



**Building Results-Based
Monitoring and Evaluation
Systems in PRSP Countries in Africa**

**Summary of the Results of the Seminar held in
Tunis
December 4th-8th 2006**

**Operations Evaluation Department (OPEV)
(African Development Bank)
in collaboration with
The World Bank
and the
Joint Africa Institute (JAI)**

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1. Introduction

1.1 This document summarizes the main results of a seminar held in Tunis December 4-8 2006 which had the objective of both advancing understanding of PRSP M&E approaches and issues and helping country delegates plan for further strengthening of their PRSP monitoring and evaluation systems.

1.2 The approach taken was to combine short presentations by subject matter specialists with facilitated work-group sessions in order to maximize the level of collective understanding and application of shared material. The structure of the event was also highly interactive and discussion-based so as to permit the maximum amount of inter-country learning.

1.3 The seminar was one of a series of activities undertaken by OPEV and the AfDB aimed at strengthening national evaluation capacities in RMCs. The event itself benefited from two important inputs, a Training Needs Assessment study produced by OPEV in June 2006, and the self-assessments conducted by participants prior to attending the seminar.

1.4 The event was a jointly planned effort between AfDB (OPEV; ADI), the World Bank (Results and Knowledge Management Unit of the Africa Region, IEG and WBI) and the Joint Africa Institute (JAI). 29 RMC delegates attended from 18 countries. These were joined by about 14 representatives from the AfDB and WB.

Seminar participants – final day group photo.



Structure of the Seminar

The seminar was laid out as follows:

Day 1	<ul style="list-style-type: none">• Intro.• Overview of key RBM concepts• Group practice development of results chains.• Indicator selection and development.• Group practice indicator development.
Day 2	<ul style="list-style-type: none">• Results chains and their use in PRSPs.• Group practice in indicator development.• Introduction to evaluation designs and related issues.• Presentation : M&E data collection issues.• Presentation : Data analysis and Management Issues.• Group practice on data collection strategy development for PRSP indicators.
Day 3	<ul style="list-style-type: none">• Presentation on Institutional Arrangements for PRS monitoring systems (based on 'Beyond the Numbers').• Group discussions on specific institutional issues.• Country group discussion of country-specific institutional issues
Day 4	<ul style="list-style-type: none">• Country-specific development of PRSP M&E system strengthening action plans.• Seminar conclusions and next steps discussion.• Seminar evaluation.

2. Seminar Results

2.1 Constraints analysis

2.1.1 Prior to arriving at the seminar the participants provided some information relating to the constraints they faced in developing robust and sustainable PRSP M&E systems. The main constraints are listed below:

- Inadequate capacity to collect and analyze M&E data;
- lack of harmonization of the information generated for effective input into the planning processes;
- Lack of sufficient financial support for the M&E process;
- Structures of reporting are weak and in most instances overlapping;
- Baseline data on the basis of which the analysis and strategies were developed is lacking.
- Little consistency or coordination between those involved in (M&E) activities;
- Inadequate information sharing between agencies at all levels;
- Lack of effective donor coordination
- Inadequate incentives to promote efficient and effective M&E practices

2.1.2 During the seminar the above issues were ranked by the participants in order of importance starting with the most important. This gave the following results :

Table 1 Ranking of Constraints to Effective M&E System development

Order of Importance (1= Most Important)	Constraint in implementing PRSP M&E.
1	Lack of adequate political will/leadership to support M&E.
2	Lack of M&E capacity at central and local levels.
3	Insufficient horizontal coordination (at the central level).
4	Insufficient vertical coordination (between central and local levels).
5	Insufficient financial resources allocated to M&E.
6	M&E system not adequately linked to the budgeting system.
7	Lack of legislation/regulation to support the M&E system.

2.1.3 The analysis of the diagnostic data revealed that political will and leadership and capacity building at the central and local levels were by far the most important issues. The lack of supportive political leadership and incentives in the country for the production and use of M&E data for policy and program decision-making was often cited by the delegates as essential to M&E success. One delegate made the statement, "... political leaders either ignore M&E information in making their decisions ... or use it only when it supports their policy." The point was made that M&E. is a "political"

activity. As such, M&E results can determine who gets what resources within a country.

2.1.4 The lack of political will also reflects the reluctance or unwillingness of some political leaders to be held accountable for their policies and programs. Credible M&E data reveals both effective *and* fruitless policies and programs. This is a threat to politicians who primarily want to hang on to power and are less troubled about the ineffectiveness of their programs.

2.1.5 Also relevant to the issue is the question of *incentives*. The absence of political will and leadership also suggests either that there are no incentives or that the existing ones are ineffectual. This has led to the disregard of M&E results as the basis for making or justifying policy and program decisions. Or to the selective use of results data to justify decisions made for other reasons. This neglect or misuse of M&E data was cited as discouraging by some of the Seminar delegates who felt that their work was often ignored and undervalued.

2.1.6 These responses reinforce the seemingly marginal status of M&E within the countries represented at the Seminar. The mail diagnostic survey contained numerous comments that M&E was not linked directly to the country budgeting process and that most M&E offices were under-funded and inadequately staffed. .

2.1.7 The capacity issue was cited as relevant to both the Central level and the regional or local levels. The problem is a dearth of human resources skilled in the collection, management, and analysis and reporting of M&E data. The comment was made that, " ... people collect the data using a shoddy methodology and then don't know what to do with the data." This shortage is particularly acute at the regional and local levels. A corollary concern is the ill-timed and defective sharing of M&E data between levels. Some of the delegates complained that the data they received from the local offices often lacked acceptable quality and, even more importantly, was provided too late for their needs.

2.1.8 Insufficient coordination between the Central and lower levels in the production and distribution of M&E data was the third most frequently cited obstacle. This may reflect a capacity problem; there is uneven technical capacity between the levels. Technical capacity drops off sharply at the local levels. Nonetheless it was obvious from the comments of the delegates that poor coordination (and poor communication) between the levels of the system was a serious barrier to efficient data and information flow. It often led to delays in providing data (often of dubious quality) that reduced the usefulness of those data for decisions and contributed to the undervaluing of M&E data for policy and program decision-making. The need to improve the use of ICT systems for M&E information sharing was emphasized as part of this communications improvement need.

2.2 Action Planning

2.2.1 Having identified and analysed the constraints to M&E system development and implementation the participants were asked to identify concrete actions which should be conducted in order to strengthen their M&E systems. They were asked to focus on those actions which their organizations could feasibly implement rather than suggest changes which should ideally be conducted but over which they had no direct control.

2.2.2 The action plans are summarized in the following table according to 4 major activity areas : 1) Improving Coordination; 2) Building capacity to implement ; 3) Improving System Design;; and 4) Improving Political Will/Leadership.

Table 2: Summary of Country Action Plans

Objective	Action Identified	Challenges
1) Improving Coordination	<ul style="list-style-type: none"> • Establishing an improved national coordination framework. • Adopt a national M&E policy. • Establish inter-sectoral coordination mechanisms. • Raise awareness at ministry/local government and at minister level. Develop broad ownership. • Develop sectoral M&E capacity. • Establish specialized task forces (research; communications/advocacy; data collection). 	<ul style="list-style-type: none"> • Staff turnover. • Overcoming bureaucratic territoriality. • System stability over change of government.
2) Building capacity to implement	<ul style="list-style-type: none"> • Develop computer systems to link sectors and local governments to the central M&E coordinating unit. • Develop national M&E training system. • Train all relevant institution's staff (at central and local levels) in M&E. • Establishing linkages with more experienced countries (and second staff to them). • Develop training manuals/toolkits. • Establish specialized capacity-building task-forces. • Supply equipment. 	<ul style="list-style-type: none"> • Loss of qualified staff. • Getting qualified staff to work at local levels. • Finding suitable technical assistance. • Finding finance. • Sustaining the system (institutionalized training; computer system replacement; software development etc). • Reducing dependence on donors.
3) Improving System Design	<ul style="list-style-type: none"> • Develop/strengthen the M&E framework (indicators; data collection methods etc). • Conduct participatory consultations. • Formation of sector committees and consultative groups for planning and budgeting. 	<ul style="list-style-type: none"> • Lack of compatibility between existing sectoral and local government M&E systems. • Resistance of sectors to changing existing systems. • Building effective integration of M&E results into budgeting process.
4) Improving Political Will/Leadership	<ul style="list-style-type: none"> • Sensitize political leaders on importance of M&E in policy-making. • Disseminate the M&E plan widely. • Educate senior policy-makers on M&E system. 	<ul style="list-style-type: none"> • Getting M&E onto crowded agendas. • Getting local governments and ministries to see the benefits of the system for them.

3. Workshop Recommendations

3.1 The following proposed next steps were developed as possible actions which could be taken to support the participants in advancing their PRSP M&E work:

- **Support the further development and/or implementation of action plans to strengthen country-level PRSP M&E systems.**

3.2 Delegates indicated that they would seek to further develop the plans which they had worked on in the seminar and would also push to get them implemented. It was proposed that momentum be maintained by having a follow-up meeting to monitor plan implementation progress.

3.3 It is clear that some of the participating countries already had action plans for strengthening their M&E systems and that some of the participants were often not of a senior enough level in their organization to guarantee the implementation of the actions which they developed in the action plan. Nevertheless the participants felt that the plans could be used to help improve existing plans or to help provoke better action planning around the PRSP M&E system.

- **Establish networking mechanisms among the participants and other ‘results champions’ in Africa in order to enable peer-to-peer experience and lesson sharing.**

3.4 The participants discussed the possibility of creating a Community of Practice amongst themselves which could be used to share information and resources to support the development of country-level PRSP M&E systems. It was also proposed that more learning events and study visits between countries be conducted in order to help build capacity in system development and management.

3.5 It was noted that work was already under way within the World Bank to create a Managing for Development Results Community of Practice (MfDR-CoP). The view was expressed by the participants that such a CoP should be led by an African institution (possibly the AfDB). The WB expressed its desire for the new CoP to be eventually managed by AfDB.

- **Improve coordination and harmonization of PRSP M&E support work between development partner agencies.**

3.6 Joint support approaches should be developed where these do not already exist and where they do exist they should be strengthened so as to provide the level of support required for effective system development and operation. This should include improved levels of information exchange between partners on what they are doing in this area and how support programmes can be better harmonized.

- **Strengthen national and regional institutions involved in PRSP M&E capacity-building.**

3.7 It was suggested that there needed to be a more strategic approach to building capacity in PRSP countries in this area and that there should be much better donor coordination behind this process. Currently there is a dearth of institutions on the continent with a strong track record in this type of capacity-building work.

- **Study in more detail the relationship between political will and leadership for effective poverty and results M&E systems (both at national and local levels) and the development and performance of such systems.**

3.8 It is necessary to understand the dynamics of the political will-system performance linkages in order to be able to identify good practices in generating and maintaining the political will and leadership needed to ensure effective PRSP M&E systems. With this information better documented in different environments support programmes will be able to be better designed.

3.9 One proposal made was to convene a special international seminar on this subject involving a selection of political leaders from a number of African countries.

4. Next Steps

4.1 In order to provide continuity to the process of supporting the development of effective PRSP evaluation and monitoring institutions and systems in the continent the following next steps are proposed.

Development of an African Community of Practice

4.2 Priority should be given to supporting the Community of Practice which is now emerging. The CoP is expected to provide a platform for the exchange of experience and knowledge among practitioners who seek to develop and expand their capacity to manage for development results (MfDR) with a particular focus on the development and implementation of effective PRSP/national development plan monitoring and evaluation systems.

4.3 The specific details of the functioning of the CofP are still to be worked out but it is important that it is supported in a collaborative way by a number of different donors who are particularly active in this area. Such donors, including the Bank, would need to provide as much knowledge support as financial support. Bank staff would be encouraged to make themselves available to respond to members' requests for technical or information support. Additionally a small roster of external experts would be established who would agree to respond to members' requests on a no-charge basis.

4.4 It is important to remember that in order to succeed the CofP would need to be professionally facilitated and have full participating agency commitment in order to ensure that good quality material and discussions occur. Topic selection has to be demand-driven, and the network would have to be supported by occasional face-to-face meetings in order to maintain community spirit. Sustainability of the network will depend upon the development and deepening of national communities of practice as these are the source of the experiences and learning which the community shares, and these should encourage diversity of membership involving civil society, academia as well as public sector actors.

Provision of support to national and regional capacity-building initiatives

4.5 It is well-known that the science of PRSPs and the development of national results-based management systems is relatively new. It is not surprising therefore that there are as yet very few permanent centres of expertise in this area established on the continent and there are few if any appropriate and accessible courses available which can be used to strengthen the capacity of national actors to support national system development.

4.6 Donor agencies, including the AfDB should therefore seek to support the building of centres of expertise on a sub-regional basis around the continent. This could take a number of forms but should focus on the development of the capacity of a selected number of centres to provide high-level consultancy and knowledge-management services as well as to deliver professional or executive short-courses around specific aspects of Managing for Development Results.

Development of a MfDR leadership development programme

4.7 The Tunis workshop focused in on issues of lack of political commitment to and support for effective PRSP monitoring and evaluation systems and the use of their products as key determinants of the success of MfDR in participants' countries. It was recommended that resources be dedicated to better understanding these issues and to the development of the capacity and will of political leaders to demand PRSP M&E results.

4.8 Taking forward the recommendation from the workshop it is proposed that a programme of work be developed which is aimed at both better understanding how national leaders in African countries are responding to and supporting PRSP monitoring and evaluation as well as developing their level of understanding of the subject and the experiences of different countries in this area. Hence there is a need to support the conduct of some case-study reviews and applied research work in this area and to develop and deliver a number of awareness-raising and capacity-building sub-regional workshops for national leaders.

4.9 The research would look in detail at the experiences of some PRSP countries to-date in terms of the development of their PRSPs including their M&E systems and the impact which PRSP monitoring has had on policy development and development programme effectiveness.

4.10 The leadership seminar programme would need to be implemented only after sufficient preparatory work has been completed such as some of the above case-study reviews in order to be able to provide sufficient value-adding material to provoke strong debate and reflection amongst the participants and to ensure improved levels of commitment to PRSP M&E.

Increased harmonization of PRSP M&E capacity-building between donors

4.11 Again following on from the workshop's results it is recommended that greater effort be put into both increasing strategic coherence between capacity-building initiatives both within development agencies as well as between them. Those capacity-building activities which are currently being supported are often not contributing towards a clear set of agreed capacity strengthening outputs and may often involve the use of different approaches (eg different ICT systems or data-collection approaches). The net effect is to increase the level of 'noise' in the system – thus achieving a low level of return for the effort expended.

4.12 It is recommended that resources be dedicated to helping interested partner countries develop a diagnosis of their current PRSP M&E systems and then to prepare a medium-term strengthening plan based on this. In a limited number of PRSP countries this type of diagnosis has been conducted but there are still few examples of PRSP M&E capacity-building programmes which are country-owned and jointly funded.

4.13 These country-level capacity-development plans could become an important means to ensure that institutions such as the AfDB and WB deliver more joined-up support programmes to country partners, thus ensuring greater coherence of the work of their different departments.

5. Evaluation of the Seminar

Participant Evaluation

5.1 The participants evaluated the seminar as very positive overall and were satisfied with the delivery methods and facilitation. One or two of the presentations were judged too technical and there was a request in future events of this kind to have less presented material and more opportunity for structured discussions around key issues and participants' experiences. There was also a request to use more actual country case-studies in the presentations so as to keep discussions focused on practical issues.

Post-seminar debriefing by AfDB/JAI

5.2 In a post-seminar debriefing meeting amongst the organizers a number of points were raised. It was noted that there was a very weak level of participation by the operations departments within the AfDB (OPRC, EDRE and the country economists). It was agreed that future events of this kind should be strongly promoted at the level of the vice-presidents in order to ensure sufficient cross-Bank support.

5.3 It was also agreed that there was a need to achieve clarity on the roles of the different departments within the AfDB in supporting the development of PRSP M&E systems on the continent – ie OPEV, EDRE and ORPC, so as to be able to develop a coherent joint support approach.

5.4 It was proposed that in order for the AfDB to be able to develop a more coherent support programme efforts should be made to get greater clarity on what the different development actors are currently doing in terms of providing support to PRSP M&E system development. It was also noted that the proposal to better understand the demand side of poverty reduction performance monitoring should be pursued by the AfDB by means of some mechanism.

5.5 It was noted that there is a possibility of the AfDB establishing an Evaluation Capacity-Development Fund which could be used to finance country or regional initiatives aimed at building country capacities in PRSP M&E system development.

Annex 1 - Summary of Action Plans by Country

Country	Objective	Actions	Responsible	Resources Needed	Challenges (& likelihood of success)	How to deal with this.
Malawi	Improved coordination between sectors on M&E.	Capacity building on M&E within the sectors. Equipment	Min Econ Plng & Devt. Academia and other research instits.	Some exist (Govt & Donors). More needed.	Turnover of trained staff. Need for better incentives to produce M&E outputs. (80%)	
	To have sectoral and local government M&E databases linked to MEPD central database.	Link sectoral databases to centre. Link district databases to centre.	MEPD	As above	National communications systems. (75%)	
Nigeria	An enhanced national coordination framework for the PRSP M&E System.	Establish an improved national framework for coordinating the system.	MDGs Office National Planning Commission. National (Fed) Budget Office. Ministries/Depts/ Agencies	Not assessed yet but enough for now.	Possible altered agenda of new government next year. (90%)	Need to develop broad consensus and legislation soon.
	To garner political will and support for effective PRS M&E.	Sensitize political leaders on need for effective M&E feedback for policy-making.	Snr Spec Assist to President. Dir-Gen Budget. Econ Adviser to President	Finances O.K for now. Will need more in the future.	Hard to win stakeholders attention. (90%)	Get President's clear support.
Madagascar	Establish a M&E system for the PRSP 2 (Madagascar Action Plan – MAP (07-12) and central coordination mechanism	Develop a draft M&E framework (including improved indicators, data collection plan etc). Establish inter-sectoral coordination mechanisms. Develop broad ownership of system.	PSR Programme MAP stakeholders.	Need additional support from WB and AfDB. Training T.A	No current RBM culture. (80%)	Need for regular coordination meetings.
Tanzania	Improve coordination on reporting.	Awareness raising for ministries. Training in report writing. MIS equipment for sectors.	Ministries	To be assessed.	Not seen as high priority by ministries. (80%)	

Kenya	To improve the level of coordination on M&E between central line ministries and district planning units.	Develop M&E curriculum and incorporate into national training institutions. Deliver training to all relevant staff in M&E. Purchase equipment.	Economic planning secretary. Dir. M&E Dept Dir. Cent Bur Stats Rural planning bureau.	T.A on course development and instit devt aspects. Need additional resources.	Overcoming bureaucratic territoriality issues. Need for champions at central and local levels. Staff retention. (60%)	
Cameroon	To develop a results-based management strategy.	ECAM 3 (poverty survey). MTEF Participatory consultations. Develop document	Government PTF		Lack of money. Lack of international expertise. (avg 70%)	
	To operationalize the new approach to participatory monitoring.	Disseminate the new approach. Establish technical secretariat. Find financing.	Min of Plan, Econ and Finance.	Insufficient finance.	Lack of finance. (60%)	
Lesotho	To ensure smooth coordination between central and line ministries.	Establish Research and Analysis Task Force. Establish Communication and Advocacy Task Force. Launch Data Collection Task Force.	Nat. Poverty M&E System Secretariat.	Finance not an issue.	Elections Availability of independent consultants. Willingness of academic instits to participate.	
	To build capacity	Develop monitoring software. Train all M&E staff at central and local levels. Develop a linked computer network (centre to local levels) for managing data	Dept of Devel Planning.	Expertise and equipment.	Outdated equipment (computers). Lack of funds	
Zanzibar	To improve capacity of Office of Chief Government Statistician in data analysis.	Training of OCGS staff and sectoral ministry staff in data analysis. Seconding staff to more experienced countries. Equipment.	Min Finance and Econ Affairs.		Low sustainability due to lack of incentives.	Create incentives and provide equipment etc.
Uganda (Local govt)	To ensure that local governments produce PRSP data.	Support operationalization of already designed LG M&E system (LOGICS).	Min of Local Govt. LOGICS consultants	Already have enough funds.	Getting local governments to appreciate the benefits	

					of the system. Newly created districts without trained staff. Conflicting/overlapping data management systems. How to get key PRSP ministries to alter their M&E systems to cover PRSP data needs.	
Uganda (Prime Mins Office)	To cultivate political champions. (Issue 4)	Take the minister responsible for national M&E system to Hanoi.	Permanent Secretary. Assistant Commissioner for Coordination and Monitoring.	Need finance	Lack of buy-in by other cabinet members.	
Ethiopia	To integrate MISs to improve data flow from district to central levels.	Operationalize the existing district network.	M&E task forces at all levels. Central Statistical Agency (managing central databank).	Resources available for training and equipment.	Turnover of trained staff (especially local). Donor fund dependence.	Establish incentives system. Develop financing from the national budget.
Sierra Leone	To enhance the capacity of M&E practitioners at central and local levels.	1. Develop a training manual on data collection, analysis and dissemination. 2. Deliver training for line ministry and local government staff.	DACO (Devel Aid Coord Office). Stats Agency Devel Partners	Finance not a problem. Need technical support.	Internalizing M&E into operations of line ministries and local councils. Integrating M&E into MTEF process. (80%)	
	To strengthen the linkages between PRSP M&E and budget allocation.	Establish linkages with Tanzania and Uganda to study SBAS and NIMES. Adapt SBAS software to the S.L situation.	DACO	Finances available for adapting software and study tours.	Timely technical support from software developers. (80%)	Need devel partners to support tech transfer from Tanzania to S.L.
Swaziland	To ensure that the budget is	Strengthening existing M&E	Min of Econ Plng and	Finance	Resistance of	Need for

	linked to the PRSP and that the sectors adopt a programme budgeting approach.	system. Stakeholder sensitization. Formation of sector committees and consultative groups for planning and budgeting.	Devt. & Finance.	exists Expert support needed.	institutions to changes in budgeting approach. (90%)	workshops. Understand sector capacity building needs. Regular meetings with the sectors.
Congo	Improve the flow of data between sectors and Ministry of Econ and Finance.	Raise awareness at minister level.			Political will. Lack of periodic evaluation of responsible unit.	
	To ensure the coordination of M&E of PRSP.	Creation of a Congolese Poverty and Inequality Observatory.	Govt Dev Partners	Funds (\$500,000) National and international expertise in PRSPs and M&E.	Lack of disbursement of funds by the AfDB.	
	To ensure ownership of PRSP by main stakeholders	Organize events for targeted stakeholders (Government; Parliament; Private sector; Justice sector; Media).	PPE-SRP Pilot unit for SRP development process.	Funds. National and international expertise in PRSPs and M&E.	Lack of availability of funds promised by AfDB; WB and the government.	
	Strengthen M&E capacity.	Develop capacity-building plan.	UPPE-SRP; AfDB; WB	Funds. Structure. Expertise.		
	Properly integrate provincial and national PRSP	Finalize elaboration of provincial PRSPs.	Provincial committees under the UPPE-SRP coordination.	\$66,000 National expertise.	Possible political instability due to elections.	
Niger	To institutionalize the conduct and dissemination of quality evaluation work.	Develop and adopt a national evaluation policy. Develop a toolkit on M&E instruments. Create and strengthen specialized	Min Econ and Finance. State Modernization High Commissioner.	Have some finance resources (but insufficient).	Participation of the stakeholders in the programme. Staff turnover.	Sensitize partners. Incentives of staff. Disseminate

		structures.		Need expert support.		M&E results.
Mozambique	To disaggregate indicator targets to the local (provincial) level.	Training session Supporting work at local level.	Sector ministries and provincial governments.	Need financial support. Need skilled staff. Need ICT support.	Organizing/coordinating this process. Need for regulations on conducting M&E.	
Sudan	To develop a practical, national PRSP implementation guide including an M&E system.	Formation of a task force to develop PRSP implementation guide document for different levels of government (and other stakeholders).	Min of Finance and Economy. Centre for Strategic studies.		Political will. Finances Security. Local government and ministry capacities. Weak media. Low capacity of parliamentarians.	
Ghana	To strengthen M&E capacity to improve data quality.	Develop tools for monitoring GPRS policy matrix implementation.	Office of President/NDPC/GSS/MOFEP/DPs	Finance USD 20K		
		Coordination and harmonization of M&E work within NDPC, GSS and Sectors. (Four 4-day workshops; Mthly and Qtrly Meetings).		USD 10K		
		Creation of a framework for data and information sharing at all levels. (including workshops)	NDPC/GSS/MOI/DPs	USD 5K		
		Training workshop for strengthening Results-Based M&E management. 10 4-day workshops	NDPC/GSS/DPs	USD 35,000		

Annex 2 - Workshop Participant List

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