.

The FA centre has highly qualified professors who have a sound knowledge of methodological approaches typically used in the evaluation field, although they may not have experience as practitioners. As professors, they are competent at teaching and training and they have also worked as consultants proving advice to the government reform process.

At the same time, the CLEAR FA team has faced a number of challenges since centre establishment. Team members had limited, pre-existing managerial know-how and were unfamiliar with WB rules and regulations. This resulted in centre staff having to spend considerable time and energy on learning how to navigate the centre's administrative environment. Task completion often required hands-on support from the CLEAR Secretariat.

The new coordinator who came on board in March 2014 has a good knowledge of the CESAG systems, practical experience with World Bank and donor procedures, and also prepared the CESAG business plan. He is therefore well placed to ensure a degree of alignment of CESAG and Bank systems and to develop strategic and business plans. Despite this recent addition to the staff, the centre still does not have enough experienced staff to meet existing demand for capacity building services. The new coordinator is currently trying to provide incentives for CESAG staff to develop their own skills and to get more involved in CLEAR activities.[138]

Inter-institutional linkages

Finding 68: The CLEAR FA centre is still in the process of establishing formal partnerships, including with its intended affiliate centre in Burkina Faso.

The FA centre has developed good working relationships with some prospective clients, especially the Senegalese government. At the same time, its formal links with other organisations (be it potential clients or partners) are not yet strong. The most advanced partnership negotiations have been carried out with the UNICEF Regional Office for Western and Central Africa, but have been delayed, with a formal partnership agreement expected to be signed in October 2014.

Beyond that, the FA centre has not made significant progress in identifying or approaching other potential collaborators who would be able to complement the centre's internal capacity (e.g. other training providers who might be able to conduct or take over some of the centre's envisaged regular, basic training programmes).[139] This, together with the noted scarcity of M&E professionals with the required expertise and experience, has meant that the centre has had only limited access to external professional expertise in the region to complement its internal resources. Consultations with CLEAR FA staff and clients also indicated that under its previous coordinator the centre

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[138] Some examples of incentives include: Two young CESAG instructors were chosen for training in impact evaluation in China and will develop a similar course for CLEAR with guidance from an international consultant. Because CLEAR can`t use either IDF funds or CLEAR funds to pay CESAG staff for their services, the coordinator wants to use any profits generated from training programs for this purpose. There is a limit, however, to how much this approach can be used. The Centre's mandate to produce public goods will limit its ability to generate profits and thus how much this mechanism can be used.

[139] The recommendations of the 2013 diagnostic report of CESAG included a) that the FA CLEAR centre should establish a lasting partnership with SenEval, in both training and consulting, so as to take part in the evolution of the profession and identify experienced M&E consultants; and b) that it should pursue a partnership strategy at the regional level to identify institutions that can best support its activities.

tended to perceive and approach other M&E capacity building providers as competitors, rather than as potential allies.

The experience of the last two years suggests that the issue of partnership in the FA context is more complex than originally envisaged and that expectations for the initial years of the Centre were greater than the political context and the staff available would allow. Arranging partnerships where both parties feel a high degree of commitment to joint medium to long-term goals is more important than setting up more numerous arrangements focused on one or two activities. 2iE in Burkina Faso was one of the early supporters of the CESAG proposal and had been suggested as its affiliate centre in part because of its distance learning capabilities which were hoped to prove useful for reaching out to other parts of the Francophone Africa region. To date, 2iE has been involved in two training sessions offered by the FA centre but the contacts between the two organisations appear to be tapering off in absence of a formalised partnership agreement.

Host Institutional Arrangements and Governance

Finding 69: While CESAG has been generally supportive of CLEAR, there is room for strengthening the collaboration between the FA centre and its host institution.

CESAG senior leadership has been and continues to be enthusiastic about the CLEAR concept, and the centre has benefited from CESAG's positive reputation as a successful institution involved in educating future policy and decision makers especially in the context of the Senegalese government. Almost all people interviewed in Francophone Africa noted that, in their view, CESAG was the appropriate organisation to host CLEAR, and that there was no other organisation with similar qualifications in the whole of Francophone West Africa. It has educated a large number of the policy-oriented government officials in Francophone West Africa and is known as a centre that attracts thinkers.

CESAG has provided administrative and operational support to CLEAR, including funding its staff positions and providing interim financing before the grant and IDF funds became available. However, the Centre experienced significant challenges and spent a lot of time trying to navigate CESAG's antiquated administrative and financial management system (which focuses on control and monitoring inputs rather than results), and applying not only these but World Bank and CESAG regulations as well.[140] Although the centre coordinator reports directly to the Director General of CESAG, the administrative burden on centre staff has been heavy.

CESAG is currently in the process of trying to address key bottlenecks and ease the administrative burden for CLEAR. It has established a new unit to facilitate contracts and ensure timely payments against them. CLEAR FA centre staff appreciated these efforts, but also noted that existing administrative tools and processes continue to focus on ensuring accountability, rather than on facilitating and capturing the centre's achievements.

To date the FA centre has not yet significantly benefited from access to CESAG faculty members, despite the fact that the former CLEAR director

> **Envisaged Master level program on M&E at CESAG**
>
> The interest of CESAG in hosting the CLEAR centre is related to its intent to offer an MA level program in M&E, thereby becoming a centre of excellence for M&E in the context of higher education. The program is intended to complement the objectives of the CLEAR centre with its focus on building M&E capacity of practitioners and governments in the region. CESAG expects that CLEAR will play the major role in launching the M&E master`s program in 2015. The downside is that this activity will put much pressure on the limited resources of the Centre. While the CESAG Board has approved the Masters program, CESAG has not yet taken concrete steps to put t into place.[141]

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[140] Several consulted CLEAR and CESAG staff remarked that the practical implications of the CLEAR organisational arrangements had not been well thought through at programme onset, and had therefore not been taken into consideration when establishing resource allocations.

[141] More progress in this regard is envisaged for 2015.

was himself part of the CESAG faculty. As noted above, the new centre coordinator is hoping that a new set of incentives will make it more attractive for CESAG staff to engage in CLEAR centre activities. See also sidebar.

Finding 70: The FA centre has not yet established a Regional Advisory Committee. This has diminished its ability to discuss and validate its programming plans and decisions with a broader stakeholder group

At the time of the evaluation, the FA centre had not yet established a Regional Advisory Committee (RAC). In March 2014, the centre put forward recommendations to the World Bank on who might be appropriate members of the RAC, but the Bank asked for more strategic choices and greater diversity in terms of gender and regional representation, and in relation to suggested members' experience. The centre is currently (September 2014) working on a revised list.

The absence of a RAC has limited the FA centre's ability to have its strategic plans and decisions reviewed and validated by a broader group of regional stakeholders. There does not appear to be any other permanent forum that CLEAR wants to use for this kind of discussion, although visiting groups like the evaluation team provide some ad hoc opportunities. Both the new coordinator and the DG of CESAG favour the establishment of a RAC.

3.6.4 FA Centre Performance

At the time of this evaluation, the FA centre had been carrying out activities for more than two years, but with a full range of services, for only about 18 months. The following findings should be considered keeping this in mind.

Relevance

Finding 71: The FA centre is relevant to existing demand and needs for M&E and RBM capacity building, and to persistent gaps in the supply of related services. It is not yet evident, however, what specific development results the centre is aiming to contribute to at national or regional levels, and how.

The overall objective of the CLEAR FA centre (to provide high quality M&E capacity building in the region) is relevant in view of the broad existing regional needs and the continued gaps in the supply to address these needs. At the same time, centre services have not yet been tailored to address the particular needs of specific national (or sub-national) contexts as have been identified in the regional needs assessment in three countries. Similarly, the centre has not yet conducted similar assessments, nor made explicit its thinking as regards the relevance of its work in other contexts, for example (post) conflict settings such as Mali.

The evident relevance of the centre lies in its intention and potential to fill an existing gap in the supply of M&E capacity development, in particular training. The centre has not yet developed an explicit (or indicated the existence of an implicit) regional or country-specific Theory of Change that would identify one or more development results that its work is aiming to contribute to. In other words, it has not yet defined what 'success' of its work at national or regional levels will look like.[142]

As regards the relevance of individual centre activities (e.g. specific training workshops and learning materials) consulted CLEAR FA clients provided overall positive feedback, which confirmed the positive rating provided for these events in post-training assessments conducted by CLEAR FA. The main areas suggested for further improvement of training events were to include

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[142] At the time of finalizing this report (September 2014) the evaluation team had not had access to the draft FA centre strategy noted above. We are therefore unable to assess whether and to what extent this strategy addresses the noted gaps in clarifying the centre's theory of change and/or expectations of what 'success' will look like.

an even larger number of regionally relevant case studies, and to focus even more on practical rather than on theoretical issues.

Effectiveness

Finding 72: **The FA centre has made some initial contributions to strengthening the M&E-related awareness, knowledge and skills of targeted individuals, and to broadening the knowledge base on the state of M&E in the region. The centre does not yet have systems in place to support and capture the longer term effects of its work.**

As is to be expected given the limited time during which the centre has been fully operational, evidence of achievements that the centre has contributed to is largely linked to the successful completion of specific activities, mostly training, as well as the completion of the regional demand studies. Key achievements are outlined below.

The <u>training sessions</u> facilitated by CLEAR FA have been well received and assessed positively by participants (see also sidebar). Consulted training participants reported that:

> **Views on the quality of CLEAR FA training**
>
> Consulted international consultants who have worked with the centre expressed **concerns** that the training courses they were involved in had not captured some basic core concepts, that the different modules lacked coherence, and that some elements had not been adequately covered (e.g. evaluation standards).
>
> While these concerns address the 'objective' quality of the events (from a developed country point of view), **subjective participant ratings of the quality of trainings were very high**. In fact, several training participants noted that in their view the centre was setting a positive regional standard for high quality work. By this they referred to the fact that centre activities were well researched and used information and lessons gained from international experience, and that they were delivered in contextually appropriate ways, both in terms of the language of instruction, and in view of the examples used to illustrate issues.

- The events helped raise their awareness of M&E and RBM and their potential benefits in their particular context.
- They understood the value of RBM and its link with evaluation.
- They felt more motivated and confident to conduct evaluations due to the knowledge and skills obtained through the training.
- Participants of the train-the-trainer events gained knowledge, skills, and confidence not only in the M&E subject matter, but also in adult education approaches.

Despite this positive client feedback, one concern of the evaluation team during their visit to Senegal was that the FA centre has conducted little, if any, follow up with participants of its training workshops, including with the (envisaged future) M&E trainers. This lack of contact was seen as constituting a risk that the momentum generated by the training sessions 6 to 8 months earlier would be lost, especially as regards the aim of establishing a group (or network) of trainers able to independently provide M&E capacity development. The long gap also meant that the centre was not systematically collecting information on whether and how participants have been able to apply any of the knowledge and skills acquired in CLEAR trainings, and with what effects. [143]

The <u>Demand Assessments</u> in Benin, Mauritania and Senegal were the first of their kind conducted in the region, and contributed to raising visibility of the centre among stakeholders in the assessed countries. The centre has not systematically collected data on whether and how the study has been used or by whom. However, several consulted regional stakeholders noted that the study had become valued reference material for them. Also, individuals involved in the training of M&E

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[143] Since the arrival of the new centre coordinator, there have been several training sessions using the services of trainers who had received the ToT Training.

trainers noted that this initiative had been informed by the needs identified in the demand assessment. The same was noted to apply to the work of the CLEAR FA centre with the Senegalese government.

Finding 73: The FA centre has made efforts to engage actors from countries other than Senegal but does not yet have a plan to guide it in defining priorities for and clarify envisaged results of its regional engagement.

Most centre activities carried out in Senegal have involved actors from other countries, and the centre has conducted activities in Burkina Faso, Benin, Togo, Mauritania and Niger. However, most of the centre's efforts to engage with actors outside of Senegal have been activity based and fragmented. Most of these have been training sessions to which the centre invited organisations based on the centre team's perception that links with these organisations could be useful. However, until now the centre's regional efforts have not been guided by a clearly established understanding of the envisaged longer-term objectives of this engagement, and there has been no systematic follow-up with the organisations that had sent staff members to CLEAR FA training events.[144]

A related challenges is the fact that – as shown through document review and consultations with CLEAR FA centre staff - there is uncertainty over how much of the Francophone Africa region the centre is expected (or able to) cover. The region is immense, covering 22 countries, with expensive and often awkward transportation routes.

Efficiency

Finding 74: Challenges in navigating and aligning the administrative environments of CESAG and the World Bank have negatively influenced the efficient use of resources by the FA centre.

The process of getting CLEAR FA off the ground was slow. The sudden death of the DG of CESAG and a gap of eight months in finding a replacement for him slowed down CESAG administrative and financial systems generally and the process of getting CLEAR FA established. There was very little activity in CLEAR until February 2013. This resulted in a major gap between CESAG's selection as the host institution in 2011 and the arrival of the first tranche of CLEAR funding in February 2013. The CLEAR grant from the World Bank also arrived late because of the time consumed in setting up a bank account and other administrative requirements. CESAG did provide some interim financing for a few small activities for which it was later reimbursed from project funds. The full envisaged centre team strength of six full or part-time staff members was only achieved in February 2014. The centre office was equipped with furniture at the same time.

Centre staff spend a significant amount of time on internal administrative and financial processes. This is partly due to the fact that CESAG is a centralised organisation and all financial transactions have to go through a number of different vetting steps (up to 15) before being approved by the DG. CESAG has recently established a special project monitoring service to speed up the payment of accounts and related processes.

The complexity of regulations around the CLEAR grant has slowed down the payment of accounts. (Most consultants interviewed said they had waited six months or more for their accounts to be settled.)

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[144] According to Secretariat staff working with the FA centre, part of the draft centre strategy developed in May 2014 is a 3-step process to engaging with new countries in the region in a more systematic way, including: 1) customised training which recognises the country context and perceived needs, 2) an M&E demand study to better understand the needs, and 3) technical support to strengthen the country`s capacity to offer training and carry out evaluations. This strategy has not yet been fully implemented.

Viability[145]

Finding 75:   Despite the challenges encountered by the FA centre to date, there is reason for some optimism as regards its viability. This is, however, likely to require the continued availability of funding from CLEAR or other donors for M&E related capacity building in the region in the mid to longer term.

This finding is based on the following observations:

<u>Planning for financial viability</u>: During the evaluation site visit, CLEAR FA staff discussed the notion of centre sustainability primarily in terms of financial sustainability, in particular how to ensure that training courses could pay for themselves. The sustainability or business plan will be done only when the strategic plan is finalised.[146]

<u>Integration into host institution</u>: CESAG senior leadership has been supportive of CLEAR and remains committed to making it work. The DG made a strong statement during the debriefing of the consultants in February 2014 to the effect that the six CESAG-funded positions were in place in the CLEAR centre and would remain so. Overall, while the two entities have not yet worked as closely together as they could, the recent changes in CLEAR FA personnel and the creation of a CESAG director of research may change this.

The FA centre is aligned with the objectives of CESAG and could make a significant contribution to the goal of CESAG becoming a world-class management school. CESAG expects that CLEAR will play a major role in launching CESAG's envisaged M&E master's programme in 2015. This confirms the longer-term interest in and commitment of the institution to strengthening M&E capacity, and to doing so in collaboration with CLEAR FA.

<u>Context</u>: On the positive side there is strong demand for M&E capacity development services from the government of Senegal, which puts particular emphasis on conducting more training of trainers, offering training sessions for evaluators, and helping change the broader culture for M&E within government systems. The governments of Benin and Burkina Faso have also expressed interest in obtaining CLEAR services to support their public service reform programmes. While it is uncertain what types of funding these governments will be able to mobilise, it is likely that they will be able to generate at least some funds (e.g. through donor support to public sector reform) to pay for CLEAR services. It is, however, unlikely that clients in the region will in the short or even mid-term be able to make such funding available from internal resources.

The existing demand for the types of services provided by CLEAR FA appears to be closely related to its affiliation with the World Bank (see sidebar).

There are, however, also a number of (actual or likely) contextual challenges that can affect the centre's continued viability:

> **CLEAR FA centre affiliation with the World Bank**
>
> Several respondents noted that in their experience the influence of the World Bank was an important, if not the main driver for their respective governments to not only seek support for M&E/RBM capacity development, but to do so by contacting the CLEAR FA centre. The continued reputational affiliation of the centre with the WB was therefore seen as an important factor for sustaining existing demand for its services from national governments.

- CLEAR FA is situated in a teaching institution which is recognised for its training capabilities but CLEAR's mandate is broader than simply training. Training is, however, only the first step in providing a technical package to other organisations. At present,

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[145] In the context of the CLEAR centres, we understand the notion of (centre) viability to encompass i) <u>financial viability</u>; ii) <u>institutional viability</u>, and iii) <u>contextual viability</u>, i.e. continued relevance of centre services.

[146] Expected for the fall of 2014.

the CLEAR FA centre does not yet have sufficient internal or external capacity (including through CESAG staff) to provide, for example, other forms of support such as mentoring and strategic planning.

- Another potential challenge in view of planning for financial sustainability is the fact that in the cultural heritance of Senegal and the whole region education is considered a right, i.e. it has traditionally been free. This conflicts with the idea of education as a privilege, which would be implied by offering courses (be it the envisaged M&E masters program, or one-off training courses) for a fee.

3.6.5 Forward looking considerations

The following suggestions for consideration by the CLEAR FA centre derive from the findings outlined above.

- As the FA centre finalizes its draft strategy, we encourage it to ensure that this document elaborates on the centre's understanding and vision for what 'success' will look like in its particular case. More specifically, what types of short and midterm results is the centre hoping to (and realistically able to) contribute to at national (Senegal) and regional levels? What capacity it is trying to build, for whom and how? What will be suitable indicators (or markers) of progress towards these objectives?

- Related considerations may start with a review of language. Capacity is often used across a wide range of levels of activities from the individual to the sector although it takes different forms in each case.[147] The information elicited in the country demand studies conducted by the centre provides some first, broad ideas in this regard. However, specific decisions on capacity development interventions will likely need to be discussed with individual clients in order to determine, for example: What goals is the desired capacity intended to support? Where should this capacity be located: with individuals, groups, or broader organisations? How would activities for these different audiences interrelate and reinforce each other

- Another consideration that is related to implementing the noted 3-step process for working with countries other than Senegal is in how many countries the centre wants to (and can) work, and why. This may include the development of criteria to determine which countries it will (or will not) engage in.[148] The centre should make explicit how, if at all, its approach in Senegal will differ from the one taken in other countries. Furthermore it would be helpful to address the envisaged role of partner organisations in realising the centre's objectives in Senegal and/or the wider region.

- We commend CESAG and the CLEAR FA centre on its recent and ongoing efforts to reduce the burden of administrative and financial regulations that have, in the past, posed difficulties to the work of the centre. If and as needed, we encourage the CLEAR FA centre and CESAG to approach the CLEAR Secretariat for advice or technical assistance in this regard if and as needed. Such support may, for example, be helpful for addressing noted concerns over existing regulations being solely focused on ensuring accountability, rather than on facilitating and capturing the centre's achievements.

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[147] For example at the individual level, competencies or skills and motivations are important. At the organisational level, the ability to carry out day-to-day duties such as logistics, management and technical tasks are important. For more details on the notion of "capacity" and "capacity development" please see: Capacity, Change and Performance (2008). Maastricht: European Centre for Development Policy Management.

[148] E.g. should it engage in fragile states, or not? The criteria developed by the Anglophone Africa centre may provide inspiration in this regard.

- There is a need to identify what types and numbers of professional capacity are needed to implement the envisaged centre strategy – both in terms of internal centre capacity, as well as access to specific external resources, be it CESAG faculty, or other organizations. Consolidating existing partnerships and systematically exploring new (purposeful) ones will be beneficial in this regard.

4   CLEAR – Global Learning Component

4.1   Introduction

As per CLEAR strategy (2013-2018), the global learning component aims to "generate, aggregate, and disseminate global knowledge and peer-learning about what works, what doesn't, and why, to strengthen the expertise of the CLEAR Centres and communities of practice on M&E across regions". Specifically, the component aims to:

- Develop and share global knowledge and expertise, in particular by identifying and filling gaps in knowledge at the regional level,

- Facilitate peer-learning through the global network, by facilitating knowledge exchange and providing mentoring across regions.

Approximately 10% of the overall CLEAR budget is devoted to global learning.[149] The CLEAR Secretariat is responsible for planning and implementing the global component. To date, global component planning takes place annually as part of CLEAR's annual work plan process and identifies activities and/or outputs planned for the upcoming period (including publications, training modules, the Global Forum among others). When applicable, Regional Centre work plans and budgets also identify and set aside some resources for global component activities/outputs (e.g. learning products).

This section explores the performance of the global learning component of CLEAR in terms of its design and effectiveness to date.

4.2   Design

Finding 76:   The global learning component was congruent with CLEAR's vision, objectives, and experimental nature, but the lack of an articulated strategy has limited the potential learning opportunities deriving from this component.

CLEAR's global learning component made sense for several reasons. First, in light of the experimental nature of CLEAR, it provided dedicated financial resources that could be used to test implicit and explicit 'developmental' assumptions embedded in the CLEAR Theory of Change, including for example;

- If, how, and under what conditions Regional Centres could support the realisation of CLEAR outcomes, namely: to help improve the enabling environments and demand for M&E; strengthen capacity to produce and use evidence; expand professional M&E expertise in regions; and support innovation in M&E

- If, how, and under what conditions CLEAR outcomes would lead to higher level outcomes (strengthened monitoring and evaluation systems and practices)

- If, how, and when CLEAR's higher level outcomes would lead to the highest level outcome (stakeholders use evidence in making decisions for improved development results).

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[149] Source: CLEAR Strategy 2013-2018, p. 4. According to the CLEAR Annual Report July 2012-June 2013, actual expenditures at that point for the Global Component constituted 14% of overall resources. This included, however, expenditures for Network Support (Website/Communications, and Task Forces on Governance and Quality Assurance).

Second, it provided stakeholders with opportunities to invest in the CLEAR objective to support regionally grounded M&E capacity that would be informed by "global knowledge" and to systematically examine other aspects of the CLEAR design, including for example:

- The conditions under which a group of geographically disperse entities with dramatically different contexts and managerial and professional capacities (the Regional Centres) could form a functioning, value-added and sustainable network

- The appropriateness of the way the programme was governed at global, regional and national levels.

However, CLEAR has not yet formulated an explicit strategy that articulates what the global component is hoping to achieve, which makes it difficult to understand if and how the planned

Outcomes of Global Learning as per CLEAR results framework

CLEAR global knowledge

Peer learning

activities/outputs complement one another and how they are expected to contribute to higher level results. The outcomes for the global learning component outlined in the CLEAR results framework (see sidebar) fail to describe the envisaged expected changes normally found in results statements. The related indicators focus on the extent to which learning is taking place within the network by 2018 (from Centre to Centre and/or through the network of centres) and the extent to which CLEAR is recognised as a global brand by 2018. These indicators appear more appropriate for measuring the performance of an entity that has established capacity in generating knowledge, rather than for an experiment that is as yet unproven and whose potential relevance and added-value is being examined.

Moreover, the term "global knowledge" has not yet been defined in the context of CLEAR, which has added ambiguities and resulted in a fragmented global learning component. The notion of aggregating and sharing 'global knowledge' implies a value-added function brought about by reflection and analysis in order to translate context-specific experiences into higher level insights. This is not yet strongly visible in CLEAR annual reports which have provided little or no analysis of experiences or learning gained across centres.

Similarly, the publications available on the CLEAR global website do not yet reflect a shared vision of the types of knowledge and learning that CLEAR aims to contribute to.

Publications available on the CLEAR website [150]

Demand and Supply: Monitoring, Evaluation, and Performance Management Information and Services In Anglophone Sub-Saharan Africa *A Synthesis of Nine Studies* (2013)

Exploratory Case Studies. African Monitoring and Evaluation Systems (2012)

Workshop Report: African Monitoring and Evaluation Systems (2012)

An Assessment of Demand for Monitoring, Evaluation, and Performance Management Information and Services (Benin, Senegal, and Mauritania) (2013)

Mobile-Based Technology for Monitoring and Evaluation (2013)

From Recommendations to Actions - Federal Programs Committed to the Evaluation Process (2011) (available in Spanish only)

Embracing Evaluative Thinking for Better Outcomes: Four NGO Case Studies (undated, added to the website in mid-2014)

CLEAR Global Forum Report – Mexico City. November 2013 (added to the website in mid-2014)

Three publications are related to the demand study conducted in Anglophone Africa; two publications address, more or less directly, the question of 'what works, what doesn't, and why', [151]

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[150] http://www.theclearinitiative.org/clear_pubs.html

[151] 'From Recommendations to Actions' and "Embracing Evaluative Thinking'.

but one is available only in Spanish. In addition, several of these publications tend to be more descriptive than analytical.

4.3 Effectiveness

This section examines the effectiveness of the global learning component in terms of its objectives to strengthen the M&E capacity of the regional centres and facilitate peer learning through the CLEAR network.

Finding 77: **CLEAR regional centres have benefited, to varying degrees, from Secretariat support and CLEAR training modules provided as part of the global learning component. It is not clear to what extent or how this has strengthened their internal capacity.**

The document review and consultations with Secretariat and regional centre staff indicate that all centres – to varying degrees – have made use of and benefited from one or more services or products made available as part of the global component. These are discussed below.

Coaching/mentoring from the CLEAR Secretariat: All centres have benefited from support provided by the Secretariat in the form of advice, networking, and assistance in administrative and professional issues. In some cases (e.g. the AA centre) the Secretariat has also provided direct assistance to centre clients, thereby complementing the centre's own professional capacity. The extent and types of support requested varied considerably among the centres, reflecting their professional and managerial experience at the outset of CLEAR. The FA and AA centres requested support from the Secretariat most frequently, while the LA and SA centres have done so only occasionally and increasingly less over time. Secretariat support to the centres has been responsive and demand-driven (i.e. based on requests). The evaluation found no evidence of discussions or a shared understanding within CLEAR on how the Secretariat should navigate the delicate balance between providing appropriate and constructive support to strengthen centre capacity on the one side and fostering dependency on external help on the other side.

Training modules: The Secretariat developed a series of training modules for use by the Regional Centres.[152] The topics were based on consultations with regional centre staff who were asked to identify key issues that were relevant in their contexts and in which they lacked knowledge and skills. Centre staff and clients in AA, EA, and SA acknowledged that the training modules were well-researched and reflected current international knowledge on the topic. The centres in Anglophone Africa and East Asia have been the most frequent users of the training modules to date.[153] Factors that affected the centres' use of training modules are described in the sidebar.

> **Factors that affected the use of CLEAR training modules**
>
> **Whether the regional centre already had training modules addressing the same or similar content** – This was the case, for example, in South Asia where J-PAL already had a well-developed module on Impact Evaluation
>
> **The perceived relevance of and demand for the module in the different contexts** - Persons delivering the Impact Evaluation module in AA questioned its appropriateness in several African countries given modest M&E capacities and limited government demand and resources for such evaluations at the time.
>
> **The stage of centre development** – The Francophone Africa Centre has not yet used any of the modules. Consulted centre staff largely attributed this to the fact that the centre had only been operational for a limited amount of time.

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[152] Topics covered to date are: Introduction to M&E; Impact Evaluation; and Performance-Based Budgeting; a fourth module on Rapid Evaluations is under development

[153] In 2012-2013, the module on Impact Evaluation was delivered in Anglophone Africa (South Africa, and Uganda) and East Asia (China) only, but not in the other regions.

Staff in the AA and EA centres noted that the training modules allowed them to offer high-quality training courses very soon after being established, thus saving time and effort that would have been required to develop similar modules. Centre staff and clients of the EA and AA centres commented that involving international experts in the development and delivery of the modules raised the perceived profile of CLEAR's services.

The training modules provided by CLEAR allowed regional centres to provide some well-regarded and high quality training in the short term. The extent to which these will be used in the future is not clear and varies by centre. The SA centre no longer sees a use for the modules, and the EA centre remains strongly dependent on international experts to conduct the training. The AA centre has adapted the modules for its context, frequently engaging regional associates to work alongside international associates to contextualise the training for participants.

Finding 78: The global learning component has facilitated some opportunities for South-South exchange and peer learning, especially through the annual Global Forum. CLEAR units are still in the process of developing a shared understanding of the specific intended purposes and the best processes for peer learning.

Centre staff from all regions acknowledged that CLEAR, and the Secretariat in particular, has encouraged and facilitated exchange among the centres and with some of their partners. Key elements in this regard have been the annual CLEAR Global Forums, quarterly conference calls among centre heads (recently initiated and led by the Secretariat), and increasingly initiatives driven and led by the centres themselves.

The CLEAR Global Forum: Most consulted stakeholders who had attended the Global Forums (i.e. Board members, Secretariat staff, centre staff, and their clients and collaborators) had positive views on the relevance and utility of the events which they considered valuable opportunities to meet with and hear about the work and experiences of other regions, as well as for networking (see sidebar).

> **Participant appreciation of the Global Forum**
>
> "The Global Forum is a great opportunity for networking and learning. It is extremely interesting and relevant to hear what the other centres are doing and how." (RC staff member)
>
> "The Global Forum provides unique opportunities for networking. For example, I was able to meet and speak with a high level government representative from my own country, whom I would not otherwise had access to." (NGO Representative)

All consulted stakeholders agreed that having a CLEAR regional centre take the lead in organising the global forum in Mexico in November 2013 was a promising development that fosters centre leadership and ownership not only for event logistics but also for the contents addressed at the forum. They also commented positively on the increased involvement of CLEAR clients and collaborators in the Mexico event, which was widely seen as an improvement over earlier forums.

At the same time, several respondents (in particular those who had attended two or more forums) noted that the forum had not yet lived up to its potential to become a platform to collectively "push the global envelope"[154] in relation to M&E capacity

> **Global Forum – Participant comments**
>
> "I attended one of the first global forums where we had excellent discussions on the topic of Impact Evaluations and Randomised Control Trials. The debate was heated and passionate. Since then I feel that the Forum has become less and less a place for such debate – and that is a great loss, as it is this culture of debate that can help us to collectively push the envelope. Now it seems to me that the forum is all about consensus and administrative issues – that is a lost opportunity. In my view CLEAR should make the event into the equivalent of the World Economic Forum but for M&E." (CLEAR Partner)

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[154] Consulted CLEAR regional partner.

development or promoting the use of evidence. An illustrative comment is shown in the sidebar above. This links back to the noted absence of clearly defined learning objectives that CLEAR, overall, intends to contribute to.

Other exchange and collaboration among centres: During the early stages, CLEAR regional centres were primarily concerned with getting established and known among stakeholders in their regions. While this limited the time, energy and resources available for engaging with other centres (outside of the Global Forum) there have been several bilateral exchanges that were initiated and implemented by the centres themselves (see sidebar).

At the same time, CLEAR implementation experience to date illustrates that 1) networks do not simply emerge, but require active efforts, and 2) that it takes time and experimentation to identify issues in which two or more centres can learn from each other in ways that have the potential to make a difference. The most prominent example to date is that three regional centres (AA, FA, and SA) have expressed

> **Exchange between centres to date**
>
> In 2014 the RCs in **Latin America and South Asia** facilitated a visit of the head of CONEVAL (Mexico) to India to meet with the newly established Indian Independent Evaluation Office (IEO). One key topic of interest for the IEO was the structure of CONEVAL's advisory board which includes academics, i.e. stakeholders from outside government. Another was the influence of the enabling legal environment in Mexico on progress in that country. First contact between the CONEVAL and IEO leads had been established at the CLEAR Global Forum in Mexico.
>
> The **Latin America and Anglophone Africa** centres worked together to assist the South Africa DPME in accessing expertise from Colombia – with the purpose of learning from the Colombian experience in establishing a monitoring and evaluation function with the federal government. Interviewed DPME representatives underlined the value of these contacts and subsequent interactions in the development of an M&E policy framework for the government of South Africa. The same centres collaborated on co-organising South-South roundtable discussions in Pretoria on government M&E systems.
>
> Several CLEAR centres are planning exchanges or other joint activities: The **Francophone Africa and Latin America** centres are exploring opportunities for CONEVAL to provide support to the Bureau d`Organisation et Méthodes (BOM) in Senegal. The **Latin America and South Asia** centres are preparing a joint presentation for the next American Evaluation Association's annual conference.

interest in learning from the LA centre experiences in institutionalising the evaluation function, an area in which the LA region is seen to be advanced. Other common areas of interest may emerge over time, including unsolved questions or problems that all centres face and that all centres can contribute to addressing from different angles.

CLEAR works in regions that are at different stages of economic and social development and that also vary in their approach to and capacity for results management and M&E. While this diversity provides an opportunity for CLEAR to learn from a range of experiences, it can also create challenges for facilitating meaningful and equitable exchange among the different centres. For example:

- Not all centre staff and their stakeholders are comfortable conversing in English, which is often the common language at Global Forums

- Significant differences in the (actual or perceived) stage of development of two regions as regards M&E systems and

> "The (global) Forum in Mexico was interesting, but many of the contents addressed were not directly relevant to us, as most Latin American countries are far more advanced in M&E than countries in our region."
>
> Global Forum participant from Francophone Africa

expertise can lead to the impression that a region that is more advanced has nothing to learn from a region that has more basic needs. See sidebar.

- The centres do not have resources dedicated to facilitating exchange between centres or with their affiliate centres or for translating relevant documents and tools to make them accessible to potential users in other regions.

Finding 79: The CLEAR network is only emerging and it is premature to assess if and how the Regional Centres will decide to share knowledge and expertise in the future.

In the CLEAR results framework, one of the three indicators for the global learning component is that "by 2018 regional centres choose to continue sharing knowledge and expertise through a global network", thereby highlighting the sustainability of the CLEAR network as an explicit objective of the initiative.

To date, regular exchange among the centres is still considerably dependent on facilitation from the Secretariat. Using a Secretariat function to facilitate exchange among network nodes is not unusual during early stages of network development, and many networks continue to use some sort of coordinating function throughout their existence.[155] However, the continued existence of such a function in CLEAR will be dependent on resources from either external donors or the network members themselves.

Some regional centres have made independent efforts (i.e. without facilitation from the Secretariat) to collaborate with each other. Their willingness to continue doing so, even in the (potential) absence of a coordinating body, is promising. However, it is not clear what, if any, resources different centres will be able and willing to invest in the growth and development of the CLEAR network once they have become fully or at least mostly independent from CLEAR funding. One, and maybe the most important, factor in this regard is that it is not yet evident what - other than CLEAR funding - forms the 'glue' that can continue to hold the global network of CLEAR centres together over time.

Currently, the centres share similar mandates but they are only starting to explore and experiment with ways in which their collaboration can inform and enhance their respective capacity building work, or how it can otherwise benefit their clients and partners. Wind (2005) defines a sustainable network as one that "continues to function until it achieves its goals." [156] At midterm, the goal(s) of the CLEAR network are not yet clearly defined.

4.4   Summary/Conclusions

While elements of the global learning component have been valued by beneficiaries (e.g. the Global Forum, CLEAR training modules, and the Secretariat's support to regional centres), it is difficult to assess whether or to what extent the global learning component has been effective because CLEAR has not yet developed a detailed strategy that articulates the desired results. At midterm, CLEAR units are still experimenting with ways and areas of collaboration, and the regional centres have shown varying degrees of interest and capacity to engage in mutual knowledge exchange and related efforts. CLEAR has not harvested the knowledge that is being generated due to the absence of a knowledge management strategy that identifies learning or research questions.

Overall, the global learning component has not yet realized its potential to add value to stakeholders, e.g. by systematically harvesting lessons and evidence emerging from the CLEAR experiment. This is a missed opportunity.

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[155] For example the Consultative Group on International Agricultural Research (CGIAR).

[156] Wind, Tricia. 2005. *Evaluation Highlight 3: The Sustainability of IDRC supported Networks*. IDRC Evaluation 5pp.

5 Future Directions

5.1 Concluding Remarks

The CLEAR vision and related objectives (to anchor development in evidence, learning and mutual accountability) are highly relevant to the global discourse on results-based management and aid effectiveness, and increasingly relevant to the values and policies of a growing number of countries in all regions in which CLEAR is present. Despite critical findings in this report, the evaluation team sees considerable value and potential in pursuing the CLEAR vision, given the increasing demand for and limited supply of solutions to enhance the use of evidence in decision making. While CLEAR achievements to date are generally modest in terms of what was envisaged in CLEAR's programme design, this is to be expected in what is still a relatively young, experimental initiative that had to build a programme architecture before it could commence most of its planned activities.

Throughout the course of this evaluation, we have seen positive, encouraging signs of CLEAR stakeholders' belief, enthusiasm, commitment and support for the ideas and aspirations behind CLEAR. At this point, the evaluation team sees the value in continuing the CLEAR experiment, but with an approach that is considerably more focused on capturing, sharing and utilising the learning that is taking place, so that lessons and insights can be used to inform CLEAR's future directions, and ideally inform other similar capacity building initiatives.

In the remaining years of the first phase of CLEAR, it will be important that CLEAR activities be better grounded and connected to regional and host institution realities and contexts, and appropriately designed to respond to such contexts. Furthermore, better/more effective engagement with CLEAR's regional stakeholders can also simultaneously pave the way for greater regional ownership and sustainability of CLEAR results. Finally, it will be important that the roles and responsibilities of the CLEAR Board and Secretariat be better aligned with these new directions. This will require some changes in how CLEAR is conceptualised, managed, governed, staffed, implemented and monitored so as to maximise the potential of the initiative.

5.2 Recommendations

This section provides some constructive, practical recommendations for the time remaining in the current phase of CLEAR (i.e. to 2018). The recommendations and suggestions for their operationalization are presented in sections related to the overall CLEAR programme, the regional component (i.e. the regional centres), and the global learning component.

5.2.1 Overall Programme

Recommendation 1: The CLEAR Board should decide if CLEAR is an experiment that is primarily intended to generate lessons learned that can inform future phases of CLEAR and other (M&E) capacity building initiatives. The Board should approve a set of overarching learning questions that CLEAR seeks to answer as well as the types of information that it will monitor at the level of the initiative.

A couple of the key findings emerging from this evaluation relate to the disconnect between the experimental nature of CLEAR and how it has been managed to date, and some mixed messages about its intent (i.e. whether it is an experiment focused on learning what works, when and why OR a programme that is accountable for specific development outcomes.) In our opinion, CLEAR is an unfinished experiment and it is critical for the Board to clarify CLEAR's status so that all stakeholders (particularly Board members) share the same expectations. In particular, the CLEAR Board needs to:

1) Approve the overarching learning questions that the CLEAR initiative as a whole is aiming to explore. These questions should address two areas:

- Learning about what is working and not working with the CLEAR design and implementation;
- Learning about the change processes and factors influencing the use of M&E-generated evidence in decision making.

The learning questions should be derived from CLEAR's current Theory of Change, which we suggest remain as is for the time being. The questions should address the assumptions about causal linkages for which there is not yet any strong evidence (e.g., issues noted in the sidebar, as well as under finding 5 (section 2.2).

As further elaborated in recommendation 8 below, the CLEAR Secretariat, which has responsibility for the global learning component, should play a key role in defining the learning questions, systematically monitoring CLEAR assumptions and capturing, analysing and sharing information suitable for (contributing to) answering the learning questions.

> **Questions focusing on the functioning of CLEAR:**
>
> What are the benefits and limitations of:
>
> - centre exchange/collaboration and forming a sustainable network?
>
> - centres hosted by academic institutions?
>
> - regional expertise (e.g. pressures to bring in international experts)?
>
> **Questions focusing on development processes**
>
> What are the roles of different types of change agents (e.g. NGOs) in bringing about the desired changes at organisational, sector, or (sub) national levels?
>
> How can M&E influence decision making? What role does capacity (development) play in this regard? What goal(s) is the desired capacity intended to support? Where should this capacity be located: with individuals, groups, or broader organisations? How do activities for different audiences interrelate and reinforce each other?
>
> What is the meaning and role of "innovation" in M&E in different contexts? Is innovation necessarily positive?

2) Approve the types of information most relevant for capturing progress of CLEAR overall in light of the established learning questions.

- The current CLEAR results framework is not well suited for capturing development progress and related learning occurring in the diverse contexts of the regional centres. This will be even more pronounced if, as suggested in recommendation 6, each of the regional centres develops its own vision of what 'success' will look like in its region. In our view, monitoring the success of CLEAR overall will be most meaningful if it captures two types of information on the regional centres: a) evidence of learning that has occurred in each of the centres in relation to the overarching CLEAR questions; and b) evidence of progress along the individual pathways of change defined by each of the centres. The latter is significantly different from asking all centres to report against the same development results.

- We acknowledge that existing accountability requirements of CLEAR's financial partners may require the initiative to have at least a few common indicators in place (e.g., on financial information) that all centres have to report upon. Nevertheless, we assume that there is some room to modify the way in which the centres capture and report on their programming, on development results, and related learning.

- Finally, in clarifying the types of information to be collected in future, the Board in association with other stakeholders should revisit the continued appropriateness of indicators in the overall results framework related to the establishment and functioning of the regional centres and the CLEAR network. Given CLEAR's experimental status, we question the implicit/explicit emphasis to date on sustainability of the centres and/or

the network; in our view, stakeholders' attention should instead focus more (or instead) on learning from CLEAR experiences to date in trying to institutionalise the centre and the network.

- As for the previous point about indicators, the Secretariat should be tasked with developing suggestions for a revised, meaningful approach to monitoring CLEAR overall in light of its renewed learning focus.

Recommendation 2: For the duration of the CLEAR experiment to 2018, the CLEAR Board should limit management and governance changes to those that will help transform the CLEAR programme into a strategically poised, learning initiative. The CLEAR Board should approve the establishment of an advisory committee and the appointment of a senior advisor to oversee the proposed transformation of the CLEAR programme into a learning initiative.

The 2012 governance study commissioned by the CLEAR Board (conducted by AccountAbility) recommended several changes in CLEAR's governance structure to enhance its legitimacy, strategy, performance, and the efficiency of CLEAR. Suggestions included, for example, the creation of Investment and Executive Boards, among others. Other management changes suggested by consulted Board members during the course of this evaluation included the creation of a CEO position to manage the initiative.

These suggestions would be relevant if CLEAR were already an established and proven initiative, seeking ways to become a more permanent entity. However, since CLEAR is still in the middle of an experimental phase, it is important that the CLEAR Board be pragmatic and realistic given that there are only three years remaining and limited resources. In our view, the Board should limit the number of changes to its governance and management structures as proposed below.

1. Approve the establishment of a knowledge management committee to be overseen by the Board, but involving external thought leaders: To enhance the Board's and the Secretariat's capacity to support learning about questions of strategic interest, the Board should approve the establishment of a Knowledge Management Committee as an advisory body that would assist CLEAR in articulating the learning questions for the period to 2018. It would also provide advice and support for developing a knowledge management strategy. The committee, which would be chaired by a CLEAR Board member and staffed with a senior knowledge management advisor (see below), should comprise a small number (3-5) of carefully selected global and regional thought leaders. Building on suggestions in the AccountAbility study, the members of the committee should have some of the characteristics shown in the sidebar. Committee members should be selected for their expertise, track record, interest and commitment to

> **Knowledge management committee – member criteria**
>
> Solid subject matter expertise on development evaluation and/or development evaluation capacity building
>
> Organisational leadership and management experience
>
> Excellent reputation and respect among CLEAR's key stakeholders
>
> Deep regional knowledge of the development evaluation landscape of one or more of CLEAR's priority regions
>
> Strong knowledge of and experience in how to enhance demand for M&E

participate for a three year period, rather than because of the groups they represent. The committee should meet at least 4 times per year in the first year, and 2-3 times per year subsequently. In keeping with CLEAR Board members' current practices, knowledge management committee meetings could be held virtually, and/or in tandem with planned global/regional M&E events in order to contain the costs of such meetings.

2. Approve the appointment of a knowledge management advisor: The Board should recruit or second an experienced, senior thought leader as a knowledge management advisor who could be housed in or contracted by the CLEAR Secretariat to oversee the design and management of the

proposed reformed global learning component described under Recommendation 8. The knowledge management advisor would report regularly to the CLEAR Board through the knowledge management committee. He or she would work in tandem with CLEAR Secretariat and regional centre staff to carry out the proposed research.

These suggestions have some financial implications and will likely require the re-allocation of some financial and human resources to allow strengthening the CLEAR global learning component, and perhaps some additional resources (from current financial partners or other sources).

Recommendation 3: THE CLEAR Board should assume a more strategic role in the future, deferring more operational considerations to the CLEAR Secretariat.

The evaluation noted stakeholder concerns about the limited attention paid by the CLEAR Board to strategic issues; similar issues were identified in the 2012 AccountAbility study, which also made a number of useful recommendations.

In keeping with several suggestions in the AccountAbility study, we suggest that the CLEAR Board assume greater responsibility for managing the initiative more strategically in the future. In consultation and with support of others as required (including the RCs, the RACs, the CLEAR Secretariat, and the proposed knowledge management committee), it should:

- Take a leadership role in transforming the CLEAR focus on learning – this includes the appointment of a Knowledge Management (KM) committee, appointment of KM committee members, appointment of a KM advisor, and adoption of a KM strategy that would clarify what processes will be used to capture, develop, share, and effectively use knowledge within (and beyond) CLEAR, as well as related roles and responsibilities.
- Approve CLEAR's vision and strategy to reflect the increased attention on learning
- Provide guidance to the Secretariat on key parameters for revising the current CLEAR results framework in order to develop an approach to performance monitoring and reporting that are aligned with the experimental nature of CLEAR as suggested in Recommendation 1.
- Advise the Secretariat on key management and administrative decisions and processes such as strategic planning, budgeting and budget review, external positioning, awareness building, and fundraising.
- Promote knowledge sharing and collaboration among relevant evaluation practitioners within and external to the CLEAR initiative.

Recommendation 4: The CLEAR Board should not consider any further expansion into new regions between now and 2018, and instead focus its efforts and resources on consolidating the learning taking place in the current CLEAR centres.

Although a couple of CLEAR centres (LA and SA) are now well established in their host institutions and actively engaged in CLEAR programming in their regions, they still need more time to test the assumptions imbedded in the CLEAR design and (ideally) begin to realise envisaged outcomes. Other CLEAR centres are at much earlier stages of institutional development (AA and FA) and/or in undertaking the kinds of programming envisaged in the CLEAR design (EA and FA).

In our opinion, the CLEAR Board should not create any new CLEAR regional centres between now and 2018 but should concentrate resources on the ongoing CLEAR experiment and learn the most from each of the six already approved regional initiatives (including the one in Brazil).

5.2.2 Regional Component

For each of the five reviewed regional centres, a number of forward looking suggestions were noted in chapter 3 of this report. The following recommendations address common issues and areas for improvement.

Recommendation 5: All CLEAR centres should establish and operationalise Regional Advisory Committees (RAC) by December 2014.

The absence of functioning regional advisory committees deprives four of the reviewed CLEAR centres from some potentially valuable strategic guidance that could guide them in developing relevant strategies and programmes. It also reduces opportunities to strengthen regional ownership of the centres and their work.

Thus we strongly encourage each centre to expedite the establishment and/or functioning of its RAC by December 2014. In cases where RAC membership is not yet finalised, we suggest that each centre should decide as soon as possible whether its committee should be regional or national in nature. While regional representation is desirable, national representation should be an option if that makes sense for the centre in view of its (evolving) region-specific vision. The CLEAR Board may provide advice on request but should not have any say in RAC membership.

Recommendation 6: Each CLEAR centre should develop a centre-specific theory of change (or at least elements of such a theory) to clarify key ideas and assumptions on the purpose, priorities, and envisaged results of the centre. Theories of change (ToCs) may differ in their format and level of elaboration, depending on existing centre capacity.

Each of the centres should be encouraged and supported by the RACs to elaborate their thinking and assumptions regarding the change processes they are aiming to influence in their region (or country), how their activities/outputs are envisaged to contribute to broader changes, and what specific niche and role(s) the centre aims to fulfil. Considerations on how to operationalize this recommendation are outlined below.

- In recognition of variations in CLEAR Centres' contexts and institutional development, CLEAR Centres should be encouraged and supported by the Secretariat as required to create or adapt existing Centre-specific theories of change over the next nine months (to June 2015). The process can be a gradual one, where Centres continue with their current strategies, while also identifying (new) CLEAR learning questions, and use related insights to elaborate on the desired results in their regions (i.e., what it is they are trying to change).

- In some cases, developing centre-specific theories of change may merely require articulating the centre's already implicit assumptions about how its activities will contribute to broader development objectives, and/or finalising a region-specific ToC (or results framework) that is already underway.

- ToCs should be realistic and matched to the centre's existing (and likely future) capacity. Depending on staff members' experience, some centre teams may require Secretariat assistance in developing ToCs. While the ToCs of different centres may be at different levels of detail and sophistication, the aim should be to use plain, clear language, and articulate all assumptions. Regional Advisory Committees should contribute to/provide feedback on this process.

- The individual centre ToCs should be linked to the overall CLEAR ToC and/or the overarching CLEAR learning questions (see Recommendation 1). However, instead of focusing on "making centre activities fit" into this overall ToC, emphasis should be placed on realistically describing the types of changes that the centre is likely to contribute to in the midterm, and/or the main questions that it is hoping to gain insights into. Some centres may decide that they can realistically contribute to only one or two of the development outcomes in the current (overall) CLEAR ToC or to only few of the (suggested) CLEAR learning questions, while others may aim to contribute to all of them.

- Deliberations on the centre's envisaged niche and role(s) requires clarifying the role that other change agents are already playing or are envisaged to play in this regard,

both in collaboration with CLEAR and by themselves. This will also help clarify what types of actors each centre considers to be 'strategic' clients or partners.

- Some centres may decide to focus (primarily or exclusively) on the national or sub-national level, and considerably limit or even eliminate regional engagement.

- Each centre should identify what (sub) national capacity and/or strengthened M&E systems will look like, and the milestones (progress markers) that should occur on the path towards achieving these objectives. In addition to (or possibly instead of) tracking traditional technical indicators (such as 'stakeholder knowledge of M&E/RBM approaches and tools') centres may also want to look for evidence of changes in client organisations as a result of their enhanced knowledge (such as changes in the client's organisational policies, practices, resource allocations, and so forth).

- The theories of change should be aligned with the each centre's business and sustainability plans where these exist.

Recommendation 7: Until 2018, the CLEAR Board should approve support for CLEAR centres' growth and development and engagement in the CLEAR initiative as long as their strategies and plans are congruent with and add value to CLEAR's learning and development objectives.

The original CLEAR design included support for Centre growth and development with full knowledge of the variations in the contexts and capacities of regional centres. Pressures arising from finite resources and calendar time may lead the Board to consider limiting or even ending support to those centres that have made less progress when measured against the current CLEAR results indicators. In our view, a more appropriate response is, however, to understand the existing variations in centre capacities and performance as valuable learning outcomes of an ongoing experiment that should be gathered, analysed and synthesised to inform CLEAR research.

Based on this understanding, for the remaining period up to 2018 the Board should put the onus on the regional centres to propose what they would like to accomplish in the remaining years of this experiment and identify the support they would need from CLEAR to get there. Given the proposed enhanced focus on learning within the initiative, one of the conditions that the Board should consider should relate to the expected value of the research questions that the regional centres propose to address for the duration of the initiative.

5.2.3 Global Learning Component

Recommendation 8: The CLEAR Secretariat should reformulate the global learning component and develop an explicit strategy for the Board's approval.

As part of its responsibilities for the global learning component, the CLEAR Secretariat with the guidance of the Knowledge Management Committee and under the operational leadership of the Knowledge Management Advisor should identify how the global learning component will be reformed in order to harvest the knowledge, lessons and evidence emerging from the CLEAR experiment. The Secretariat also needs to lead the process of collecting information on learning that has occurred in the centres (and at the global level as applicable), analysing it in view of the overarching CLEAR learning questions suggested under recommendation 1, and sharing related insights within CLEAR as well as with broader communities of practice. The CLEAR Board, in consultation with the proposed Knowledge Management Committee, should explicitly add this aspect to the envisaged purpose of the global learning component.

In addition, the CLEAR Secretariat (under the leadership of Knowledge Management Advisor) should develop an explicit strategy for the global learning component, that would address (but not be limited to) the following issues.

- Clarify and/or articulate the role(s) and expected benefits deriving from the global learning component in view of a) addressing the CLEAR learning questions, b) strengthening centre capacity, c) facilitating networking among centres.

- Review and clarify or revise roles and responsibilities of (and within) the Secretariat and the regional centres respectively as regards different elements of the global learning component, and clarify how different types of services/contributions will lead to the envisaged benefits. This is of particular importance in view of the aim to collect, analyse, and share insights on the overarching CLEAR learning questions.

- Clarify the envisaged target groups for different elements of the global learning component, i.e. which, if any elements, solely focus on the regional centres, and which also aim to benefit other stakeholder groups, why, and how.

- Clarify the types of centre capacity strengthening services that are available from the Secretariat (or other regional centres).

- Consider how to further strengthen the contribution of the Global Forum to foster debate and learning on M&E and M&E capacity development. CLEAR may want to consider whether and how it wants to decreasingly use the event for showcasing CLEAR specific achievements, and increasingly transform it into an event that fosters discussion and constructive debate (and related dissent) on cutting-edge M&E thinking. If feasible, issues addressed during the Global Forum could be framed in light of the overarching learning questions that CLEAR is aiming to contribute to.

CLEAR Mid Term Evaluation

Revised Evaluation Report – Annexes

Universalia Management Group

September 2014

Preface / Acknowledgements

On behalf of the ePact consortium, Universalia Management Group is pleased to submit this draft report on the midterm evaluation (MTE) of the CLEAR initiative. The evaluation team thanks CLEAR Board members, the Secretariat, staff of Regional Centres, representatives of host institutions, and other CLEAR stakeholders who shared their time and views with us during the course of the evaluation. This draft report will be revised based on feedback from the CLEAR MTE Task Force and Regional Centres.

Disclaimer

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Annex A   Terms of Reference

Contract Number: 8572 / POR503385

Terms of Reference and Scope of Work for the
Mid-Term Evaluation of the CLEAR Global Initiative

1. Introduction

This document sets out the Scope of Work and Terms of Reference for the Mid Term Evaluation of the Centres for Learning on Evaluation and Results (CLEAR) Global Initiative to be conducted from November 2013 to May 2014.

2. CLEAR Global Initiative – Background Summary

Context

Effective development is guided by evidence. However, generating and using relevant and timely evidence on the ground has proved to be difficult. Countries' capacity for monitoring and evaluation (M&E) varies – data and useful information are often missing, credible approaches to gathering evidence and analysis are of uneven quality, and the systematic use of evidence for making decisions to drive development results happens much less often than desired.

The focus on development results achieved renewed impetus at the Busan high-level forum of 2011, building on the commitments made in the Paris Declaration (2005) and the Accra Agenda for Action (2008). Similar calls to action have increasingly come from civil society organizations across the developing world for regionally-owned and regionally-driven evaluation. Civil society evaluation organizations including regional evaluation associations, national evaluation associations, civil society and development organizations have reinforced the Busan message and have gone even further by highlighting the major asymmetries in evaluation that exists between the developing and developed world.

There is also a growing recognition that conventional development evaluation needs to become more inclusive of and responsive to a wider range of stakeholders, as well as embrace innovation in, for example, the use of new technology for real time monitoring and evaluation. These forces together set the stage and the need for the establishment of, and expectations for the CLEAR global Initiative.

Purpose

Established in 2010 as a global programme, CLEAR was designed to be an innovative approach to developing country government and civil society capacity in monitoring, performance management and evaluation. Its overall strategy is to integrate local knowledge and experience, on-the-ground support, and institutional development with global public goods in monitoring and evaluation[1].

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[1] CLEAR's overall outcome is to contribute to stakeholders in the target regions using evidence in making decisions for improved development results, through strengthening context-specific M&E systems and practices (CLEAR Logframe, Annex A. of CLEAR Strategy, May 2013).

Strategy

The strategy encompasses customized regional approaches through working with and strengthening competitively selected academic institutions based in partner countries2. These institutions implement tailor-made strategies to develop M&E capacity in government and civil society within each region, drawing on local knowledge and experience. The programme thus intends to build capacity for sustainable impact, with the aim being that centres, and ultimately CLEAR becomes self-sustaining from the income generated from its clients. CLEAR also focuses on global public goods through identifying, generating, and sharing innovative and internationally benchmarked knowledge and capacity building approaches.   Annex 1 to this TOR illustrates the CLEAR theory of change, which itself will be subject to review under the evaluation in terms of its relevance, logic and assumptions.

Structure

To implement its strategy, CLEAR is structured at two levels:

- Regional level - competitively selected regional centres (currently in Asia, Africa and Latin America) provide capacity building services to a range of regional stakeholder groups in government and civil society. Regional Advisory Councils are being established to provide guidance and oversight on each Centre.

- Global level – a global Secretariat coordinates and facilitates exchange and peer-to-peer learning on M&E and PM across and between regional centres. The Secretariat is currently housed at the Independent Evaluation Group of the World Bank. The vision is for the programme, and the Secretariat, to be eventually located in one of the selected CLEAR centres. The Board of CLEAR is also global, constituted of funding agency representatives.

Services

The Centres aim to provide demand-driven and cost-effective services specific to each region. Government agencies, civil society organizations, development institutions and donors, among other clients, should be able to access regionally based high quality knowledge and expertise through several inter-related services including customised training to meet the needs of practitioners, advisory services and technical assistance on the design and implementation of monitoring systems, the application and use of different types of evaluations, and the formulation and implementation of public and private sector reforms to strengthen a focus on results. Some Centres also aim to work specifically on evaluations through teaming up with other organizations and professionals to conduct evaluations also serves to expand the pool of professional evaluators in the region. Each centre and CLEAR globally aims to build knowledge and skills, support communities of practice and foster leadership for monitoring and evaluation.

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2 CLEAR competitively selected the University of Witwatersrand in South Africa to host the center for Anglophone Africa, the Centre Africain d'Etudes Supérieures en Gestion (CESAG) in Senegal to the host center for Francophone Africa, the Abdul Latif Jameel Poverty Action Lab at the Institute for Financial Management and Research in India to host the center for South Asia, and the Centro de Investigación y Docencia Económicas (CIDE) in Mexico to host the center for Spanish-speaking Latin America. The Asia Pacific Finance and Development Center (AFDC) in Shanghai, China, is also part of the CLEAR program. Expansion of the Initiative is being considered to Brazil and the Pacific. The results of this evaluation are expected to inform further expansion of the Initiative. Further information on the establishment of the centres can be found at: www.theclearinitiative.org

Financing

Financial support is provided to CLEAR by: the African Development Bank (AfDB), the Australian Agency for International Development (AusAid), the Asian Development Bank (ADB), Belgian Development Cooperation, the Inter-American Development Bank (IDB), the Rockefeller Foundation, the Swedish International Development Agency (SIDA), the Swiss Agency for Development Cooperation (SDC), the UK Department for International Development (DFID), and the World Bank Group (WB). The Secretariat is housed in the Independent Evaluation Group (IEG) of the World Bank Group, and the World Bank is the program's financial Trustee and program manager.

Governance

The CLEAR Board is constituted of the representatives of the donor financing agencies, with World Bank acting as the Chair and Secretary. Regional Advisory Committees are being established in each region to provide guidance and oversight over each regional Centre, which are managed by the host institutions which in turn have their own governance arrangements.

Timeframe and Sustainability

CLEAR was designed as a five-year programme. It is envisioned to run until 2016/17 with a possible extension. The selection of centres was phased, with the first selected in December 2010 and the most recent in January 2012. The establishment of these centres has thus also been staggered based on these variable selection dates, while consolidation is expected to be smoothed once centres are up-and-running.

It is intended that CLEAR expands its operations both within the regions in which it is currently focused, and, where appropriate, into new regions. The overall sustainability of CLEAR over and above intra-Centre continuity will depend heavily on the value of the inter-Centre relationships, and the global value that the initiative can bring. These issues will be looked at in the evaluation.

4. Purpose, Uses and Users

Requirements for a mid-term and final evaluation have been built into the funding agreements and expectations of funders and CLEAR Centres since the inception of CLEAR. The proposal to commission a mid-term evaluation of CLEAR reflects a demand by the CLEAR Board to have an independent assessment of the progress made at the mid-point in its lifecycle for the following purposes:

1. Learning for improvements in the rationale, design, management, implementation and governance of the CLEAR Global Initiative.

2. Accountability to the current funders of CLEAR for funds invested in CLEAR.

3. As a public good contributing knowledge on approaches to strengthening evaluation capacity in developing countries, designing and managing global initiatives.

The uses and users (recipients) of the evaluation will be:

1. The Board of CLEAR – through the evaluation findings related to governance and strategic oversight of the direction, performance and possible expansion of the CLEAR Initiative.

2. The CLEAR Secretariat at the World Bank – in terms of findings on the management of the CLEAR Initiative and their dialogue with Centres.

3. Each of the CLEAR Centres' (Asia, Latin America, Africa) regarding the performance of ongoing operations and development and lesson for improvement.

4. Each CLEAR Donor (Banks, Bilateral Agencies, Foundations) – in terms of informing decisions on continued financing.

5. Private sector actors, Governments and voluntary organizations of professional evaluators (VOPEs) - on lessons in strengthening demand and supply of evaluation capacity.

5. Evaluation Objectives

The specific objectives of the evaluation will guide the users and the evaluators in terms of the shape and content of the evaluation. The evaluation will have summative and formative elements to it, but will primarily aim to be forward looking to understand better what CLEAR is achieving, whether its objectives are being met, and whether the approach being taken is appropriate in order to ensure effective performance for the remaining period of the initiative and beyond.

The objectives of the evaluation are to:

1. Highlight achievements, challenges and lessons to date as a basis for accountability to the funders and hosting institutions.

2. Make recommendations for improvements in the design, management, governance and implementation of the CLEAR Initiative for the remaining period of implementation, and with a view to taking the initiative to scale. This includes identifying the most promising strategies and/or alternatives approaches for CLEAR's success.

3. Produce public good knowledge (lessons, approaches) as part of the evaluation to inform the fields of development evaluation, regional capacity building, institution building, and global initiatives.

6. Evaluation Questions

The evaluation will draw on the standard OECD DAC criteria to guide the selection of key evaluation questions, namely relevance, effectiveness, efficiency and sustainability[3].

Relevance will address the following key questions:

1. Is there a genuine demand or need for CLEAR as per its value proposition?

2. Is the theory of change for CLEAR relevant (original and revised) and is the results framework appropriate? Do the original assumptions still hold true?

3. Does the design of CLEAR respond to effective and latent demands for development evaluation globally and in its respective regions from the various groups of stakeholders that it targets?

4. How does CLEAR respond to demand in terms of systems and processes at the global and Centre levels (work plans, human resources, target setting etc)?

5. Are the regional centres fit-for-purpose in terms of responding to the needs?

6. Are the Secretariat's and the Board's role and configuration appropriate to the needs?

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[3] The evaluators will not be expected to look at impact at this mid-term point.

Effectiveness will address the following questions:

1. Are the Centres set-up to achieve results, and is there consistency and appropriateness in the results they aim to achieve (internally within their institutions) and across CLEAR?

2. Are intended initial (emergent) results of CLEAR being achieved at global and regional levels? Is the Secretariat delivering value?

3. Is there evidence of unintended effects of CLEAR positive or negative, e.g. undermining market

4. What are the factors and mechanisms that support the delivery of results and those that hinder them? Are they context / Centre specific or CLEAR-wide?

5. What influence has CLEAR achieved to date, in particular the extent to which critical stakeholders have been motivated and stimulated to engage in CLEAR, to change attitudes, behaviour, practices and systems in support of the objectives of CLEAR?

6. To what extent is CLEAR is perceived as innovative by its stakeholders globally and regionally. How well has Secretariat carried out its role, and that of the Board?

Efficiency will address the following questions:

1. To what extent are the funds being used appropriately and generating value-for money both globally and within each regional centre (where VFM pertains to the extent to which issues of economy, efficiency and cost-effectiveness are embedded or not in working practices)

2. Can the costs of delivery of similar services be benchmarked across each centre, given variances in the respective costs of doing business, geographies and other factors? If so, what are the findings?

Sustainability will address the following questions:

1. What is the viability of the CLEAR business case and the potential for sustainability beyond the life of donor financing?

2. Which are the most promising strategies for success?

3. What may need to be changed, and what further developments are required to take the Initiative to scale, and what the scaling-up options might be (such as more influence in existing regions and / or more centres / regions)?

4. What level of commitment and interest exists within the Centres (staff and governing bodies) to carry CLEAR forward a) within their institutions and b) as an inter-Centre global initiative beyond existing external financing?

7. Evaluation Approach and Scope

The approach to evaluation will be guided by the questions posed and available data. As an evaluation at the mid-point in its cycle, the focus will not be on potential impacts, but focus heavily on the design features, the validity of the theory of change and the delivery of initial results.

The evaluation will therefore be guided by a theory-based approach, where the theories that will inform this evaluation are drawn from the approaches that other, successful, global capacity-building initiatives have taken. The evaluators will thus be expected to present, in their evaluation design, evidence from comparative models of innovation, service delivery in the areas of training and technical assistance, leadership in development evaluation and building effective networks as the basis for assessing whether CLEAR is delivering.

The theory-based analysis is mechanism-based, and will look for connections between cause-and-effect addressing not only the question of whether the programme is working against its own terms, but what it is about the programme that is or isn't working, and why. It will also reveal typical patterns of development of such initiatives to see how CLEAR reflects these patterns – within each centre and as a global initiative.

The evaluation will include a social network analysis (SNA) of CLEAR, to map and measure the relationships and flows between the CLEAR secretariat, the Centres and their clients/stakeholders in order to determine whether or not the reach of CLEAR to a range of stakeholders and clients across government, civil society and private sector is gradually increasing and strengthening over time[4]. The SNA will provide both a baseline for follow-up analysis at a later stage, and provide an indication of the reach of CLEAR at this stage. It is expected to guide both the Centres from an operational perspective, and the Secretariat / Board in terms of reach to-date.

The type of methods to be used are expected to include network analysis[5], stakeholder interviews, opinion leader surveys, interviews with service providers and innovative ways of seeking performance feedback such as crowdsourcing. Methods will be further developed by the evaluators in the inception phase.

Scope

The evaluation will cover all regional centres, the global secretariat, the governance structures – global Board (funders at present), regional Advisory Committees (RACs). It will seek to address the concerns of the Board and members of the governing bodies of the regional centres, the secretariat and of the centres themselves. The evaluation will also seek to provide performance and financial information required by funding agencies carrying out their periodic reviews of their support as a means to reduce the number of similar programme reviews and hence transaction costs for all concerned.

The evaluation as a process should be independent and impartial but focus on learning, draw in all key stakeholders at the relevant stages of design, implementation and presentation of findings. This will facilitate a dual objective of providing information on how and where CLEAR should go, and facilitating the inter-centre relationship amongst those responsible for the strategic oversight of these institutions to see how they can work together in the future.

8. Evaluation Team / Consultants

The evaluation will be commissioned to external consultants by means of a Request for Proposals (RFP) process through DFID's global evaluation framework agreement with pre-qualified suppliers. The evaluation will managed by the Board task force on the evaluation, and overseen by an evaluation committee composed of CLEAR Board representatives, representatives of the

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[4] Social Network Analysis (SNA) is a technique to identify the relationships that an entity has (in this case CLEAR), with whom, and the flows between the nodes in the network. The nodes in the network are the people and groups while the links show relationships or flows between the nodes. SNA provides both a visual and a mathematical analysis of human relationships. To understand networks and their participants, we identify the location of actors in the network. Measuring the network location is finding the centrality of a node. These measures give us insight into the various roles and groupings in a network -- who are the connectors, mavens, leaders, bridges, isolates, where are the clusters and who is in them, who is in the core of the network, and who is on the periphery, who is missing in the target groups?

[5] To conduct an SNA involves interviews and surveys by phone and email with intended participants and clients of CLEAR in order to map who they are, where they are and who they are connected to, and the strength and frequency of those connections. The work proposed for the evaluation also includes surveys, interviews, presentation and discussion of the data with the CLEAR Centres, Secretariat and Board.

governing structures of the CLEAR implementing institutions. Procurement and process management of the consultants will be managed by DFID, Evaluation Department (John Murray) in collaboration with the evaluation committee.

The consultants' team will be composed of at least six members. These should include one person based in each region (Africa[6], Asia, South America) led by two members (team leader and deputy) with an overall mandate to assess the global component, undertake the network analysis[7] and to coordinate and guide the overall evaluation.. The expertise of the team should include appropriate academic qualifications (economics, social science, policy, or business), substantial experience in capacity building, monitoring, evaluation, innovation and strategic planning, network analysis and a proven track record of high quality multi-country studies. The team should have a good balance of expertise from the public and private sectors and from civil society. The majority of team members should be from developing countries (Asia, Africa and Latin America).

In addition, the expected skills of a balance of creative and critical thinking; team work and collaboration; written and oral communication skills appropriate for undertaking evaluation fieldwork and reporting findings; interpersonal skills including ability to relate to people at all level; linguistic skills (written and oral) in English, French and Spanish (across the team), balance of gender, and a commitment to ethical evaluation practice and values consistent with the CLEAR Initiative are required.

9. Outputs* and timeline

The Evaluation Team will be expected to deliver the following outputs*, at the following intervals:

Contract signed	By November 7, 2013
Conduct primary data collection, then attend and make a presentation* of initial concept at the 2nd CLEAR Global Forum, being held in Mexico	November 18-22, 2013
Draft Inception report*, including detailed evaluation approach, methodology, work plan, communications plan and budget	December 15, 2013
Field visits and data collection	December 2013 - February, 2014
Presentation of Preliminary Findings (Power Point presentation) to Evaluation Committee	March 3, 2014
First draft evaluation report	March 31, 2014
Final Evaluation Report	April 30, 2014
Dissemination activities (TBD)	May 2014

*_Additional outputs may be required, which will be discussed during the inception phase with the consultants.

- This contract will commence in November 2013 for a period of 7 months expiring in May 2014. The inception phase will be for a period of 1 month maximum. DFID reserves the right to extend the contract on a monthly basis, on the basis of continued need and availability of funding.

- DFID reserves the option to scale back or scale up funding depending on performance and on-going need.

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[6] It is expected that two consultants are needed for Africa, one to cover the Anglophone Centre and countries, the other for Francophone.

[7] If the team does not have the expertise / experience in network analysis, this component may be sub-contracted.

10. Roles and Responsibilities in the Evaluation

Consultants / Evaluation Team will be responsible for:

- Engaging qualified evaluation practitioners to carry out the evaluation.
- Developing a detailed work plan and methodology.
- Conducting the evaluation in a way that supports capacity development with key stakeholders and facilitates learning.
- Delivering the learning and evaluation outputs in line with the agreed work plan and to a level of quality acceptable to the CLEAR Board.
- Managing the administrative and logistical requirements of the evaluation, including travel and field work.
- Presenting the progress of the evaluation to the Board Evaluation Committee, and the results of the Evaluation to the Board and CLEAR Centres staff.

CLEAR Global Secretariat will be responsible for:

- Giving access to an existing Team Room site with all the essential CLEAR documents for the evaluation. The Secretariat will organize the documents in a way that is easily understood and accessible to the team.
- Providing inputs into and reviews of the draft report - as key stakeholders in the evaluation (in addition to the Centres).
- Providing guidance on appropriate scheduling of monitoring field visit itineraries, and providing letters of introduction for the consultant where appropriate.
- Providing feedback to the consultant on factual accuracy and utility of draft reports and other products.
- Providing letters of introduction for the evaluators where appropriate.
- Providing background information on CLEAR.
- Responding to the requests of the evaluators for additional information.
- Receiving and considering the recommendations of the reports and report on actions taken.
- Reporting to the Board on the actions proposed to act on the recommendations.
- Communicating and discussing the key findings with their respective stakeholders.
- Integrating recommendations into ongoing operational plans for CLEAR at global and regional levels.

Regional Centres will be responsible for**:**

- Working collaboratively with the Board, Secretariat and the evaluators in the design of the Evaluation.
- Providing information and access to CLEAR activities and results.
- Supporting the consultants in providing names for interviews, contacts, facilitating interviews with their senior people, etc.
- Providing ongoing operational and programmatic information to the consultant.
- Providing administrative liaison with the consultants.

- Providing guidance on appropriate scheduling of monitoring field visit itineraries, and providing letters of introduction for the consultant where appropriate.

- Facilitating field visits of the evaluation team including to CLEAR host institutions, public and civil society stakeholders in the region.

- Reviewing the draft evaluation report.

- Providing feedback to the consultant on factual accuracy and utility of draft reports and other products.

- Participating in the presentation and discussion of the results of the evaluation to the CLEAR Board.

- Receiving and considering the recommendations of the reports and report on actions taken.

- Communicating and discussing the key findings with their respective RACs and partners.

- Integrating recommendations into ongoing operational plans for respective CLEAR Centre.

Evaluation Task Force of Board (a task force of a core of Board members responsible for leading on the design and coordination the evaluation) will be responsible for:

- Key audience for receiving recommendations for consideration (some actions may have direct implications for the Board) and for approving the action plans pertaining to the findings and recommendations.

- Drafting the Terms of Reference.

- Establish and update the Evaluation Committee (including representatives of regional centres governing bodies).

- Commissioning the evaluation.

- Approve the Evaluation Team's Inception Report (including work plan, budget and methodology) and subsequent outputs including the evaluation reports.

- Overseeing the implementation of the Evaluation, including regular check-ins, reviewing reports, providing feedback, facilitating reporting of the evaluation at the CLEAR Forum.

Evaluation Committee (CLEAR Board and representatives of Regional Centres governing bodies) will be responsible for:

- Providing comments on the Terms of Reference for the Evaluation

- Provide comments of draft products

- Communicating the findings of the Evaluation to member funding agencies.

- Overseeing the strategic implementation of recommendations for CLEAR.

UK Department for International Development will be responsible for:

- Leading the procurement process with the guidance of the evaluation committee

- Financing the evaluation on behalf of the Board

Be the primary point of contact for the evaluators as pertaining to contractual issues (the project leader will be Mr. John Murrray (j-murray@dfid.gov.uk), Evaluation Business Manager of DFID's Evaluation Department.

11. Indicative Budget

A budget of up to £350,000 has been allocated to this work.

12. Constraints, Dependencies, Risks and Challenges

The evaluation contract should be issued by the end of November 2013 to allow the evaluators to make active use of the second CLEAR global forum to be held in Mexico City between 18-22 November 2013 at which all CLEAR centres, board members and other key stakeholders will be present.

The risks to the evaluation are primarily threefold:

First, the CLEAR theory of change does not, currently, effectively elaborate the critical assumptions and cause-and-effect relationships between the supply through centres and the aim of improved use of evidence by decision makers. These assumptions need to be identified, carefully though through in each context and for CLEAR as a whole, and tested through the evaluation is if it to effectively identify how best to move forward.

Second, some of the centres, notably the Francophone Africa Centre have only recently begun operating, and thus the strategies are still being formulated and few results will have yet been achieved. This will require the evaluators to be flexible in terms of the criteria they employ to assess performance / progress.

Third, CLEAR itself is has a broad geographical scale and ambition, and the views of the member institutions, the governing bodies of these institutions, the Board, the regional advisory committees and other stakeholders are likely to vary considerably in terms of current and future expectations. The evaluators may face challenges in addressing and reflecting these various perspectives in a coherent manner within the compressed timeframe available.

13. Quality Control

The evaluators will be required to follow standard ethical practice in evaluation.[8] In terms of the quality of the methodology and outputs, the CLEAR Initiative follows the OECD-DAC Evaluation Standards and reference should be made to the IEG/DAC Network sourcebook for evaluating global and regional partnership programmes.[9] Quality assurance will be carried out by the Evaluation Committee of the Board, guided, as appropriate, by independent evaluation, innovation and capacity building experts who will be engaged informally during the process. This will not be an official reference group, which is not deemed necessary for this mid-term evaluation.

14. Reporting arrangements

The Consultants will report to the Chair of the Evaluation Task Force through the Project Leader/Manager, John Murray (j-murray@dfid.gov.uk)

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[8] Such as DFID's ethics principles for research and evaluation.

[9] http://www.bing.com/search?q=IEG+sourcebook+for+evaluating+global+and+regional+partnership+programmes&src=ie9tr

Annex B   Evaluation Methodology and Approach

B.1   Evaluation Approach

In keeping with the TOR, the evaluation adopted a theory-driven approach in order to provide information not only on CLEAR programme performance but also to help explain how and why the programme is or is not achieving intended results. Thus the Evaluation Team considered both the explicit and implicit assumptions of the Theory of Change and Results Framework when reviewing progress towards the outputs and outcomes stated in these frameworks, taking into account that CLEAR was designed as an innovative initiative that is still evolving.[10] In addition, the team developed a draft alternative Theory of Change (see Annex E) to illustrate the types of assumptions that are not yet captured by the CLEAR ToC. This approach was intended to help serve both the accountability and programme improvement expectations of CLEAR stakeholders.

Comparing CLEAR to other relevant actors and programmes – Part of applying a theory-based approach involved exploring if or how CLEAR contributions to results can be distinguished from the contributions of other actors who work in the same or similar areas or that share certain attributes/objectives with CLEAR. Recognising that there are differences among Regional Centres, the evaluation – to the extent possible - compared each Regional Centre to other relevant key actors in the same region in terms of reputation, cost and unique services. Although it was not part of the TOR, stakeholders were interested in how the CLEAR organisational arrangements compare to those of other global partnership programmes. For this purpose, the Evaluation Team reviewed the governance structures of a few similar global programmes including the Consultative Group on International Agricultural Research (CGIAR), the Consultative Group to Assist the Poor (CGAP), and the Global Fund to Fight AIDS, Tuberculosis and Malaria.

Principles of Inclusion and Equality – The evaluation made efforts to ensure that the stakeholders consulted represented diverse perspectives (based on gender, ethnicity, geographic locations, and other locally relevant criteria) and solicited the views of both rights holders and duty bearers.

B.2   Evaluation Framework

The evaluation Inception Report outlined the following three components of the evaluation:

- CLEAR Summary of Progress at Mid-Term
- Analysis of CLEAR Programme Level Performance (both global and regional)
- Analysis of CLEAR Organisational Arrangements (factors affecting performance)

In its feedback on the Inception Report, the Evaluation Task Force (ETF) had requested that the evaluation report focus primarily on issues concerning the future of the programme. In the first draft of the evaluation report, progress at midterm was therefore presented in a separate Volume II.

In its comments on the draft evaluation report the (broader) Evaluation Committee requested that i) more information on progress made at midterm be brought into the body of the main report, and ii) that the report be restructured to provide more information on progress made by each centre and less emphasis on CLEAR governance and organisational arrangements. These requests are reflected in the structure of the revised evaluation report, and the omission of the separate volume summarising CLEAR progress against its midterm indicators.

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[10] See Inception Report (February 2014) for details on testing assumptions.

Evaluation Matrix

Based on the TOR, and in consultation with the ETF, the Evaluation Team developed a matrix of evaluation questions to guide data collection, data analysis and reporting writing. The evaluation questions cover the evaluation criteria of relevance, effectiveness, efficiency, and sustainability. For each question, sub-questions were developed to define the issues and the basis for judgment with greater precision. Indicators were developed for each sub-question. The evaluation questions are presented in Annex C and the data collection matrix in Annex D.

The evaluation questions and criteria were used to assess the performance of CLEAR at global, regional and national levels. They were also used to develop standardised interview protocols and survey instruments to ensure consistent collection of data, to allow for triangulation of data from different sources, and to assist in the final synthesis of findings and recommendations.

B.3   Evaluation Management and Process

The evaluation was commissioned by DfID and managed by the Evaluation Task Force (ETF).[11] The ETF established an Evaluation Committee[12] and worked with the Universalia evaluation team throughout the evaluation (providing guidance, reviewing reports and presentations, providing feedback, resolving challenges).

The evaluation process consisted of four phases as described in the sections that follow.

Inception → Data collection and field visits → Analysis and reporting → Dissemination and follow-up

B.3.1 Phase I – Inception

The Inception Phase was intended to fine-tune and clarify the evaluation purpose, objectives and methodology.

During the Inception Phase the Evaluation Team met with the CLEAR Board to clarify the evaluation purpose and objectives and review and revise the methodology and composition of the team (e.g. having Southern representation on the Evaluation Advisory Committee and changing one of the evaluation team members).

During this phase, the Evaluation Team interviewed more than 40 CLEAR stakeholders (including CLEAR Board members, Regional Centre directors and staff, representatives of host institutions, as well as Secretariat staff) to obtain their views on how the evaluation could add most value to CLEAR and their organisations. The team attended the global forum in Mexico in November 2013 where it interviewed stakeholders and participated in a CLEAR workshop on financial sustainability. Stakeholders were consulted either in Mexico during the CLEAR Global Forum (November 2013) or by telephone/Skype from 2-11 December 2013.

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[11] The ETF, which is responsible for leading on the design and coordination of the evaluation, consists of four members of the CLEAR Board: representatives from DFID (Chair). AusAid, the Rockefeller Foundation, and SIDA. The designated SIDA representative was not able to participate.

[12] The committee includes: representatives from the CLEAR Board (the Evaluation Task Force, the World Bank, AFDB, IADB); representatives of donor agencies that support CLEAR but that are not on the Board (ADB, SDC); and representatives of Regional Centre governing bodies, namely from Witwatersrand University (South Africa), CESAG (Senegal), IFMR (India), and CIDE (Mexico).

The Evaluation Team reviewed a number of key CLEAR documents to identify the types of information available for the evaluation, and also consulted external experts to obtain their insights on the design of the network analysis component of the evaluation.

In coordination with the ETF and with the assistance of the Secretariat, initial contact was made with the heads of five Regional Centres[13] to confirm the timing of the field visits and to outline expectations and support requirements during the data collection phase.

The Evaluation Team developed a working draft of key assumptions associated with the Theory of Change and discussed these with representatives of the CLEAR Board and Secretariat in order to identify an initial list of issues that required further exploration.

A draft Inception Report was submitted to the ETF in December 2013; the final version was approved in February 2014.

B.3.2 Phase II - Data Collection

B.3.2.1 Overview

Data collection took place between November 2013 and May 2014. The Evaluation Team, supported by regional consultants, collected data to: inform the organisational assessment of each Regional Centre; obtain information required to assess the performance of the CLEAR programme in each region; inform the network analysis.

The Evaluation Team used a mix of quantitative and qualitative methods as described below.

B.3.2.2 Document Review

During the course of the evaluation, CLEAR stakeholders provided the Evaluation Team with input on relevant documents. The Evaluation Team carried out a second round of in-depth document review in order to generate information to address the key evaluation questions. Relevant information was coded and organised by criteria and sub questions and/or by other key foci that emerged during the course of the evaluation. This facilitated the sorting, analysis and triangulation of data to inform analysis and report writing. The Evaluation Team reviewed various types of documents, including minutes of Board meetings made available by the EFT/CLEAR Secretariat / CLEAR Board, strategy documents, reports commissioned by CLEAR since establishment, DfID reports, and documents specific to the Regional Centres, etc. The list of documents reviewed is presented in Annex G.

B.3.2.3 Interviews with Key Stakeholders

The Evaluation Team consulted 273 stakeholders to obtain their perspectives on the key evaluation issues. The list of stakeholders consulted is presented in Annex F. The table below illustrates the types of stakeholders consulted and their relationship to CLEAR.

Types of organisations that consulted stakeholders represented

Level/ Centre	Academic/ Research	NGO/ CSO	Government (national)	Government (sub-national)	Individual (consultant)	Donor/ Development organisation	Other	Total
Global		2				21		23
AA	33	5	12	1		3	4	58
FA	39	11	12		5	8	1	76
EA	10	4	4	2	1	6	1	28
LA	22	1	9	1	2	5	5	45
SA	20	10	3	4	1	5		43
TOTAL	124	33	40	8	9	48	11	273

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[13] Since the Regional Centre in Brazil is very new, the Evaluation Team consulted stakeholders by telephone.

Relationships of interviewed stakeholders with CLEAR

Level/ Centre	CLEAR donors	Thought leader	CLEAR staff & faculty	Host inst.	Actual client	Actual partner	Actual partner & client	Potential partner	Potential client	CLEAR Competitor	Other	Total
Global	11	5									7	23
AA		2	10	7	7	16	8	1	1	6		58
FA		2	14	16				30	11	1	2	76
EA		5	6	6	3	2	0		3	3		28
LA		3	9	3	9	12	4		4		1	45
SA		5	17	2	11	3	4			1		43
Total	11	22	56	34	30	33	16	31	19	11	10	273

During the inception phase CLEAR Regional Centres were asked to suggest contacts in key civil society and private sector organisations engaged in M&E capacity building in the region who could be interviewed for the evaluation. The centres varied in their ability to generate names and contacts. This ability was not necessarily linked to the scope of existing partnerships or contacts that the respective centre had established. From the outset and throughout the assignment, the evaluation team actively sought input from all consulted stakeholders to identify additional key persons to speak with, including actors who had not received CLEAR services previously. This increased the potential list of respondents and we attempted to interview everyone identified (in some cases this included repeated requests and reminders); however, some never replied. Following feedback received on the first draft of the report, the evaluation team asked the CLEAR Board to suggest additional stakeholders (in particular NGOs/CSOs) at global or regional/national levels, but did not receive any such suggestions.

The team carried out interviews in person during the regional site visits and in Washington DC and also through videoconference or phone/Skype. All interviews were guided by protocols organised around the major evaluation questions (see sample protocols in Annex I).

Given that this is a midterm evaluation, our focus was on learning about the types of benefits and challenges/ issues that CLEAR staff, clients and partners are raising, rather than on measuring impact. We therefore used semi-structured interviews rather than a written survey. This allowed for qualitative discussions with stakeholders but did not yield quantifiable results. However, in order to validate some mixed views on the utility of the impact evaluation courses to participants in Anglophone Africa, the Evaluation Team, following the site visit to the AA Centre, launched a short email survey to gather the views of individuals who attended IE courses in Uganda and South Africa in 2013 and 2014 (see summary report in Annex P).

In the report when we refer to 'several stakeholders mentioned x' this means that at least three individuals in a region or at global level raised a particular issue or had a similar point of view, independently from one another. We took this as an indication that the issue or viewpoint was important enough issue to be brought up for CLEAR consideration. Where applicable we indicate if a particular view was expressed only in a certain region, or only by certain types of stakeholders (e.g. CLEAR clients but not staff). When we say 'most' stakeholders in a region said x', this indicates that the issue or point of view was consistently confirmed by everyone we talked to – i.e. there were no distinct differing viewpoints.

B.3.2.4 Site Visits to CLEAR Regional Centres and Affiliate Centres

The Evaluation Team, supported by regional consultants, conducted visits to five Regional Centres (Anglophone Africa, Francophone Africa, East Asia, South Asia, Latin America and the Caribbean) and collected data from CLEAR staff and stakeholders (clients, collaborators, competitors, and thought leaders) to: inform the organisational assessment of each Centre; obtain information required to assess the performance of the CLEAR programme in each region; and inform the network analysis.

The visits were conducted by one international consultant and/or one regional consultant, as shown in the sidebar.

In addition, the team conducted field visits to affiliate centres in Ghana, Kenya, and Burkina Faso to assess the organisational arrangements the affiliates have with CLEAR and, where feasible, to review selected CLEAR-funded initiatives in that country. Stakeholders connected to the affiliate Centre in Pakistan were consulted via telephone and Skype.[14] Furthermore, in the case of the Latin America Regional Centre which has no affiliate Centre, a visit was conducted to Peru to consult with CLEAR clients and collaborators.

During the site visits, the Evaluation Team conducted interviews and small group meetings with a broad range of informants. Information gathered during each site visit was consolidated, analysed, and used to prepare tables summarising: the organisational performance of each Regional Centre, the CLEAR programme progress to date in each region, and the viability of each centre. At the end of (or immediately following) each regional visit, the Evaluation Team shared highlights with Regional Centre staff (and others as deemed appropriate) using a PowerPoint presentation summarising preliminary

Anglophone Africa

South Africa - Geraldine Cooney and Adeboye Adeyemo

Kenya and Ghana - Adeboye Adeyemo

Francophone Africa

Senegal - Heather Baser and Ahmed Bencheikh

Burkina Faso - Ahmed Bencheikh

East Asia

China - Sadie Yang

South Asia

India - Anette Wenderoth

Latin America

Mexico - Elisabetta Micaro and Rosa Flores

Peru – Rosa Flores

findings, conclusions and emerging recommendations. These findings, combined with those emanating from the document review, were later aggregated to develop crosscutting findings related to the key evaluation issues and to develop a set of recommendations.

B.3.2.5   Site visit to CLEAR Secretariat

The Evaluation Team Leader, supported by other core team members as required, collected data during site visits to Washington, DC and also through telephone/Skype and email to inform the reviews of the CLEAR Secretariat and of the network.

B.3.3 Phase III – Analysis and Reporting

B.3.3.1   Analysis

The questions in the evaluation matrix were used to structure data analysis. The matrix provided a template for the Evaluation Team to formulate findings on the basis of the information collected at three levels:

- At the level of indicators, taking into account all information that had been collected for each indicator.

- At the level of the sub-questions, across all indicators associated with the respective sub-question.

- At the level of the evaluation question, aggregating information collected for each sub-question.

The following methods of data analysis were employed to make evaluative judgments against the agreed upon basis for assessment, i.e. the CLEAR Theory of Change and Results Framework.

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[14] This approach was suggested by the affiliate Centre in Pakistan and derived from the consideration that the number of stakeholders to be consulted in Pakistan is relatively limited, and that the respective individuals are located in different parts of the country, which would limit the usefulness of a visit to Lahore.

Descriptive analysis was used to understand the contexts in which CLEAR works and to describe its portfolio of interventions. Descriptive analysis was used as a first step, before moving on to more interpretative approaches.

Content analysis constituted the core of the qualitative analysis. Documents and interview notes were analysed to identify common trends, themes, and patterns for each of the key units of analysis. Content analysis was also used to flag diverging views and opposing trends that might require further data collection. Emerging issues and trends constituted the raw material for crafting preliminary observations that were subsequently refined to feed into the draft and final evaluation reports.

Quantitative analysis was used to interpret quantitative data. It was used principally to assess CLEAR's use of resources, and to quantitatively analyse different characteristics of the interventions portfolio and the results or the ONA as categorised by geographic, thematic, or other criteria.

Comparative analysis was used to examine findings across regions, countries, themes, planned CLEAR contributions, CLEAR's reputation, and other criteria deemed important. This type of analysis was used throughout the process to examine information and data from stakeholder consultations and document/file, the ONA, and literature review.

In addition, **elements of contribution analysis** were used. At midterm, the types of results that CLEAR has contributed to are located at the level of outputs, i.e. they can be directly linked to specific CLEAR (centre or global) activities. Given that there was no significant evidence of progress towards outcomes at this point, it was neither necessary nor possible to apply contribution analysis in its full sense (i.e. trying to establish CLEAR contributions to outcomes). The evaluation team therefore focused on employing elements of contribution analysis, in particular a review of the existing Theory of Change and the development of a draft alternative ToC (which was deliberately set at a generic level to demonstrate the types of assumptions that have not yet been fully articulated). CLEAR might use this as a starting point for further discussion of the ToC.

Triangulation of Methods and Data Sources

The mixed methods purposefully influenced the analytical process in that they provided opportunities for triangulation through the convergence and overlapping of different methods. The Evaluation Team also triangulated data from different sources to ensure the reliability of information and to increase the quality and credibility of the evaluation findings and conclusions. Specifically the Evaluation Team:

- Collected information from multiple data sources for each evaluation question, including a broad variety of stakeholders and documented data (primary and secondary sources).

- Used a mix of data collection methods (both quantitative and qualitative) at all levels of analysis (global, regional, and national).

B.3.3.2 Reporting

The evaluation produced several kinds of reports as described below.

Presentation and Validation of Preliminary Findings

Towards the end of the data collection phase, the Evaluation Team identified and synthesised the emerging findings, issues, trends, and opportunities to respond to the key questions for the overall evaluation. These were summarised in a PowerPoint slide presentation. The Team Leader and selected members of the team shared this presentation via videoconference with the Evaluation Task Force and other stakeholders. This exercise was used to validate emerging findings, discuss and resolve potential issues, and inform subsequent data collection if and as necessary.

First Draft, Second Draft and Final Evaluation Reports

Following the completion of data collection and analysis, the Evaluation Team prepared a first draft evaluation report, on which it received written feedback from members of the Evaluation Committee. Subsequently, the evaluation team attended a **working session with CLEAR Board members** in Washington D.C. (July 2014). The meeting was used to ensure shared agreement on key messages deriving from, or missing in the draft evaluation report, and to ensure a shared understanding of Board members' needs and expectations as regards the structure and foci of the report.

Following this session, and taking into account feedback received from the Evaluation Committee, the report was revised. The evaluation team will seek one round of consolidated feedback from the Evaluation Committee to prepare the Final Evaluation Report.

B.3.4 Phase IV – Communication and Dissemination of Evaluation Results

All three purposes of the midterm evaluation (accountability to funders, learning for improvement, and public knowledge improvement) require effective communication and dissemination of evaluation results to difference audiences. Table B.1 outlines the activities proposed by the Evaluation Team to communicate and disseminate information on the evaluation to key stakeholder groups. The continued appropriateness of these suggestions will be revisited with the ETF following the submission of the second draft evaluation report; dissemination products will be revised as required to reflect evolving stakeholder needs.

In addition to these products/activities the team suggests that the final evaluation report be made available on the CLEAR website once it has been approved by the Board.

Table B.1   Draft Communication and Dissemination Plan

Audience/ Target Group	Suggested communication products/ dissemination events	Suggested timing
CLEAR Board	Presentation and discussion of key evaluation findings and recommendations	During Board meeting in early July 2014
CLEAR Regional Centres	Up to three webinars facilitated by 1-2 Evaluation Team Members for CLEAR Regional Centre staff and key clients/collaborators (invited by the respective Centre of Affiliate Centre) to share and discuss key evaluation findings and recommendations. Each webinar would last approximately 1.5 hours. If desired by the Regional Centres one webinar each could be conducted in English, French, and Spanish respectively.	Autumn 2014. Dates to be discussed with the Regional Centres.
Interested public at large	Up to three written Learning Briefs based on the final evaluation report that can be made available to the broader public through the CLEAR website, the websites of the Regional Centres, and/or other channels to be determined by the ETF. Each brief will summarise key evaluation findings and observations around a key theme or question on 1-3 pages. The themes/questions to be addressed will be discussed with the ETF once the final Evaluation Report has been submitted.	Autumn 2014. Dates to be discussed with the Evaluation Task Force.

B.3.5 Limitations and mitigation strategies

Table B.2 presents some limitations that were encountered during the evaluation that adversely affected the evaluation results, as well as related mitigation strategies employed by the Evaluation Team where applicable.

Table B.2   Limitations and Mitigation Strategies

Limitations	Mitigation Strategies/Comments
The evaluation TOR and, in consequence, the resulting evaluation methodology were not fully suited to address the experimental nature of CLEAR. The evaluation used traditional evaluation criteria, categories and tools, such as the results framework to assess an evolving initiative at a single point in time, rather than conducting an ongoing (developmental) evaluation. This was identified as a shortcoming in the evaluation design during the meeting with the CLEAR Board in July 2014.	For the revised evaluation report the evaluation team analysed available data and adjusted the findings to better reflect the experimental nature of CLEAR. While this was a limitation for the mid-term evaluation of CLEAR, it yielded some valuable lessons learned and alternatives on how stakeholders might wish to approach future evaluations of CLEAR or other experimental initiatives.
The original evaluation design included an organisational network analysis (ONA) to map and measure knowledge sharing between and among key CLEAR stakeholders at global, national and regional levels. The conduct of the ONA encountered significant challenges. By July 2014 there were several delays and inconsistencies in completion of the ONA survey (including insufficient participation by three of the regions in which CLEAR operates) which limited the significance and utility of the information generated for the evaluation.	The evaluation team sent out regular biweekly reminder emails to invitees based on level of survey response. In addition, targeted follow up emails were sent out to contacted/invited respondents in each region between 15 March and 2 May 2014. These measures did, however, not significantly enhance ONA response rates. In order to respect evaluation reporting timelines, in July 2014 the CLEAR Board agreed with the evaluation team's proposal that: 1) The ONA would be removed as a line of evidence for the evaluation report 2) The ONA survey would be reactivated with the active support of CLEAR RCs as required to secure a minimum number of responses in each region. It is anticipated that the resulting analysis will be completed towards the end of 2014 and available for CLEAR as a standalone report. While the removal of this line of evidence reduced triangulation opportunities (particularly about the breadth and scope of each Regional Centre's linkages to different stakeholder groups in each region, and to one another), this was to some extent mitigated by the large numbers of persons consulted in each region as well as the document review. Moreover, since the ONA will be completed, the results of the planned extension will be valuable baseline information that can be used to inform future reviews and evaluations of CLEAR's performance.
The Evaluation Terms of Reference had indicated an interest in accessing information on how the cost of CLEAR centre services compared to those of other capacity building providers in the respective region. This proved difficult, starting with the fact that many of the services provided by CLEAR centres (e.g. tailored technical assistance to specific clients) are not also provided by other service providers, and are difficult to assign a specific value/amount to, as they can span over longer periods of time. Second, it proved similarly difficult to obtain reliable and comparable data at least on the cost of training activities (as the type of activity most frequently provided by other suppliers, too).	Despite related efforts, the evaluation team was able to elicit only a few examples from some of the reviewed regions, some of which lacked specificity (e.g. on the exact scope of services covered by the quoted cost). The evaluation team therefore decided not to include this line of evidence in the report, as the available data did not permit any kind of triangulation and did not suffice to formulate related findings.

Annex C   Evaluation Matrix (Questions)

Part A – Summary of CLEAR Progress at Mid-Term			
Area of Inquiry	**Key Area**	**Key Questions**	**Comments**
1. Global Level	1.1 Establishment of CLEAR Secretariat and Board	1.1.1 What have been the respective processes for establishing the CLEAR Secretariat and Board? 1.1.2 What types and amounts of resources (e.g. financial, human, infrastructure) has the Secretariat had access to as of December 2013? 1.1.3 What types of managerial and administrative structures and processes has the Secretariat established (e.g. for M&E of initiative activities; administration)? What processes/structures have been established for the Board?	Includes description of Secretariat roles and responsibilities in view of RCs and Board
	1.2 Global level activities and outputs	1.2.1 What characterizes the portfolio of activities conducted by CLEAR at the global level to date? In terms of: a) Number and types of activities/outputs (e.g.: Knowledge exchange/sharing; Advocacy, Promotion; Knowledge Resources, etc.) b) Key topics addressed (if/as applicable) c) Proportion of funds used for different types of activities.	Focus on global programming activities.
2. Regional Level	2.1 Activities leading to the identification of Host Institutions and the	2.1.1 What has been the process and timeline for selecting and establishing the Regional Centres (and sub-centres??).	

Part A – Summary of CLEAR Progress at Mid-Term			
	establishment of Regional Centres[15]	2.1.2 What types and/or amounts of resources (e.g. financial, human, infrastructure,) has each Regional Centre (had) access to as of December 2013? 2.1.3 What types of managerial and administrative structures and processes has each RC established (e.g. for M&E of centre activities; administration)	
	2.2 Regional Centre activities/outputs	2.2.1 What characterizes the portfolio of activities and the allocation of resources conducted by the Regional Centres to date to support client capacity development? In terms of: a) Types of activities/outputs[16] b) Geographic reach of activities (countries in region) c) Categories of change agents targeted/reached (Parliament, Ministry, Government Agency, Civil Society, Academia, Other)	Whether and to what level of detail we can describe all dimensions will depend on the types of information/data available from the different RCs.

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[15] The midterm evaluation will focus on the five Regional Centres that had been established by 2012 and that were operational at the time of the evaluation, i.e. the RCs for Anglophone Africa, South Asia, East Asia, Francophone Africa, and Latin America and the Caribbean (LAC). The MTE will not include the recently created Centre in Brazil.

[16] Types of M&E capacity development activities outlined in the "Building Blocks of CLEAR's Capacity Development Strategy" (http://www.theclearinitiative.org/ECD-CLEAR-ChangeAgents-ICOs-CD-Activities_4October%202013.pdf) are: training (various types); knowledge exchange/sharing; advocacy/promotion; leadership development; technical assistance and Organisational Capacity Building; Evaluations, Assessments, Project Advisory; Diagnostics; Knowledge Resources; Networks/Communities of Practice; Grants, competitions, awards; Other. The evaluation will also identify which activities were offered at a fee for service basis, and which one were free.

Part A – Summary of CLEAR Progress at Mid-Term			
		d) Levels of change agents targeted/reached (Executive, Managerial, Technical/professional, Other) e) Level of capacities primarily targeted by each activity (individual, organisational, system) f) Key topics addressed g) Distribution of funds among types of activities/categories of change agents/level of capacities targeted.	• topics) with those outlined in relevant planning documents • Stakeholder views on relevance and effectiveness of global programming activities and products • Stakeholder views on factors (internal and external) that have affected success of activities.
3. Effectiveness	3.1 Global Programming	• To what extent have actual global programming activities been congruent with CLEAR's strategic documents and frameworks? • What has been the degree of satisfaction of stakeholders for the various global activities? Why? • What common (process) factors led to success of individual activities? What has been learned on what did not work?	• Comparison of actual activities/outputs (types,
	3.2 Regional Programming	• To what extent have actual programming activities of the RCs been congruent with their respective strategic plans and objectives? • What types of benefits have CLEAR clients derived from its services to date?17 • What common (process) factors led to success of individual activities? What has been learned on what did not work?	• Comparison of actual activities with targets/objectives outlined in relevant planning documents of each RC e.g. as regards: • Range of M&E topics and methodologies offered to date • Range and distribution of modalities of capacity development (e.g. training, technical assistance) offered by each RC • Range and distribution of levels of change agents addressed by different activities • Range/diversity of M&E topics and methodologies

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17 Intermediate capacity development outcomes as per "Building Blocks of CLEAR's Capacity Development Strategy" (http://www.theclearinitiative.org/ECD-CLEAR-ChangeAgents-ICOs-CD-Activities_4October%202013.pdf): Raised awareness, enhanced skills/knowledge; improved consensus/teamwork; enhanced networks; strengthened coalitions; new implementation know-how.

Part A – Summary of CLEAR Progress at Mid-Term			
			• addressed
			• Evidence of client satisfaction with type and quality of CLEAR services.
			• Types of benefits that consulted RC clients note to have derived from RC activities
			• Reasons given by consulted RC staff and clients for success (or lack thereof) of different activities.
			• Network Analysis findings regarding current characteristics of the CLEAR network (e.g. in terms of reach and roles of different network members/participants in view of information exchange/use)
4. Relevance	4.1 Context and Rationale	• To what extent does CLEAR constitute an appropriate response to the national, regional and global trends underpinning its creation? Is it keeping up with evolving trends? • To what extent are the rationale, logic, expected results and assumptions for the CLEAR programme clear, appropriate and commonly understood by CLEAR stakeholders? • To what extent does the CLEAR design build upon and reflect (emerging) good practices in and current thinking on (M&E) capacity development, global networks, and global partnership programmes?	• Alignment of CLEAR response and global, regional and national trends. • Extent to which key concepts inherent in the CLEAR design (including capacity development, innovation, demand-led, sustainability and so forth) are commonly understood by CLEAR stakeholders • Extent to which key assumptions underlying CLEAR's theory of change18 are shared by CLEAR stakeholders • Extent to which the CLEAR design accommodates the risks inherent in innovative programming. • Extent to which CLEAR strategic/planning documents make explicit reference to current concepts/thinking on (M&E) capacity development, global networks, and/or global partnerships. • Extent to which CLEAR Secretariat staff, Board members, RC staff, and stakeholders see CLEAR as a reflection of current thinking in these areas.
	4.2 Principles of inclusion and equality	• To what extent do CLEAR objectives and services take issues of inclusion and equality into account?	• Evidence of CLEAR objectives, being reflective of the aim to foster inclusion and/or equality. • Extent to which principles of inclusion and/or

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18 E.g. regarding the role of M&E and for evidence-based decision making and its link to improved development results

Part A – Summary of CLEAR Progress at Mid-Term			
			equality have influenced decision making on capacity development activities and target groups.
	4.3 Targeted regions/countries and change agents	• To what extent are CLEAR objectives and services congruent with regional and country needs and priorities? • To what extent are CLEAR objectives and services congruent with targeted change agent needs and priorities? • In what ways have CLEAR objectives and services taken the specific and changing contexts of different regions (political, economic, cultures as well as supply and demand for M&E) into account?	• Alignment of CLEAR objectives and services with consensually identified/articulated regional and national needs and priorities. • Alignment of CLEAR objectives and services with the needs of consulted stakeholders (individuals and representatives of organisations/institutions). • Evidence of CLEAR objectives, services, and delivery modalities being reflective of and tailored to their respective (political, socio-economical) contexts, including on-going change processes characterizing these contexts. • Reasons given by different categories of change agents/clients for (not) valuing CLEAR's objectives and services.
	4.4 Donors	• To what extent are CLEAR objectives congruent with existing and potential donors' priorities?	• Types of CLEAR services/features most valued by current donors and reasons for doing so. • Reasons why potential donors have not (yet) participated in CLEAR.
	4.5 Host institutions	• To what extent are CLEAR Centers' objectives and services congruent with host institution priorities?	• Alignment with host institution priorities. • Extent to which host institutions continue to consider their original reasons that led them to host the RC as valid.
	4.6 Complementarities with existing M&E Capacity Development initiatives	• To what extent do CLEAR services and features complement or duplicate those services provided by other comparable M&E capacity development suppliers (global, regional, national)	• Number of instances and examples where CLEAR services complement or duplicate services available at global, regional, national • Number and types of characteristics that distinguish CLEAR services from other similar services (e.g. in terms of quality, pricing, innovation character)
		• To what extent do CLEAR activities influence (positively or negatively) the work of other suppliers of M&E capacity development?	• Types of influences of CLEAR activities on local or regional markets • Extent to which CLEAR stakeholders feel that CLEAR has a unique selling proposition or niche that differentiates it from other initiatives or

Part A – Summary of CLEAR Progress at Mid-Term			
			organizations.
5. Outcomes and Sustainability	5.1 Global Learning Outcomes	• Is there early evidence that CLEAR is positioned to contribute to: • Developing and sharing global knowledge? • Facilitating peer learning through the CLEAR network? • Are there unintended (positive or negative) effects emerging? • What factors support or hinder CLEAR's positioning? Why?	• Examples of Regional Centres sharing knowledge and expertise through a global network • Evidence Regional Centre directors and staff report that they have been able to apply knowledge gained from other Regional Centres through the CLEAR network • Evidence of consulted CLEAR clients and stakeholders and M&E experts recognize CLEAR as a (potential) source of excellence and innovation in M&E • Types of unintended effects. • Types of factors (internal and external) that have furthered or hindered CLEAR's positioning.
	5.2 Regional Learning Outcomes	• For each of the Centres, is there early evidence that CLEAR is positioned to contribute to : • Strengthening organisational capacity to produce and use evidence in each Region (i.e. addressing supply of and demand for evidence)? • Developing a critical mass of M&E professional expertise in each Region? • Innovation in and diversity of M&E approaches/methods in each Region? • Are there unintended (positive or negative) effects emerging? • What (common and context specific) factors support or hinder progress? Why?	• Evidence of CLEAR RC clients/stakeholders reporting of (likely) progress towards strengthened organisational capacities due to CLEAR activities and outputs. • Evidence of (beginning) positive changes in the available professional expertise for M&E in each region. • Evidence of increased innovation and diversity of M&E approaches in each region. • Types of unintended effects • Types of factors (internal and external) that have supported or hindered progress towards outcomes overall and in each region.
	5.3 CLEAR contributions to higher/highest	• Is there early evidence that CLEAR's activities and outcomes are likely to contribute to strengthened M&E systems	• Evidence of Regional Centres having contributed to developing /strengthening context-specific M&E

Part A – Summary of CLEAR Progress at Mid-Term

	level Outcomes	and practices in the targeted regions?	systems. • Evidence of consulted CLEAR clients using the knowledge, skills, or information they gained through CLEAR activities to improve evaluation practice in their respective organisation, country, or region.
		• Is there early evidence that CLEAR's activities and outcomes are likely to contribute to stakeholders' use of evidence in making decisions for improved development results?	• Evidence of centre strategic clients and stakeholders reporting increased use of evidence in decision making for development results.
	5.4 Conditions for sustainability of CLEAR programming at the regional level	• How do different stakeholders define sustainability and to what extent are their goals in this regard realistic? • How likely are regional programme activities and results to be sustained and dynamically adapted? Why? • What actions have the Centres taken to sustain the activities undertaken at the regional level? • What types of (explicit and implicit) signals and incentives aimed at fostering sustainability have been set out by different stakeholders? With what effect? • How likely is the work being done by CLEAR Centres to be sustained within their host institutions? Why?	• CLEAR RC staff, clients, and stakeholder views on likelihood of regional programme activities and results being sustained and dynamically adapted. • Extent to which regional/national actors express ownership of and demonstrate leadership for the objectives of the respective RC. • Evidence of strategies, plans and resources allocated to sustainability planning, actions and monitoring within the CLEAR network and by the host institutions • Stakeholder views on the effects of existing signals and incentives for sustainability set out by different stakeholders. • % of Centre costs that are subsidized by CLEAR programme • % of Centre costs that are subsidized by the Host institution • Evidence that CLEAR clients are willing to pay for services received • Extent to which the CLEAR funding mechanism (grants)and donor funding behaviours support medium term sustainability • Other factors likely to support or limit the likelihood of regional learning outcomes being sustained.
	5.5 Sustainability	• How likely is the CLEAR network to be	• Evidence of strategies, plans and resources

Part A – Summary of CLEAR Progress at Mid-Term			
	of the CLEAR network	sustained and dynamically adapted over time? • What actions have the CLEAR Secretariat and Board taken to sustain the activities undertaken at the global level?	allocated to sustainability planning, actions and monitoring within the CLEAR network • Evidence that members in the CLEAR network value and are willing to pay for or otherwise contribute to maintaining the benefits received through the CLEAR network in the medium terms • Current characteristics of the CLEAR global network (including on power relations between network members) and implications for network sustainability. • Other factors likely to support or threaten the sustainability of the CLEAR network.
6.0. Efficiency	6.1 Scheduling	• To what extent are global and regional programming activities on track time wise? • What internal and external factors have affected (positively or negatively) the scheduling?	• Comparison of planned and actual timelines for programme activities. • Stakeholder views on factors (internal and external) that have affected scheduling.
	6.2 CLEAR systems	• To what extent does CLEAR have effective and efficient systems in place to foster, encourage learning, sharing among the Centres and within the network? • What additional factors have positively or negatively affected the efficiency of each Regional Centre, and of CLEAR overall	• Perceptions of interviewed CLEAR stakeholders • Evidence of systems in place (including, for example, for outsourcing M&E capacity building activities to other implementing partners outside the CLEAR network). • Stakeholder views on key factors influencing CLEAR efficiency at global and regional levels.
	6.3 Cost of CLEAR services	• How do the costs of CLEAR services compare to the costs of other service providers?	• Comparison of CLEAR products and services with those similar in content, duration, and delivery modality provided by other suppliers. • Stakeholder views on value for money of CLEAR services and products.
7. Recommendations (CLEAR programme)		• What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR programme at global and regional levels? • Recommendations to the CLEAR Board	

Part A – Summary of CLEAR Progress at Mid-Term			
		• Recommendations to the CLEAR Secretariat • Recommendations to CLEAR Regional Centres	
8. Organisational Arrangements	8.1. Roles & Responsibilities	• Are roles and responsibilities of key units within the CLEAR network (including the Board, Secretariat, Centres, sub-centres, host institutions, Advisory bodies) clear and appropriate? • Are reporting relationships and accountabilities among and between the various units in the CLEAR network clear and appropriate?	• Evidence of clearly articulated individual and collective roles and responsibilities, accountabilities and reporting relationships known by all key CLEAR units • Perceptions of Board, Secretariat, Centres, sub-centres, host institutions, Advisory bodies
	8.2 Governance: CLEAR Board	• How effective is the CLEAR Board in carrying out its strategic and administrative responsibilities? • To what extent does the CLEAR Board adequately represent the interests of CLEAR stakeholders?	• Perceptions of CLEAR Board representatives • Perceptions of other CLEAR units (CLEAR Centres, Host institutions, Secretariat) • Evidence that the Board is : • Providing strategic direction to the Programme • Reviewing Programme progress and effectiveness • Fulfilling its responsibilities as regards communications and outreach (including fundraising) • Percentage of CLEAR change agent categories that are represented on the Board
	8.3 Governance: Regional Centres and Advisory bodies	• How effective are CLEAR Advisory bodies in carrying out their responsibilities? • To what extent do CLEAR Advisory bodies have the human and other resources to effectively to carry out Committee responsibilities? • To what extent do CLEAR Advisory bodies adequately represent the interests of CLEAR stakeholders in the Regions? • What if any, positive or negative effects does the respective host institution have on	• Descriptions of criteria and processes used to identify Centres • Perceptions of CLEAR Advisory Body representatives • Perceptions of other CLEAR units (CLEAR Board, Centres, Host institutions, Secretariat) • Number and composition of existing Advisory bodies

Part A – Summary of CLEAR Progress at Mid-Term			
		the governance of each Centre?	
			• Percentage of CLEAR change agent categories that are represented on the Advisory Committees • Evidence that existing Advisory bodies are: • Providing guidance to the Centres on their work programme • Providing guidance to the Centres on implementation issues • Number and nature of gaps in Advisory Board resources • Types of influences on Centre governance attributed by stakeholders to the respective host institution environment
	8.4 Governance: Secretariat	• How effective is the Secretariat in carrying out its responsibilities? • To what extent does the Secretariat have the human and other resources to effectively carry out its responsibilities? • What are benefits and drawbacks of the Secretariat being housed in the IEG?	• Perceptions of CLEAR Secretariat staff members • Perceptions of other CLEAR units (CLEAR Board, Centres, Host institutions, Advisory bodies) • Evidence that the Secretariat is/has been: • Administering the Programme, based on the Board's decisions • Managing the selection of the Centres • Organizing and delivering the global component of the Programme • Coordinating communications and outreach • Number and nature of Secretariat resources
	8.5 Coordination, collaboration, problems solving and decision making	• What aspects of the coordination, collaboration, problems-solving and decision-making of the CLEAR network and among CLEAR units are working? Not working?	• Communication, coordination problem-solving mechanisms outlined and reported to be effective • Examples of reported tensions in coordination, collaboration, problem solving and/or decision making

Part A – Summary of CLEAR Progress at Mid-Term			
		• To what extent were the criteria used to identify and select host institutions for CLEAR Centres and sub Centres transparent and appropriate? • To what extent does CLEAR have effective systems in place to coordinate with other key initiatives, institutions involved in M&E Capacity development?	
	8.6 Monitoring and reporting	• Does the CLEAR Programme have useful ways/standards in place to define, monitor and report on the quantity and quality of CLEAR services and outcomes? • Does the programme have the right accountability and learning structures in place to follow progress and to make corrective actions as required? • Does CLEAR pay sufficient attention to obtaining feedback from and reporting to national stakeholders' on CLEAR performance?	• Data collected on programme delivery and programme administration to assess progress against forecast • Evidence of use of monitoring data to take corrective actions • Quality and frequency of reporting on monitoring data to key stakeholders • Stakeholders' satisfaction with reporting and monitoring tools and practices
	8.7 Financial management	• To what extent are the receipt and flow of financial resources from donors to CLEAR Centres and sub-centres supporting the realization of CLEAR objectives in timely ways?	
9. Recommendations (organisational arrangements)		• What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR organisational arrangements? • Recommendations to the CLEAR Board • Recommendations to the CLEAR Secretariat • Recommendations to CLEAR Regional Centres	

Annex D   Evaluation Matrix (data collection)

Lines of inquiry/ Methods	Document Review		Literature & web review	Stakeholder consultations[19]										Network Analysis
Key areas	CLEAR global/ overall[20]	Regional Centre specific[21]		Board members	RAC[22]	RC staff	CLEAR Secretariat	RC Host institutions	RC Clients[23]	RC collaborators[24]	Potential RC Clients	Other M&E CD providers & net-works	Thought leaders on M&E, CD	
Part A: Summary of CLEAR Progress at Mid-Term														
1.1 Establishment of CLEAR Secretariat and Board	√			√			√							
1.2 Global level activities and outputs	√			√		√	√							
2.1 Activities leading to the identification of Host	√	√		√		√	√	√						

[19] In person; as well as via telephone/Skype/videoconference and via email.

[20] E.g.: CLEAR strategy, workplans, reports, meeting/event minutes, knowledge products etc.

[21] E.g.: strategies, workplans, reports, financial statements, knowledge products/studies, etc.

[22] Regional Advisory Committees.

[23] I.e. individuals and organizations/institutions that have benefited from/using CLEAR RC services and products such as training, technical assistance etc. Some individuals may be both clients and collaborators at the same time. In these cases the evaluation team will try to elicit information in relation to both perspectives.

[24] Individuals/organizations working collaboratively with RCs e.g. to conduct research or prepare/deliver M&E training or services. See previous footnote about possible dual lens of client and collaborator at the same time.

Lines of inquiry/ Methods	Document Review		Literature & web review	Stakeholder consultations[19]										Network Analysis
Institutions and the establishment of Regional Centres														
2.2 Regional Centre activities/ outputs	√	√		√	√	√	√	√	?	?				
Part B: Analysis of CLEAR Programme Level Performance														
3.1 Global Programming	√			√		√	√	√				√	√	√
3.2 Regional Programming	√	√		√	√	√	√	√	√	√		√		√
4.1 Context and Rationale	√	√	√	√	√	√	√	√				√	√	
4.2 Principles of inclusion and equality	√	√	√	√	√	√	√		√	√	√			
4.3 Targeted regions/ countries/ change agents		√	√		√	√	√	√	√	√	√	√		
4.4 Donors			√	√							√			
4.5 Host institutions			√			√		√						
4.6 Complementarities with existing M&E Capacity			√	√	√	√	√	√				√	√	√

Lines of inquiry/ Methods	Document Review		Literature & web review	Stakeholder consultations[19]										Network Analysis
Development initiatives														
5.1 Global Learning Outcomes	√			√		√	√	√				√	√	√
5.2 Regional Learning Outcomes		√			√	√		√	√	√	√	√		√
5.3 CLEAR contributions to higher/highest level Outcomes	√	√	√	√	√	√	√		√	√				
5.4 Conditions for sustainability of CLEAR programming at the regional level		√	√		√	√		√	√	√	√	√		
5.5 Sustainability of the CLEAR network	√			√	√	√	√	√					√	√
6.1 CLEAR systems	√			√		√	√	√						
6.2 Cost of CLEAR services	√	√	√			√			√			√		
Part C: Analysis of CLEAR Organisational Arrangements														
8.1. Roles &	√			√	√	√	√	√						

Lines of inquiry/ Methods	Document Review		Literature e & web review	Stakeholder consultations[19]										Network Analysis
Responsibilities														
8.2 Governance: CLEAR Board	√			√			√						√	
8.3 Governance: Regional Centres and Advisory bodies	√	√			√	√	√						√	√
8.4 Governance: Secretariat	√			√		√	√							
8.5 Coordination, collaboration, problems solving and decision making	√			√	√	√	√							
8.6 Monitoring and reporting	√	√		√	√	√	√	√		√				
8.7 Financial management	√			√		√	√	√						

Annex E   Draft Alternative Theory of Change

The evaluation team developed a draft alternative Theory of Change. The ToC is deliberately formulated at a generic level and does not constitute an attempt to replace the existing overall CLEAR ToC. Instead, its main intent is to illustrate the *types* of assumptions that are not yet captured by the existing CLEAR ToC, and that CLEAR may want to explore in more depth through each of the regional centres. Both definitions of what 'success' will look like as well as related pathways of change are likely to differ between regions, this generic ToC . The CLEAR centres could therefore use this generic ToC as a starting point to develop – as suggested in the recommendations – their own, region-specific ToCs.

A Revised CLEAR Theory of Change

Figure 1 shows an overall CLEAR theory of change (ToC). It covers all the elements in the current CLEAR ToC, but simplified to show key rationale assumptions.

The *CLEAR Capacity Building (CB) outputs* have been grouped into three groups:

Professional development

- Training

- Knowledge exchange (workshops, etc.)

- Leadership development

- Knowledge resources

- Networks/COP/partnership/association development

Advisory/Consulting

- Diagnostics

- Evaluations, assessments, project advisory

- Technical assistance (TA) and organization capacity building

Promotion

- Advocacy, promotion

- Grants, competitions and awards

The *actors* involved (stakeholders) are parliaments, government organizations, NGOs and CSOs. In each case, decisions are made by *managers* in the organizations, as well as by *staff* delivering programs and projects. In all cases, the overall CLEAR aim is that these decision-makers use M&E-based evidence to inform their decision making.

The *rationale assumptions* for CLEAR are that

- IF CB is provided, THEN M&E evidence can be provided, AND demand for M&E evidence for decision-making can be enhanced.

- IF M&E evidence is available to decision makers, THEN they will use it to inform decisions.

Some reading of the CLEAR material suggests that the rationale assumption is that IF the supply of M&E is enhanced, THEN it will be used for decision making. But this assumption is problematic, as considerable evidence makes it clear that just supplying information in no way ensures that it

will get used. More detailed reading of the CLEAR material brings forth the more reasonable, albeit still quite challenging rationale assumptions above.

Figure 1 Overall CLEAR Theory of Change

Supply

Demand

Managers and staff use evidence in making decisions for improved development results

Quality and timely M&E evidence produced:
- Strengthened capacity to produce

Demand for M&E evidence enhanced:
- Improved enabling environment

Strengthened M&E systems and practices

M&E capacity building outputs
- Professional development events
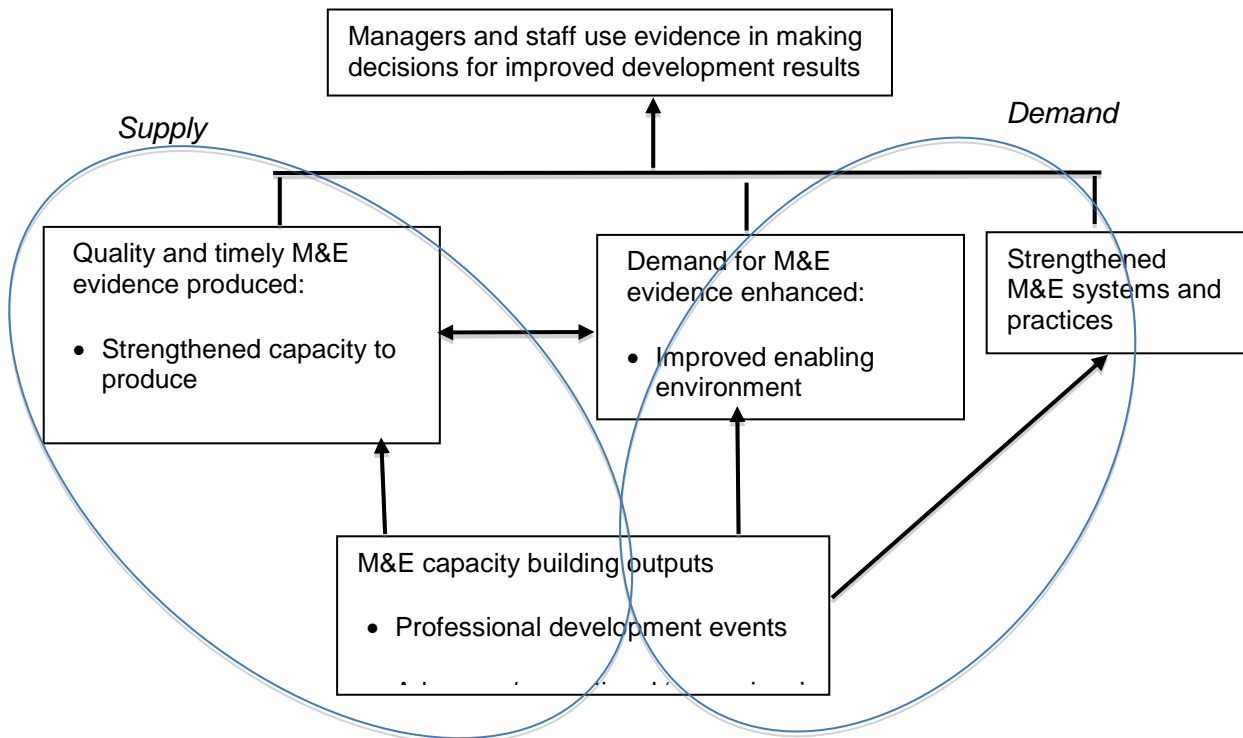
CLEAR Supply and Demand Theories of Change

Figures 2 and 3 below illustrate and discuss two nested ToC for CLEAR: one focused on the *supply* of M&E evidence and the other on building *demand and an enabling environment* for M&E. The context in all cases is an organization (government that has been receiving CLEAR capacity building (CB) products.

The *causal link assumptions* in these ToC are the necessary events and conditions that need to occur for the link to be (likely) realized.

Figure 2 CLEAR Supply Theory of Change
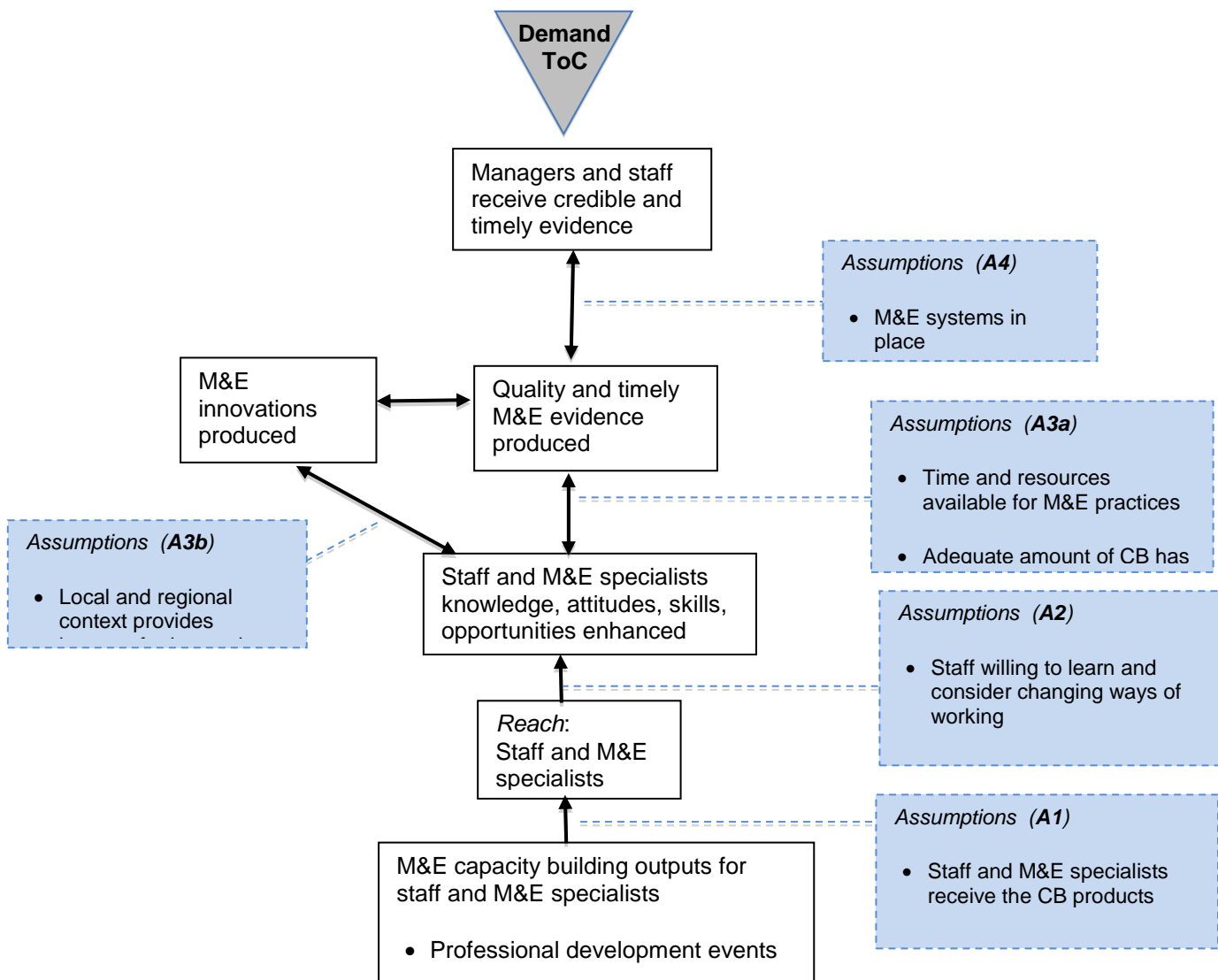
Discussion

The *rationale assumption* here is that CB efforts to enhance the production of M&E evidence will results in quality M&E evidence being available to managers and staff in the organization. This is a reasonable assumption. *Supporting evidence* would be that there is extensive experience and understanding on M& practices available to develop the CB messages and material.

Consider the links:

1.From outputs to reach.
Causal assumption **A1** is that the CB outputs are delivered to staff and M&E specialists. Over time one would hope that a significant number of staff receive the M&E training and that there are follow-up CB events.

2. From reach to enhanced capacity on M&E
A2 assumes that there is indeed willingness to learn on the part of the staff.

3. From enhanced capacity to useful M&E evidence
This link is more challenging: have the CB activities resulted in more and better M&E practice? For that to happen (**A3a**) resources for producing M&E need to be forthcoming, there has to have been an adequate amount of CB activities and planning for the production of M&E needs to be robust enough, so that quality and timely M&E is delivered. Timely in the sense that M&E evidence is available when decisions are to be made. Evidence suggests this is a challenging assumption.

For M&E innovations to emerge, there is a need to emphasis the local context (**A3b**).

4. From M&E evidence available to it reaching decision makers
This is another non-trivial link. It requires (**A4**) that there are systems and procedures in the organization to ensure the M&E evidence, in a digestible form, reaches managers and staff on time. The link is also part of the demand ToC.

In reviewing CLEAR, one could check:

A1: The numbers and future plans for CB in each organization involved. An issue may be: Are there CB efforts for M&E specialists in the organization?

A2: The extent to which the local context is taken into account in the CB activities and there is emphasis on the usefulness of M&E for managing/delivering.

A3a: Has the CB activities emphasised the importance of getting the timing right? Is there a robust M&E planning system in place (or being out in place) in the organization?

A3b: Has context been adequately focused on?

A4: Are there CB activities addressing the need for supporting systems and procedures?

Figure 3 CLEAR Demand Theory of Change
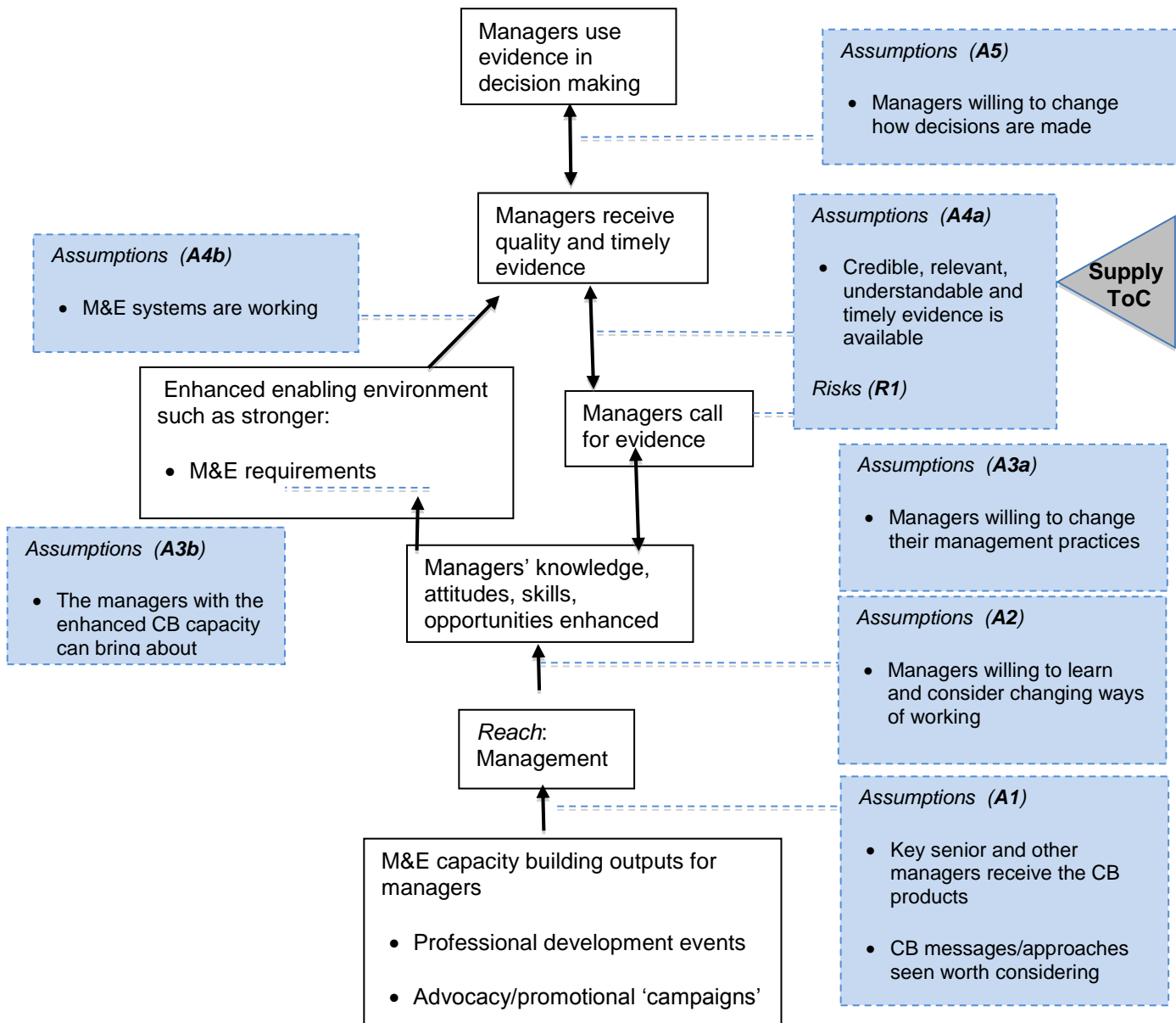
Discussion

The *rationale assumption* for this component of CLEAR is that

- IF senior and other managers in an organization are informed about the benefits and practicalities of M& evidence,

- THEN they will work to ensure that evidence is available for consideration when decisions are being made.

This is, of course, a rather significant assumption for which there is not a lot of evidence. As discussed below, there are a host of reasons why this rationale assumption may not hold, or hold quite weakly.

Consider the steps in the above ToC:

1. From delivering capacity building (CB) outputs to reach the right officials in an organization.

To get evidence more used in an organization requires that managers who are making decisions understand M&E and what it takes for an organization to use M&E. these understandings are what is expected from the CB activities, such as leadership development, training in the concepts of M&E, and hearing advice.

The first step in this ToC is to get to the 'right' managers in the organization. Mid-level managers may be able to make some use of evidence in their own domain (although that could be a problem), but it will take senior managers (and key senior managers) to make changes in systems and procedures in the organization and visibly support the use of evidence in the organization. The causal assumptions (**A1**) here are that those key managers are indeed reached by the CB efforts and that what they first 'see' seems reasonable and worth considering.

2. From reach to changing managers understanding of and their role in M&E

Step 2 speaks to the effectiveness of the CB outputs. Managers may be attending CB events because they were told to do so. A significant part of the messaging would need to convince managers of the practical benefits of enhancing M&E, turning skeptics into those at least willing to learn and perhaps change their practices. Causal link assumption **A2** noted the need for this willingness, as well as the need for the CB messages to be seen as doable in their organization.

3. From enhanced capacity to managers calling for evidence and changing the enabling environment

Understanding how they might use M&E evidence does not automatically transfer into managers changing their behaviour. They need to start managing on more than experience and gut feel, and (**A3a**) ask that they are provided with relevant M&E evidence to inform upcoming decisions. This is a critical assumption; managers may not feel comfortable in asking for such information or concerned that it will not support positions they have or want to hold. This is where leadership in the organization needs to set an example.

It is also usually required in an organization that the enabling environment for the production, demand and use of M&E evidence be strengthened. This might include requirements for undertaking M&E and for reporting on results achieved. A key causal link assumption (**A3b**) is that those who receive the CB outputs can themselves or by persuading others bring about the needed procedural changes in the organization.

4. From calling for M&E evidence to receiving it in a useable form

Getting managers to call for M&E evidence is important, ensuring they receive quality (relevant, understandable, credible) and timely information is not straightforward and where the CLEAR supply efforts (**A4a**) come in.

Equally important is that the M&E evidence reaches decision makers in a timely fashion. There us a history of M&E efforts missing decision windows, coming in too late to be realistically considered. M&E systems (**A4b**) for planning need to be well interested with decision processes.

The discussion has not focused on risks to the causal links occurring, other than the risk that an assumption does not occur. Here one risk is mentioned, namely (**R1**) that if the organization undergoes frequent changes in directions and/or priorities, M&E evidence on 'past' activities may not be able to contribute much to decision making, undermining the credibility of the M&E efforts..

5. From receiving M&E evidence to actually using it

If all the other steps in the causal chain have been met, then is seems likely that managers will indeed use the M&E evidence to inform their decision making. The term *inform* has been stressed her less the image is that with M&E evidence decisions become mechanical. That is rarely the case. **A5** requires changed decision making behaviour. The issue was mentioned earlier: managers may not feel comfortable in asking for such information or concerned that it will not support positions they have or want to hold.

Annex F   List of Consulted Stakeholders

F.1   Global

Name	Role/title	Organisation	Type	Relation
BICHSEL, Anne	Senior Evaluation Advisor	Swiss Agency for Development and Cooperation	Donor/dev. Organisation	CLEAR donor
BOEHMER, Hans-Martin	Retired, Former CLEAR Board Chair and former Senior Manager of the Independent Evaluation Group	Independent Evaluation Group (IEG), World Bank	Donor/dev. Organisation	CLEAR donor
BOWMAN, Debbie	Director, Evaluations and Communications	Office of Development Effectiveness, Department of Foreign Affairs and Trade, Australia	Donor/dev. organization	CLEAR donor
COURTNEY, Bruce	Sector Manager, Africa Region	World Bank	Donor/dev. organisation	Other
GERRARD, Chris	Retired, Former Director of Global Partnership Programs	World Bank	Donor/dev. organisation	Other
GRAY, Cheryl	Director, Office of Evaluation and Oversight	Inter-American Development Bank	Donor/dev. organisation	CLEAR donor
HEIDER, Caroline	Director General, Evaluation and Sr. VP	Independent Evaluation Group, World Bank	Donor/dev. organisation	Other
HELTBERG, Rasmus	Lead Evaluation Officer - Global Programs	World Bank	Donor/dev. organisation	Other
HOPWOOD, Ian	Retired	Former UNICEF Representative in Senegal and Member of the Senegalese Evaluation Association (SENEVAL)	CSO/NGO	Thought leader
JENSEN, Anders	Senior Evaluation Officer, Africa Region	World Bank	Donor/dev. organisation	Other
MACPHERSON, Nancy	Managing Director, Evaluation	Rockefeller Foundation	Donor/dev. organisation	CLEAR donor
MANAI, Mohamed Hedi	Division Manager, Project and Program, Evaluation Division, Operations Evaluation Department (OPEV)	African Development Bank (AfDB)	Donor/dev. organisation	CLEAR donor

Name	Role/title	Organisation	Type	Relation
NANGIA, Rakesh	Director of the Operations Evaluation Department, ADB	African Development Bank (AfDB)	Donor/dev. organisation	CLEAR donor
OFIR, Zenda	Independent Consultant and International Evaluator	Past President of the African Evaluation Association (AfrEA), former board member of the American Evaluation Association and the NONIE Steering Committee	CSO/NGO	Thought leader
PECK, Lennart	Evaluation Manager	SIDA	Donor/dev. organisation	CLEAR donor
PLUMMER, Kellie	Evaluation Manager	Office of Development Effectiveness, Department of Foreign Affairs and Trade, Australia	Donor/dev. organisation	CLEAR donor
RIDER-SMITH, David	Acting Head of Capacity & Quality Group , Evaluation Department, Evaluation Adviser	Department for International Development (DFID)	Donor/dev. organisation	CLEAR donor
RIST, Ray	Co-Director of International Program for Development Evaluation Training (IPDET) and former President of IDEAS	International Program for Development Evaluation Training (IPDET)	Donor/dev. organisation	Thought leader
ROBIN, Elizabeth	Retired, Former Evaluation Capacity Advisor	Department for International Development (DFID)	Donor/dev. organisation	CLEAR donor
RUGH, Jim	Coordinator	EvalPartners International Initiative	Donor/dev. organisation	Thought leader
SCOBEY, Richard	Senior Advisor and Deputy Director	Independent Evaluation Group (IEG), World Bank	Donor/dev. organisation	Other
WHITE, Howard	Executive Director	International Initiative for Impact Evaluation (3IE)	Donor/dev. organisation	Thought leader
YORK, Nicholas David	Director, Country, Corporate and Global Evaluation	Independent Evaluation Group (IEG), World Bank	Donor/dev. organisation	Other

F.2   Anglophone Africa

Name	Role/title	Organisation	Type	Relation
ADAMS, Samuel	Lecturer	Ghana Institute of Public Administration (Sub-centre)	Academic/ Research	Actual partner
AMOATEY TEYE,	Lecturer/ CLEAR Programme	Ghana Institute of Public Administration (Sub-	Academic/ Research	Actual

Name	Role/title	Organisation	Type	Relation
Charles	Coordinator for the Anglophone West Africa Region	centre)		partner
BAGAKA, Obuya	Senior Principal Lecturer/ CLEAR Africa East African Regional Coordinator	Kenya School of Government (Sub-Centre)	Academic/ Research	Actual partner
BASSON, Raymond	Former Chair	South African Monitoring and Evaluation Association (SAMEA)	NGO/CSO	Actual partner
BISGRAD, Jennifer	Director	Khulisa Management Services (Pty) Ltd-Collaborator	Other	CLEAR competitor
BLET, Cyril	Consultant	African Development Bank	Donor/Development organisation	Actual partner
BONSU, Samuel K.	Dean	Ghana Institute of Public Administration Business School, Ghana	Academic/ Research	Actual partner
BYAMUGISHA, Albert	Commissioner, Monitoring & Evaluation	Office of the Prime Minister of Uganda	Academic/ Research	Actual client
CLOETE, Fanie	Professor : Dept. of Public Management and Governance	University of Johannesburg	Academic/ Research	CLEAR competitor
CLYNICK, Tim	Interim Director	Clear Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
CRAWLEY, Kieron	Researcher	CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
EVERETT, Mark	Employee of DPME and alumnus at WITS	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
FITZGERALD, Patrick	Special Advisor	CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
GACHIRE, Betty Muthoni	Senior Lecturer	Kenya School of Government	Academic/ Research	Actual partner
GOLDMAN, Ian	Head of Evaluation and Research	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
GOVENDER, Vigie	Finance Office	CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
GRIESSEL, Annette	Head of Evaluation	Gauteng Government	Government (sub-national)	Actual client

Name	Role/title	Organisation	Type	Relation
HEUSTICE, Debbie	Director Info4 Africa	HIV Networking Organisation	NGO/CSO	Actual client
INAMBAO, Amusaa	Staff	CLEAR- Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
JACKSON, Edward T.	President, Senior management consultant	E.T. Jackson & Associates	Other	Actual partner
JACOBS, Christel	Evaluation and Research Unit : Capacity Development	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
KIBOI, David	Chief Economist	Office of the Prime Minister: Ministry of State for Planning, National Development and Vision 2030, Kenya	Government (national)	Actual Client
KITSHOFF, Ruan	Governance Support Programme	German Cooperation (GIZ)	Donor/ Development organisation	Actual partner
LATIB, Salim	Staff	CLEAR- Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
LESLIE, MIchael	Consultant	PDG (private consulting firm, South Africa)	Other	CLEAR competitor
MACHUKA, Samson	Director of Planning, Monitoring and Evaluation	Office of the Prime Minister: Ministry of State for Planning, National Development and Vision 2030 Kenya	Government (national)	Actual partner & client
MAINA, Rachel Ngesa	Principal Lecturer	Kenya School of Government	Academic/ Research	Actual partner
MALUKA, Bongani	Employee of DPME and former students	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
MANU, Franklyn A.	Rector	Ghana Institute of Public Administration	Academic/ Research	Host institution
MCLENNAN, Anne	Research Director	University of the Witwatersrand (WITS)	Academic/ Research	Host institution
MHLANTLA, Thandeka	Former CLEAR Staff Research assistant	University of the Witwatersrand (WITS)	Academic/ Research	CLEAR faculty & staff
MOGALE, Thomas	Head of School	PADM, University of the Witwatersrand (WITS)	Academic/ Research	Host institution
MOODLEY, Nishendra	Director	Palmer Development Group (private consulting firm, South Africa)	Other	CLEAR competitor
MOORE, Rob	Deputy Vice-	University of the	Academic/	Host

Name	Role/title	Organisation	Type	Relation
	Chancellor, Advancement and Partnerships Division	Witwatersrand (WITS)	Research	institution
MWAULUKA, WInza	Staff	Monitoring and Evaluation Department Economic Management and Finance Ministry of Finance Government of Zambia	Government (national)	Potential client
NTUKUMBA, Stanley	Responsible for M&E capacity building	Dept. Of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
NOWOTTNY, Mark	Head of Strategy	Civicus	CSO/NGO	Potential partner
OFIR, Zenda	International Evaluator & Honorary Professor	School of Public Leadership, University of Stellenbosch	Academic/ Research	Thought leader
OLIECH, Daniel	Ag. Head of Research and Consultancy	Kenya School of Government	Academic/ Research	Actual partner
OLOO, Adams G.R.	Chairman/ CLEAR Regional Advisory Committee Member	Dept. of Political Science and Public Administration, University of Nairobi, Kenya	Academic/ Research	Thought leader
OYORE, John Paul	Lecturer and Chairman	Department of Community Health, School of Public Health, Kenyatta University, Kenya	Academic/ Research	Actual partner
PILLAY, Pundy	Professor Public Finance	University of the Witwatersrand (WITS)	Academic/ Research	Host institution
PORTER, Stephen	Former Director	CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
POSWELL, Laura	Director	JPAL South Africa	Academic/ Research	CLEAR competitor
RABIE, Babette	Former Chair	South African Monitoring and Evaluation Association (SAMEA)	CSO/NGO	Actual partner
RANKIN, Neil	Consultant Impact Evaluation	University of Stellenbosch	Academic/ Research	CLEAR competitor
ROBERTS, Gareth	Researcher, African Micro-Economics Research Unit (AMERU)	School of Economics and Business Sciences , CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
SCHOER, Volker	Lecturer	School of Economics and Business Sciences	Academic/ Research	Host institution
SENABE, Sipho	Chief Director HIV	Department of Public	Government	Actual client

Name	Role/title	Organisation	Type	Relation
	Workplace Policy	Service and Administration, South Africa	(national)	
TETTEH, Gifty	Strategic Outreach Officer	Episcopal Relief & Development (NGO) , Ghana	CSO/NGO	Actual client
TIMM, Jonathan	Director, Citizens-Based Monitoring	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
VAWDA, Ahmed	Outcome Facilitator	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client
VENTER, Janet	Programme Officer	Japan International Cooperation Agency (JICA South Africa Office)	Donor/Development organisation	Actual client
WACHIRA, Elijah K.	Ag. Director	Kenya School of Government	Academic/ Research	Actual partner
WOTELA, Kambidima	M&E Graduate Program Convenor and Leader	University of the Witwatersrand (WITS)	Academic/ Research	Host institution
YIRENKYI-FIANKO, Adowa	Lecturer	Ghana Institute of Public Administration	Academic/ Research	Actual partner
ZONDI, Thulile	Technical Expert for CLEAR-AA and Senior Lecturer at WITS	CLEAR Anglophone Africa Centre	Academic/ Research	CLEAR faculty & staff
ZUMA, Thabi	Employee of DPME and former student	Dept. of Performance, Monitoring and Evaluation – The Presidency, Republic of South Africa	Government (national)	Actual partner & client

F.3   East Asia

Name	Role/title	Organisation	Type	Relation
CHEN Qihui	Assistant Professor; Impact Evaluation Instructor	China Agriculture University	Academic/ Research	CLEAR EA Faculty
CHEN Yimei	Executive Director	China Development Brief	CSO	Potential client
DENG Guosheng	Director and Professor	The Center for Innovation and Social Responsibility, Tsinghua University of China	Academic	Thought leader
GAO Ruirui	M&E Researcher	Social Resources Institute	CSO	CLEAR Competitor
GOU Yannan	Professor	Fudan University of China	Academic/	Thought

Name	Role/title	Organisation	Type	Relation
			Research	leader
GU Qing	Team Leader	UNDP China	Development org.	Potential client
GUANG Xiuzhen	Director	Ministry of Finance China IFI Division	Government	Host Institution
GUO Ran	M&E Researcher	Social Resources Institute	CSO	CLEAR Competitor
HE Xiaojun	RAC member	International Poverty Reduction Center in China	Government	RAC
HUANG Jian	Manager	China Construction Bank Shanghai Branch	Other-private sector	Client
KANG Xiaoguang	Director and Professor	NPO Research Center, Renmin University of China	Academic	Thought leader
KHATTRI, Nidhi	Lead Evaluation Officer, Head of CLEAR Secretariat	IEG, World Bank	CLEAR Secretariat	CLEAR staff
LI Kouqing	Director General, AFDC	CLEAR East Asia	Academic	Host institution
LI Zhiyan	Director	Social Resources Institute	CSO	CLEAR Competitor
LIU, Scott	Senior Project Officer, AFDC	CLEAR East Asia	Academic	Host institution
LUO Jie	Deputy Director	Division of Performance Evaluation, Shanghai Municipal Finance Bureau, China	Government (sub national)	Client
MORRA IMAS, Linda	SHIPDET Instructor	IDEAS	Individual	CLEAR EA Faculty
MSUYA, Joyce	Regional Coordinator	World Bank Institute	Donor/development org.	Partner
MU Tingting	Officer	Ministry of Finance China IFI Division	Government	Host Institution
NG BOW, Lisa	Chief, Planning, Monitoring and Evaluation	UNICEF Office for China	Donor/development org.	Potential Client
PENG Runzhong	Director and Professor, AFDC	CLEAR East Asia	Academic	CLEAR EA Faculty
RAUNIYA, Ganesh	Principal Evaluation Specialist	Independent Evaluation Division of Asia Development Bank	Donor/development org.	Partner
WANG Haitao	Director	Ministry of Finance China Performance Budgeting Division	Government	Host institution
WEST-MEIERS, Maurya	Evaluation Officer,	IEG, World Bank	CLEAR Secretariat	CLEAR staff

Name	Role/title	Organisation	Type	Relation
WU, Annie	Program Coordinator, AFDC	CLEAR East Asia	Academic	Host institution
YAO Chuanjin	Director and Professor	Research Centre for Philanthropy and Social Enterprise; Beijing Normal University of China	Academic	Thought leader
YE Hong	Deputy Director	International Division, Shanghai Municipal Finance Bureau	Government (sub national)	Client
ZHAO Min	Associate Professor, AFDC	CLEAR East Asia	Academic	CLEAR EA Faculty

F.4   Francophone Africa

Name	Role/title	Organisation	Type	Relation
Senegal				
AW, Boubacar	Trainer & Monitoring & Evaluation Expert, new coordinator of CLEAR FA	Centre Africain d'Études Supérieures en Gestion (CESAG)	Academic	CLEAR faculty
BAIDARI, Boubacar	Director General Senior Lecturer	Centre Africain d'Études Supérieures en Gestion (CESAG)	Academic	Host institution
BAKOYE, Saâdou	Deputy Coordinator	Secrétariat Permanent de la Cellule de Suivi de l'Action Gouvernementale (Niger)	Government (national)	Potential client
BALDE, Séga	Head of Department	Centre Africain d'Études Supérieures en Gestion (CESAG)	Academic	Host institution
CHABI, Bertin	Head of Department	Centre Africain d'Études Supérieures en Gestion (CESAG)	Academic	Host institution
COULIBALY, Abdoulaye	Head of Department	Centre Africain d'Études Supérieures en Gestion (CESAG)	Academic	Host institution
DIA, Ousmane	Consultant, Developed communications plan for CLEAR Francophone Africa	n/a	Individual	CLEAR faculty
DIENG, Abdoulaye	Associate Director	Ministry of Economy and Finance, Government of Senegal	Government (national)	Potential client
DIOP, Cheikh	Monitoring & Evaluation Unit	Ministry of Economy and Finance, Government of Senegal	Government (national)	Potential client

Name	Role/title	Organisation	Type	Relation
DIOP, El Hadj Mamadou	Consultant	Directorate General of Finance (DB/DGF), Ministry of Economy and Finance, Government of Senegal	Government (national)	Potential client
DIOP, Moustapha	Trainer	CLEAR Francophone Africa Centre	Academic	CLEAR staff
DJIDJOHO, Aristide	Coordinator	Bureau d'Évaluation de l'Action Publique (Bénin)	Government (national)	Potential client
FALL, Awa Nguer		Caisse d'Épargne Populaire et d'Investissement (CEPI)	Other - private sector	Potential client
FALL, Ibrahima Mboulé	Trainer	CLEAR Francophone Africa Centre	Academic	CLEAR staff
FALL, Ngounda Kane	General Secretary	Ministry of Economy and Finance, Government of Senegal	Government (national)	Potential client
GERVAIS, Marie	External Consultant	Laval University	Academic	Clear faculty
GNANSOUNOU, Sikatin	Head of Department	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
GUENE, Racine	Head of Department	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
GUEYE, El Hadji	(former) Coordinator of CLEAR Program Francophone Africa	CLEAR Francophone Africa Centre	Academic	Host institution
GUEYE, Soukeyna Dièye	Program Assistant	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
HOUINSA, David	Consultant, Monitoring and Evaluation	n/a	Individual	CLEAR faculty
KABORE, Inoussa	Regional Chief Monitoring and Evaluation	UNICEF, West & Central Africa Regional Office	Donor/dev org	Potential partner
KOFFI, Amani	Head of Department	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academia	Host institution
KOUASSI, Alexis	Head of Quality Assurance Unit	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
LAHEY, Robert	External Consultant	Consultant, Ottawa, Canada	Individual	CLEAR faculty
LEYE, Mamadou	Head of service	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution

Name	Role/title	Organisation	Type	Relation
LO, Abdou Karim	Public Management Consultant, Member of SENEVAL, Associate Professor	Centre Africain d'Etudes Superieures en Gestion (CESAG)	NGO/CSO	Potential partner
LO, Aïssatou	Administrative Assistant	CLEAR Francophone Africa Centre	Academic	CLEAR staff
LO, Ibrahima Thierno	Knowledge Management Office, Planning, Monitoring & Evaluation Section	UNICEF West & Central Africa Regional Office	Donor/Dev org	Potential partner
MENARD, Amos	Assistant	CLEAR Francophone Africa Centre	Academic	CLEAR staff
MONI, Audry	Head of service	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
NANA, Cathérine	Head of Department	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
NDIAYE, Sarr Sylla	Monitoring and Evaluation Officer	FHI360, USAID/ Programme Gouvernance et Paix au Senegal	Government (national)	Potential client
NDIAYE, Dieynaba Dia	Assistant-Treasurer	Senegalese Evaluation Association (SenEval)	NGO/CSO	Potential partner
NDIAYE, Ibrahima	Director-General	Bureau Organisation et Méthodes (BOM) Government of Senegal	Government (national)	Potential client
OULD DAHI , Abdel Aziz	Consultant, Monitoring and Evaluation		Individual	CLEAR faculty
SARR, Madjiguène Khady S.	Recovery Advisor (Finance)	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
SENE, Adama Guiro	Trainer	CLEAR Francophone Africa Centre	Academic	CLEAR staff
SENE, Papa Ndiamé	Director	Directorate General of Finance (DB/DGF), Ministry of Economy and Finance, Government of Senegal	Government (national)	Potential client
SOMBIE, Issa	Trainer	I.S.S.P.	Academic	Potential partner
SOW, Moctar	President	Senegalese Evaluation Association (SenEval)	NGO/CSO	Potential partner
TALL, Abdoul Aziz	Director	Cabinet de la présidence (Senegal)	Government (national)	Potential client

Name	Role/title	Organisation	Type	Relation
TALL, Oumoul Khaïry Bâ	Trainer & Evaluator	OKT Consult	Private sector	Competitor
TANO BEUGRE, Justine A.	Secretary General	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
THIAM, Diarra	Head of Department	Centre Africain d'Etudes Superieures en Gestion (CESAG)	Academic	Host institution
THIAM, Mamadou Moustapha	Trainer	Université Cheikh Anta Diop (UCAD)	Academic	CLEAR faculty
TRAORE, Ahmadou	Consultant, Monitoring and Evaluation	n/a	Individual	CLEAR faculty
TREVIÑO, Mónica	External Consultant	Consultante, Montreal, Canada	Individual	Other
AZENÏA, Laurent	Officer, Partnership Development (Reporting des conventions et accords de financement)	2iE Foundation	Academic	Potential partner
BADOLO, Celestin	Director of Programs	Centre de suivi et d'analyses citoyens des politiques publiques, Ouagadougou, Burkina Faso	NGO/CSO	Potential partner
DEJONGH, Guy	Monitoring & Evaluation Specialist	UNICEF, Ouagadougou, Burkina Faso	Donor/dev org	Potential partner
DIARRA, Abdoulaye	Professor, Researcher	2iE Foundation	Academic	Potential partner
DIEUDONNE B., Kini	Analyst, Governance Program	UNDP, Ouagadougou, Burkina Faso	Donor/dev org	Potential partner
DJIM DOUMBE, Damba	Educational Officer	2iE Foundation	Academic	Potential partner
GUEMADJI-GBEDEMAH, Tété Eyon	Professor, Researcher	2iE Foundation	Academic	Potential partner
KARAMBIRI, Harouna	Director of Doctoral Studies	2iE Foundation	Academic	Potential partner
KOANDA, Mady	Director of CLEAR-2iE	2iE Foundation	Academic	Potential partner
KOBIANE, Jean-François	Director	Institut Supérieur des Sciences de la population,	Academic	Potential partner

Name	Role/title	Organisation	Type	Relation
		Ouagadougou		
KOUAME, Kouassi	Secretary General	2iE Foundation	Academic	Potential partner
KOUANDA, Seni	Deputy Director	Institut Africain de Santé Publique, Ouagadougou, Burkina Faso	Academic	Potential partner
LANKOANDE, Gountiéni Damien	Executive Secretary	Groupe de Recherche et d'Analyse Appliquées pour le Développement (GRAAD), Ouagadougou, Burkina Faso	Academic	Potential partner
MAÏGA, Amadou Hama	Interim Director General	2iE Foundation	Academic	Potential partner
OUEDRAOGO, Michel	Research Assistant	Groupe de Recherche et d'Analyse Appliquées pour le Développement (GRAAD), Ouagadougou, Burkina Faso	Academic	Potential partner
OUEDRAOGO, Michel	Secretary General	Réseau Burkinabais du Suivi et d'Evaluation, Ouagadougou, Burkina Faso	NGO/CSO	Potential partner
OUEDRAOGO, Salifou	Director, West Africa	SOS Sahel, Ouagadougou, Burkina Faso	NGO/CSO	Potential partner
POUAHOUKIGA, Anébakouri Ezéchiel	Deputy Head of Science Committee	Réseau Burkinabais du Suivi et d'Evaluation, Ouagadougou, Burkina Faso	NGO/CSO	Potential partner
SAWADOGO, Martine	Professor, Researcher	2iE Foundation	Academic	Potential partner
SEMPORE, Francis	Counsel to the Director General ; Officer, Digital Services and Forecasts (Chargé du Numérique et de la Prospective)	2iE Foundation	Academic	Potential partner
TRAORE, Noumoutié Herbert	First President	Cour des Comptes, Ouagadougou, Burkina Faso	Government (national)	Potential client
ZOUNGRANA, Salifou	Monitoring & Evaluation Specialist	UNDP, Ouagadougou, Burkina Faso	Donor/dev org	Potential partner
COULIBALY, Mamadou	Permanent Secretary	RISE (Réseau Ivoirien de Suivi et *Evaluation – Ivorien Network for Monitoring and Evaluation*)	NGO/CSO	Potential partner

Name	Role/title	Organisation	Type	Relation
Hopwood, Ian	Former director of M&E UNICEF	Member of SenEval	NGO/CSO	Potential partner
KEDOWIDE, Francois-Corneille	Regional Counsellor for Evaluation	UNDP	Donor/dev org	Thought leader

F.5 Latin America

Name	Role/title	Organisation	Type	Relation
ACEVEDO PIÑA, Jorge	Project Manager	CLEAR Latin America Centre	Academic/ Research	CLEAR staff & faculty
APARICIO, Javier	Director, Division for Policy Studies	Centro de Investigación y Docencia Económicas (CIDE), Mexico	Academic/ Research	Actual partners
ARELLANO GAULT, David	Director of the Division of Public Administration	Centro de Investigación y Docencia Económicas (CIDE). Mexico	Academic/ Research	Host institution
ARÉVALO, Fidel	N/A	Instituto de Investigación e Incidencia Ciudadana - INCIDENCIA-/ Secretaría de Planificación y Programación de la Presidencia (SEGEPLAN). Guatemala	Government (national)	Potential clients
BALLESCÁ, Mónica	M&E Director	State Government of Jalisco, Mexico	Government (sub-national)	Actual clients
BARRANTES, Alexandra	Social Protection Specialist	Organización de los Estados Americanos	Donor/Devel opment organisation	Actual clients
BERBER CRUZ, Miguel Ángel	Project Manager	CLEAR Latin America Centre	Academic/Re search	CLEAR staff & faculty
CASO, Agustín	Former Director General of M&E Unit	Secretaria de Hacienda y Crédito Público (SHCP)	Government (national)	Actual clients
CASTAÑEDA, Vlado G.	Former Director of the M&E Office	Ministerio de la Mujer y Desarrollo Social (MIMDES). Peru	Government (national)	Actual clients
CASTRO, Manuel Fernando	Senior Evaluation Officer	World Bank	Donor/ Development organisation	Thought leader
CEJUDO, Guillermo M.	Provost	Centro de Investigación y Docencia Económicas (CIDE), Mexico	Academic/ Research	Host institution
FALCÓN DE SANTA MARIA, Clotilde B.	Chief of the M&E Unit of Policies and Programmes	Secretaría Técnica de la Presidencia. El Salvador	Government (national)	Actual clients
FARFÁN, Gabriel	Former Adjunct General Director at SHCP and General Coordinator of the Mexican Community of Practice on Managing for Development Results	Comunidad de Expertos y Profesionales en Latinoamérica y el Caribe en Gestión para Resultados en el Desarrollo (COPLAC-GprRD)	Academic/ Research	Actual partners

Name	Role/title	Organisation	Type	Relation
FAUNDEZ, Alejandra	Director	Inclusión y Equidad	Other	Actual partners
FERNANDEZ ORDOÑEZ, Ximena	Evaluation Officer and Coordinator for CLEAR-LA	World Bank	Donor/ Development organisation	CLEAR staff & faculty
FRANCO PARRILLAT, Gerardo	Representative in Mexico	Centro Latinoamericano para el Desarrollo Rural (RIMISP), Mexico	Other	Other
GALINDEZ, Cristina	Executive Coordinator	CLEAR Latin America Centre	Academic/ Research	CLEAR staff & faculty
GARCIA LOPEZ, Roberto	Executive Secretary	Comunidad de Expertos y Profesionales en Latinoamérica y el Caribe en Gestión para Resultados en el Desarrollo/ Latin-America and the Caribbean Community of Practice on Managing for Development Results (COPLAC-GprRD)	Other	Actual partners
GONZÁLEZ, Laura	Monitoring and Reporting Specialist	UN-Women Regional Office for Latin America and the Caribbean	Donor/Devel opment organisation	Actual partners
GUTIÉRREZ, Juan Manuel	Director	Instituto Nacional de Salud Pública. Mexico Centro de Investigación en Evaluación y Encuestas	Academic/Re search	Actual partners
HEREDIA ZUBIETA, Carlos	Researcher Professor, Division of International Studies	Centro de Investigación y Docencia Económicas (CIDE). Mexico	Academic/Re search	Actual partners
HERNANDEZ LICONA, Gonzalo	Secretary	National Council for the Evaluation of Social Development Policy (CONEVAL). Mexico	Government (national)	Actual clients/partne rs
IRARRÁZAVAL, Ignacio	Director	Centro de Políticas Públicas UC/ Pontificia Universidad Católica de Chile. Chile	Academic/Re search	Actual clients/partne rs
JAIME, Edna	Director General	México Evalúa		
LÓPEZ VILLAMAR, Alicia del Carmen	Project Manager	CLEAR Latin America Centre	Academic/Re search	CLEAR staff & faculty
MALDONADO, Claudia	Coordinator General	CLEAR Latin America Centre	Academic/Re search	CLEAR staff & faculty
MARTINEZ FIERROS, Alejandro	Editor	CLEAR Latin America Centre	Academic/Re search	CLEAR staff & faculty

Name	Role/title	Organisation	Type	Relation
MARTÍNEZ, Úrsula	M&E Director	Ministerio de Desarrollo e Inclusión Social (MIDIS)	Government (national)	Potential clients
MESINAS MONTERO, Jorge	Director de Calidad del Gasto	Secretaría de Planificación Estratégica Unidad de Calidad de la Educación, Ministerio de Educación . Peru	Government (national)	Potential clients
MONTERO, Gregorio	General Secretary	Latin American Center for Development Administration (CLAD)	Other	Actual clients/partners
MONTIEL, María José	Project Manager	Mexican Institute for Competitiveness (IMCO)	Individual (consultant)	Actual partners
OCEJO ROJO, Almudena	Executive Director	Center for Social Accountability and Studies in the Democratic Construction at CIESAS. Mexico	NGO/CSO	Actual clients
OSPINA, Sonia	CLEAR-LA Regional Advisory Committee Member	New York University	Academic/Research	Thought Leader (RAC)
PÉREZ ECHEVERRÍA, Manoel Alberto	Project Manager	CLEAR Latin America Centre	Academic/Research	CLEAR staff & faculty
PÉREZ YARAHUÁN, Gabriela	Visiting Professor	CLEAR Latin America Centre	Academic/Research	CLEAR staff & faculty
RIOS CÁZARES, Alejandra	Researcher Professor, Division of Public Administration	Centro de Investigación y Docencia Económicas (CIDE), Mexico	Academic/Research	Actual partners
RODRÍGUEZ-BILELLA, Pablo	Executive Board Member	Red Latinoamericana de Evaluación (RELAC)	Academic/Research	Actual clients/partners
ROJAS, Fernando	Lead Public Sector Management Specialist for Latin America	World Bank	Donor/Development organisation	Thought leaders
SALGADO, Juan	Associate Professor, Division of Legal Studies	Centro de Investigación y Docencia Económicas (CIDE), Mexico	Academic/Research	Actual partners
SCOTT, John	Researcher Professor, Division of Economics	Centro de Investigación y Docencia Económicas (CIDE), Mexico	Academic/Research	Actual partners
SPINUZZA, Fernanda	N/A	Secretaría de Extensión /Universidad de la Punta - Argentina	Academic/Research	Potential clients
TORRES ROJO, Juan Manuel	Secretary General	Centro de Investigación y Docencia Económicas	Academic/Research	Host institution

Name	Role/title	Organisation	Type	Relation
		(CIDE), Mexico		
TUDELA TRAVERSO, David Vera	M&E Unit	Ministerio de Desarrollo e Inclusión Social (MIDIS), Peru	Government (national)	Actual clients
VELASCO, Ernesto	Director General	Cívicus Consultants (Mexico and Peru)	Individual (consultant)	Actual partners
VELÁSQUEZ VALDIVIA, Aníbal	Director	Dirección General de Seguimiento y Evaluación Despacho Viceministerial de Políticas y Evaluación Social, Peru	Government (national)	Actual clients
VILLARRUEL, Juan Carlos	Journalist	Notimex Agencia de Noticias del Estado Mexicano, Mexico	Other	Actual clients

F.6   South Asia

Name	Role/title	Organisation	Type	Relation
AGRAWAL, Rashmi	Director	Institute of Applied Manpower Research (IAMR)	Government	CLEAR Competitor
AIYAR, Yamini	Senior Research Fellow and Director	Accountability Initiative, India	NGO	RAC
ARORA, Priya	Events and Communications Manager	CLEAR South Asia	Research/ Academic	CLEAR SA
ASIM, Minahil	Senior Research Associate	Punjab Monitoring & Implementation Unit	Government (sub-national)	Client
BANDARA, Nilanthi	President Emeritus	Sri Lankan Evaluation Association (SLEvA)	NGO	Client/partner
BARNHARDT, Sharon	Assistant Professor of Economics	Indian Institute of Management - Ahmedabad (IIM-A)	Research/ Academic	CLEAR SA faculty
BHATTARAI, Madhu	Principal Scientist, Economics	International Crops Research Institute for the Semi-Arid Tropics (ICRISAT), India	Research	Client
BUTEAU, Sharon	Executive Director	IFMR LEAD (formerly known as IFMR Research)	Research/ Academic	CLEAR SA faculty
CHHIBBER, Ajay	Director-General	Independent Evaluation Office (IEO), Planning Commission, India	Government	Client
DE SILVA, Soma	Head, M&E	Teaching Evaluation in South Asia (TESA), Sri Lanka	NGO, Research	RAC
DHAR, Diva	Program Director	CLEAR South Asia	Research/ Academic	CLEAR SA
ESCUETA, Maya	Capacity Building Manager and Policy Manager	CLEAR South Asia	Research/ Academic	CLEAR SA
FLORETTA, John	Deputy Director, J-PAL South Asia	CLEAR South Asia	Research/ Academic	CLEAR SA
GHAUS, Usman	Teaching Fellow	Lahore University of Management Sciences	Research/ Academic	CLEAR SA faculty
GUPTA, Madhumita	Chief Economist	USAID, India	Development organisation	Client
HAY, Katherine	Senior Program Officer,	Bill & Melinda Gates Foundation, India	Development organisation (foundation)	RAC
JAIN, Tarun	Assistant Professor of Economics	Indian School of Business - Hyderabad	Research/ Academic	CLEAR SA faculty

Name	Role/title	Organisation	Type	Relation
JENKINS, Andrew	Co-ordinator, Impact Assessment Unit	BRAC Research & Evaluation Division (RED), Bangladesh	NGO	Client
JHA, Shreyasi	M&E Specialist	UN Women	Development organisation	Client/partner
KANNAN, Harini	Post-Doctoral Fellow	J-PAL South Asia	Research/ Academic	CLEAR SA faculty
KRISHNAN, Aparna	Founder	Adducense Innovations, India	Consultant	Former CLEAR SA, now faculty
KRISHNAN, CV	President	Institute for Financial Management and Research (IFMR) India	Research/ Academic	CLEAR SA Host institution
KUMAR, K. Shiva	UNICEF – Retired	Regional Advisory Committee	Development organisation	RAC
LOMME, Roland	Governance Advisor	World Bank, India	Development organisation	Partner
MIAN, Atif	Board Director	CERP (Center for Economic Research in Pakistan) - CLEAR Sub Centre	Research/ Academic	CLEAR SA Host institution
MOHAMMED, Shama	Director, Community Outreach	Interactive Research and Development	Research/ Academic	Partner (faculty)
MUKERJI, Shobhini	Executive Director, J-PAL South Asia	Abdul Latif Jameel Poverty Action Lab (J-PAL) South Asia	Research/ Academic	CLEAR SA
NAQVI, Syed Zubair Husain	Assistant Director,	Department of Economic Affairs, Ministry of Finance, Government of India	Government	Client
PATTANAYAK, Sandip	Unit Co-ordinator,	Community of Evaluators (CoE), South Asia	NGO	Client/Partner
PURI, Jyotsna	Deputy Executive Director and Head of Evaluation	3ie	NGO	Partner
QURESHI, Ahmed Waseem	Assistant Chief Development	Planning & Development Department, AJK	Government (sub-national)	Client
RIAZ, Maira	Policy and Training Associate	CERP (Center for Economic Research in Pakistan)	Research/ Academic	CLEAR SA
SARWAR, Imran	Co-founder	Rabbt	NGO	Client
SEN, Sree	Capacity Building Associate	CLEAR South Asia	Research/ Academic	CLEAR SA
SHAHJAHAN, Shoraez	Country Director	Innovations for Poverty Action (IPA), Bangladesh	NGO	Partner

Name	Role/title	Organisation	Type	Relation
SHUKLA, Urmy	Capacity Building Manager	CLEAR South Asia	Research/ Academic	CLEAR SA
STEVENSON, Gemma	Associate Director	CERP (Center for Economic Research in Pakistan)	Research/ Academic	CLEAR SA
SUDARSHAN, Anant	Senior Research Manager (J-PAL SA), Sustainability Science Fellow (Harvard)	J-PAL South Asia and Harvard University	Research/ Academic	CLEAR SA (faculty)
SUSHANT, Leena	Director, Research	Breakthrough (NGO)	NGO	Client
TEJANI, Shirin	Research Associate	Centre for Research and Experiments for Action and Policy (REAP), Government of Haryana, India	Government (sub-national)	Client
TROYER MOORE, Charity	Senior Research and Policy Manager, BCURE, IFMR LEAD, and Evidence for Policy Design (EPoD)	Harvard University, India	Research	Partner
WAHID, Mannan Wahid	Associate	Punjab Skills Development Fund	Government (sub-national)	Client
ZAVERI, Sonal	Treasurer	Community of Evaluators, South Asia	NGO	Client/Partner

Annex G   List of Documents Consulted[25]

G.1   Documents sent by the CLEAR Secretariat or available online

Relating to the start-up or design of CLEAR

- CLEAR Initiative, "Charter", current as of May 12, 2012, web page: http://www.theclearinitiative.org/Clear_about.html
- " CLEAR Programme Description", Web page: http://www.theclearinitiative.org/Clear_about.html

Board Meeting Minutes

- Minutes of the VC Meeting to Discuss the Proposal, December 19, 2008
- Minutes of the Board Meeting, June 2, 2010
- Board Meeting Minutes, July 29, 2010
- Minutes of the Selection Committee Meeting, October 4, 2010
- Minutes of the Board Meeting, December 9, 2010
- Board Meeting, January 11, 2011
- Minutes of the Board Meeting, March 30, 2011
- Minutes of the Board Meeting, June 28, 2011
- Draft Minutes of the CLEAR Board Meeting, November 22, 2011
- Draft Minutes of the CLEAR Board Meeting, January 13, 2012
- Draft Meeting Minutes, March 22, 2012
- Draft Minutes of the CLEAR Board Meeting, (Videoconference), March 27, 2012
- Draft Minutes of the CLEAR Board Meeting (Videoconference), May 3, 2012
- Draft Minutes of the Board Meeting, May 30, 2012
- Draft Minutes of the Board Meeting, July 3, 2012
- Final Minutes of the Board Meeting, September 11, 2012
- Draft Minutes of the Board Meeting, October 24, 2012
- Draft Minutes of the Board Meeting, November 15, 2012
- CLEAR Board Meeting Minutes, November 2012
- Minutes of the Board Meeting February 20, 2013
- Draft Minutes of the Board Meeting, March 13, 2013
- Minutes of the Board Meeting, Tuesday April 30, 2013
- Draft Minutes of the Board Meeting, Thursday, May 30, 2013
- Final Minutes of the Board Meeting, Tuesday, July 2, 2013

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[25] As of 28 May 2014

- Final Minutes of the Board Meeting, Tuesday, July 23, 2013
- Draft - Brazil Selection Committee Meeting Minutes, August 29, 2013
- Draft Minutes of the Board Meeting, Thursday, September 26, 2013
- Minutes of the Board Meeting, Tuesday, November 19, 2013
- Minutes of the Board Meeting, Wednesday, January 15, 2014
- Board Meeting, February 19, 2013
- Board Meeting, February 27

Report commissioned by CLEAR

- AccountAbility: Enhancing the Governance System of the CLEAR Initiative, Report presented to CLEAR, 2012.

Legal documents setting out agreements between the World Bank Group and CLEAR host institutions

- Memorandum of Understanding between the Independent Evaluation Group, World Bank Group, and Ministry of Finance, China, and the Asia Pacific Finance and Development Centre: July 12, 2010

Strategic documents

- "CLEAR Strategy (2013-2018): Development Anchored in Evidence, Learning, and Mutual Accountability", September 2013
- CLEAR Old Theory of Change, used from 2011 to June 2013. http://www.theclearinitiative.org/Clear_about.html
- CLEAR Theory of Change, Updated June 2013. http://www.theclearinitiative.org/Clear_about.html
- "CLEAR Results Framework" based on the updated Theory of Change, current as of November 2013.
- "Building Blocks of CLEAR's Capacity Development Strategy", from February 1, 2013. Web page: http://www.theclearinitiative.org/Clear_about.html
- *Financial documents*
- CLEAR Budget from January 2011 to June 2012 (including financial contribution by CLEAR Donor by year)
- Grant Agreement with CESAG, October 2012
- Grant Agreement with CIDE, May 2013
- Grant Agreement with JPAL, July 2013
- World Bank, "Trust Fund Administration Agreement between the Swiss Confederation, represented by the Swiss Agency for Development and Cooperation (SDC), and the International Bank for Reconstruction and Development and the International Development Association concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR)", 25/11/2011
- World Bank, Trust Fund Administration Agreement with the Inter-American Development Bank concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR), 12/08//2011

- World Bank, Trust Fund Administration Agreement between the Government of Australia and the International Bank for Reconstruction and Development and the International Development Association concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR) , 27/04/2011

- World Bank, Trust Fund Administration Agreement between the Kingdom of Belgium, acting through its Federal Public Service for Foreign Affairs, International Trade and Development, and the International Bank for Reconstruction and Development and the International Development Association concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR), 16/03/2011

- World Bank, Trust Fund Administration Agreement between the African Development Bank and the International Bank for Reconstruction and Development and the International Development Association concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR), 28/12/2009

- World Bank, Trust Fund Administration Agreement between the Asian Development Bank and the International Bank for Reconstruction and Development and the International Development Association concerning the Multi-Donor Trust Fund for Regional Centres for Learning on Evaluation and Results (CLEAR) , 19/01/2010

Recent Amendments to the Grant Agreements for Board Members

- ADB, 23 August 2013

- AfDB, 24 June 2013

- AusAID, 24 June 2013

- Belgium, 24 June 2013

- DFID, 24 June 2013

- IADB, 28 August 2013,

- Rockefeller, 24 June 2013

- SDC, 24 June 2013

- SIDA , 24 June 2013

Reports and Monitoring Tools

- CLEAR Initiative, State of Initiative Report, 2010 to June 2012. Web page: http://www.theclearinitiative.org/Clear_about.html

- Monitoring Tool Key

- Monitoring tool guidelines/instructions

- Template for CLEAR Annual Reports

- *Other products*

- Agenda from the Global Forum in Mexico, November 2013. http://www.clear-la.cide.edu/node/105

- CLEAR, Third Global Forum: Tunis 2013.

- CLEAR Global Tunis Forum: Strategic Framework Template: Planning Tool – Annexes. February 2013.

- Annex C: CLEAR Strategic Framework Template Planning Tool, Preparation for the CLEAR global Forum- Tunis, February 2013.

G.2   Documents concerning CLEAR Centres and Sub Centres

Expressions of Interest and Proposals

Anglophone Africa Centre

- University of the Witwatersrand, Johannesburg: Expression of interest to be considered as a host institution for a regional centre for learning on evaluation and results (CLEAR), March 2010.
- University of the Witwatersrand, Johannesburg: Proposal to host a Centre for Learning on Evaluation and Results at the University of the Witwatersrand's Graduate School of Public and Development Management, 26 September 2010.

South Asia Centre

- CLEAR South Asia: "Requirements for Submitting Expressions of Interest."

Brazil

- CLEAR at EESP-FGV: Project Proposal
- CLEAR at EESP-FGV: Annex 4 CVs
- CLEAR at EESP-FGV: Annex 1A Evidence and Sources of information for Section A1

Francophone Africa Centre

- CESAG Expression of Interest
- CESAG Proposal to Host the CLEAR Centre in Francophone Africa

Latin America Centre

- Centre for Research and Teaching in Economics (CIDE): Expression of Interest
- CIDE Proposal to Host the CLEAR Centre in Spanish-speaking Latin America
- CIDE Proposal to Host the CLEAR Centre in Spanish-speaking Latin America: Annex

General

- Proposal Requirements and Site Visit Requirements
- Timeline and Procedures for Short-listing and Selecting, CLEAR Centres in Francophone Africa and Latin America

Strategy

- Anglophone Africa Centre Project Document (December 2013)
- CESAG CLEAR Project Document
- WITS Strategic Planning. Web page: http://www.wits.ac.za/aboutwits/strategicplanningdivision/functions/15998/strategic_planning.html
- CIDE Mexico Plan Estratégico: Web page: http://www.cide.edu/DIRECCION%20GENERAL/Plan_estrategico_CIDE.pdf
- CESAG Web page: http://www.cesag.sn/index.php?option=com_content&view=article&id=38&Itemid=184

Workplans, Narrative and Financial Reports

- Anglophone Africa Overview Work Plan

- Updated workplan from November 2011: J-Pal South Asia Centre

- Brazil Centre EESP Budget

Francophone Africa Centre

- Annex 1: Simplified Financial Management Assessment Report: Data sheet and Risk Assessment

- Annex: Results of Activities and Work Plan Year 1

- Year One Budget for the CLEAR Francophone Africa Centre

- CESAG: Rapport d'Opinion du Commissaire Aux Comptes, Exercice clos le 31 Décembre 2008

- CESAG: Rapport d'Opinion du Commissaire Aux Comptes, États financiers - Exercice clos le 31 Décembre 2009

- Latin America Centre

- CLEAR Budget CIDE

Regional Centres procedures

Anglophone Africa

University of the Witwatersrand, Johannesburg. Recruitment, Selection and Appointment Policy. 13 Feb 2012.

Organisational Assessments

- Mindfarm (2013) Organisational Assessment of CLEAR AA Centre

Regional Centre Products

- WITS: "African Monitoring and Evaluation Systems, workshop report: Collaborative Reflection and Learning Amongst Peers", 26-29 March 2012. Web page: http://www.wits.ac.za/files/glgah_088716001350647108.pdf

- CLEAR and WITS: "Exploratory Case Studies: A Collection of Case studies facilitated by the CLEAR initiative - WITS". Web page: http://www.wits.ac.za/files/glgah_826012001350647072.pdf

- The Presidency RSA (2012) *Development Indicators 2012* Department of Performance, Monitoring and Evaluation

- The Presidency RSA (2012) *Mid-Term Review of the Priorities of Government 2012* Department of Performance, Monitoring and Evaluation

- The Presidency RSA (2012) *National Evaluation Plan 2013-14 to 2015-16* Department of Performance, Monitoring and Evaluation

- The Presidency RSA (2011) *National Evaluation Policy Framework* Department of Performance, Monitoring and Evaluation

- WITS, Draft Study on the Demand for and Supply of Evaluation in Rwanda

- WITS, Draft Study on the Demand for and Supply of Evaluation in Ethiopia, September 2013

- WITS, Draft Study on the Demand for and Supply of Evaluation in Zambia, October 2013

- CLEAR South Asia Centre: M&E Webinar Series: http://www.povertyactionlab.org/south-asia/clear-me-roundtable

- CIDE Evaluation Diploma (Nuevo Diplomado de Politicas Publicas y Evaluacion). Web page: http://www.clear-la.cide.edu/diplomado?language=en

- CIDE. List of publications. Web page: http://www.clear-la.cide.edu/publicaciones?language=en

- Francophone Africa Centre. "An Assessment of Demand for Monitoring, Evaluation, and Performance Management information and Services (2013)." Web page: http://www.theclearinitiative.org/center_africa.html

- Francophone Africa Centre. "Demand and Supply: Monitoring, Evaluation, and Performance Management Information and Services in Anglophone Sub-Saharan Africa: A Synthesis of Nine Studies (2013)". Web page: http://www.theclearinitiative.org/center_africa.html

DFID Annual Review and Summaries

- DFID. CLEAR Project Logframe: Revised February 2014.

- DFID. Annual Review of the Centres for Learning on Evaluation and Results (CLEAR)-Review undertaken Feb-March 2014.

- DFID. CLEAR Secretariat (FY14 Q1&Q2). A summary against the Secretariat work program.

- DFID. CLEAR – Anglophone Africa Centre FY14 Q1&Q2. A summary against the Anglophone Africa Centre work program

- DFID. CLEAR- South Asia Centre FY14 Q1 &Q2. A summary against the South Asia Centre work program

- DFID. CLEAR- East Asia Centre FY14 Q1 &Q2. A summary against the East Asia Centre work program

- DFID. CLEAR- Francophone Africa Centre FY14 Q1 &Q2. A summary against the Francophone Africa Centre work program

- DFID. CLEAR- Latin America Centre FY14 Q1 &Q2. A summary against the Latin America Centre work program

G.3   Relevant Background Articles

- African Development Bank (2013). Kingbo, Pierre-Joseph. *How can we strengthen national evaluation systems* (September 2013). Retrieved from: http://operationsevaluation.afdb.org/en/evaluations-publications/evaluation/evaluation-matters-how-can-we-strengthen-national-evaluation-systems-september-2013-347/

- Avey, Paul and Michael Desch (forthcoming): "What Do Policymakers Want from Us? Results of a Survey of Current and Former Senior National Security Decision-makers". *International Studies Quarterly*, Vol. 58, No. 4, December 2014. Retrieved on April 30 from: http://www3.nd.edu/~carnrank/PDFs/What%20Do%20Policymakers%20Want%20from%20Us_MC.pdf

- Bezanson, Keith A. and Isenman, Paul (October 2012). *Governance of New Global Partnerships: Challenges, Weaknesses and Lessons.* Policy Paper 014. Centre for Global Development. Retrieved from: http://www.cgdev.org/files/1426627_file_Bezanson_Isenman_FINAL.pdf

- Chouinard, Jill Anne (2013). *The Case for Participatory Evaluation in an Era of Accountability.*

- Clinton, Janet (2013). *The True Impact of Evaluation: Motivation for ECB.*

- ECDPM (2008). *Capacity, Change and Performance: Insights and Implications for Development Cooperation* (2008) Maastricht: ECDPM.

- Evaluation Capacity Development (2013). *The Government Monitoring and Evaluation system in India: A Work in Progress*, October 2013, ECD working paper series no 28 Retrieved from: https://ieg.worldbankgroup.org/Data/reports/ecd_wp28_india_me_0.pdf?utm_source=ME+in+India%2FPBB+ECD+email&utm_campaign=ECD+Email+External&utm_medium=email

- Greenhill, R. and A. Prizzon and A. Rogerson (2013). *The age of choice: developing countries in the new aid landscape.* ODI Working Papers 364. Retrieved on April 15, 2014 from: http://www.odi.org.uk/publications/7163-age-choice-developing-countries-new-aid-landscape

- Lusthaus, Charles and Christine Milton-Feasby. (2006). *The Evaluation of Inter-Organizational Relationships in the Not-for-Profit Sector: Some Observations.* Universalia, Montreal

- Mackay, K. (2007) on specific strategies for strengthening demand for M&E. http://www.worldbank.org/ieg/ecd/docs/How_to_build_ME_gov.pdf

- Mackay, Keith (2007): *How to Build M&E Systems to Support Better Government.* World Bank/IEG. Retrieved on May 5 from: http://www.worldbank.org/ieg/ecd/docs/How_to_build_ME_gov.pdf

- Mayne (2009) Results Management: Can Results Evidence Gain a Foothold in the Public Sector? In: Reiper, O., Leeuw, F. and T. Ling (Eds.), 2009. *The Evidence Book*, Transaction Publishers

- Mayne (2009), and Kirkhart, K. (2000). Reconceptualizing evaluation use: An integrated theory of influence. In V. Caracelli & H. Preskill (Eds.), *The expanding scope of evaluation use. New Directions for Evaluation*, No. 88 (pp. 5–24). San Francisco, CA: Jossey-Bass

- Mayne, J. (2007). *Best Practices in Results-Based Management: A Review of Experience - A Report for the United Nations Secretariat.* New York: UN Secretariat

- Mayne, J. (forthcoming). *Using Theories of Reach to Enhance Equity Considerations in Evaluation. Speaking Justice to Power: Ethical and Methodological Challenges for Evaluators.* K. Forss and M. Marra, Eds, Transaction Publishers

- Mayne, John. (2014). *Using Theories of Change in the Agriculture for Nutrition and Health (A4NH) CGIAR Research Program.* Unpublished Draft, March 2014.

- NEPAD (2011). Final Draft African Consensus and Position on Development Effectiveness, September 2011. Fourth High Level Forum on Aid Effectiveness, Busan http://www.un.org/en/ecosoc/newfunct/pdf/luxembourg_afr_pos_busan.pdf

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- OECD (2011): Perspective Note: The Enabling Environment for Capacity Development. Retrieved on May 5 from: http://www.oecd.org/development/governance-development/48315248.pdf

- OECD (2012). The Busan Partnership for Effective Development Cooperation http://www.oecd.org/dac/effectiveness/Busan%20partnership.pdf

- OPM (2009): Evaluation of the Paris Declaration: Thematic Study - Support to Statistical Capacity Building, Synthesis Report

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- UNDP (2013). *Discussion Paper: Innovations in Monitoring and Evaluating Results*

- UNICEF (2014). Neha Karkara. *Advocating for Evaluation: a toolkit for to develop advocacy strategies to strengthen an enabling environment for evaluation.* Retrieved from: http://www.mymande.org/sites/default/files/toolkit/UNICEF%20NY_Advocating%20for%20Evaluation_Web_1.pdf

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- World Bank Independent Evaluation Group. *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards.* Retrieved from: http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf

G.4   Websites

- CLEAR website http://www.theclearinitiative.org/clear_pubs.html

- DFID website https://www.gov.uk/government/policies/increasing-the-effectiveness-of-uk-aid

- Rockefeller Foundation website: http://www.rockefellerfoundation.org/our-work/current-work

- World Bank Development Impact Evaluation (DIME) Initiative http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTISPMA/0,,menuPK:384339~pagePK:162100~piPK:159310~theSitePK:384329,00.html#whatrole

- International Program for Development Evaluation Training (IPDET) website http://www.ipdet.org/

- International Initiative for Impact Evaluation (3ie) website http://www.3ieimpact.org/

- International Organization for Cooperation in Evaluation (IOCE)/EvalPartners website http://www.mymande.org/evalpartners

- OECD website http://www.oecd.org/dac/effectiveness/Busan%20partnership.pdf)

- United Nations Evaluation Group website http://www.uneval.org/document/detail/980

Annex H   Roles and Responsibilities of the Secretariat

CLEAR unit	Types of support provided by the Secretariat
CLEAR overall	Designing and leading the process of centre selection
	Planning and implementing the global learning component of CLEAR, including organizing the annual Global Forum
	Providing operational oversight of CLEAR operations, including responsibility for the compilation and publication of CLEAR annual reports
	Communication, including the CLEAR global website
	Development of strategic and operational tools, such as the revised versions of the CLEAR ToC and Results Framework; various monitoring and reporting tools and templates; Document on "Building Blocks of CLEAR's Capacity Development Strategy" (encouraging centres to think beyond training);
	Obtaining country clearances for the work to proceed in-country through the grants – coordinating with Ministries of Finance/Treasury, WB offices, etc
CLEAR Board	Liaising with individual Board members
	Preparing and managing Board meetings
	Writing position papers when requested by the Board
Regional Centres	Reviewing RC contracts that fall under CLEAR, and handling a myriad of details that get monitored, reviewed and reported.
	Acting as liaison between centres and various stakeholders in the respective regions, thereby helping to establish (potential) partnerships (e.g. with the local WB offices).
	Providing tailored guidance and technical support to individual centres, depending on their needs. Some examples are:
	Anglophone Africa:
	Technical guidance and international support to kick start the centre's research/knowledge work on country M&E systems.
	Advice for structuring the relationship and identifying challenges and areas for support to various clients, including the Department of Performance Monitoring and Evaluation (DPME) of the South African Presidency
	Support for the transition in Centre's Directors.
	Francophone Africa
	Design and review of the Centre's first major study – demand assessment across three countries, resulting in recognition of the centre and improved visibility at conferences and network events.
	South Asia
	Feedback on work programme, particularly on the new sub-national level work that is being conducted and the grass-roots work that will be initiated with ASER.
	Latin America
	Provided peer review comments for various projects
	East Asia
	Helped establish the centre's profile by including it in a high-level international seminar on evaluation requested by the Ministry of Finance

Annex I   Interview Protocols

Interview protocols for CLEAR Secretariat staff members, CLEAR Regional Centre staff, CLEAR clients, CLEAR Board Members. Regional Advisory Committee Members, CLEAR collaborators and stakeholders, representatives of Host Institutions, other M&E capacity development service providers, M&E and capacity development thought leaders are outlined below. They are based on, and aligned with, the evaluation questions outlined in Annex F.

I.1   Interview Protocol: CLEAR Secretariat Staff

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR <u>learn</u> both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially.**

1. Background/Introduction

If individual has not been interviewed before: Please briefly describe your role(s) and responsibilities within the CLEAR Secretariat.

2. CLEAR progress and programme level performance at mid term

Global level

1. What internal and external factors have affected (positively or negatively) the establishment and functioning of the Secretariat to date?

2. To what extent have actual global programming activities been congruent with CLEAR's strategic documents and frameworks? If applicable, what factors have influenced changes to the originally envisaged portfolio of activities?

3. What (types of) services, events, products offered by or through the Secretariat have been most successful? Least successful?

4. What factors have led to the success (or lack thereof) of different types of global activities/services/products offered by CLEAR? (*E.g. their thematic relevance; format/methodologies; actors*, *setting/location, timing*)

Regional level (to be focused on the Centre or Centres the respondent is familiar with)

1. What factors have (positively or negatively) influenced the process of selecting and establishing the Regional Centres?

2. To what extent have actual regional programming activities been congruent with the respective RCs' strategic documents and frameworks? If applicable, what factors have influenced changes to the originally envisaged portfolio of activities? E.g. in terms of:

- *Types of services and distribution of budget allocations;*

- *Types of clients served;*

- *Levels of capacity built;*

- *Thematic foci of products and services;*

- *Geographic reach.*

3. What do you consider to be key achievements made by the Regional Centres to date? Why?

Relevance/Design

1. To what extent does CLEAR constitute an appropriate response to the national, regional and global trends underpinning its creation? Is it keeping up with evolving trends?

2. In what ways do CLEAR objectives and services take the specific and changing contexts in different countries and regions into account? Please give examples.

3. To what extent does the CLEAR design build upon and reflect (emerging) good practices in and current thinking on (M&E) capacity development, global networks, and global partnership programs?

4. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (*E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders*).

5. To what extent do CLEAR's services complement or duplicate those offered by other providers? Are there examples of synergies generated between CLEAR and other actors?

Looking forward

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?

- *Strengthening both supply of and demand for evidence in the region?*

- *Developing a critical mass of M&E professional expertise in the region?*

- *Innovation in and diversity of M&E approaches/methods in the Region?*

3. In your view, what would it mean for CLEAR to be sustainable at regional and global levels? What factors need to be in place to allow for sustainability? Which of these can CLEAR influence?

3. Organisational Arrangements

1. Are roles and responsibilities of key units within the CLEAR network (including the Board, Secretariat, Centres, sub-centres, host institutions, Advisory bodies) clear and appropriate? What, if any, issues require further clarification?

2. What aspects of the coordination, collaboration, problem-solving and decision-making of the CLEAR network and among CLEAR units are working/not working? Why?

3. To what extent does the Secretariat have the human and other resources to effectively carry out its responsibilities? What are benefits and drawbacks of the current size and location of the Secretariat?

4. Describe the added value of the CLEAR Board?

5. How useful are the existing processes and tools for monitoring and reporting on CLEAR RC services and achievements for the Regional Centre in view of learning, planning, and decision making? Why?

6. What have been strengths and weaknesses of existing systems and processes for financial management for CLEAR, including receipt and flow of financial resources from donors?

4. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR programme at global and regional levels?

2. Corrective actions conducted/initiated by

- *The CLEAR Secretariat*

- *The Regional Centre*

- *The CLEAR Board*

- *Others (please specify).*

3. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.2 Interview Protocol: CLEAR Regional Centre Staff

ePact represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department of International Development (DFID) to conduct the Mid-Term Evaluation of the CLEAR initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. Please be assured that all information gathered in interviews will be treated confidentially.

1. Background/Introduction

If individual has not been interviewed before: Please briefly describe your role(s) and responsibilities within/in relation to the CLEAR Regional Centre.

2. CLEAR progress and programme level performance at mid term

Global level

1. What types of global events, products, services provided by CLEAR (through the Secretariat) have you participated in or used?

2. How useful have these events, products, services been to you/the RC? What characteristics have contributed to their respective usefulness? (*Including strengths and weaknesses of the CLEAR Secretariat*)

Regional level

1. To what extent did the process of selecting and establishing the Regional Centre meet your expectations and needs? (*E.g. as regards related processes, timelines, resources, support from CLEAR Secretariat and host institution).* What, if any, are remaining gaps in the readiness of your RC?

2. What characterizes the portfolio of activities conducted by your Regional Centres to date? Were your original assumptions realistic as regards the composition and scope of the RCs portfolio? *E.g. in terms of:*

- *Types of services and distribution of budget allocations;*

- *Types of clients served;*

- *Levels of capacity built;*

- *Thematic foci of products and services;*

- *Geographic reach.*

3. What do you consider to be the key achievements made by the RC to date? Why?

4. What have been key factors supporting or hindering (progress towards) achievements?

5. What, if any, unexpected results/achievements has the RC contributed to? How?

6. In what ways do CLEAR objectives and services take the specific and changing contexts in different countries in your region into account? (Including stakeholder needs, as well as trends/thinking on M&E). Please give examples.

7. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (*E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders*).

8. To what extent do CLEAR's services complement or duplicate those offered by other providers? Are there examples of synergies generated between CLEAR and other actors?

9. How do the costs of CLEAR services compare to those of other providers? What is your assessment based on?

Future progress and sustainability

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?

- *Strengthening both supply of and demand for evidence in the region?*

- *Developing a critical mass of M&E professional expertise in the region?*

- *Innovation in and diversity of M&E approaches/methods in the Region?*

3. In your view, what would it mean for CLEAR to be sustainable at regional and global levels?

4. What factors need to be in place to allow for sustainability? Which of these can CLEAR influence/is already influencing?

3. Organisational Arrangements

1. Are roles and responsibilities of key units within the CLEAR network (including the Board, Secretariat, Centres, sub-centres, host institutions, Advisory bodies) clear and appropriate? Why?

2. What aspects of the coordination, collaboration, problems-solving and decision-making of the CLEAR network and among CLEAR units are working/not working? Why?

3. How effective is the CLEAR Secretariat in fulfilling its functions? Which of the Secretariat's functions and/or services are most helpful for your Regional Centre? Why?

4. How effective is the CLEAR Board in fulfilling its functions?

5. How effective is the Regional Advisory Body in providing guidance to the centres programming and implementation issues? Why? Why not?

6. What are benefits and challenges deriving from the arrangement with your host institution? How has the relationship evolved since the RC was created?

7. How useful are the existing processes and tools for monitoring and reporting on CLEAR RC services and achievements for the Regional Centre in view of learning, planning, and decision making? Why?

4. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR programme at global and regional levels?

Corrective actions conducted/initiated by

- *The Regional Centre*
- *The CLEAR Secretariat*
- *The CLEAR Board*
- *Others (please specify).*

2. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.3   Interview Protocol: CLEAR Actual Clients

ePact represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department of International Development (DFID) to conduct the Mid-Term Evaluation of the CLEAR initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially.**

1. Background/Introduction

1. Please briefly describe your role(s) and responsibilities within your organisation.

2. How did you learn about CLEAR and when?

3. In your own words, what is CLEAR about?

2. CLEAR progress and programme level performance at mid term

Services and achievements

1. How many and what types of services offered through CLEAR have you (or your organisation) used (e.g. events such as trainings, advisory services, knowledge products, professional exchange)

   a. *How many individuals and what types (levels) have participated in/used CLEAR services? (Individuals, teams? Executive, managerial or technical/professional?)*

   b. *What were the respective thematic foci of these events?*

2. How *useful* have these events, products, services been to you/your organisation?

   c. *In terms of strengthening knowledge/awareness (please specify topic)*

   d. *In terms of strengthening skills*

   e. *Improved consensus/team work*

   f. *Enhanced networks/strengthened coalitions*

   g. *New implementation know-how*

   h. *Other (please specify)*

3. How relevant have been/are CLEAR's services in view of existing needs and strategic priorities of your organisation/country? Please specify.

4. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (*E.g. do different types of stakeholder groups have equal access to its services? Are the topics and types of capacity development offered by CLEAR equally relevant to different actors with a stake in evaluation? Are you aware of attention being paid to how evolving M&E systems are being used for/by different stakeholders?*).

5. What are remaining needs/gaps in your organisation? What is needed to address these? (*Internally and/or with external assistance*).

6. In what ways, if at all, were CLEAR services that you have used tailored to your specific national/regional context? (*E.g. in terms of methodology, language, key concepts*). Please give examples.

7. To what extent do CLEAR's services complement or duplicate those offered by other providers? How do the costs of CLEAR services compare to those of other providers? What is your assessment based on?

Future progress and sustainability

1. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?

- *Strengthening both supply of and demand for evidence in the region?*

- *Developing a critical mass of M&E professional expertise in the region?*

- *Innovation in and diversity of M&E approaches/methods in the Region?*

2. How relevant and realistic are these learning outcomes to existing needs in your country/region?

3. In your view, what would it mean for CLEAR services to be sustainable? What factors need to be in place to allow for sustainability?

3. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR programme at global and regional levels?

Corrective actions conducted/initiated by

- *The Regional Centre*

- *The CLEAR Secretariat*

- *The CLEAR Board*

- *Others (please specify).*

2. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.4 Interview Protocol: CLEAR Board Members

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially.**

1. Background/Introduction

If individual has not been interviewed before

1. Please briefly describe your role(s) and responsibilities within the CLEAR Secretariat. Since when have you been involved?

2. What are the main reasons for your home agency's interest in and support for the CLEAR initiative? Is your agency supporting any other similar global initiatives focus on strengthening M&E capacity?

2. CLEAR progress and program level performance at mid term

Global level

1. In your view, what (types of) services, events, products offered by or through CLEAR at the global level have been most successful? Least successful? Why? How do you know?

2. What factors have led to the success (or lack thereof) of different types of global activities/services/products offered by CLEAR?

<u>Regional level</u>

1. What factors have (positively or negatively) influenced the process of selecting and establishing the Regional Centres?

2. What do you consider to be key achievements made by the RCs to date? Why?

<u>Relevance/Design</u>

1. To what extent does CLEAR constitute an appropriate response to the national, regional and global trends underpinning its creation? Is it keeping up with evolving trends? How?

2. To what extent does the CLEAR design build upon and reflect (emerging) good practices in and current thinking on (M&E) capacity development, global networks, and global partnership programs?

3. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders).

4. To what extent do CLEAR's services complement or duplicate those offered by other providers? Are there examples of synergies generated between CLEAR and other actors?

<u>Looking forward</u>

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?
   Regional outcomes: Strengthening both supply of and demand for evidence in the region; developing a critical mass of M&E professional expertise in the region; Innovation in and diversity of M&E approaches/methods in the Region?

3. In your view, what would it mean for CLEAR to be sustainable at regional and global levels? What factors need to be in place to allow for sustainability? Which of these can CLEAR influence?

3. Organizational Arrangements

1. Are roles and responsibilities of key units within the CLEAR network (including the Board, Secretariat, Centres, sub-centres, host institutions, Advisory bodies) clear and appropriate? What, if any, issues require further clarification?

2. What aspects of the coordination, collaboration, problems-solving and decision-making of the CLEAR network and among CLEAR units are working/not working? Why?

3. How effective is the CLEAR Secretariat in fulfilling its functions? What are benefits and drawbacks of the current size and location of the Secretariat?

4. How effective is the CLEAR Board in fulfilling its functions? What are benefits and drawbacks of the current size, composition and method of operation of the Board?

5. How useful are the existing processes and tools for monitoring and reporting on CLEAR services and achievements in view of learning, planning, and decision making? Why?

6. What have been strengths and weaknesses of existing systems and processes for financial management for CLEAR, including receipt and flow of financial resources from donors?

4. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR program at global and regional levels?

Corrective actions conducted/initiated by

- *The CLEAR Secretariat*

- *The Regional Centre*

- *The CLEAR Board*

- *Others (please specify).*

2. What factors are likely to determine the continued interest and support of your organization/agency to CLEAR?

Please share any other comments or observations that may be relevant in the context of this evaluation

I.5　Interview Protocol: CLEAR Collaborators

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR <u>learn</u> both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially.**

1. Background/Introduction

1. Please briefly describe your role(s) and responsibilities within your organization.

2. How did you learn about CLEAR and when?

3. In your own words, what is CLEAR about?

4. What was your organization's key motivation for partnering with CLEAR?

2. CLEAR progress and program level performance at mid term

<u>Services and achievements</u>

1. How many and what types of services has your organization developed and/or offered jointly with CLEAR? (e.g. events such as trainings, advisory services, knowledge products, professional exchange)

- *How many individuals and what types (levels) have participated in/used these services? (Individuals, teams? Executive, managerial or technical/professional?)*

- *What were the respective thematic foci of these events?*

2. How useful have these events, products, services been to the respective clients? How do you know?

- *In terms of strengthening knowledge/awareness (please specify topic)*

- *In terms of strengthening skills*

- *Improved consensus/team work*

- *Enhanced networks/strengthened coalitions*

- *New implementation know-how*

- *Other (please specify)*

3. How relevant have been/are CLEAR's services in view of existing needs and strategic priorities of the targeted organizations/of the country? Please specify.

4. What are remaining needs/gaps in targeted organizations/in your country? What is needed to address these?

5. In what ways were the services provided by your organization and CLEAR tailored to the specific national/regional context(s) that they took place in? (E.g. in terms of methodology, language, key concepts). Please give examples.

6. To what extent did these services complement or duplicate those offered by other providers? How do the costs of these services compare to those of other providers? What is your assessment based on?

7. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? *(E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders).*

<u>Future progress and sustainability</u>

1. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?
   <u>Regional learning outcomes</u>: Strengthening both supply of and demand for evidence in the region; developing a critical mass of M&E professional expertise in the region; Innovation in and diversity of M&E approaches/methods in the Region?

2. In your view, what would it mean for services such as the ones provided by your organization and CLEAR to be sustainable? What factors need to be in place to allow for sustainability?

3. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR program at the regional level?

2. What, if any, mid-term corrective actions could further improve your collaboration with CLEAR?

3. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.6   Interview Protocol: Other Evaluation Capacity Building Providers (CLEAR Competitors)[26]

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients, collaborators and competitors to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially**.

1. Background/Introduction

1. Please briefly describe your organization's work and approach in view of evaluation capacity building (ECB) (e.g. geographic foci; thematic foci; methodological foci)

2. How did you become aware of CLEAR and how? What is your relationship with CLEAR now? Has it evolved over time?

3. In your view, what are the key characteristics of the CLEAR initiative?

2. CLEAR progress and program level performance at mid term

1. What (types of) services, events, or products offered by/ through CLEAR at the global and regional levels are you aware of?

2. Which, if any, have you used? (e.g. publications) Why? With what impression/benefit?

Relevance/Design

1. To what extent does CLEAR constitute an appropriate response to the national, regional and global trends underpinning its creation?

2. To what extent does the CLEAR design build upon and reflect (emerging) good practices in and current thinking on (M&E) capacity development?

3. To what extent do CLEAR's services complement or duplicate those offered by your organization/other providers?

4. Are there examples of synergies generated between CLEAR and your organization/other actors?

5. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (*E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders).*

Looking forward

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

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[26] Organizations/providers who have *not* (yet) collaborated with CLEAR, i.e. different from CLEAR *collaborators*.

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?
   Regional outcomes: Strengthening both supply of and demand for evidence in the region; developing a critical mass of M&E professional expertise in the region; Innovation in and diversity of M&E approaches/methods in the Region?

3. In your view, what would it mean for CLEAR to be sustainable at regional and global levels? What factors need to be in place to allow for sustainability? Which of these can CLEAR influence?

3. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR program at global and regional levels?

Corrective actions conducted/initiated by

- *The CLEAR Secretariat*
- *The Regional Centre*
- *The CLEAR Board*
- *Others (please specify)*

2. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.7   Interview Protocol: Representatives of Host Institutions for Regional Centres

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially**.

1. Background/Introduction

If individual has not been interviewed before:

1. Please briefly describe your role(s) and responsibilities within your institution. What is your relationship with the CLEAR Regional Centre and related responsibilities (if any)?

2. What were the main reasons for your institution's interest in the CLEAR initiative (including any links to your institution's priorities and/or any similar M&E capacity strengthening initiatives)?

2. CLEAR progress and program level performance at mid term

Global level

1. What, if any, global events, products, services provided by CLEAR (through the Secretariat) have you participated in or used?

2. How useful have these events, products, services been to you/your organization? What characteristics have contributed to their respective usefulness?

Regional level

1. To what extent did the process of selecting and establishing the Regional Centre/Sub-centre meet your expectations and needs? (E.g. as regards related processes, timelines, and resources). What, if any, are remaining gaps in the readiness of the RC that your organization is hosting?

2. What benefits/opportunities did your institution anticipate from hosting the Regional Centre? To what extent have these expectations been met/are likely to be met?

3. What characterizes the portfolio of activities conducted by the Regional Centre hosted by your organization to date? Were its original assumptions realistic as regards the composition and scope of the RC's portfolio? *E.g. in terms of:*

- *Types of services and distribution of budget allocations;*

- *Types of clients served;*

- *Levels of capacity built;*

- *Thematic foci of products and services;*

- *Geographic reach.*

4. What do you consider to be the key achievements made by the RC to date? Why?

5. What have been key factors supporting or hindering (progress towards) achievements?

6. In what ways do CLEAR objectives and services take the specific and changing contexts in different countries in your region into account? (Including stakeholder needs, as well as trends/thinking on M&E). Please give examples.

7. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders).

8. To what extent do CLEAR's services complement or duplicate those offered by other providers? (Including your organization, if/as applicable). Are there examples of synergies generated between CLEAR and other actors (including your organization)?

9. How do the costs of CLEAR services compare to those of other providers (including other parts of your organization)? What is your assessment based on?

Future progress and sustainability

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?

- *Strengthening both supply of and demand for evidence in the region*

- *Developing a critical mass of M&E professional expertise in the region*

- *Innovation in and diversity of M&E approaches/methods in the Region?*

3. In your view, what would it mean for CLEAR to be sustainable at regional and global levels?

What factors need to be in place to allow for sustainability? Which of these can CLEAR influence/is already influencing?

3. Organizational Arrangements

1. Are roles and responsibilities of key units within the CLEAR network (including the Board, Secretariat, Centres, Sub-centres, host institutions, Advisory bodies) clear and appropriate? Why?

2. What aspects of the coordination, collaboration, problems-solving and decision-making of the CLEAR network and among CLEAR units are working/not working? Why? (Including collaboration between Regional Centre and host institution).

3. What are benefits and challenges deriving from the arrangement between the RC and your organization as the host institution? How has the relationship evolved since the RC was created?

4. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR program at global and regional levels?

Corrective actions conducted/initiated by

- *The Regional Centre/Sub-Centre*

- *The CLEAR Secretariat*

- *The CLEAR Board*

- *Your organization/institution*

2. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.8   Interview Protocol: Potential CLEAR Clients

ePact represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department of International Development (DFID) to conduct the Mid-Term Evaluation of the CLEAR initiative. An important part of our data collection is to consult with CLEAR staff, (actual and potential) clients, collaborators and competitors to understand their views of and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially.**

1. Please briefly describe your role(s) and responsibilities within your organisation.

2. Presuming that you are aware of CLEAR, how did you learn about CLEAR and when?

3. In your own words, what is CLEAR about? What types of products and services does CLEAR offer? To whom?

4. How relevant are the following areas that CLEAR works in for your organization? Why?

    a. *Helping to strengthening knowledge/awareness of development evaluation, the generation and use of evidence to inform decision making*

    b. *Strengthening skills related to the generation and/or use of evidence (through evaluation)*

    c. *Strengthening the organization in terms of internal consensus/team work towards generating evidence through evaluation and using this evidence*

    d. *Enhanced networks/strengthened coalitions working towards the generation/use of evidence for decision making*

    e. *New implementation know-how as regards the design, management, or use of evaluation to generate evidence*

    f. *Other (please specify)*

5. Have you used the services of other providers to help your organization in one or more of these areas? Why did you choose this provider/these providers?

6. Have you ever considered working with CLEAR? If yes, on what issues? If not, why not? Under what conditions would you consider using the services of CLEAR?

7. To what extent do CLEAR's services complement or duplicate those offered by other providers? How do the costs of CLEAR services compare to those of other providers? What is your assessment based on?

8. Are there any key gaps in your organisation for which you have, until now, been unable to find external assistance? (I.e. issues not offered by CLEAR or any other service provider).

9. CLEAR's intention is to contribute to the following regional learning outcomes. How relevant and realistic are these learning outcomes to existing needs in your country/region?

- *Strengthening both supply of and demand for evidence in the region?*

- *Developing a critical mass of M&E professional expertise in the region?*

- *Innovation in and diversity of M&E approaches/methods in the Region?*

10. Please share any other comments or observations that may be relevant in the context of this evaluation.

I.9   Interview Protocol: Regional Advisory Committee Members

ePact, represented by Universalia Management Group, a Canadian consulting firm, has been contracted by the UK Department for International Development (DFID) to conduct a Mid-Term Evaluation of the CLEAR Initiative. An important part of our data collection is to consult with CLEAR staff, clients and collaborators to understand their views and experiences with CLEAR to date. Please note that the focus of a Mid-Term Evaluation is to help CLEAR learn both about its successes as well as about areas that may require revision or further thinking. **Please be assured that all information gathered in interviews will be treated confidentially**.

1. Background/Introduction

1. Please briefly introduce yourself, in particular your connection to the issue of Evaluation Capacity Building.

2. Since when have you been a member of the Regional Advisory Committee (RAC)? How were you approached to join the RAC, and by whom?

2. CLEAR progress and program level performance at mid term

Global level

1. What, if any, global events, products, services provided by CLEAR (through the Secretariat) are you aware of, or have you participated in/ used?

2. How useful have these events, products, services been to you? What characteristics have contributed to their respective usefulness?

Regional level

1. What characterizes the portfolio of activities conducted by the Regional Centre/Sub-centre to date? *E.g. in terms of:*

- *Types of services and distribution of budget allocations*

- *Types of clients served*

- *Levels of capacity built*

- *Thematic foci of products and services*

- *Geographic reach*

2. What do you consider to be the key achievements made by the RC/SC to date? Why?

3. What have been key factors supporting or hindering (progress towards) achievements?

4. In what ways do CLEAR objectives and services take the specific and changing contexts in different countries in your region into account? (Including stakeholder needs, as well as trends/thinking on M&E). Please give examples.

5. To what extent do CLEAR's services complement or duplicate those offered by other providers? Are there examples of synergies generated between CLEAR and other actors?

6. In what ways, if any, do you consider the work of CLEAR to be innovative, or to promote innovation? Why/how?

7. To what extent do CLEAR objectives and services take issues of inclusion and equality into account? (*E.g. as regards the selection of issues/topics to address, identifying potential and actual target groups for services; or exploring the uses of M&E systems for/by different types of stakeholders*).

Future progress and sustainability

1. How well is CLEAR positioned to contribute to developing and sharing global knowledge; and facilitating peer learning through the CLEAR network? Why?

2. How well is CLEAR positioned to contribute to its intended regional learning outcomes? Why?

3. Regional Learning Outcomes: Strengthening both supply of and demand for evidence in the region; Developing a critical mass of M&E professional expertise in the region; Innovation in and diversity of M&E approaches/methods in the Region.

4. In your view, what would it mean for CLEAR to be sustainable at regional and global levels?
   What factors need to be in place to allow for sustainability? Which of these can CLEAR influence/is already influencing?

3. Organizational Arrangements

1. Are roles and responsibilities of the RAC vis-a-vis the Regional Centre/Sub-Centre clear? Are the roles and responsibilities of other CLEAR units clear (Board, Secretariat, host institutions)?

2. How effective is the Regional Advisory Body in providing guidance to the Centre's programming and implementation issues? Why? Why not?

3. How useful are the existing processes and tools for monitoring and reporting on CLEAR Regional (Sub) Centre services and achievements in view of learning, planning, and decision making? Why?

4. Looking ahead

1. What mid-term corrective actions might be helpful to improve the effectiveness, relevance, sustainability and efficiency of the CLEAR program at global and regional levels?

Corrective actions conducted/initiated by

- *The Regional Centre/Sub-Centre*

- *The RAC*

- *The CLEAR Secretariat*

- *The CLEAR Board*

- *Others (please specify)*

2. Please share any other comments or observations that may be relevant in the context of this evaluation.

Annex J   CLEAR Charter

CHARTER

REGIONAL CENTERS FOR LEARNING ON EVALUATION AND RESULTS (CLEAR)

(As current on May 12, 2012, subject to amendment)

Rationale and Objectives

Management for results requires governments to have the capacity to monitor, measure, and evaluate the performance of public programs. However, these capacities are extremely weak in many governments, imperilling the effective management of public programs and therefore the achievement of results. The Evaluation of the Implementation of the Paris Declaration (2008) and the subsequent Accra Agenda for Action (2008) both reinforce the need to improve partner countries' capacities for results measurement and evaluation. At the same time, the supply of appropriate, demand-driven, and cost-effective capacity building services is limited.

Description of the Program

The Regional Centres for Results-Based Management (RBM) and Monitoring and Evaluation (M&E) Capacity Program (henceforth referred to as "the Program") is a collaborative effort among donors and partner countries to strengthen the M&E capacity of partner countries for RBM. This goal will be achieved by supporting a demand-driven, relevant, and cost-effective supply of regional RBM and M&E capacity building services to government and others to enable them to conduct their M&E functions. The Program is expected to create a situation in which governments and civil society can access capacity development services through regional institutions located in partner countries, rather than relying on developed country institutions. Thus, a major benefit of this Program is expected to be building the capacity to build RBM and M&E capacity in partner countries.

The specific objectives of the Program are to:

- Select and support regional academic/training centres in sub-Saharan Africa, East Asia & Pacific, Latin America, and South Asia to provide demand-driven capacity building services in RBM and M&E on a regional basis (the "Centres"). Key principles underlying the selection of the Centres will be:

- Demonstration of demand for services from public sector agencies and civil society

- Articulation of a demand-based program of activities, with a business plan

- Provide a multi-regional forum for exchange of ideas, knowledge, and information on RBM and M&E systems and methods to enable practitioners (government and professionals) to learn from each other.

Program Activities

The Program will engage in three major sets of activities:

1. Select and support (through cash funding and technical assistance) regional academic/training institutions to establish Centres for RBM and M&E capacity building services. The Asia-pacific Finance and Development Centre (AFDC) in China, which already has an existing program with the Independent Evaluation Group (IEG) of the World Bank, will be folded into the Program. The funding and technical assistance provided to the selected Centres will enable the Centres to strengthen their relationship with government agencies and civil society and provide a broad array of demand-based, relevant, and cost-effective regional capacity building services, which may include:

   Training

   Based on an assessment of demand for training from specific agencies in specific countries:

   - Develop and deliver customized short- and long-term courses/seminars on RBM and M&E for specific audiences, including government officials, parliamentarians, civil society organizations, and donor staff

   - Customize modules for mainstreaming into existing degree, diploma, or certificate courses and for training of trainers

   - Develop and implement various modalities of learning, including e-learning and distance learning

   Other Knowledge Services

   - Establish or engage with a community of practice (CoP) for application of RBM and evaluation knowledge (e.g., a knowledge clearinghouse, an expert resource Center)

   - Based on consultations with govt. agencies and civil society, develop and provide M&E-related knowledge services, such as organization of regional conferences and hosting websites and other fora for M&E networks

   Advisory Services

   - Provide research and advisory services through engagement in evaluations (and therefore learning by doing) and development of M&E systems with government agencies

2. The second component of the program will encompass multi-regional knowledge-sharing and peer-to-peer learning activities (including conferences, seminars, and training events) focusing on a range of topics: government M&E and accountability systems, social monitoring, organizational performance management systems, and so on. It will also include technical work carried out in support of the program.

3. The third component of the program will support operations of the secretariat of the Program (the "Secretariat") and management and administration of the program: support to the governing board of the Program (the "Board") for partnership activities and administration of the trust fund established to support the program.

The Centres for Results-Based Management (RBM) and Monitoring and Evaluation (M&E) Capacity is envisioned as a two-phase Program, with the first phase encompassing the first five years, during which centres are expected to move toward self-financing. The Board may extend the Program into phase two, depending on a number of factors, including demand for the Program's activities and the success of the Program as evidenced through an evaluation.

Governance of the Program

The governance structure of the Program will comprise the Board and the Secretariat at the Program level and regional advisory committees at the Centre level (one for each region: East Asia

& Pacific, Africa, Latin America, and South Asia) (the "Regional Advisory Committees"). The terms of reference for each of these bodies are attached in Annex A to this Charter.

Selection of the Centres

The candidate Centres will be screened and shortlisted against a set of criteria agreed upon by the Board. Key criteria will include the potential Centre's assessment of, and response to, the specific demand for RBM and M&E capacity building services in its region. The Secretariat will short-list the institutions and the Board will make the final selection decisions.

Funding

The Program will rely on direct cash funding from donors, as well as in-kind support provided by the partner countries, institutions, and the Bank. Each donor contributing cash-funding to the Program will enter into a trust fund agreement ("Administration Agreement") with the Bank. Donor funds will be managed and administered by the Secretariat, based on the Administration Agreements and Board decisions. The majority of these funds will be recipient-executed and will be allocated directly to the selected Centres. A small portion of the funds will be used for multi-regional activities and Secretariat and Board functions.

Monitoring and Evaluation

The Program will be subject to regular monitoring and reviews by the Board.   The selected Centres will submit annual reports to the Board through the Secretariat, and the Secretariat will compile an Annual Program Report summarizing Program financial and operational performance (which will also be submitted to all donors to the Program). The Board will also commission independent mid-term and final audits and evaluations. The Board will ensure the independence of the audits and evaluations by appointing external and independent consultants or firms. The Secretariat will only provide administrative support to the evaluation as necessary, such as providing temporary office space as needed by the consultants and assigning a staff member to facilitate the work of the evaluation team by such things as (a) providing key documents, (b) facilitating contacts with Program constituents and members of the governing body, and (c) facilitating access to local videoconference facilities. The M&E function will also comply with the World Bank's fiduciary and reporting requirements.

Communications and Outreach

The Secretariat will maintain a Program website which will provide information regarding the Program, including lessons learned, and serve as a platform exchanging information among the Centres.   The Secretariat will also play an active role in knowledge-dissemination regarding the Program through conferences, workshops, and meetings with potential partners.

Collaboration with Other Programs Related to RBM and M&E

Through the Centres, the Program will collaborate, as appropriate, with a number of initiatives that are addressing critical aspects of RBM to further the impact of its work. These include, for example, statistical capacity building, M&E communities of practice and networks, and impact evaluation initiatives, such as the 3IE.

Miscellaneous

This Charter will become effective upon its adoption by the first of the Donors to enter into an Administration Agreement with the Bank on the basis of the form of the Charter attached to such

Administration Agreement. Amendments to this Charter may be made by the Board in accordance with the terms of this Charter and will become applicable to the Administration Agreements as such amendments take effect without further need to amend the Administration Agreements, provided that such amendments do not conflict with Bank policies and procedures and provided further that in the event of any conflict with any Administration Agreement, the terms of such Administration Agreement will prevail. Any amendments to the Charter will be directed through the Secretariat for review and confirmation prior to consideration by the Board.

ANNEX A

TERMS OF REFERENCE FOR THE GOVERNING BOARD

The Board constitutes the main decision making body for the Program. The Board will set broad policy directions and goals for the Program and consider the Secretariat's recommendations regarding the work program and annual budget. It will also oversee the activities of the Program.

Specifically, the Board will be responsible for:

1. Providing strategic direction to the Program

- Defining the TORs for the Regional Advisory Committees

- Deciding on the selection process and selection criteria for the Regional Centres (the "Centres")

- Creating ad-hoc expert panels to provide advice to the Board regarding the Program (e.g., defining the criteria and processes for selecting the regional centres)

- Selecting the Centres and approving their respective Trust Fund-funded work programs and business plans (including confirmation of the Regional Advisory Committee members)

- Approving the annual budget of the Program and distributions among Centres and multiregional activities

- Setting membership criteria and procedures of the expanded Board and potentially making adjustments to such criteria, procedures or overall Board composition

- Amending the Charter by consensus, subject to the terms of the Charter, the Administration Agreements and Bank policies and procedures

- Determining the scope and direction of the Program beyond the initial five years

- Developing and approving a results-framework for the Program within the first year of its operation.

2. Reviewing Program progress and effectiveness

- Conducting yearly reviews of the Program's and the Centres' accomplishments and work-program based on annual reports (covering financial and operational performance); the Secretariat will provide the reports.

- Commissioning independent evaluations and audits to determine the Program's effectiveness and impact. The Board will ensure the independence of the audits and evaluations by appointing external and independent evaluators and auditors.

3. Communications and outreach

- Communicating regarding the Program with external stakeholders and audiences

- Raising funding for the Program.

Size and Composition

The Board will comprise members representing donors contributing US$500 thousand or more per year; one rotating seat for those contributing less than US$500 thousand; IEG; and the Bank's two regional VPUs (for the first two years for regional donor representation). The organizations will designate their representatives. Donors contributing less than US$500 thousand per year will decide who among them will be their representative on the Board. It is expected that Board membership will later be expanded to include additional members representing senior government officials from partner countries (one from each region in which the selected Centres are located, based on biennial rotation among participating countries), after the Board establishes a procedure for government representation.

Appointment and Tenure of Members

Board members will serve for a period of two years, which may be extended, based on compliance with agreed membership criteria. The non-donor members of the Board will be invited by the Board for a similar period of a two-year renewable term. The Board will be chaired by the Bank.

It is anticipated that membership on the Board may need to change as more donors and more regions enter the Program. If the need arises, the Board will discuss the procedures to expand or change its membership, either to replace an existing member who is no longer able to participate, to help address new issues, or to represent new stakeholders. All changes to Board membership will be guided by an agreed-upon criteria and procedures for selecting members of the Board.

Management of Business

The Board will meet at least once a year, but business may also be carried out virtually and in sub-groups. The Board's conclusions and decisions will be reached by consensus. The Chair may invite participation from the non-Board members of the Regional Advisory Committees, as well as from the Centres.   The Board members will not be compensated for their time through the Program's funds. Donors will bear the costs of their members' Board-related activities. However, travel costs for the non-donor members and other invitees will be borne by the Program.

The Board's operations will be supported by a Secretariat, housed at the Bank.

TERMS OF REFERENCE FOR THE REGIONAL ADVISORY COMMITTEES

Each Regional Center will appoint a Regional Advisory Committee (RAC), the membership of which will be subject to approval by the Board. The RACs will serve in an advisory capacity to the Centers for developing and implementing a strategic and high-quality regional program. Upon request, RACs will also provide advice to the Board regarding the Program's strategic directions, particularly as they pertain to regional issues.

Specifically, the RACs will be responsible for:

1. Providing strategic guidance and support

- Provide strategic guidance regarding the Centre's overall vision and direction, focusing on its relevance for critical development issues in the region, innovation, and technical excellence

- Network on behalf of the Centres for both non-financial and financial support and to help position and establish its reputation and profile as a leader in the field

- Facilitate key connections and contacts in the region

- Assist the Centre in establishing a sustainable model for future growth and continued relevance

2. Providing advice on capacity development strategy

- Providing nuanced and well-informed knowledge on the demands and needs for RBM and M&E capacities in their regions and/or specific countries, within their socio-political contexts

- Providing advice regarding the overall content of the work program, focusing on demand, supply, and influence strategies

- Guiding the Centres regarding effective methods for developing and delivering capacity building services in the region

3. Providing guidance on implementation approaches

- Advising Centres regarding a strategic assessment of their approaches to capacity development, including approaches to collaborating with partners and networks

- Helping to identify opportunities for partnerships with other institutions in the region

- Helping to identify individuals or organizations that could help design and deliver capacity building in the region

- Providing advice and feedback regarding Centres' performance

Each Centre will determine the relative emphasis it places on the areas of advice noted above, based on its overall strategy, needs, and level of development.

Size and Composition

Each Centre will determine the size and composition of its own RAC (a maximum of seven individuals recommended). The RAC members should collectively provide the credibility, capacity, and recognized profile to be able take on responsibilities outlined in this terms of reference. In addition, the composition of the RACs should reflect diversity and the ability to function cohesively as a group. The RAC members will serve in their professional capacities and not as representatives of their organizations. The Chair of the Advisory Committee will be determined by the Centre.

Appointment and Tenure of Members

The Centers will propose their RAC members for approval by the Board, as part of their work program plans. The term of the RAC members will be determined by the Centres. The Centres will also determine whether RAC membership is renewable.

The RACs will meet face-to-face at least annually, with additional meetings being determined on the basis of the Centres' needs. Members' travel costs will be borne by the Centres' from "Centres' Development" the portion of their grants. Any bilateral, multilateral, and foundation financial donor organizations' representatives on the advisory committees will fund their own costs. The RAC members will not be compensated for their time. If RAC members are invited for CLEAR Board meetings, the travel costs will be paid for by the Program funds held centrally by the Secretariat.

Reporting and Accountability

RAC business may also be carried out virtually and in sub-groups. Minutes of the RACs' meetings and RAC's recommendations will be recorded by the Centres and submitted to the CLEAR Board with their annual reports.

TERMS OF REFERENCE FOR THE SECRETARIAT

The Secretariat will be responsible for the day-to-day administration of the Program, based on the Board's guidance and decisions. It will report directly to the Board's Chairperson. The Secretariat will be housed at the Independent Evaluation Group (IEG) of the Bank, and staffed with Bank staff and secondees from donor and partner governments.

The specific areas of responsibilities will be as follows:

1. Administration of the Program, based on the Board's decisions

- Organizing Board meetings and supporting other Board activities

- Preparing and submitting an annual report to the Board (and to all donors) on the Program's financial and operational performance, including each Centre's annual report

- Monitoring the Program's activities and work program

- Providing and coordinating technical assistance to the Centres

- Reviewing and confirming proposed amendments to the Charter

- Maintaining and distributing clear records of amendments to the Charter

- Other activities required by the Board

2. Managing the selection of the Centres

- Preparing a selection process and criteria for the Centres ('Selection Process and Criteria") and presenting it to the Board for their discussion, modification and approval

- Managing the preparatory activities (i.e., diagnosis of regional M&E supply institutions, analysis of how the current initiative relates to other programs such as statistical capacity building, MfDR CoPs, and 3IE) to get the Program activities started

- Managing the solicitation, screening, and reviewing of proposals for selecting the Centres, in accordance with the "Selection Process and Criteria" approved by the Board.

3. Organizing and delivering the global component of the Program

- Designing and delivering the global aspects of the Program (training, conferences, knowledge-exchange programs, knowledge products and curriculum materials)

- Organizing annual events with all Centres.
4. Coordinating communications and outreach
- Managing partner relations
- Maintaining effective relationships with other potential donors, partner county governments, research and academic institutions, evaluation associations, communities of practitioners, local academics and NGOs, and other stakeholders
- Managing the general internal and external communications
- Maintaining a Program website.

The Secretariat will be housed in IEG for the first phase (first five years) of the Program. The Bank will contribute facilities and staff time to the Secretariat. After the first five years, the location and staffing of the Secretariat will be reviewed to assess whether it could be moved to a partner country location.

Annex K   Analysis of Board Agendas and decisions taken

Items	Approximate number of meetings that covered the item	Type of decision taken
Global Programming	18	• Decision about the organisation of the Forums (definition of the agenda, work program, location of the forum, component of the forum, who can participate, selection of the speakers invited, expected results/outcomes)
Program oversight	17	• Decision regarding constituent's demand should take place with the Centres in order to assess needs and create capacity building strategies and approaches. • Revision and complement of the structure of the annual report
Governance	12	• Decision about the proposal for the Clear Initiative to submit to the World Bank (1st Board meeting) • Decision about the first and second Chair of the Board • Clarification the vision of the Program • Decision about a communication and branding strategy • Definition of the TORs of the RACs • Composition and definition of the role of the different task forces • Delegation of work to the secretariat • Implementation of the recommendation of the Accountability report. The option 1: Status quo plus was chosen and no change to the Board composition. The discussion of the report lead to: • Development of CLEAR global value (or business case) • Refining the overall strategy • Definition of the competencies for a new Director of the Anglophone African centre
Selection of Regional Centres	11	• Selection of the Anglophone Africa centre, the Latin America centre (Mexico) and the Brazil Centre.
Expansion	4	• Approval to expand a centre to Brazil • Definition of a expansion strategy • Inclusion of a pacific centre in the expansion strategy
Board Process	3	• Agreement and approval of Board "Decision Papers" to help focus on key discussions and decisions • Approval about the agenda of the Board meetings
Finance	5	• Decision to provide $5,000 per institution to conduct the demand assessment • Decision to reduce the annual contribution for the full Board membership to $500K • Allocation of resource to the global component of the program • Decision about expending a grant to a centre
Structure, Network	1	none

Annex L   Comments on CLEAR Results Framework

Results	Indicators	Targets	Comments
Overall			
Highest level outcomes to which CLEAR contributes Stakeholders use evidence in making decisions for improved development results	1. Strategic clients (those who are important for influencing changes in M&E systems) report they are using evidence for decision making.	1. By 2018, 70 per cent of strategic clients and stakeholders surveyed report increased use of evidence in decision making.	In absence of a more elaborated Theory of Change it is not evident whether, how, and to what extent CLEAR would be able to link any progress against this indicator and target to CLEAR contributions. In other words, the assumed transition between the higher level outcome and this highest level outcome is problematic.
Higher-level outcome to which CLEAR contributes Strengthened context-specific M&E systems and practices	1. Strategic clients report that CLEAR regional Centres have contributed to the strengthening of M&E systems 2. Strategic clients report that they apply what they have learned from CLEAR.	1. By 2018, an external evaluation commissioned by the Board indicates that centres have contributed to strengthening of M&E systems. 2. By 2018, an external evaluation commissioned by the Board indicates that at least 70 per cent of CLEAR clients are using the knowledge, skills, or information they gained to raise evaluation practice.	The findings of a future external evaluation do not constitute a useful target that centres or other CLEAR units could work with in a meaningful way. The current indicators that focus on client perceptions avoid the question of what success or progress (e.g. in terms of strengthening M&E systems) will look like. However, for centres to be able to measure/capture their respective contributions they will need to capture data on changes in specific actors' behaviours demonstrating the beginnings of actively utilised capacity. Similarly, they need to define what major milestones along the path towards this fully realised capacity would look like. Among those served by the centres one may, for example, look for evidence of changes in: self-empowerment; space for error and experimentation; positive deviance; flow of active learning; iterative adaptation; expecting adaptive management. On the part of donors, one could expect strategies that support such developments. The role of the global (overall) CLEAR results framework could be to outline possible types of indicators that the centres may want to measure in this regard, while the centres themselves would be in charge of setting specific targets/identifying specific milestones relevant in their countries or regions.

Results	Indicators	Targets	Comments
Regional Learning			
CLEAR outcomes for Regional Learning Enhanced enabling environment and strengthened demand Strengthened organisational capacity to produce and use evidence Critical mass of professional expertise developed Innovation in M&E	1. Centres' range of capacity development increases from baseline to encompass different objectives, modalities, and M&E methodologies to address M&E capacity at different levels 2. Centres' work with strategic clients and stakeholders for their region 3. Centres provide services in countries throughout their region 4. Centres lead M&E innovation within their regions 5. Clients indicate that the Centres' services and activities are of high quality.	1. By their third year, centres demonstrate in their work plans the capacity to address a range of M&E topics and methodologies (increase from baseline). 2. By their third year, centres demonstrate in their annual work plan the capacity to offer capacity building through a variety of modalities aimed at different capacity objectives (increase from baseline). 3. By their third year, at least 50 per cent of centre projects engage clients from outside of the centre's home country. 4. By their 3rd year, at least 80 per cent of service clients score the quality of service as a 4 or higher (on a five-point scale). 5.By 2018, an external evaluation indicates that the centres are functioning well with respect to their strategic plans and objectives	The current indicators and milestones do not measure the envisaged outcomes, but progress in the set-up/functionality of the regional centres. The underlying assumption is that if the centres are functioning within the agreed upon parameters, then CLEAR will achieve results that contribute to the envisaged outcomes. This assumption is problematic. None of the indicators/targets helps to define (and measure progress in relation to) the enabling environment. As CLEAR evolves, it would make sense for each centre to define relevant progress markers indicating what changes in the enabling environment would look like. In some contexts this may relate to changes in legislation, or institutionalization of M&E, in other contexts it may be something else. At the global level CLEAR may merely want to monitor evidence of progress against these region-specific indicators, rather than identifying the same targets across centres. The current targets are activity focused. This is not helpful in terms of trying to capture progress against outcomes. Indicator/target # 1& 2: The mere fact of the centres offering a variety of M&E topics through a variety of modalities does not provide evidence of progress toward the envisaged outcomes. For example, some activities, whether training or TA, may be gateway activities to build larger partnerships. Others may be expansive strategies to get CLEAR recognition across a number of countries. Indicator/target # 3: The number/percentage of projects engaging clients from other countries does not provide insights into the strategic relevance, depth of work, and different client partnerships taking place across the region. Also, the new centre in Brazil is not likely to work beyond the country level, so this indicator/target would not apply. One possible approach to track progress in this regard can be to continue/repeat a Network Analysis similar to the one conducted for this evaluation to capture changes in the positioning of the CLEAR centres in their regions over time.
			Indicator/target #4: The quality of service is not equivalent with innovation in M&E. Also, while assessment scores from training and other activities are an important source of information, they do not provide a sufficient basis for assessing the quality of CLEAR's work. CLEAR still needs to define whether 'quality' in this regard means utility for participants, or

Results	Indicators	Targets	Comments
			(also) 'in line with international good practices'.
CLEAR programme-level outputs Regional centres established and functional	1. Centres established in host institutions 2. Centres functioning well against their plans	1. By 2012, five centres selected and operational (original target was four). 2. By 2018, an external evaluation indicates that the centres are functioning well with respect to their strategic plans and objectives 3. By 2018, centres' per cent of revenue-generating activities and programmes increase from baseline (targets will vary centre to centre).	The CLEAR Annual Program Review for FY2012/13 conducted by DfID recommended that the Secretariat establish a clear comparable basis for monitoring Centre progress. It noted that " An empirical and impartial analysis of the establishment of the Centres is difficult to make due to a lack of specification of 'establishment' benchmarks and the lack of comparable data to assess progress. " A related question for consideration by the CLEAR Board is what minimum information donors require that would assure them that the different centres are 'functional' – while acknowledging their different contexts and capacities.
Global Approach			
Outcomes of global learning CLEAR global knowledge Peer-learning through the network	CLEAR is recognised for excellence and innovation in supporting regional Centres.	1. By 2018, centre directors and staff report that they have been able to apply knowledge gained from other Regional Centres through the CLEAR initiative.	The DfID CLEAR Annual Program Review for FY2012/13 remarked that: "consideration should be given to whether public goods are collective outputs from CLEAR or from the Centres and Secretariat separately. Indicators to be adjusted accordingly." The results statement, indicators and targets are based on the underlying (but still unproven and vague) assumption that *if* the CLEAR initiative is functional and recognised as a source of excellence, that it will *then* contribute to its envisaged development results.
	2. CLEAR Centres and their constituents participate in the CLEAR global programmes and	2. By 2018, the Regional Centres choose to continuing sharing knowledge and expertise through a global network.	

Results	Indicators	Targets	Comments
	peer-learning events. 3. CLEAR develops high-quality global knowledge products and CD approaches.	3. By 2018, a survey of strategic clients and stakeholders indicate that at least 80 per cent recognise the CLEAR global brand as a source of excellence and innovation in M&E.	

Annex M   What is evidence and how is it used

What constitutes evidence?

There are differing views on what is considered to be evidence. For some, evidence-informed policy making and decision making implies the need to use the strongest possible scientific evidence available, such as from randomised control trials. Others argue that evidence can be generated by any systematic effort to bring empirical information based on observation or experiment to the management table [27] – for example through monitoring and evaluation. [28]

When and how is evidence incorporated into policy making?

Sutcliffe and Court (2005) note that policy processes usually involve different stages, from agenda-setting to formulation to implementation. While evidence has the potential to influence the policymaking process at each stage, **different types of evidence** and different mechanisms may be required for different stages.[30]

As is illustrated in the sidebar, the **timeliness** of evidence being made available to relevant actors is among the key factors determining whether and how evidence influences decision making.

> **Factors that influence the use of evidence in policy/decision making**
>
> Mayne (2009) argues that evidence is most likely to be considered in decision making if it is simultaneously:
>
> Relevant, i.e. if it pertains to an issue or decision to be addressed, AND
>
> Timely, i.e. made available at times when it can be considered (e.g. when decisions about something have to be made), AND
>
> Understandable, i.e. digestible for someone who may not be immersed in a particular topic and/or versed in the discourse of scientific research, AND
>
> Reliable and credible in the eyes of potential users and their constituents, e.g. based on the fact that the evidence is seen to be accurate and based on methodologically sound processes; AND
>
> If there is interest in results information by those involved. 29

What other factors influence policy making?

The good news is that evidence can matter. The bad news is that it often does not.'[31]

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[27] Mayne (2009) points out that *evidence* is thus distinct from any type of information, in that it focuses on empirical information 'based on observation and experiment, not on theory' (Concise Oxford Dictionary).

[28] According to the UK Cabinet Office, evidence is constituted by previous policy evaluations, but also by: expert knowledge; published research; existing research; stakeholder consultations; the Internet; outcomes from consultations; costings of policy options; output from economic and statistical modeling'. Source: Cabinet Office, quoted in Sutcliffe and Court (2005).

[29] Sutcliffe and Court (2005) describe similar factors that determine whether evidence is likely to be useful to policymakers: its quality, accuracy and objectivity; its credibility; relevance (timely, topical, with policy implications); and Practicalities (e.g. is it presented in a form that makes it easy to translate it into policy.

[30] This emphasises that not each type of evidence is suitable for each type of decision, i.e. evidence generated by M&E is relevant for certain types of decisions, but not for others.

[31] Julius Court speaking on 'The political context in developing countries', at *Does Evidence Matter?* ODI meeting series. Quoted in: Sutcliffe and Court (2005).

There is extensive literature around the observation that at each stage of the policy or planning cycle many different factors and types of information (other than evidence) may influence decision making.[32] Often, even if relevant, timely, understandable, reliable and credible information is available, it is not used to inform decisions (see sidebar). This is the case in both individual and institutional decision making.

This implies that initiatives aiming to strengthen the use of evidence in decision making should, ideally, i) be based on a thorough understanding of the various factors that are likely to influence decision-making processes in a particular context; ii) clarify whether and how each of these factors will be addressed through the initiative; and/or iii) if – as is likely – the initiative cannot address all of these key factors, identify which factors it can address, and with what likely results and limitations.

Davies (2004:4-7)[34] describes seven major factors other than evidence, which inform and influence policy making.

> **Factors that may inhibit the use of available evidence in policy/decision making**[33]
>
> Those involved do not 'trust' empirical information, believing rather in their own experience and knowledge, or information derived from hearsay, beliefs etc.
>
> The information does not fit their ideological base.
>
> The information is inconvenient for power struggles, budgets, or careers.
>
> The implications arising from the information challenge current practices and require more willpower to change than there is.

Paul Avye and Michael Desch (forthcoming)[35] note that consulted policy makers expressed a need for arguments or **theories** (i.e. frameworks for making sense of the world they have to operate in) over the generation of **specific evidence**.

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[32] For an overview and bibliography, please see Mayne (2009) and Sutcliffe and Court (2005).

[33] After Mayne (2009).

[34] Quoted in: Sutcliffe and Court (2005).

[35] Paul Avey and Michael Desch (forthcoming): What Do Policymakers Want from Us? Results of a Survey of Current and Former Senior National Security Decision-makers. International Studies Quarterly, Vol. 58, No. 4, December 2014. Retrieved on April 30 from:
http://www3.nd.edu/~carnrank/PDFs/What%20Do%20Policymakers%20Want%20from%20Us_MC.pdf

Annex N   Demand and Supply in selected countries that CLEAR centres work in

The following tables capture some elements of the enabling environments in the countries that the CLEAR centres and their affiliates are located in (with the exception of East Asia, for which there were no data).[36]The tables do not attempt to comprehensively describe the contexts, but summarise some key characteristics and developments relevant to the evaluation, in particular as regards various types of incentives for M&E and RBM.

Mackay (2007) argues that demand for M&E (i.e. the degree to which evidence generated through M&E is requested and used)[37] can be strengthened through the following types of influences:

- '**Sticks'** – prods or penalties for organisations or individuals who fail to take performance and M&E seriously; common tools that act as 'sticks' include legal and policy frameworks and related guidelines.

- '**Carrots'** – ways of providing positive encouragement and rewards for conducting M&E and utilising the findings. These include, for example, public recognition or financial incentives to individuals or organisations.

- '**Sermons'** – high-level statements of endorsement and advocacy concerning the importance of M&E. These also include efforts to raise awareness of M&E and to explain to government officials (or other actors) "what's in it for them".

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[36] In the case of Francophone Africa, the table also summarises information on other countries that were covered by the demand study carried out by the CLEAR FA centre.

[37] As noted in Chapter 4 on design, it is, in our view, problematic to assume that **requesting** evidence also means that available evidence is being **used**. However, the strategies suggested by Mackay may well be effective for strengthening both requests for, and use of evidence generated through M&E systems. These tables are a work in progress and may be revised in the final draft.

N.1 Anglophone Africa[38]

Category	South Africa	Kenya	Ghana	Other countries
Incentives creating demand				
"Carrots"	No wide culture that supports M&E and PM: According to Wits studies, lack of a sense of ownership of the M/E system is explained by a culture of "malicious compliance" and little interest in information use. (D&S) P. 38.	No wide culture that supports M&E and PM. In spite of its many M&E efforts, Kenya is reported to have a weak M&E culture, with M&E considered a policing tool, rather than a tool to improve delivery, efficiency and effectiveness. (D&S) P.20	No wide culture that supports M&E and PM. Ministries, departments, and agencies are required to monitor and evaluate the performance of their programs and projects periodically. They receive incentives or penalties, in response to their performance against targets. (D&S) p.15	None of the governments covered in these studies is described as having established a government-wide culture that supports M&E and PM and the use of M&E and PM findings. (D&S) P. 9 M&E is often viewed as a control and policing tool (D&S) P. 9
"Sticks"	The 1996 Constitution established the foundations for M&E in South Africa in its description of the obligations of the state and the accountability requirements of the Executive. (D&S) The Municipal Systems Act of 2000 requires municipalities to develop their own PM systems, specifying targets, publishing reports, and reviewing performance. P.36 Policy framework: The government-wide M&E policy framework of 2007 describes the roles and responsibilities of each government agency	The government will approve an evaluation policy to set minimum M& standards (D&S) p. 9 The Economic Recovery Strategy for Wealth and Employment Creation that the government use M&E to track its policies, programs, and projects. Under it, the government created the National Integrated Monitoring and Evaluation System and the Monitoring and Evaluation Directorate (MED) to lead and coordinate the system. P. 19. Lacks adequate	In ministries, there are policy planning and M&E departments that assess the performance of government interventions. Many of these units lack adequate capacity to perform their roles effectively and have minimal evaluation functions (D&S) P.17	In Ghana, Kenya, Rwanda, South Africa, and Uganda, their constitutions established the foundation for M&E and PM. (Source: Demand and supply … 2013. P. 9) Three countries (Kenya, South Africa, and Uganda) have developed national evaluation policies. (D&S) P. 9 Donors play a large role in generating demand for M&E services. (D&S) P 10 In all countries nongovernmental entities and the media serve a watchdog function, in addition to Parliaments. (D&S) P. 12

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[38] Main sources: Demand and Supply: Monitoring, Evaluation, and Performance Management Information and Services in Anglophone Sub-Saharan Africa, CLEAR, 2013; Proposal to Host a Centre for Learning on evaluation and results (CLEAR) for Africa.

Category	South Africa	Kenya	Ghana	Other countries
	involved in the national monitoring and evaluation system. (D&S) p. 37 In 2009 introduced the Framework for Managing Programme Performance Information, the South African Statistical Quality Framework and the "Improving Government Performance: Our Approach" policy document. In 2011: National Evaluation Policy Framework (D&S) P. 37 The outcomes-based approach has become the overarching framework for M&E in South Africa. (D&S) P. 37 The Green Paper on National Strategic Planning highlights the link between planning and M&E. p. 37 Challenges aligning legislation and policies. (D&S) P. 37 Starting in the mid-1980s, donor investments in the non-profit sector and their accompanying accountability requirements laid the foundation for programs. (D&S) P. 38 The Department of Performance Monitoring and Evaluation in South Africa was established on 1	coordination. (D&S) P.23 The government of Kenya has a draft national evaluation policy awaiting Cabinet approval. (D&S) P. 19 The Local Government Act, Public Service Commission Act, Public Procurement and Disposal Act, and the Constitution of 2010 create demand for M&E, with the last explicitly requiring accountability and transparency from public institutions. (D&S) P 19¸ Program-based budgeting, led by Business Development Services in the Ministry of Finance, demands M&E of public sector programs and projects, as well as the development of sector targets and indicators. (D&S) The Anti-Corruption and Economic Crimes Act (2003), implemented by the Ministry of Justice, Cohesion and Constitutional Affairs, calls for monitoring public sector service delivery achievement. A number of other budget, financial and audit laws and regulations further enhance the government's results focus. (D&S)		Evaluation associations are listed for all the countries.

Category	South Africa	Kenya	Ghana	Other countries
	January 2010 has produced a range of frameworks and undertaken some implementation activities that demand a 'big-bang' implementation across government. Proposal, p. 5 Provincial level: respond changes. At this level there is certainly demand for greater clarity around the legal reporting requirements from Treasury and the new (unlegislated) requirements from the Presidency's Department of Performance Monitoring and Evaluation (PM&E). proposal p. 6	Demand for improved M&E capacities, transparency and accountability came from: donors, Kenya's citizens, the media and Parliament. (D&S) P.21 Media plays a watchdog role. (D&S) P. 21 NGOs also have institution-specific M&E systems that are separate from each other and from the national M&E system. (D&S) P. 23 Constituency Development Fund Act and the Local Government Authority Act require that CSOs be involved in the project identification and monitoring processes. The nature of their involvement is unspecified. (D&S) P.24		
"Sermons"	Fifteen Year Review of Government: Recommendations for improving the government's implementation capacity included improving the M&E system, giving those with oversight responsibilities powers of sanction, and emphasizing achievement of outcomes over compliance. (D&S)	High-level government officials have spoken publicly about the need to demonstrate results. (D&S) P 20 Kenyan Human Rights Commission argues that the new constitution embodies the "fundamental principles necessary for the realisation of accountability within the Government of Kenya." Source: Proposal, p. 5	The last strategy promotes transparent and accountable governance and places greater emphasis on results-based management (D&S) (p. 15) The government of Ghana recognizes that undertaking an assessment of its M&E resources would help it know where to target its efforts to strengthen its M&E capacities (D&S) p.15	Uganda has prioritized M&E and PM capacity building in their national development plans. (D&S) P. 10 In many countries the government has built a government-wide M&E system to assess its progress against poverty reduction strategies and national development plans. (D&S) P. 11
		The Kenyan M&E Directorate does not have sufficient institutional knowledge of the		

Category	South Africa	Kenya	Ghana	Other countries
		current M&E terrain to respond to this new context. Proposal, p. 5		
Capacity to use M&E information				
M&E entities	**Department of Performance, Monitoring and Evaluation** in the Presidency established in 2010. It has no legislative backing and currently exists at the prerogative of the President. **National Treasury** ensures that program performance information underpins planning, budgeting, implementation management and accountability reporting (D&S) Department of Public Service and Administration: increasing public service effectiveness and improving governance. Has established the **Public Management Watch System** (D&S) **Auditor-General** only has powers of reporting and recommendation. (D&S)	**National Integrated Monitoring and Evaluation System,** led by Ministry of Planning and National Development, was established in 2008. (D&S) **The Vision 2030 Board and the Vision Delivery Secretariat**, a semi-autonomous government agency that also sits in the Ministry of Planning, shares monitoring and evaluation responsibility with MED. (D&S) Others entities involved in M&E: Ministry of Finance and National Treasury, the Auditor-General, and the Kenya National Bureau of Statistics. Others include ministries with sector-focused M&E efforts, such as health, agriculture, and livestock (CLEAR-Wits 2012, p. 86; Kenya School of Monetary Studies 2010, pp. 39-40). (D&S) P. 22	**The National Development Planning Commission** (NDPC), an independent government agency, was established in 1992 under the Constitution (§87 2 e) as the lead agency in monitoring, evaluating, and coordinating development policies. (D&S) P. 15 NDPC recognised that although they had done some assessment in government, it was not comprehensive. Consequently it would be difficult to address on-going issues, as there was no picture of who, what and where people were engaged with M&E in the country. Proposal, p. 6 **The Policy Evaluation and Oversight Unit** was established within the Office of the Presidency in 2009. Is perceived to be a political instrument. (D&S) P. 16	
	Department of Cooperative Governance develops national policies and legislation (D&S) **Office of the Premier**			

Category	South Africa	Kenya	Ghana	Other countries
	develops Provincial Growth and Development Strategy that guides the planning and M&E function within each province (D&S) p. 39 Statistic's South Africa **Public Service Commission** reports directly to Parliament, investigating, monitoring, and evaluating the organization and administration of the public service. (D&S) **Line departments, provinces and municipalities** are expected to set up their own M&E systems, aligned with the GWM&E Framework. (D&S) P.40 **Cabinet-level clusters:** increased role in M&E in May 2009. The appointment of a new President and administration. (D&S)			
Leaders/Champions	Good support for M&E at the ministerial levels, thus helping its lead evaluation agency advance its agenda (D&S) p. 9	Lack of champions	Lack of champions	The government of Uganda has strong and well-placed evaluation champions in the offices of the President and the Prime Minister (D&S) (p.9)
Other	M&E forum to ensure M&E and planning functions coordination at the provincial level in all provinces. (D&S) P. 40 Departments conducted their own evaluations and had no systematic way to share	Annual Public Expenditure Review to benchmark Kenya's economic management against selected peer middle-income countries. (D&S) Public Expenditure Tracking Surveys are coordinated by	Website Evidence-Based PM system established, and accessible to government stakeholders (D&S) p.18	

Category	South Africa	Kenya	Ghana	Other countries
	findings. Their efforts remained focused on monitoring. The Department of Performance, Monitoring and Evaluation uses the Management Performance Assessment Tool to assess departments' management performance.	the Monitoring and Evaluation Directorate and used to identify leakages in finances. (D&S)		
Resources	The Department of Performance, Monitoring and Evaluation: Its 2012 budget was $20.8 million and it had 197 total staff. (D&S) p. 38	MED's actual budget for 2011 ($1.3 million) was a fraction of its planned budget ($3.8 million), as a result of the political crisis of 2007-08 and the ensuing economic setback. After covering other costs, MED had approximately $400,000 left to dedicate to M&E efforts (CLEAR-Wits 2012, p. 79). (D&S) P. 21 Not enough staff for MED.	In 2010, of a total M&E budget of approximately $11.1 million, less than three per cent was spent on evaluation. In contrast, 70 per cent was spent on monitoring (CLEAR-Wits 2012, pp. 61, 65). (D&S) p. 17	Budgets for monitoring, evaluation, and related capacity-building efforts are described as insufficient (D&S) (p. 11) The vast majority dedicated to monitoring (and the majority is spent on capacity building and field visits, rather than data collection, management, analysis, reporting, and dissemination) (D&S) p. 11.

Category	South Africa	Kenya	Ghana	Other countries
Supply of M&E				
Researchers Evaluators	South African Monitoring and Evaluation Association, created in 2005, benefits from government engagement, which includes government participation in and funding for the association Public Administration Leadership and Management Academy M&E learning network, established by the government. University of Stellenbosch, School of Public Management and Planning Council for Scientific and Industrial Research Human Sciences Research Council designed the Expanded Public Works Programme M&E framework An increasing number of consulting firms undertake M&E work (D&S) p. 41	NGOs and private organizations are involved in government's M&E efforts: Mars Group and the Institute of Economic Affairs, Kenya Association of Manufacturers, the Kenya Private Sector Alliance, and professional bodies such as the Law Society of Kenya and the Institute of Public Accountants of Kenya, the Kenya Institute of Public Policy Research and Analysis, Institute of Policy Analysis and Research, Center for Economic and Social Right – Kenya, Professionals in Measurements Network and the Evaluation Society of Kenya. (D&S) p.24 External institutions investing in M&E: Danish International Development Agency, The World Bank's Global HIV/AIDS Program hosts the Global HIV/AIDS Monitoring and Evaluation Team, The World Health Organization, The US Agency for International Development, The African Medical and Research Foundation (D&S)	Focuses on training: Ghana Institute of Management and Public Administration. (1961) and The Institute of Statistical, Social and Economic Research. (D&S) P. 18	

N.2   Latin America[39]

Category	Mexico	Other countries
Incentives creating demand		
"Carrots"		
"Sticks"	Mexico´s constitutional reform regarding Performance Based Budgeting (PBB) induced an unprecedented increase in demand for M&E at the sub-national level. (Proposal, p.1) Laws: General Law of Social Development, Federal Law of Budget and Fiscal Responsibility (Proposal Annex, p. 23) The Ministry of Finance and Public Credit (SHCP), for instance, keeps control of budget performance indicators. (Proposal Annex, p. 33) The two institutions that have fully developed M&E systems are the Ministry of Public Administration (SFP) and the National Council for the Evaluation of Social Development Policy (CONEVAL) (Proposal Annex, p. 33) The National Evaluation Council on Social Development Policy is responsible for monitoring and evaluating the coverage, management, services, results, quality and impact of social programs.	Honduras is in the process of building institutions and M&E systems by creating a Social Development Ministry that is developing a Capacity Building Strategic Plan regarding public and social policy making, planning, monitoring, evaluation and systematization. (Proposal, p.2) Countries with developed systems or regulations: Argentina, Chile, Colombia, Costa Rica, México, Uruguay Countries with new/ incipient/ not fully functional M&E systems or regulations: Bolivia, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Panama, Paraguay, Peru No M/E systems or regulations: Nicaragua, Venezuela (Proposal Annex, p. 21)
"Sermons"	The recommendations and conclusions of CONEVAL evaluations are not legally or administratively binding.	
Capacity to use M&E information		
M&E entities	Ministry of Finance and public Credit (SHCP) Institutions that have fully developed M&E systems: Ministry of Public Administration (SFP), Ministry of Social Development, National Council for the Evaluation of Social Development Policy (CONEVAL) The Unit for Public Management Evaluation and Performance has three components: Performance evaluation system (SED)	

[39] Main source: CIDE Proposal to Host the CLEAR Centre in Spanish-speaking Latin America.

Category	Mexico	Other countries
	Annual Evaluation System (PAE) Integrated Information System of Government (SIIPP-G)	
Resources	Mexico total Budget: $192,073,818,548 USD, M&E stipulated for 2011: 28,750,000 USD Percentage of total Budget: 0.01% (Proposal Annex, p. 22)	Percentage M&E of total budget (Proposal Annex, p. 22): Argentina: 0.02% Chile: 1.3% Colombia: 0.1% Ecuador: 0% El Salvador: 0% Guatemala: 0% Peru: 0.01%
Supply of M&E		
Researchers Evaluators	Includes the M&E Latin-American Network (redlacme)	

N.3   South Asia

Category	India[40]	Pakistan[41]
Incentives creating demand		
"Carrots"	Donors support evaluations of programs that they financially support. Want to move towards performance related incentive (pay) scheme for government departments	USAID awarded a 5-year, $71 million task order to Management Systems International (contractor) to implement the Independent Monitoring and Evaluation Program.
"Sticks"	Demand for greater accountability from Media, Civil society activism – e.g. community score cards, citizen score card, social audits, Comptroller and Auditor General (CAG) and Supreme Court	The PRSP Secretariat housed in the Ministry of Finance has been mandated with the overall lead in coordinating, monitoring, evaluating and tracking the implementation of social indicators originally identified in the I-PRSP42 For this

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[40] Various sources, including: World Bank, (2013):" The Government Monitoring and Evaluation System in India: A Work in Progress. ECD Working Paper No.28, and CLEAR centre documents, including J-PAL proposal and annual centre reports.

[41] Various sources, including J-PAL proposal and annual centre reports

[42] http://www.finance.gov.pk/prsp_sectt.html

Category	India[40]	Pakistan[41]
	Programs of national importance (especially of the rural development and the social sector ministries) are also the flagship programs of the political party in power. 2009: government introduced performance management system in union government – requires each department to prepare a results framework document (RFD). Not yet effectively implemented. Outcome budgeting introduced in 2005, but not yet effectively implemented. Right to information Act (2005) – contributes to overall trend towards more transparency, though mostly relevant for access of individuals to information	purpose a mechanism has been instituted with the Controller General of Accounts (CGA) for quarterly tracking of anti-poverty expenditures. Policies outlined in PRSP have been linked with the achievement of key social and human development goals. However, depending upon the variable being monitored, there is an implementation lag between expenditures incurred and outcomes achieved which makes it difficult to assess policy performance immediately. Report of the National Commission for Government Reforms on Reforming the Government in Pakistan (2012) notes a need for proper performance evaluation. This has not yet been implemented State governments do not prioritize M&E
"Sermons"	Programs of national importance (especially of the rural development and the social sector ministries) are also the flagship programs of the political party in power International donors promote M&E	M&E are not always a top priority when designing and implementing policies. It is currently mainly donors who are promoting M&E.
Capacity to use M&E information		
M&E entities	Planning Commission's Program Evaluation Organization (PEO) – historically charged with evaluating central government programs, created 1952. Had field offices, but mostly closed. Decline in 1970s, gradual improvements since 1990s. Remains anchor of evaluation work, but is under-staffed, and has limited influence on line ministries/state level 2009: Creation of Development Monitoring Unit in PMO Performance Management and Evaluation System located in Cabinet Secretariat 2013: Planning Commission established Independent Evaluation Office (IEO) – likely to absorb staff of PEO. Intended to exercise influence over line ministries. IEO budget generated from government of India, but independent from Planning Commission	PRSP Secretariat housed in the Ministry of Finance Director General M&E. Planning and Development Department Government of Punjab[43] Provincial level planning and development department and a federal version that includes a planning Commission charged with undertaking research studies and state policy development initiatives. Reputation of these bodies mixed.

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[43] http://www.dgmepunjab.gov.pk/

Category	India[40]	Pakistan[41]
	No legislation underpinning creation of IEO. Positive: IEO head is ex officio member of planning commission; holds rank of Minister of State, i.e. above line Ministers Concurrent Evaluation Office (Ministry of Rural Development)	
Resources	Government recommended that 2 per cent of program funds be set aside for evaluation. But large part of funds controlled by line ministries, which have resisted critical evaluations.	
Supply of M&E		
Researchers Evaluators	Often outsourced by PEO to research institutions. Often attached to a particular ministry. E.g. National Institute of Rural Development conducts evaluations for Ministry of Rural Development. Ministry of Human Resource Development contracts National University of Educational Planning and Administration and National Council of Educational Research and Training. Also independent institutions funded by Indian Council for Social Science Research. Not many credible research institutions funded by government. Most state programs are being evaluated, but institutional and human capacity to conduct evaluations focusing on outcomes is limited.	Availability of internal and external training limited. Lack of structures and skills to undertake rigorous research and evaluation October 2013 – first meeting of Pakistani community of evaluators

N.4   Francophone Africa[44]

Category	Senegal	Burkina Faso	Mauritania	Benin
Incentives creating demand				
"Carrots"			Weak and misunderstood culture of evaluation.	
"Sticks"	There is a weak domestic demand for M&E, especially for projects and programs not financed or driven by donors or technical partners. On-going reforms since 2001, though largely driven by donors and international requirements. P. 21 Economic Policy Monitoring and Coordination Unit leads an M&E plan of the national economic and social policy. P. 22 No central policy or standards for performance monitoring or evaluation. P. 22 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.		Donors are almost the only ones demanding M&E. Most projects with foreign funding have an M&E unit. P. 18 For government, M&E is not perceived as a priority. P.18 In the few cases where M&E mechanisms do exist, they are under-resourced and generally ignored. p18 Civil society involved in developing and implementing the national plan, but questions of the effectiveness of their involvement. P. 19 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.19	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. 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. 30

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[44] Main sources: An Assessment of Demand for Monitoring, Evaluation, and Performance Management Information and Services, CLEAR, 2013, and CESAG proposal to host CLEAR centre.

Category	Senegal	Burkina Faso	Mauritania	Benin
	M&E is not well integrated into the organization. P. 23 A number of disparate nongovernmental organization efforts at building evaluation culture among civil society (for example, Citizen Control of Public Action). P. 24			
"Sermons"	Perceived need to raise awareness and understanding of potential uses of M&E at all levels, including political and senior government officials. P. 21	Monitoring and evaluation is elevated to a national priority and is the subject of attention. This country has expressed a clear interest in the implementation and development of monitoring and evaluation activities and of results-based management by developing national strategies (CESAG proposal, p. 2) Need for training in the culture of evaluation and capacity building in monitoring and evaluation and	2009 election brought "normalization" of the political situation and resumed cooperation from international partners. P. 18 On-going reforms provide a favourable context for M&E development (3-year reform program signed with IMF, 2010-2012) p.18 Perceived need for more advocacy and awareness of need to improve public expenditure accountability. P. 18	Indication by Director of Cabinet that M&E and PM are priorities of government: growth of evaluative practice over the past 5 years and creation of the Bureau for the Evaluation of Public Policy (BEPP). P. 28 More recent reforms (last two years), aimed at accountability and governance, have M&E implications p. 28 Much of the focus driving the M&E system is on progress reporting against the Growth and Poverty Reduction Strategy (GPRS) p. 30
		RBM for the benefit of staff in		

Category	Senegal	Burkina Faso	Mauritania	Benin
		charge of these matters in government (CESAG proposal, p. 2)		
Capacity to use M&E information				
M&E entities	National committees for M&E of public policies and programs; government-managed Projects and Programs Implementation Support Unit (PPISU); ministry-level planning and monitoring units. P. 21 But: these still lack details around their mandate and composition. P. 24 A number of organizations with some responsibilities for M&E, but not well harmonized or coordinated. P. 22 National Statistics and Demography Agency. 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.			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. p. 27 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. P. 31
Other				GPRS M&E system; a new NPDA M&E system, not yet implemented; and the M&E system for public policies. P. 28
Resources	Few resources are dedicated		Few M&E resources and skilled	Annual funding allocated to M&E

Category	Senegal	Burkina Faso	Mauritania	Benin
	to structures in charge of M&E		M&E specialists or evaluators. P. 19	
Supply of M&E				
Researchers Evaluators	Consultative Committee of Technical and Financial Partners: Coordinating donor group. P. 24 National Evaluation Association promotes evaluation culture through training and development initiatives p. 24		Mauritanian Association for Monitoring and Evaluation and Mauritania Perspectives p. 20	M&E technical group of international partners and donors, currently coordinated by UNDP Benin Evaluation Association and National Network for Impact Analysis p. 30

Annex O   Types of Results Achieved

Types of Benefits	Examples
Strengthened capacity to produce & use evidence	
Increased **awareness** of: • What M&E are, and what their benefits can be in the given context • Specific types of evaluation approaches and related methodologies	**All centres**: Consulted clients acknowledged that capacity building events provided by the respective CLEAR centre had provided them with relevant examples of how evaluations have been conducted and/or used in similar contexts, often examples taken from their own country or region. **All centres**: Post training assessments conducted by the centres, as well as consultation with participants of CLEAR capacity building services (in particular training) showed that clients had gained new insights/knowledge on various types of evaluation, in particular Impact Evaluation. Several consulted individuals noted that they already had, or were planning to implement impact evaluations in their own organisation (to varying degrees of complexity). Others acknowledged that even if they did not expect to be able to implement a full-fledged impact evaluation due to financial and/or staff constraints, they appreciated the insights gained into when, why and how IE can be applied. Some stakeholders noted that this helped them better understand and position the benefits and limitations of evaluation approaches currently used by them in a broader context. **East Asia**: Consultations with CLEAR clients indicated that Centre training has changed government officials' perception on management, shifting their focus from inputs to outcomes (results). Clients also noted that the training had contributed to changing their perception on the nature and purpose of monitoring and evaluation, putting less focus on control and criticism or punishment, and stronger emphasis on learning. **South Asia**: One consulted CLEAR client in Pakistan who had attended a 5-day training course on M&E offered by CLEAR noted that the training had significantly changed his views on what constituted 'good', i.e. solid and rigorous data collection. He had not heard of randomised control trials beforehand, and felt that related insights were very useful to him and also to his whole team.
Increased **awareness** of: • Existing gaps/needs in individuals' knowledge or skills • Existing gaps in organisational capacity for M&E and/or RBM	**East Asia**: Consulted Chinese government officials acknowledged that CLEAR training had helped them conduct research into existing gaps between international good practice and domestic practice on M&E at the time. This realisation contributed to the MoF issuing new Regulations on Performance Evaluation on IFI projects that are informed by international practice. **Latin America**: The LA centre conducted meta evaluations for various social programmes under the Social Development Ministry in Mexico. These are expected to help inform the ministry's future programmes. Another example: The government of Argentina requested technical assistance and training from the LA centre following an international seminar on M&E organised by the CLEAR centre. **South Asia:** Clients requesting more in depth services after having attended a more generic capacity building event were reported.
New or improved knowledge and/or skills • Related to specific	**Anglophone Africa**: Interviewed PDME staff in RSA claim that their knowledge and skills have increased in the areas covered by in-service training supported by CLEAR AA. "I have taken the lead in designing impact evaluation studies at the school. Currently, I am implementing an impact

Types of Benefits	Examples
evaluation or RBM tools • For planning, managing/conducting evaluations, including specific types of evaluation • planning and conducting M&E capacity building events	assessment for Kenya School of Government's (KSG) flagship programme; the strategic leadership development programme (SLDP). (2) In 2013, I organized a policy research workshop for the school's faculty in which part of the training was on technical approaches to impact evaluations. (3). I am currently a lead trainer in impact evaluations." Participant in the AA IE Course **Latin America**: CLEAR LA centre gave a course in Argentina on Logic Model. Survey results show that participants acquired/increased their knowledge on the use of the Logic Model Matrix for their work (e.g. for better project planning and implementation, for project evaluation). Another course given by CLEAR LA (in Mexico, involving government staff also from Costa Rica, Peru, Argentina, Nicaragua, Uruguay, Colombia, and Venezuela) was on Performance-Based Budgeting. Survey results show that participants acquired/increased their knowledge on how to use PBB in the budget process and how to better link the planning phase with the budgeting phase. There is no information yet on whether and how participants have applied these knowledge and skills.
Increased confidence and/or motivation to explore and/or address specific M&E issues in more depth	**Anglophone Africa:** Consulted participants of the CLEAR Impact Evaluation course noted that: "Now I do evaluation with confidence and always ensure that the counter-factual is taken care of." " I got more confidence on designing evaluations by collecting data before a program start." **Latin America:** State governments in Mexico have started contacting CLEAR LA to get technical assistance on M&E at the sub-national level, indicating interest (motivation) to improve their related work **South Asia:** In India, the CLEAR centre is working with a number of state level governments to assess and help improve their respective monitoring systems. **South Asia**: One consulted client who had participated in training on M&E said that since returning from the course he has started to actively look online for additional information and tools on the use of RCTs in particular, and on evaluation in general.
Access to larger number of **staff with knowledge/awarene**ss of M&E	**East Asia**: Almost all the MoF staff working in the divisions dealing with international aid have by now received SHIPDET training. Now the training is being provided to other MoF staff and public servants in other departments. **South Asia**: In 2013, CLEAR SA organised training on M&E for Indian Economic Services (IES) Probation Officers, and as (in a separate event) as part of the in-service training for mid-level officers. The workshops focused on the use of impact evaluation to inform policymaking and programme design, and addressed survey design and data collection for impact evaluation. The Indian government has expressed its interest in making the courses a regular part of its curriculum for preparatory and in-service training. CLEAR SA hopes that by addressing probation officers who are at the beginning of their career, the training will contribute to increased M&E awareness and basic skills across the IES staff. **Anglophone Africa**: CLEAR is one of several RSA institutions helping DPME deliver training local/provincial government staff all over RSA in M&E.
Changes in organisational culture (in 'how things are done') Changes in planning for, conduct of, and/or use of	**South Asia**: CLEAR SA worked with the NGO Breakthrough to institutionalise and improve its M&E processes, in particular its ability to plan for and manage an impact evaluation of one of its projects using RCT. Also, the centre has provided technical assistance on evaluation to the Government of Haryana Education Department and its Centre for Research and Experiments for Action and Policy (REAP) to oversee the M&E of on-going projects such as a Midday Meal Scheme, teacher training, and Meena Manch (Adolescent Girl Clubs) to inform education policies.

Types of Benefits	Examples
monitoring and/or evaluation	**Anglophone Africa**: Participants AA IE course commented:
	"Since the training, my organisation has been more aware of multiple tools for impact assessment and we have used several tools for impact analysis and sensitivity assessment."
	"Our organization reconsidered my advice based on the training to change the methodology for the upcoming impact assessment for our projects."
	"We have extensively changed the approaches of the consultancies that we do in measuring impact where we have put more focus on establishing the counter factual alongside the usual before/after for concrete evidence in suggesting attribution of impact of projects and programs."
	Francophone Africa: In Senegal, the President's Cabinet office has approached CLEAR centre to support the president's commitment to rolling out a results-focused culture throughout the government.
Better quality of evaluations produced	**Anglophone Africa**: "More robust evaluation reports produced by M&E section as a consequence of the training on Impact Evaluation" AA IE course participant.
Availability of organization specific toolkits, guidelines, policies, etc for monitoring and/or evaluation	**South Asia**: CLEAR SA won a competitive bid issued by the local USAID office to help the agency integrate impact evaluation for learning and accountability. USAID has a global evaluation policy that includes impact evaluation, but the India mission has never commissioned one before. The centre developed an impact evaluation toolkit, and worked with various technical teams within the agency to strengthen their understanding and skills related to planning for and managing impact evaluations of USAID-supported initiatives.
	Anglophone Africa: CLEAR AA has provided various types of support to the DPME in RSA which has included working alongside it in the development and delivery of five in-service training courses that covered topics including how to manage evaluations, how to prepare management responses to evaluation, how to communicate evaluation results, how to develop TOC and logframes. CLEAR also assisted DPME in developing "Evaluation design clinics" for staff.
Expanded professional expertise in regions	
More and/or better opportunities (in terms of offered content) for networking among relevant stakeholders in the region and/or globally	**All regions**: Centres sponsored clients/partners to attend CLEAR regional forum in Mexico.
	South Asia: The centre sponsored the South Asian Evaluation conclave 2013 in Nepal and contributed to regional consultations and task committees; led plenary session and panel discussions on evaluation capacity building and leveraging data and technology for impact evaluations, and panel discussion on evidence based decision making, and two-day workshop on impact evaluation theory and practice; helped foster ties and deepen collaboration with different actors, such as SLEvA.
	Anglophone Africa: The South African DPME appreciated the connections and exchanges that they have had with the aid of CLEAR support for a study tour to CONEVAL, the Centre of Excellence in Evaluation in Canada, and to other countries (Colombia, Mexico, US) that are also striving to develop government evaluation capacities and performance. In addition, DPME itself plays an active role in reaching out to others in the South to share experiences. CLEAR AA has been able to bring in internationally known experts to work with national stakeholders in RSA, Kenya, and South Sudan. Also, CLEAR AA staff has participated in Afrea annual conferences, in particular on work related to "Made in Africa" deliberations., The team is also involved in SAMEA where it is seen to help build on best practice and international

Types of Benefits	Examples
	thinking in evaluation.
	Latin America: In the CIDE seminar on public safety, to which CLEAR-LA contributed with an M&E module, it was possible for the first time to bring together government representatives, CSOs, experts in public safety, and evaluators. CLEAR LA supported exchanges with the centres in Anglophone Africa and South Asia.
New/improved training curricula and/or programmes on M&E in one or more academic institutions	**Anglophone Africa**: The AA centre contributed to the creation of a diploma and a Master's programme in M&E at Wits University. The diploma programme had 40 students in its first cohort in 2013, selected from 400 applicants. It is expected to have 50 in each subsequent year.
	Latin America: The LA centre contributed to the development of a graduate programme in M&E, consisting of modules in various universities' existing postgraduate programmes (e.g. in public administration, migration, public safety), as well as to the development and delivery of courses and workshops given during conferences in the region organised by CLAD, REDLACME, RELAC. To date, a total of 447 individuals from 16 countries in the LAC region have attended.
Improved enabling environment & demand for M&E	
New/improved knowledge on existing demand for, and/or existing structures and provisions for RBM and/or M&E in one or more countries.	**Anglophone Africa**: Exploratory case studies on African Monitoring and Evaluation Systems led by CLEAR AA and DPME using Benin, Burundi, Ghana, Kenya, Senegal, South Africa and Uganda as cases have become reference material for understanding the (Southern) African context for M&E. Several consulted stakeholders saw the potential of the publication to help governments develop or strengthen M&E system on the continent.
	Francophone Africa: Assessment of demand in M&E in Benin, Mauritania and Senegal first study of its kind in the region. Consulted stakeholders acknowledged the study had raised interest but also expectations of follow-up among various actors in the region, which have not yet been addressed.
	East Asia: CLEAR training contributed to Chinese government officials realising a gap between international practice and domestic practice on M&E. As a result, they issued the Regulations on Performance Evaluation on IFI Projects based on international practice.
Facilitating discussion and reflection on the role of M&E in a variety of sectors/areas	**South Asia**: Series of 10 roundtable discussions to date on M&E topics conducted in various locations in India in collaboration with other organisations, including for example UN Women on the roundtable on gender and evaluation. The events have been attended by 199 people to date, and by 900 viewers online. Consulted stakeholders in India expressed their appreciation for the events, which they saw as unique opportunities for knowledge sharing, awareness building and networking among diverse actors involved in evaluation.
	Similarly, in Pakistan CLEAR SA facilitated a Policy Dialogue on Education Support Services, putting special emphasis on backing interventions by data-driven evidence and building effective M&E systems to ensure that the desire impact is achieved.
	Latin America: CLEAR-LA supported the expansion of M&E to other areas than social policies/programmes (e.g. public safety). In a CIDE seminar on public safety, to which CLEAR-LA contributed with an M&E module, it was possible for the first time to bring together government representatives, CSOs, experts in public safety, and evaluators.
	Anglophone Africa: The AA centre co-organised South Round Table Discussions in Pretoria (South Africa) to implement a South-South dialogue on government M&E systems.

Types of Benefits	Examples
	"I have sold the concept of Impact Evaluation in our social protection (SP) sector (sector wide approach) and discussed with some officials at the Prime Minister's office about the benefits of IE. DfID intends to sponsor an IE of one its major programs in our country. " AA IE course participant.
New policies, frameworks, guidelines or other factors likely to create or strengthen existing incentives for M&E/RBM at national or sub-national levels (i.e. within M&E *systems*)	**East Asia**: As a result of regional centre's M&E capacity building, the city of Shanghai invited an expert from the centre to advise them on designing a municipal M&E system. Also, the Chinese MoF invited the centre to organise a seminar on best practices in M&E for provincial officials from financial bureaus to raise awareness on evaluation to support government plan to roll out larger government-wide M&E plan. Also, in March 2013, the MOF issued a Regulation on Performance Evaluation (PE) in of IFI loan projects in China. **Latin America**: LA centre supported the Peruvian ministry of women and vulnerable populations to create a monitoring index based on administrative and census information. The index will be used to assess how the ministry provides programmes and tracks results for vulnerable populations. **Anglophone Africa**: In Kenya, a two-week CLEAR training contributed to the Government of Kenya initiating further collaboration with CLEAR to roll out its M&E system in its 47 counties. In South Africa, CLEAR conducted a review of four DPME guidelines on different types of evaluations, which were included in the national evaluation plan.
Changes in how government units approach/use M&E	**South Asia:** In Pakistan, a CLEAR training participant who was amid-level government officer at the state-level (i.e. sub-national) responsible for M&E across sectors noted that his department had traditionally focused on monitoring only. He was the first in his team to attend a workshop on M&E at the national level (organised by CLEAR). The training significantly changed his perception and understanding of the potential benefits of evaluation, and he has since been repeatedly asked by his supervisors to present key insights derived from the training to others in the department. In his view, the training a changed not only his personal approach to M&E, but is making an impact in his department, where he observes an increased interest (including in his supervisor) to attend similar training, and to focus more on evaluation, as well as on more rigorous and systematic data collection through monitoring. For example, his department is now putting increased pressure on line ministries to submit project completion reports (which are required, but have traditionally not been submitted regularly), and is planning to expand that to enforce compliance for ministries to also conduct project evaluations and submit related reports.
Innovations in M&E	
More/new discussion and exchange among diverse stakeholders.	**South Asia**: Series of roundtables (see above) **Latin America**: In the CIDE seminar on public safety, it was possible for the first time to bring together government representatives, CSOs, experts in public safety, and evaluators. **Anglophone Africa**: CLEAR collaborated with Afrea (with Rockefeller support) on a regional seminar to explore a Made in Africa approach to evaluation. Consulted stakeholders also noted, however, that there is no evidence yet whether this event will have further effects at regional or national levels, some see it as a lost opportunity for change.
More/first time explorations of the use of M&E in specific sectors	**South Asia**: In Pakistan a participant of an M&E training workshop conducted by CLEAR noted that as part of an exercise during the training he and other participants developed the idea to use mobile technology to track school absentees. Upon his return to his government office, he presented this idea to his supervisor and was met with enthusiastic response. He and his team are now working to implement this idea.

Types of Benefits	Examples
	Latin America: Broadening the reach of M&E to: i) policies other than social development policies (e.g. the evaluation of the implementation of conditional cash transfers at times of natural disasters (publication under development); ii) other sectors than social policies (e.g. expansion of M&E training to areas traditionally excluded, such as public safety.
Publications	**South Asia** – Mobile-Based Technology for Monitoring and Evaluation (2013). Consulted centre staff noted that the presented techniques were not 'new' in India, but probably for actors in many other parts of the world. Also materials accompanying/ summarising round table discussions and webinars on various M&E-related topics. **Latin America**: From Recommendations to Actions - Federal Programs Committed to the Evaluation Process (2011), as well as four other publications not published on the CLEAR website. Anglophone and Francophone Africa: Demand studies (see above)

Annex P   Survey of Participants in IE Courses in Anglophone Africa

P.1   Overview

An invitation to participate in a survey on IE courses was sent to 95 potential respondents and 24 completed surveys were returned (60 respondents did not open the invitation, 8 email addresses were not valid, and 3 viewed the survey but did not complete it). The survey and results are shown in section A.2 below.

P.2   Survey questions and results

Please identify which IE course you have taken:

Response	Chart	Percentage	Count
Impact Evaluation Technical South Africa (July 2013)		21.7%	5
Impact Evaluation Policy South Africa (July 2013)		8.7%	2
Impact Evaluation Uganda (24 June - 6 July, 2013)		78.3%	18
	Total Responses		23

Note: Two respondents selected both courses in South Africa, which is why the total is 23 rather than 25.

Please identify your current employer category:

Response	Chart	Percentage	Count
Government		50.0%	12
Civil Society		20.8%	5
Donor/ Multilateral Agency		0.0%	0
Other		29.2%	7
	Total Responses		24

Note: The 7 respondents who answered "other" in the question above provided the following information on their employer category: Research organisation (1); Kenya School of Government (1); consulting firm (1); academia (1); university (3).

Please state your opinion on the following aspects of the IE training that you participated in:

	Relevant	Somewhat relevant	Not at all relevant	Do not know/ No opinion	Total Responses
Relevance of the training given your work responsibilities at the time of training	18 (75.0%)	6 (25.0%)	0 (0.0%)	0 (0.0%)	24
Relevance of the training given your current work responsibilities	21 (87.5%)	3 (12.5%)	0 (0.0%)	0 (0.0%)	24
Relevance of the training given your employers' policies, priorities and/or resource allocations for evaluation	14 (58.3%)	8 (33.3%)	1 (4.2%)	1 (4.2%)	24

To what extent have you been able to utilize any of the acquired knowledge and/or skills you obtained from the training you received after you returned to your job?

Response	Chart	Percentage	Count
Extensively		33.3%	8
Somewhat		62.5%	15
Not at all		4.2%	1
Do not know/ No opinion		0.0%	0
	Total Responses		24

Have you shared what you learned in the training with your colleagues?

Response	Chart	Percentage	Count
Yes		95.7%	22
No		4.3%	1
	Total Responses		23

Have you shared what you learned in the training with your supervisors?

Response	Chart	Percentage	Count
Yes		79.2%	19
No		20.8%	5
Total Responses			24

Please describe if/how any follow up any actions that you have taken since the training have contributed to any changes in your organization if any:

1.	Since the training, my organisation has been more aware of multiple tools for impact assessment and we have used several tools for impact analysis and sensitivity assessment.
2.	Am waiting to backstop consultants in the upcoming impact evaluation at the end of this year.
3.	Got more confidence on designing evaluations by collecting data before a program start. More robust evaluation reports produced by M&E Theme.
4.	I wrote proposal and still looking for funding
5.	We are doing control experiments than ever before in my organization. Unfortunately, we are a charity organization and we cannot afford the amount of resources we need for an impact evaluation. I have however sold the concept of IE in our social protection (SP) sector (sector wide approach) and discussed with some officials at the Prime Minister's office about the benefits of IE. DfID which co-chairs our SP sector intends to sponsor an IE of one it's major programs in Rwanda.
6.	(1). I have taken the lead in designing impact evaluation studies at the school. Currently, I am implementing an impact assessment for Kenya School of Government's (KSG) flagship programme; the strategic leadership development programme (SLDP). (2) In 2013, I organized a policy research workshop for the school's faculty in which part of the training was on technical approaches to impact evaluations. (3). I am currently a lead trainer in impact evaluations.
7.	I managed to get more interest in the work of 3ie, as such have extensively changed the approaches of the consultancies we do in measuring impact where we have put more focus on establishing the counter factual alongside the usual before after for concrete evidence in suggesting attribution of impact of projects and programs
8.	Our organization reconsidered my advice based on the training to change the methodology for the upcoming impact assessment for our projects
9.	impact evaluation technical has help me in evaluating the impact of projects and programs that the ministry of education is involved in.
10.	Now I do evaluation with confidence and always ensure that the counter-factual is taken care off...
11.	The organization adopted the impact evaluation methodologies and research. We are able to appreciate the use of evidence from impact evaluations.
12.	Minimal changes, by writing evaluation proposals
13.	1. Improved training materials for my students 2. Published a paper on MeasureDHS website 3. Published a paper with BMC Medical Health
14.	Incorporated IE techniques in my research
15.	Clear understanding of what impact evaluation is and different approaches to evaluations has helped to guide our evaluation agenda.

16.	Have moved to take further steps from monitoring to evaluation in my work. I am able to look at outcomes of projects other that what I used to do before.
17.	The organisation has now made impact evaluation a core input in the research program.
18.	I am in the process of coming up with a Monitoring & Evaluation System for the Institute. I also taught a session on Complex Impact Evaluations to our Post Graduate Diploma in M&E students.

Do you have any other comments that you would like to make at this time about the Impact Evaluation course(s) you participated in (e.g., its quality, strengths, weaknesses etc):

2.	if possible......volunteer/internship attachments to Impact Evaluation Group centres to get hands on experience of what was learnt to willing participants... for a given period of time.
3.	I am happy with the content of the course and it is very relevant for organizations working trying to adopt result based M&E. The limitations are the trainers are not at equal level of competence. Some have relatively good experience while others are not good enough. The other point is that the course announcement did not reach the proper audiences. Some of the trainees have enough experience in IE. But you have to try to reach countries and organizations that deadly need the course.
4.	First of all, to say IE is very relevant for anyone involved in programs as a tool you need to be able to understand whether or not you making any impact by your interventions. The training in Uganda was however more of academic than professionally oriented for practitioners. Some resource persons were not up to the task. You would imagine, we were enrolled for a Ph D program. We did not have ample time to practically design IE models. Overall though, it was excellent, because for me it opened a whole new world of opportunities in the field and I recommend follow up trainings.
5.	Strengths: The programme imparts critical and useful technical knowledge on IE. Weakness: At 10 days, the trainings are usually too short relative to the content to be delivered. Quality: I would rate the quality of the IE course at 3.7 out of 5. The amount of time for practical learning should be improved. Other Comments: It may help to convert the programme into a 2 year graduate programme complete with a practical IE project implemented by the candidates before graduating with an MSC. Hosting: The programme can be hosted by partner universities with the technical faculty capacity to deliver theoretical and practical IE training.
6.	The courses are relevant in order to advise impact based programming. In most of the teams I have engaged who are actually evaluation consultants only report distorted statistics such as the before after, not because it's the easiest but because they have not had exposure to technical trainings as this. This training however requires a good statistical or econometric background. There is however need to also talk about participatory approaches. Little trainings are talked of especially in Africa. Projects such as USAID come with pre-planned M&E and at the end it does not yield the impact. Even if it is done, it may not give the diagnosis which if a blend of participatory approaches is used would advise the programming.
7.	it was so intensive yet run for a very short time. This affected the sharing of experiences among facilitators and participants.
8.	I think the users and beneficiaries of this course must be supported by the sponsors at all times for them to benefit from the course.
9.	The quality of the training was really good and the use of group team work and extra hours helped me as individual to understand some of the areas that seemed difficult during class hours. However, the time frame allocated for the course was not enough for me. I suggest that the course be allocated 3 - 4 weeks.
10.	i think it was rigorous and the quality was good

11.	The training was of high quality but the content needed more time during the training.
12.	much was covered in a limited time. there is need to lengthen period for training
13.	Strength: Was very relevant to academician like me
14.	Increase the practical component of the course. May be case studies as group project.
15.	The quality was good but the course duration was inadequate
16.	Duration of the course may be too short to capture everything, therefore I suggested the course duration to be expanded to include some sort of home study maybe with some online guidance and then close up with the two weeks face to face training. The topics on statistics can be very tricky to those without such background and perhaps a basic module will help. Otherwise, impact evaluation is a very interesting course.
17.	The training should be extended to other beneficiaries because it very relevant for development practitioners.
18.	It was an excellent course. A great eye opener to what true IE looks like.
19.	None
20.	Its quality is excellent; however, it requires more than 2 weeks to avoid being over packed in a short time.
21.	I want to focus on the qualities and strengths of the training - it is very practical and timely

Annex Q   IEG Functions of Governance and OECD Principles of Corporate Governance

Sourcebook for Evaluating Global and Regional Partnership Programs

Indicative Principles and Standards[45]

Functions of Governance

12.4 The governing bodies of GRPPs typically exercise six core functions:

- **Strategic direction**. Exercising effective leadership that optimizes the use of the financial, human, social, and technological resources of the program. Establishing a vision or a mission for the program, reviewing and approving strategic documents, and establishing operational policies and guidelines. Continually monitoring the effectiveness of the program's governance arrangements and making changes as needed.

- **Management oversight**. Monitoring managerial performance and program implementation, appointing key personnel, approving annual budgets and business plans, and overseeing major capital expenditures. Promoting high performance and efficient processes by establishing an appropriate balance between control by the governing body and entrepreneurship by the management unit. Monitoring compliance with all applicable laws and regulations, and with the regulations and procedures of the host organization, as the case may be.

- **Stakeholder participation**. Establishing policies for inclusion of stakeholders in programmatic activities. Ensuring adequate consultation, communication, transparency, and disclosure in relation to program stakeholders that are not represented on the governing bodies of the program.

- **Risk management**. Establishing a policy for managing risks and monitoring the implementation of the policy. Ensuring these core functions, and the criteria for assessing the performance of governing bodies in the standards section below, are adapted from the OECD *Principles of Corporate Governance* (2004). Although there exist other similar statements of such principles at the national level, the OECD Principles are the only set of corporate governance principles on which there is clear international consensus. Many governance functions for the for-profit private sector, as laid out in the OECD Principles, translate directly into equivalent functions for GRPPs (as well as for other public sector organizations, NGOs, and foundations).

- **Conflict management**. Monitoring and managing the potential conflicts of interest of members of the governing body and staff of the management unit. Monitoring and managing conflicting interests among program partners and participants, especially those that arise during the process of program implementation.

- **Audit and evaluation**. Ensuring the integrity of the program's accounting and financial reporting systems, including independent audits. Setting evaluation policy, commissioning evaluations in a timely manner.

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[45] Sourcebook for Evaluating Global and Regional Partnership Programs, Indicative Principles and Standards (2007). IEG–World Bank. http://www.worldbank.org/ieg/grpp Washington, D.

OECD Principles of Corporate Governance (2004)

(Organisation for Economic Co-Operation and Development)

The board should fulfil certain key functions, including:

1. Reviewing and guiding corporate strategy, major plans of action, risk policy, annual budgets and business plans; setting performance objectives; monitoring implementation and corporate performance; and overseeing major capital expenditures, acquisitions and divestitures.

2. Monitoring the effectiveness of the company's governance practices and making changes as needed.

3. Selecting, compensating, monitoring and, when necessary, replacing key executives and overseeing succession planning.

4. Aligning key executive and board remuneration with the longer term interests of the company and its shareholders.

5. Ensuring a formal and transparent board nomination and election process.

6. Monitoring and managing potential conflicts of interest of management, board members and shareholders, including misuse of corporate assets and abuse in related party transactions.

7. Ensuring the integrity of the corporation's accounting and financial reporting systems, including the independent audit, and that appropriate systems of control are in place, in particular, systems for risk management, financial and operational control, and compliance with the law and relevant standards.

8. Overseeing the process of disclosure and communications.

The board should be able to exercise objective independent judgement on corporate affairs.

1. Boards should consider assigning a sufficient number of non-executive board members capable of exercising independent judgement to tasks where there is a potential for conflict of interest. Examples of such key responsibilities are ensuring the integrity of financial and non-financial reporting, the review of related party transactions, nomination of board members and key executives, and board remuneration.

2. When committees of the board are established, their mandate, composition and working procedures should be well defined and disclosed by the board.

3. Board members should be able to commit themselves effectively to their responsibilities.

In order to fulfil their responsibilities, board members should have access to accurate, relevant and timely information.

Annex R   Strategic Guidance Provided by the Secretariat to the Regional Centres

Regional Centre	Strategic/ Technical Advice Provided by the CLEAR Secretariat
Anglophone Africa	Technical guidance and international support to kick start the centre's research/knowledge work on country M&E systems (resulting in a number of studies that were used to assess how capacity building support could be provided).
	Advice for structuring the relationship and identifying challenges and areas for support to the Department of Performance Monitoring and Evaluation (DPME) of the South African Presidency, National Treasury, Parliament, AFREA and SAMEA (including collaboration for site visits and trips, contributions to conferences, structuring work programs and contracts, etc.).
	Identified issues with the implementation of the work program and management of the centre, alerted the Board, and initiated an Institutional assessment. Management of institutional assessment of the Centre to identify implementation and strategy issues and solutions. Led the finalization of the assessment and discussions with Wits. Provided support to the Centre for the design of the action plan emerging from the Institutional Assessment and continue to provide support and advice for its implementation.
	Support for the transition in Centre's Directors (introductions to clients and stakeholders in South Africa and the region, support in strategic direction for the Centre)
	Guidance and peer review many of Centre's materials (i.e. DFID studies, Darfur Studies, peer review of DPME M&E Guidelines, DPME Refection Workshops, etc.)
	Advice to the centre in the implementation of activities (Impact Evaluation Course in Uganda; support to participants in the IE course to develop proposals to the Strategic Impact Evaluation Fund – to enable them to learn by doing)
Francophone Africa	Design and review of the Centre's first major study – demand assessment across three countries, resulting in recognition of the centre and improved visibility at conferences and network events (working closely with and advising the international expert who worked with the centre).
South Asia	Feedback on work program, particularly on the new sub-national level work that is being conducted and the grass-roots work that will be initiated with ASER. Connected the centre to the HP Foundation and R4D, which is conducting an evaluation of ASER (still on-going and not public) to ensure that early findings are taken into account in formulating the approach
	Feedback on and inputs into strategy and context of M&E in the region – providing research/background information that the centre did not have good access to previously
Latin America	Provided peer review comments for projects such as the Evaluation Outlook, Utilization of evaluations, etc.
	Advised the Centre in the drafting of the Agenda for the Peer-Learning section of the Global Forum, which focused on the experiences in M&E of the Latin America region.
	Leveraged additional funds for the centre through the IDB
East Asia	Helped establish the centre's profile by including it in the high-level international seminar on evaluation requested by the Ministry of Finance

Regional Centre	Strategic/ Technical Advice Provided by the CLEAR Secretariat
	(which was requested from the WB)
Global – Across All Centres	Templates for chunky, project type work so that objectives become clear, rationale is well grounded and there is a system for M&E
	Modalities for capacity building in the ToC have pushed/encouraged them to think beyond training. See http://www.theclearinitiative.org/ECD-CLEAR-ChangeAgents-ICOs-CD-Activities_4October%202013.pdf
	Quality assurance guidelines (templates for participant feedback, feedback on advisory services/technical assistance, project development, tracer studies, and so forth)
	Suggestions on RAC members
	[The items below are typically of team leaders of Bank projects – to keep abreast of issues/provide advice/knowledge, deploy technical assistance as needed, and so forth.]
	Technical review of project document – plus getting it internally reviewed. The project document must outline the context, strategy, and specific implementation plan.
	On-going review of and advice on identifying and addressing issues related to overall strategy, work program, procurement, disbursement
	"Scanning" of development environment and keeping the centres informed of those issues (from the Bank, evaluation associations, etc.)
	Continued advice on business planning – working with an expert and thinking through different models individually with the centres (e.g., think tank model, "affiliate model" and so forth)
	Advice on who to include for global fora, identifying strategic clients, and so forth
	Obtaining country clearances for the work to proceed in-country through the grants – coordinating with Ministries of Finance/Treasury, WB offices, etc.
	Providing technical assistance on specific services, products, etc. (more with the African Centres)

CLEAR MTE

Factual Corrections, Key Comments, and Clarifications

<u>**From Secretariat**</u>

Factual corrections noted in red

Page No.	Issue	Correction/key comment/clarification	Response to key comment[1]
Secretariat comments			
i	CLEAR is financially supported by 12 partners	11 partners – not 12	Factual error corrected in final report
iii	No definition of what "success" looks like in development terms	CLEAR has a results framework and specific indicators in development terms. Another conclusion that the evaluation may wish to consider is that "success" was defined at too high a level for a program of this nature; defining success in "development terms" may be inappropriate for a program this size. The "global" success was to have established centers addressing evaluation capacity and the medium-term outcomes the centers achieve in the context of those strategies, working with relevant stakeholders in ways that make sense to move the specific national and regional M&E agendas forward.	
iii	Measuring "success" in terms of development results	It is unclear what the evaluation means by "measuring success in terms of development results" – an example would be useful	
iii	Internal and external contexts varies significantly and were not taken into account in program design	The program commissioned regional demand studies, regional consultations, and competitive bids. These contained information on contexts that informed program design. It would be helpful to understand what else should have been done.	

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[1] Comments for which no response is noted in this column have been noted with thanks but have not led the evaluation team to make changes to the report.

Page No.	Issue	Correction/key comment/clarification	Response to key comment[1]
iii	Strategic long-term linkages with regional partners	This statement presumes that long-term linkages with regional partners are essential to the strategies to be followed by every center, which is not the case.	
4	Diagram of governance	The RACs need not include all of the different stakeholder groups displayed in the diagram. The RAC composition is determined by the centers and not based on stakeholder groupings. The RAC ToRs were modified in 2013	
5	Board composition	Technically, the Board is composed of donors providing $500K or more, so not all agencies are full Board members. (Please see the Board ToRs)	
5	Five-year programme	It would be more accurate to say that "…the centers were established at different times as and when funding became available…" The statement as it is does not provide the full picture of why the centers were established at different times.	
5, and throughout report	Table 1.2, The Asia Pacific Finance and Development Centre (AFDC), China based at the Shanghai National Audit Institute	Shanghai National Accounting Institute	Factual error corrected in final report
6	WB oversight functions	The functions are not simply oversight; they are also to provide technical support and guidance.	
7	Implicit theory of change	The evaluation discusses using an implicit theory of change. Could this be captured as part of the methodology section?	
14	While CLEAR was originally intended as an experiment or pilot, this has not been strongly reflected in how the initiative was designed or managed.	CLEAR encompasses a learning-by-doing model. It was not conceived of as a formal experiment with pre-specified hypotheses but rather as an experiment in broader terms.	
17	Theory of Change	The theory of change is generic at the program level; it does not imply that the specificities of it would not be	

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		different depending on the center. Each center's strategy takes into account the different elements of the ToC -- how it defines the different outcome areas and the stakeholder groups it works with (implicitly or explicitly). This is precisely the reason that that there are differences in how the concepts are operationalized. The operationalization of the program was not intended to be uniform across all centers, precisely because it is context driven and tailored to regional circumstances and realities.	
18	Discussion of results framework	Please see comment with respect to page iii (measuring "success")	
22	Annual report lacks focus on outcomes	It would be helpful if the evaluation could clarify why the discussion in the 2013 annual report on how the centers are contributing to the outcomes outlined in the results framework is not considered to be progress toward or contributing to outcomes. What other type of evidence is needed for progress toward outcomes?	
~~23~~	IEG was "selected"	This statement implies a conscious selection process. IEG established the trust fund and the partnership and was therefore the default office for the secretariat. It would be more accurate simply to say that IEG houses the Secretariat.	Rephrased to address comment
~~23~~	Secretariat workload	It would be more accurate to say that the Secretariat "workprogram" rather than "workload" (the latter is not is reviewed by the Board). Once there was a discussion on the workload, but this has not been an ongoing Board concern.	Rephrased to address comment
23	Secretariat	It would be more accurate to describe the Secretariat's work not just as administration but also overall management, including operational strategy.	Rephrased to address comment
24	Reference to leadership	It would be helpful if the evaluation could elaborate on what is meant by "gaps in leadership" – is it to address the questions outlined on page 25?	
27	Contexts not sufficiently reflected in program design	It would be helpful to understand how contexts could be reflected better, beyond what the program did: conduct	

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		preparatory studies in the CLEAR regions and use a competitive process requiring the shortlisted institutions to provide information on the regions needs/demands and a strategy to address those needs/demands.	
28	Focusing on delivering vs. learning	The program's focus is on learning by doing (not either delivery or learning), although less than desirable emphasis has been given to learning	
30	Centers have had few opportunities to elicit inputs from regional experts	This statement is misleading because centers elicit inputs and views from a wide range of experts informally, which does not get reflected in formal documents.	Rephrased paragraph to address comment
34	Several centres experienced delays and challenges due to difficulties in aligning host institution rules and procedures with World Bank requirements. In several cases (especially in AA and FA) this led not only to delays in the transfer of funds to the centres, but also to inefficient use of professional staff, given that they were tied up with administrative tasks.	The delays were problematic not only for the centers but also for the Secretariat. WB procurement and related replies were timely, but often the documents were delayed more with the host institutions or host governments.	
AA comments			
35	A first grant agreement between the World Bank and Wits was signed In February 2012, for a grant of USD 940,513 for the period June 2011- January 2013. A second grant agreement for USD 2,997, 325 was signed in June 2014 for the period 2014-2018.	The first grant was signed by the World Bank in December 2011 and the second grant in May 2014.	Corrected in final version

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35	Thus the AA centre has effectively had no grant support for ongoing activities, besides resources it has raised on its own.	The funds for the CLEAR Center have been in the Trust Fund. The lack of access to grant funds is related to: - Delays from the Center in turning in a Project Document that had a structure and content that were ready to go through World Bank clearances. - Delays from Wits in signing the grant, providing information on the authorized signatories, providing banking information and registering in the World Bank Systems (client connection) to be able to access the funds.	Rephrased to address comment, and shifted paragraph to other location in chapter to ensure better logical flow.
35	Note 69 -While the grant was signed by both parties in February 2012, the World Bank considers June 2011 as the start-up date.	Retroactive financing that covered activities from May 2011 onwards, meaning that the center could claim expenses backdating to May 2011.	Reflected in revised report.
38	The 2013 draft strategy has not yet been fully applied due to long delays in receiving the World Bank grant as well as current gaps in AA centre leadership and capacities	The 2013 draft strategy has not yet been fully applied due to long delays in being able to finalize the procedures necessary to receive the World Bank grant as well as current gaps in AA centre leadership and capacities"	Rephrased to address comment
39	Note 78 - While the CLEAR Secretariat indicates that Centres were free to develop their own theories of change, the AA centre reports that it was told to incorporate the overall ToC into its strategy document as it moved towards strategy approval by the CLEAR Board"	The Secretariat suggested using the program's ToC because the Center had not yet envisioned a ToC on their own and there were already significant delays with the completion of the Project Document, which cause many of the issues highlighted in the evaluation.	Rephrased to address comment
47	While the World Bank committed funding to the	(General comment not limited to AA)	Corrected throughout the report.

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	each of the CLEAR Regional Centres for a five-year period, the initial contract with the AA centre was for one year, and subsequent funding was linked to satisfactory performance.89 While this might have addressed the World Bank's need to manage risks, it appears incompatible in the context of an experimental initiative such as CLEAR which naturally would take time to gestate.	Throughout the report there are references to the "World Bank funding" (and related phrasing). It would be better to say "multi-donor CLEAR funding administered through the World Bank". We also suggest adding a sentence early in the report as follows (please contact Maurya in the Secretariat on any questions related to this text). *CLEAR grants to centers are administered through the World Bank's administrative, procurement, financial, legal and related arrangements. The grants use funds from the multi-donor trust fund established for CLEAR.* It was the CLEAR Initiative that committed funding for 5 years, not the World Bank. The trust fund from which the grants are provided cannot make commitment of funds that it does not hold in cash. At the time the first grant was provided to AA, the TF did not hold sufficient funds to cover a longer period of time. For the second grant, the donors had already deposited additional funds into the TF account, so it was possible to make a 3 year grant. These issues are related to managing risks on behalf of the donors, since the funds are held in trust.	Added suggested sentence in section 1.1. Rephrased to address comment
47	The establishment of the AA centre was adversely affected by delays in finalising the original contract between Wits and the World Bank due to various due diligence procedures and other requirements of both institutions.	Please see comments above, under page 35, about World Bank's role in the delays.	Rephrased to address comment

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47	The centre also experienced delays in identifying and appointing a Centre Director acceptable to the World Bank, and in preparing and approving a project contract for the period 2013-18.	The centre also experienced delays in identifying and appointing a Centre Director acceptable to the initiative's Board, not the World Bank.	Rephrased to address comment
47	The nature of the agreements between the World Bank and the AA centre (as well as the AA centre and Affiliate Centres) led to long delays between the conduct of an activity and reimbursement. (…) Interviews suggest that in some instances reimbursements could take up to 5-6 months for completed pre-approved programmes.	Reimbursements are made within a week or two by the world Bank. The delays were related to Wits taking time in submitting the paperwork to be reimbursed.	Rephrased to address comment
LA Comments			
58, 59	Delays in the processing of the CLEAR grant did not negatively affect centre activities, as the CLEAR LA centre was able to access funding from other sources. (…) The first CLEAR grant of USD 595,000 awarded to the LA centre in May 2013 was received in May 2014. Delays were due to a number of factors, including the need to reconcile policies and procedures of the CLEAR Secretariat, the Mexican government, and CIDE. "	These statements seem to imply that there were delays from the World Bank side. The grant was signed at the World Bank on May 13, 2013 and the funds were available from that point on (not in November 2013, as the evaluation notes). The delays were related to: - Internal procedures at CIDE to comply with World Bank procurement and FM requirements - Delays in the signature of the grant by the Government of Mexico (The administration had just changed and the head of the office in charge of these signatures was not appointed) Also, the fact that CIDE was able to leverage funds from other donors did not cause the delays. It was the other way around. It was actually getting these funds that got	Rephrased to address comment

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	"The grant seemed ready to be disbursed in November 2013, but at that point the LA centre asked the Secretariat to postpone disbursement to early 2014 as receiving the grant late in the year would have posed considerable administrative challenges. The process took another four months and funds were received in May of the following year. In the meantime, major donors that the centre was able to leverage were the Mexican Government106 (USD 500,000) and the Bill and Melinda Gates Foundation grant (USD 186,395)"	CIDE to delay processing the grant, since the funds that they leveraged had to be disbursed quickly. Also, they wanted avoid having to deal with administrative processes (reporting, audits, etc.) if they were not going to use the funds. Leveraging funds was not a strategy to compensate for delays in the grant. It was a purposeful decision to attract more funds and expand the program. CIDE would have not been able to leverage the extra funds without signing the agreement with the Bank. And would have not been able to spend the funds it had leveraged unless it delayed the expenditures from the World Bank grant.	
SA			
67	National M&E Office	IEO was disbanded September 2014.	Corrected
65	Threshold of a "large project"	Dollar thresholds of projects requiring clearance is provided in the grant agreements. The approvals had to do with the nature of the contracting – whether to do a sole-source or a competitive bid, in order to follow procurement rules.	Added this information
EA			
72	The East Asia centre is the only CLEAR centre whose host institution was not selected via a competitive process. Instead, the Asia Pacific Finance and Development Centre (AFDC) in China based at the Shanghai National Audit	*Suggested rephrasing:* The CLEAR East Asia centre – based at the Asia Pacific Finance and Development Centre (AFDC) in China based at the Shanghai National Accounting Institute (SNAI) - is the only of the currently existing centres whose host institution was not selected via a competitive process. Before CLEAR was developed, the World Bank, Asian Development Bank, and other partners in 2007 came together to launch the Shanghai International	*Rephrased according to suggestion*

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	Institute (SNAI) was selected to host the EA centre based on its existing relationship with the World Bank around hosting and facilitating the Shanghai International Program in Development Evaluation Training (SHIPDET) since 2007 (see sidebar).	Program in Development Evaluation Training (SHIPDET). SHIPDET has enjoyed success in training evaluation practitioners, disseminating evaluation knowledge, and networking, not only in China, but also in the whole region. When the CLEAR program was begun to further promote learning on evaluation and results, AFDC was selected to host the EA centre based on its existing relationship with the World Bank around hosting and facilitating SHIPDET since 2007.	
72	To date, the EA centre has offered two kinds of regular training programmes: SHIPDET and training on Impact Evaluation. In addition, it has offered ad hoc training on Performance Budgeting. As shown in the sidebar, the centre has engaged in a number of advisory services, knowledge exchange activities, as well as internal capacity building efforts for its staff. To date, it has developed one knowledge resource.	*Suggested adding at the end of the paragraph.* In addition to the core course deliveries, like IPDET and Impact Evaluation, the SHIPDET program also has specialized courses (usually of two to three days) on a range of topics. Recent specialized topics include *Performance Based Budgeting, Introduction to Impact Evaluation, Cost-Benefit Analysis for Evaluators, and the Case Study Approach to Evaluation.*	Added according to suggestion
72	The centre does not have confirmed data on the composition of its clients, but estimates that 50% of clients are government officials from different countries, 20% are from academia, while the remaining 30% are evaluation practitioners, including independent consultants, as well as staff from auditing and evaluating consulting firms.	Zhao Min from AFDC will send exact data.	

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	SHIPDET		
73	Finding 52. The establishment of the EA centre took place in a regional environment characterised by national governments (in particular China) increasingly pushing for and establishing systems for M&E and performance-based budgeting. The supply of quality RBM/M&E services was scarce, and awareness of the benefits of high-quality M&E and RBM not yet wide spread or institutionalised. This context has not significantly changed.	While the finding is not incorrect, it underemphasizes the progress that the center has made in awareness raising and governmental changes within the region, and most especially with MOF in China. We request that the last paragraph in the narrative section be captured more in the finding. The EA center can provide more information on the influence that they have had (e.g., Recently as a result of MOF staff taking SHIPDET training, a Performance Based Budgeting Committee has been set up in China with MOF heading it and AFDC having the Deputy Chair role in this committee. The committee could be considered a quasi- evaluation association within a government setting. This is a direct result of the SHIPDET-CLEAR program on SHPDET and PBB and is an example of a result that could be highlighted. The AFDC team can provide more detailed/accurate narrative on this.)	
74	Finding 54. The EA centre, through its host institution AFDC, possesses strong managerial capacity. The centre's current professional capacity is weak and the delivery of capacity building services is reliant on a network of international resources.	While the overall finding and supporting notes are correct, it would be useful to emphasize more both (a) the nature of the AFDC staff trainers' work on the courses for China participants (in Chinese) with the staff taking over more teaching duties, and (b) the internal capacity building that the AFDC staff have done – i.e., participating in the IPDET program in Canada, attending international evaluation association conferences – to be able to build their knowledge and skills to take on more teaching duties.	
75	Finding 57: The EA centre is building strong partnerships with the government of China and with public finance institutions in the region. It has not proactively reached out to other development actors, including multilateral	The center has worked in partnership with WB, ADB, IFAD, UNDP, and 3ie. It is also exploring closer connections to evaluation associations in the greater regions and other actors. At roughly 2+ years in the program, the center is at a point where they are going to be stepping up their outreach/engagement. Though it is noted that the center has been somewhat conservative in its outreach approach – wanting to gain sound footing before reaching out too soon.	

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	and bilateral agencies, CSOs and academia.		
76	Finding 59: The EA centre has established a Regional Advisory Committee, but it is not yet operational. This has diminished the centre's ability to validate programming plans and decisions through a broader stakeholder group.	Please see other commentary on the overall CLEAR RAC arrangements in this note. At the same time, we agree that the program would benefit from having more non-Chinese participation in the RAC to advise the center on non-China opportunities/connections. We also note that the center has excellent arrangements within China related to the RAC and government connections.	
79	Resources from the CLEAR grant have been used almost exclusively for client capacity building activities, with only a small amount being used for internal capacity building of EA centre staff. The majority of activities conducted by the EA centre to date have, however, been paid for through other sources.134 The Chinese MoF has been supporting AFDC and thereby also CLEAR operation costs (mainly staff salaries) and has been sponsoring the participation of Chinese participants in various CLEAR training courses. So far, the Chinese government has contributed at least USD 3.5 million to the CLEAR EA programme.	Suggest adding more emphasis to the rather impressive contributions that MoF and AFDC have made to the program related to in-kind support – especially given the relatively low grant amount. It underscores the commitment of both AFDC and MoF to both CLEAR and evaluation within the region. This importance of this commitment gets a little lost in the text.	
79	Integration in and support from host institution: While AFDC has provided ongoing managerial, administrative, and professional support to	The paragraph mixes up a few things. While initially SHIPDET was a stand-alone program, it now is run under the CLEAR umbrella. It is fully aligned with CLEAR – however the AFDC team recognizes that the SHIPDET name had/has established name recognition	Rephrased to address comment

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	centre activities, it has made limited investments in CLEAR in terms of allocating senior and full time staff resources. This limits the centre's capacity to engage in strategic (financial and programmatic) longer-term planning. Also, given that most of the centre's work has been linked to SHIPDET, the question arises whether the additional services and profile brought by the CLEAR centre provide sufficient incentives for AFDC to continue hosting the centre (given the administrative and reporting requirements), or whether it might be more beneficial for AFDC to go back to merely hosting SHIPDET.	within Asia, so the center has kept the name SHIPDET and essentially operated in a co-branding arrangement.	
79	Context: Document review and stakeholder consultations indicate that there is ample demand for M&E capacity building services in China as well as in the larger East Asia region. The Chinese MoF will almost certainly continue its support for the operation costs of AFDC, as well as its sponsorship of Chinese participants for training courses such as SHIPDET, regardless of whether these are provided through AFDC or CLEAR. While the Chinese	Would be good to explore with MoF and the AFDC team whether the Chinese government is unlikely to be interested in investing in the expansion of the EA centre's current work. ~~It might be better to say "we're unsure if the Chinese government is likely to…" instead of "unlikely to"~~

As a side note, the AFDC team has expressed relatively fewer complaints about reporting than the other centers. So not sure how much they look at reporting as a heavy burden as they already have an established norm to collect and report the basic data requested. It is noted that as a next step, they would benefit from reporting more on outcomes/results to highlight achievements in the region, but in terms of providing input, activity and | |

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	government is unlikely to be interested in investing in the expansion of the EA centre's current work (e.g. deepening its regional approach, or adding a more distinct research component), other donors with an interest in the East Asia/Pacific region (e.g. the ADB or AuSAID) may be willing to explore related options. Overall, there are a number of positive factors that can support the financial viability and continued relevance of the CLEAR EA centre (in particular the demand for M&E capacity building and the availability of likely sources of funding). The bigger question, however, is whether the benefits of hosting a CLEAR centre (in terms of financial resources, contacts/networking opportunities, reputational affiliations) outweigh the drawbacks for AFDC (e.g. added reporting obligations and administration).	output information, it doesn't seem to be a terrible burden for AFDC.	
80	AFDC has to decide whether (or under what conditions) hosting CLEAR continues to make sense for AFDC.	Suggest revisiting this as AFDC, we believe, has not questioned whether it makes sense to host CLEAR. All other findings seem reasonable/good.	
FA			

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81	Initially the centre was operating with one full-time person (the coordinator), one part-time training specialist, one financial officer who later left the centre, and a part-time procurement officer.	Financial officer had to leave due to unsatisfactory performance. Currently, there is a financial specialist (who oversees all the donor-funded programs within CESAG) who partially works for CLEAR with support of his assistant. A part-time procurement consultant has been hired since May 2014.	Addressed in revised version
81	An intern joined the team in 2013	An intern officially joined the team in February 2014.	Corrected
83	Capacity development activities conducted to date appear to have been guided by the broader objective to establish the centre as a provider of customised M&E training and capacity development services with a focus on strengthening the supply side of M&E.	The Project Document refers not only to "training/workshops" but also to "advisory/knowledge service, evaluation and applied research".	Addressed in revised version
83	While the demand study indicated that the centre's work during its first year would place particular emphasis on the three countries covered in the study, this has only been visible for Senegal, but not for Benin and Mauritania.	The demand study indicates the potential for CESAG M&E offerings to the country; however, this did not mean that CESAG planned to place emphasis on all three countries at once. The assessment helped rule out Mauritania due to its low score on all M&E elements.	
86	The centre has not yet developed an explicit (or indicated the existence of an implicit) regional or country-specific Theory of Change.	The centre is in the process of developing a regional specific ToC together with the Strategic Plan.	
88	The complexity of regulations around the CLEAR grant has slowed down the payment of accounts. (Most consultants	This is due to CESAG's cumbersome and bureaucratic accounting procedure, not because of the regulations around the CLEAR grant.	

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	interviewed said they had waited six months or more for their accounts to be settled.)		

A number of additional comments that were not included in the table above were provided by the five CLEAR centres and the Board. However, with one exception these did not address factual errors. Only the South Asia centre noted a number of corrections required in Volume II, Annexes. These **corrections were made and are reflected in the revised Volume II.** The evaluation team noted all other comments with thanks