

DESIGNING M&E SYSTEMS: ILLUSTRATIVE ISSUES FROM UGANDA

Keith Mackay

Outline

- Uganda a good case study
- What can we learn from it?
 1. Focus on broader government environment, not just PRSP
 2. Don't be supply driven ? more data is not necessarily a good thing
 3. Demand is crucial ? but demand for what, by whom?



1. Uganda ? Many Strengths

- Strong focus on MDGs
- Very active and capable national statistics office (UBOS)
- Very capable Finance & Planning ministry
 - strong Poverty Monitoring & Analysis Unit
 - its Poverty M&E Strategy is excellent ? may be best among PRSP countries



2. Some Recent Efforts to Strengthen M&E in Uganda

- Used a *Diagnostic Guide* to prepare a country diagnosis
- Diagnosis looked at incentives, roles & responsibilities, capacities ? skills, systems, data
- And at PRSP issues and potential links to public sector reforms
- Lots of presentations to senior officials, civil society
- Ensured M&E became cross-cutting issue in PRSCs
- Undertook review of M&E in 3 key sectors ? health, education, water



3. Lessons / Findings from Uganda

1. UBOS very capable; produces lots of data; data substantially underutilized; yet donors are helping UBOS extend its activities
 - what's wrong with this picture?
 - danger of being supply driven
 - need to work on the demand side
 - ❑ build awareness of M&E, the tools available, their potential uses
 - ❑ build a cadre of policy analysts in central and sector ministries who can use M&E information



Lessons / findings from Uganda (cont'd)

2. Problem of the "missing middle"

➤ PRSPs focus on MDGs, but we need to know how / if GOU has contributed to any improvements in them

➤ great quote from our Ghana country economist:

“Ghana does appear like a successful reformer because social indicators have improved. Take the health sector: all indicators have improved. Yet access to public health facilities (doctors and hospitals) decreased during the 1990s. However, there was a big improvement in access to potable water (wells) during that period $\frac{3}{4}$ and access to safe water is an important determinant of public health. But the construction of wells in rural areas was done by NGOs. And access to piped water supply in urban areas increased, also due to the private sector.”



Lessons / findings from Uganda (cont'd)

3. Dangers of a planning / budgeting disconnect"

➤ while the finance ministry (MOFPED) is responsible for planning and the budget, its use of M&E focuses only on the planning side ? for the PRSP

□ and we know from other countries the dangers of a PRSP / budgeting disconnect

➤ the PM's Office (OPM) sees its mandate to oversight ministries' activities, outputs, outcomes ? the missing middle

➤ coordination between MOFPED, OPM not yet robust



Lessons / findings from Uganda (cont'd)

4. Multiplicity of sector ministry data
 - 3-Sector Review found the MISs of the 3 ministries have 1,000 performance indicators
 - the indicators focus mainly on activities
 - ❑ but little on Gov't outputs or outcomes
 - ❑ and little on client satisfaction
 - why a problem? Take the education sector. Universal Primary Education has resulted in big drops in Maths and English test scores



Lessons / findings from Uganda (cont'd)

- but in sector planning, targets focus on teacher/ classroom/ textbook/ pupil ratios
 - but not on learning targets such as examination grades of pupils, or years of education completed
- the multiplicity of performance indicators is a large burden for the 110+ districts in Uganda ? the 1,000 indicators require 300,000 data entries p.a. per district
- but ministry data substantially underutilized
 - And of poor quality
 - A chicken – and – egg problem



Lessons / findings from Uganda (cont'd)

5. Multiple M&E systems in Uganda

- Poverty Eradication Action Plan; PRSP; sector plans; sector MISs; Budget Framework Paper reporting; Miny of Local Govt's imminent system
- systems uncoordinated and use different concepts/terminology ? sector ministries have to satisfy each system
 - ❑ for example, physical site inspections are conducted by 6 different agencies
 - ❑ for the 3 sectors the cost of these is about 150,000 person-days p.a. for the inspectors = 700 staff yrs (this doesn't include time of supervisees)



Lessons / findings from Uganda (cont'd)

6. A number of stakeholders interested in M&E
 - MOFPED; OPM; Ministry of Public Service (performance contracts); Ministry of Local Gov't re district gov'ts and their use of funds; donor M&E systems; civil society ? especially re use of budget \$ and use of HIPC debt relief monies
 - Uganda now in serious danger of data overload
 - ❑ but to GOU's credit, they now recognize this
 - ❑ hence PRSC policy matrix agreed actions.....



The Way Ahead

- Key actions from PRSC policy matrix:
 - Cabinet decision to be taken on M&E roles for PRSP
 - a whole-of-government M&E system to be agreed
 - site inspection to be coordinated and rationalized
 - common terminology for M&E to be agreed
 - an agenda to be developed for ongoing and planned evaluations / reviews
 - action plan to be developed for systematic use of national service delivery surveys



Conclusions

- Focus on the broader picture within government
 - not just narrow, technocratic, stats perspective
 - don't view PRSP in isolation
 - see how M&E fits (or could fit) into issues of sound governance
 - consider the overall coordination of M&E, and the overall burden on ministries
- Don't be supply-driven with data
 - data which won't be used are useless



Conclusions (cont'd)

- remember PRSP countries are the weakest
- good principles are: “seek less data, but better quality data”; and “less data, more information”
- Work to build demand and awareness of M&E’s potential
 - not hard to “sell” M&E to Ministers and senior officials
 - but a caveat: they often have a very divergent understanding of what “M&E” comprises ? and so do Bank staff
 - a role for us all to explain various types of M&E tool / techniques, and their potential usefulness



Conclusions (cont'd)

- all of our experience with capacity-building and all of OED's evaluations of our technical assistance show that demand is the key to sustainability

Finally, there's lots of resource material available for you

- diagnostic guides
- country case studies
- short guide on M&E tools
- and a website: www.worldbank.org/oed/eed/

