

AFRITAC EAST

Phase IV Midterm Evaluation Part I



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Acronyms

AfDB	African Development Bank
AFE	AFRITAC East
AFR	Africa Region
AFRITAC	Africa Regional Technical Assistance Center
BoT	Bank of Tanzania (Tanzanian Central Bank)
CC	Center Coordinator
CD	Capacity Development
CD MAP	The RBM software replacing CD PORT
CD PORT	Capacity Development: Projects, Outputs, and Results Tracking
CEF	Common Evaluation Framework (IMF)
COMESA	Common Market for Eastern and Southern Africa
DAC	Development Assistance Committee (OECD)
EAC	East African Community
EAMU	East African Monetary Union
EU	European Union
FAD	Fiscal Affairs Department (IMF)
FMIP	Financial Market Infrastructure and Payments
FPW	Field person weeks
FSR	Financial Sector Regulation and Supervision
FY	Fiscal Year (IMF, 1 May to 30 April)
EFS	Economic and Financial Statistics
GFS	Government Finance Statistics
GP	Global Partnership
HQ	IMF Headquarters
ICD	Institute for Capacity Development
IPSAS	International Public Sector Accounting Standards
IMF	International Monetary Fund
MCM	Monetary and Capital Markets (IMF)
MEFMI	Macroeconomic and Financial Management Institute
MFA	Macro-Fiscal Analysis (AFE)
MNRW-TTF	Managing Natural Resources Wealth Topical Trust Fund
MON	Monetary Policy and Operations
MPO	Monetary Policy and Operations (AFE)
NBS	National Bureau of Statistics (Tanzania)
NISR	National Institute of Statistics and Research (Tanzania)
OECD	Organization for Economic Cooperation and Development
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
RA	Resident Advisor (AFE)

RAP	Resource Allocation Plan (AFE)
RBM	Results-based Management
REV	Revenue Administration
RR	Resident Representative
RSN	Regional Strategy Note
RSS	Real Sector Statistics
RTAC	Regional Technical Assistance Center
SC	Steering Committee
SOW	Statement of Work
STA	Statistics Department (IMF)
STX	Short-Term Expert (AFE)
TA	Technical Assistance
TADAT	Tax Administration Diagnostic Assessment Tool
TIMS	Travel Information Management System
WB	World Bank

EXECUTIVE SUMMARY

Background. This report presents the results and recommendations from an external evaluation of Phase IV (July 2015 through January 2018) of the International Monetary Fund (IMF) Regional Technical Assistance Center (RTAC) in East Africa (AFRITAC East). AFRITAC East (AFE) provides capacity development (CD) and training to Eritrea, Ethiopia, Kenya, Malawi, Rwanda, Tanzania (including the government of Zanzibar), and Uganda in five-year phases. The total program document budget of East AFRITAC over the current five-year funding cycle is USD 53.5 million.

This evaluation includes an assessment of AFE strategic, operational, financing, and results-based management (RBM) systems. The overall objective of the evaluation is to assess the extent to which AFE has achieved its objectives, assessing the relevance, effectiveness, efficiency, sustainability, and impact of its activities. Given AFE’s operational duration of 15 years, a particular focus of the evaluation was to assess the extent to which it has built on the work of the previous multi-year cycles and whether the results of previous phases have been sustained in the current phase.

Methodology. The evaluation team (the “Team”) processed and analyzed information collected from four main sources: desk review of documents and data; in-person or telephone interviews and group discussions with IMF staff, external experts, and government officials; an online survey; and three country visits.

The Team visited Tanzania, Rwanda, and Uganda between September 4 and 18, 2018. These countries were selected based on their higher number of AFE activities relative to other countries. From a methodological perspective, the Team selected countries with the most activities, regardless of outcomes to mitigate selection bias, to have sufficient on-the-ground evidence.

PROGRAMMING

Table A.1. Summary of Evaluation Scores: Programming

PROGRAMMING	SCORE
Alignment of Objectives	6.0
Program Delivery vs. Plan	5.3
Coordination with Government	5.0
Coordination with Development Partners	6.6

Table A.2. Summary of Evaluation Scores: Strategy



STRATEGY	SCORE
Relevance & Coordination	6.6
Effectiveness	6.0
Efficiency, Sustainability, and Impact	5.5
TA, Training, Workshops	6.8

A rating system is used to evaluate AFE activities, with ranking from 1 to 7. Scores are grouped into five categories of ratings. Each DAC criterion was rated as: Excellent (6.5 to 7); Very Good (5.5 to 6.4); Good (4.5 to 5.4); Modest (2.5 to 4.4); and Poor (1 to 2.4). Tables A.1 and A.2 provide evaluation scores of each DAC criterion.

Core AFE CD activities addressed: revenue administration (REV); public financial management (PFM); macro-fiscal analysis (MFA); financial sector regulation and supervision (FSR); monetary policy and operation (MON); financial market infrastructure and payments (FMIP); economic and financial statistics; and other new areas where there was a strong demand by country members.

Program Execution. The evaluation of program delivery against annual work plan was centered on two main indicators: field person weeks (FPWs) and milestones. Based on a review of the annual work plans, followed by the main results of their implementation, the Team finds that the Center has achieved most of its objectives and milestones and has used its resources according to the plans. An execution rate (milestones achieved as a percentage of total planned) of 70%, which is the average of the period 2016–18, holds a rating of 5.3 (Good), but very close to an evaluation of 5.5 (Very Good). The Center has managed its main challenges well. Financing uncertainty was dealt through a flexible annual work plan implementation and by using contingency plans. Coordination among donors and country members has improved.

Coordination with Government Authorities. After a review of channels used by country members to coordinate activities and TA delivery with the AFE management, the Team concluded that on this component the rating is 5.0 (Good). This rating is based on a demand-driven approach where AFE responds to the authorities' CD needs and delivers capacity through engaged and hands-on assistance. The demand-driven approach is highlighted by changes in the composition and modality of CD delivery throughout Phase IV and the broad distribution of beneficiaries among the various government agencies.

Coordination with Development Partners. The coordination of AFE with its donors and other development partners has substantially improved in the past three years. Following the recommendations from the previous medium-term evaluation in 2013, AFE has taken initiatives that have significantly improved the coordination with development partners. Several of these have also increased the communication and

transparency of the Center with authorities and the public. The final evaluation for this component is 6.5 (Excellent).

STRATEGY

Relevance and Coordination. Activities (TA and training) have addressed the needs of the country members within the areas of expertise of the AFE. As stated above, coordination with both government authorities and development partners has radically improved. Overall score for this component is 6.6 (Excellent).

Effectiveness. Taking into consideration that in general the TA provided by AFE is attaining its objectives and achieving substantial part of the milestones predefined during the preparation of the annual work plans, the overall evaluation is 6.0 (Very Good).

Efficiency, Sustainability, and Impact. Based on the authorities' answers to the evaluation team questions, the rating for efficiency, sustainability and impact is 5.5 (Very Good).

Technical Assistance, Training, Regional and National Workshops. A desk review of the training, regional and national workshops program provided by the AFE shows that it has been closely integrated with TA projects and is in line with the main core areas of expertise defined in the Phase IV program. The Team interviews held during its field trip to Uganda, Rwanda, and Tanzania indicated that the authorities, with very few exceptions, highly valued and appreciated the training and related activities provided by AFE. The evaluation rating for this component is 6.8 (Excellent).

GOVERNANCE

Work by AFE is guided by a Steering Committee (SC) composed of representatives from the African region, CD Departments, member countries, and donor partners. The role of the SC is to provide strategic guidance to the setting of policies and priorities, including the endorsement and periodic review of the annual work plan.

In the first half of FY 2018, only half of the planned activities were fully financed and AFE had to backload the execution of the work plan and reschedule a significant amount of the workload to the second half of the fiscal year. Ultimately, there were no major disruptions to the delivery of assistance, but AFE will need mechanisms that can mitigate the effects of funding-related delays that affect planning. The Team had limited sources of information on communications in the context of governance. The Team contacted all SC country representatives to conduct interviews but received only one response, resulting in a lack of data for scoring. This lack of response by the other representatives and the limited awareness of the authorities regarding their SC representative emphasizes the call for country authorities and SC representatives to be more engaged and participatory in AFE's initiatives.

OPERATIONS



The Team assessed three key issues affecting AFE's operations: 1) the continued implementation of results-based management (RBM); 2) changes in financial reporting systems; and 3) continuing improvements in the planning and execution of AFE activities.

Work Plan Development. Information gathered from the authorities show that they see the work plan development as a participatory approach to understand the capacities the government agencies want built. Seventy-eight percent 78% of online survey respondents stated the assistance they received from AFE was included in the needs-assessment phase and the work plan.

Center Coordinator (CC) Role. The 2013 AFE Phase III evaluation cited the CC's constraints in managerial effectiveness due to: 1) lack of control of AFE's consolidated budget; 2) limited impact on the recruitment and performance reviews of RAs; and 3) limited input in discussions of TA planning with functional departments.¹ These constraints continued to persist in Phase IV, with the possibility of increasing constraints in the oversight of budgets. The CC has a divided supervisory role; the CC provides input on the performance appraisals of RA staff who report to someone else. There is thus a delineation in the oversight of RAs between CD departments and the CC. It is common within the IMF to have the staff report to more than one supervisor and the CC can provide input to the primary supervisor for an RA's appraisal. The Center and key CD Departments have taken important steps to address these managerial constraints. For example, the CC has been providing direct input on the hiring and performance reviews of the RAs, and on the TA Planning process with the area department and the functional divisions, through the Resources Allocation Planning (RAP) framework.

Resident Advisors/Long-term Experts (LTXs). RAs/LTXs specialize in a specific sector that has been identified as a CD priority within beneficiary countries. RAs contribute to the delivery of CD directly or by managing short-term experts. The 2013 Phase III evaluation report discussed the issue of RA turnover, estimating an average tenure of 2.6 years since the start of the Center's operations in 2002. The current pool of RAs has an average tenure of 2.3 years and this trend is expected to continue due to the terms of service for the position.

Short-term Experts (STXs). AFE recruits STXs: 1) to provide specific CD in areas that RAs are not too familiar with or 2) to extend the provision of CD in the area as needed. STXs deliver CD activities on behalf of AFE and under the supervision of the CD departments or RAs. The percentage share of STX FPW in Phase IV nearly equaled the share of RAs, at 43%. AFE activities have remained steady from FY 2015 to FY 2017, at an average of 193 activities per year. FY 2018 is expected to continue if not exceed the trend, with 197 activities completed as of February 2018. The trend also translates to more STX support; there was an execution rate of 96% in Phase IV and actual FPW even exceeded targets in FY 2017.

¹ "IMF East Africa Regional Technical Assistance Center Independent Midterm Evaluation Phase III: October 2009 to Date." November 2013, p. 76.

FINANCE

The amount of TA delivered has remained stable in Phase IV, averaging at 197 activities provided each year. Compared to Phase III, the current period shows a slight improvement in efficiency measures.

Changes in Financial Reporting. AFE transitioned towards a new Chart of Accounts on May 1, 2017. This change is intended to standardize reporting processes. The previous budgeting system allowed the CC to reallocate funding, subject to consultations with ICD, AFR, and the CD Department at HQ. Under the new system, expenses will be “locked” within a line item, making the reallocation process more cumbersome. Compared to the previous system, which was much less detailed, the CC’s ability to reallocate resources to respond to program-related changes over the course of the fiscal year has been reduced. AFE and ICD should consider how these situations can be readily resolved.

RBM

RBM was implemented in AFE and throughout the IMF on May 1, 2017. The AFE’s RAs developed their own performance management system before the IMF-wide implementation of RBM, which reflects a view within AFE towards effective performance monitoring. The process ties with planning for TA. This evaluation focused on the use of RBM since the Fund-wide launch

Feedback on RBM Introduction. RBM could have reportedly been better introduced; some officials were not clear on RBM’s objectives and operational advantages. At the senior level, AFE should conduct orientations to officials so they are familiar with RBM.

RBM Planning. Points of contact for the completion of TA needs assessment forms and log frames find the inclusion of the log frame into the work planning process is a participatory and responsive approach in monitoring performance. The rest of the officials the Team interviewed were more familiar with the needs assessment form than the log frame. In some cases, points of contact do not receive additional feedback once they’ve submitted the needs assessment form. They reported that they would like to have continued discussions after learning what the IMF can or cannot provide for the upcoming year.

Some authorities stated that they would prefer a more coordinated approach with IMF HQ plans. Some authorities said they receive notifications of missions from Washington, DC just weeks away from the planned visit. The short time period does not allow them to plan and ensure that staff will be available for meetings.

CD PORT. At the time of this evaluation, the IMF is undertaking an initiative to eventually migrate RBM from the CD PORT to new software under the CD MAP project. AFE should leverage this opportunity to consider some of the features of CD PORT that need improvement, such as the visual interface of CD PORT and its integration of RAs needs and knowledge management. For example, RAs may need to export a spreadsheet file of their log frame and edit it in a different application, such as



Microsoft Excel. Reporting functions are not readily available in CD PORT. Operations for data visualization are limited.

RBM Progress. The 2013 report proposed the inclusion of intermediary outcomes to monitor progress between outputs and outcomes. To some extent, this is now being done in all RBMs under AFE. All activities are being monitored throughout the year and are categorized under discrete status levels.

OVERALL

Examinations of AFE's programming, planning, governance, operations, and budget management show strong and even results along the higher ratings of the DAC criteria. Planning has been effective and responsive, as stated by the officials and evidenced by the evaluation ratings. Governance and operations are guided by clear processes and procedures. Budget management continues to be complex and limited in terms of the CC's role.

As stated previously, alignment of AFE and SC objectives and operations has improved in the last few years, with better participation of donors and country members in the designing and endorsement of the works plans.

Despite challenges, AFE was able to manage difficulties such as financing uncertainty and adapt the work plan across sector and countries. Execution rates have remained high in Phase IV, despite limitations on the CC's functions in budget management.

AFE has coordinated well with the authorities and, to a lesser extent, other development partners. Greater engagement with senior government officials would help solicit support in key initiatives such as the RBM and SC representation.

RECOMMENDATIONS

Some systemic adjustments would contribute to accelerate the pace of implementation of CD activities and increase the effectiveness and efficiency of AFE's contribution to help countries build institutional capacity.

Recommendation 1. Build upon improvements made in work planning for the remainder of Phase IV and in the next phase. Continue to expand the participatory approach to work planning and expand authorities' participation beyond needs assessment.

Recommendation 2. Improve AFE's cost-effectiveness and budget management capabilities. Give the CC greater input and authority in budget and operational decisions. Encourage Ras to identify cost-saving measures.

Recommendation 3. Improve the use of RBM to monitor progress and manage performance. Account for local conditions when identifying objectives and setting timelines.



Recommendation 4. Address gaps under the AFE’s governance arrangements. Revise complex lines of reporting, engage country representatives and facilitate communication between and around the governance, planning, and delivery of CD activities.

Recommendation 5. Ensure sustainability in all CD activities after delivery. Implement impact surveys in all activities, improve planning and sequencing of activities to avoid duplication. Also, when possible, advise AFE member countries earlier about upcoming missions to better coordinate internal participation.



I. INTRODUCTION

1. The International Monetary Fund (IMF) Regional Technical Assistance Center in East Africa (AFRITAC East) was established in June 2002 in Dar es Salaam, Tanzania, with the goal to support countries in the East Africa region to develop and strengthen their capacity for effective macroeconomic management.
2. Capacity development (CD), which the IMF defines as technical assistance (TA) and training, helps partner governments implement more effective policies which lead to better economic conditions. TA builds and strengthens partner countries' institutions, legal frameworks, and policies to achieve economic stability and growth. Training through practical courses, participatory workshops, and seminars strengthens officials' capacity to analyze economic developments and provide relevant policies.
3. AFRITAC East (also referred to throughout as the "Center" and AFE) provides CD and training to Eritrea, Ethiopia, Kenya, Malawi, Rwanda, Tanzania (including the government of Zanzibar), and Uganda in five-year phases. AFE is currently in Phase IV and it is this phase that this evaluation is covering. The regional approach to CD allowed the IMF to immediately respond to partner country needs, provide timely and responsive support, and coordinate with other development partners.
4. AFE's work is guided by a steering committee (SC) composed of representatives of the beneficiary countries, donors, and the IMF. The SC makes decisions by consensus, provides strategic guidance, and helps set policies and priorities by *inter alia* endorsing an indicative annual work plan.

II. EVALUATION PROCESS

A. EVALUATION SCOPE AND OBJECTIVE

5. **Scope.** The evaluation covered all CD advice and activities, training, and interventions provided from the commencement of Phase IV activities in July 2015, through January 2018. The evaluation identified all CD projects conducted during this period, their objectives, and any verifiable indicators for achievement of these objectives. The evaluation assessed the extent to which AFE's CD has achieved these objectives, using the definitions of the Organization for Economic Cooperation and Development (OECD) Development Assessment Committee (DAC) criteria adopted in the Common Evaluation Framework of the IMF (CEF). The evaluation assessed the degree to which AFE has achieved the advantages initially expected from delivery of CD through Regional Technical Assistance Centers (RTACs) which included lower costs and higher speed and effectiveness of advice provided compared with IMF headquarters (HQ) CD.

6. **Objective.** The overall objective of the evaluation is to assess the extent to which AFE has achieved its objectives, assessing the relevance, effectiveness, efficiency, sustainability, and impact of its activities. Given AFE's operational duration of 15 years, a particular focus of the evaluation was to assess the extent to which it has built on the work of the previous multi-year cycles and whether the results of previous phases have been sustained in the current phase.

B. EVALUATION METHODOLOGY

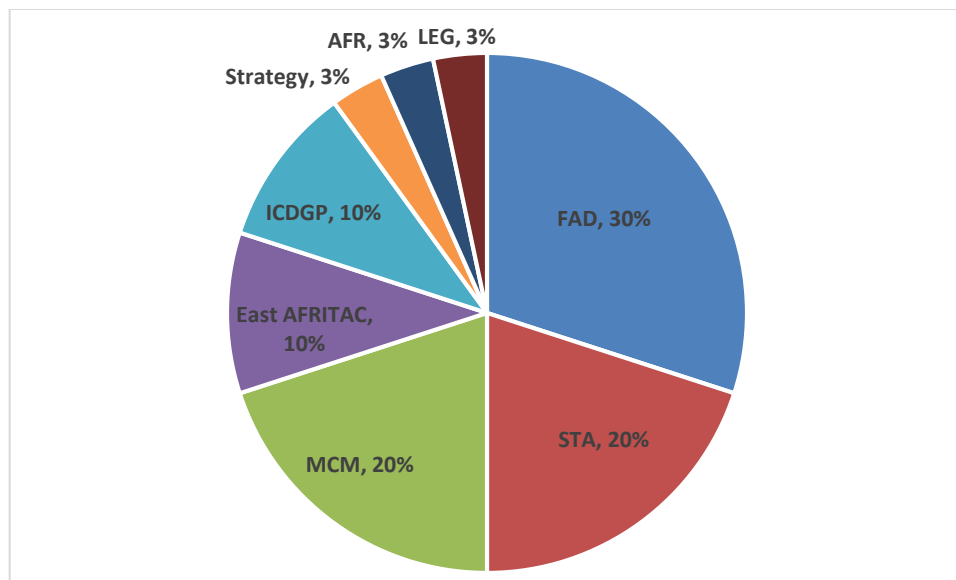
7. The evaluation methodology was designed to assess AFE activities using questions grouped according to DAC criteria, which in turn consisted of sub-categories. The questions were then customized to reflect the features of RTAC services and the special characteristics of the group of countries receiving the assistance.

8. The evaluation team (the "Team") processed and analyzed information collected from four main sources: desk review of documents and data; in-person or telephone interviews and group discussions with IMF staff, external experts, and government officials; an online survey; and three country visits.

9. **Desk review.** The documents examined included all briefing papers, TA reports, and back-to-office reports for all activities conducted by AFE from FY 2015 to FY 2018. Other documents included Phase IV program documents and annual reports (FY 2015–17), AFE newsletters from May 2016 to the quarterly newsletter covering November 2017, to January 2018, AFE work plans FY 2016–18, the 18th and 19th SC meeting minutes, RTAC Handbook, and the FY 2018 Mid-Year Report. A complete list of documents is provided in Annex 1.

10. **Interviews and group discussions.** Interviews were conducted in two phases. In the first phase, the Team interviewed IMF staff, short-term experts, and current and former long-term experts to gather their perceptions on participation in various AFE activities. The interviews were conducted between May 15 and August 10, 2018. Interviewees included Global Partnership (GP) and Africa Region (AFR) senior management, staff, and experts who provided TA, workshops, and trainings; and staff who managed AFE budgets and operations. Figure 1 shows the distribution of IMF interviewees by functional area.

Figure 1. Distribution of IMF respondents by functional area



[KEY: AFR=Africa Region; FAD=Fiscal Affairs Department; ICDGP=Global Partnership; LEG=Legal; MCM=Monetary and Capital Markets; STA=Statistics; Strategy=Strategy and Evaluation Division]

11. The second phase included individual and group interviews with government officials during country visits to Tanzania, Rwanda, and Uganda. The Team met with senior officials and operational staff of the countries’ central banks, ministries of finance, revenue agencies, and statistics offices.

12. **Online survey.** An online survey was conducted to reach participants of workshops provided by AFE from FY 2016–18. The Team received the list of participants from AFE and understood this to be the population of workshop attendees over the period. A total of 1,043 individuals from various government agencies received the survey questionnaire. Using the standard parameters of a 95% confidence level and 5% confidence interval, the number of respondents needed to have a representative sample is 281. The obtained sample is 129 responses, so the findings only speak for the sample and are not representative of the workshop trainee population.

The online survey used the same questions as the Team used for in-person interviews to enable all responses to be pooled into one data set and analyzed together. A copy of the

questionnaire is provided in Annex 2. Table 1 below presents the distribution of survey respondents by the technical areas of the workshops they participated.

Table 1. Distribution of workshop attendees by technical area

TECHNICAL AREA	2016	2017	2018
AFRITAC*	0%	0%	8%
Banking Supervision	13%	0%	0%
Financial Sector Regulation and Supervision	0%	16%	25%
Government Financial Statistics	26%	12%	10%
Institute for Capacity Development (ICD)**	7%	0%	0%
Macro Fiscal Analysis	13%	3%	12%
Monetary Policy Operations	10%	9%	10%
Public Financial Management	13%	21%	18%
Real Sector Statistics	5%	20%	8%
Revenue Administration	14%	13%	8%
Financial Market Infrastructure and Payments	0%	6%	2%

* Special topic led by AFRITAC, e.g., IMF-WB joint workshop

** ICD-delivered courses for AFE countries

13. **Country visits.** The Team visited Tanzania, Rwanda, and Uganda between September 4 and 18, 2018. These countries were selected based on their higher number of AFRITAC activities relative to other countries. From a methodological perspective, the Team selected countries with the most activities, regardless of outcomes to mitigate selection bias, to have sufficient on-the-ground evidence. The Team’s finalization of countries was also determined after discussions with IMF and external experts during the interviews. The Team held meetings with government officials, AFE, and the IMF Resident Representatives (RRs) in Rwanda and Uganda.

C. EVALUATION OF AFE PROGRAMMING

14. The overall evaluation design was based on the OECD DAC criteria, examining a project’s relevance, effectiveness, efficiency, sustainability, and impact. Each criterion or line of inquiry was explored using main and sub questions to help establish the rating scale.

D. EVALUATION CRITERIA AND RATING SYSTEM

15. The system used to evaluate the AFE activities was a rating from 1 to 7. Scores are grouped into five categories of ratings. Each DAC criterion was rated as: Excellent (E) (6.5 to 7); Very Good (VG) (5.5 to 6.4); Good (G) (4.5 to 5.4); Modest (M) (2.5 to 4.4); and Poor (P) (1 to 2.4). If there was not enough information to substantiate a rating, ND was utilized and when a question did not apply, NA was utilized.

E. EVALUATION APPROACH FOR STRATEGY, GOVERNANCE, OPERATIONS, FINANCE, AND RBM

16. The DAC criteria were applied to key AFE areas or operations that were considered for the evaluation. These areas include strategy (formation), governance, operations, finance, and the results-based management (RBM) framework. The Team and the IMF Independent Evaluation Department agreed on working definitions of the DAC criteria which allowed the Team to develop questions and sub-questions to effectively evaluate each area. The definitions are as follows:

- **Relevance.** This addresses the extent to which an activity addressed the country's needs and the recipient government's priorities; was consistent with the IMF's broader strategies for the country; was coordinated with and complementary to other projects and programs from multilateral institutions, bilateral donors, and other development partners; and for which there was substantive evidence of commitment by authorities.
- **Effectiveness.** This is a measure of whether the planned activity attained its objectives and if those outcomes are delivering the intended results.
- **Efficiency.** This is a measure of whether objectives were met using the least amount of resources. Efficiency also examines the timely execution of planned activities, the application of quality control and monitoring arrangements, and the timely reporting of progress and milestones.
- **Impact.** This generally refers to a possible counterfactual outcome if AFE was not in operation to help authorities build their capacity in a certain technical area. It explores outcomes, positive or negative, that could plausibly be attributed to the Center activity, directly or indirectly, whether intended or unintended.
- **Sustainability.** This measures whether the improved outcomes among the authorities can be maintained beyond the stage where capacity has been built with Center support. Sustainability was assessed based on strong evidence that improvements in capacities, policies, and operations will continue if, hypothetically speaking, AFE ceases to provide capacity building support to the East Africa region.

F. METHODOLOGICAL CONSIDERATIONS

17. The overall evaluation design had to address some methodological considerations to ensure that evaluation findings were valid and reliable. First, the Team had a fixed schedule for the country visits; not all targeted respondents were available to meet with the Team while in their country. The Team addressed this constraint by conducting group interviews where possible, so that it could meet with as many respondents as was possible in one meeting. In other cases, the Team conducted telephone or Skype interviews with government officials who were not available at the time of the Team's country visit.

18. Secondly, the only source available to identify a population of beneficiaries was the list of workshop participants from FY 2016–18. Trainings and other activities did not supply lists of participants. Lastly, the release of the online survey was delayed from an original launch date of September 5 to October 3. Per the evaluation Statement of Work (SOW), the Team submitted the questionnaire and list of respondents to the Institute for Capacity Development (ICD), who will be responsible for administration and oversight of the online survey.

19. The IMF Common Evaluation Framework refers to the assessment of impact through the quantitative or qualitative description of the counterfactual, i.e. what would have been the outcome of the authorities without the assistance of East AFRITAC. The framework further states that this assessment “simply asks the evaluator to describe the counterfactual explicitly to the best of his/her ability based on information available.” The evaluation team asked IMF beneficiary respondents of hypothetical outcomes without CD assistance and included direct inquiries in the questionnaires. The information gathered was then cross-referenced with other sources as a verification measure. The framework's definition of the counterfactual is a more relaxed version from rigorous evaluation designs, which state that the counterfactual should be comparable to the beneficiary group on observable and non-observable characteristics so that the (presumably) improved outcomes of the beneficiary group could be attributed to the intervention.

III. AFE PHASE IV CONTEXT

A. OVERVIEW

20. This evaluation covers the fourth and current cycle, which began in July 2015 and will end April 2020. The evaluation scope covers the start of the cycle through January 2018. AFE operations are funded by contributions from its member countries, with in-kind contributions from the host country, the IMF, and bilateral and multilateral donors. The total program document budget of AFE over the current five-year funding cycle is USD 53.5 million.

B. PHASE IV

21. The current phase strives to build and deepen capacity in the core areas, while addressing important new challenges and priorities—particularly in providing greater assistance for regional integration following the signature of the East African Monetary Union (EAMU) protocol. During the planning stages of Phase IV, an implementation of policy advice in natural resource management was included as a priority, but this has been addressed through the Managing Natural Resources Wealth Topical Trust Fund (MNRW-TTF) at IMF HQ. This focus on critical priorities accounted for the bulk of the increase in resources compared to Phase III.

22. Phase IV also aims to strengthen TA planning and monitoring. AFE contributes to the Fund-wide thrust toward strengthening planning by developing country strategies to ensure IMF activities in the region remain focused and relevant. Along with needs assessments that AFE conducts with government officials, the strategies provide the context for TA and will map out medium-term objectives, provide information on planned AFE activities, and identify implementation challenges.

23. Phase IV also plans to continue the progress of the RBM framework to monitor progress of TA projects and activities in each country. This framework was introduced in Phase III and consists of an overall strategic log frame that was derived from topical log frames. The strategic log frames define objectives, outcomes, milestones, and outputs per work area across all AFE countries and regional activities. In Phase IV, an RBM system was implemented on May 1, 2017 for all IMF TA for consistent monitoring of all IMF capacity development initiatives. All systems will have harmonized structures for outcomes and indicators, which will help AFE—and the IMF in general—to improve the quality of monitoring capacity building by aggregating results across topics, regions, and activities. In this phase, RBM will also leverage best practices in existing performance management systems, such as the Public Expenditure and Financial Accountability (PEFA) indicators for PFM and the Tax Administration Diagnostic Assessment Tool (TADAT) for measuring tax administration results.

IV. EVALUATION OF AFE PROGRAMMING

A. OVERVIEW

24. The current AFE² medium-term strategy plan was approved in 2015. It is included in the Phase IV program document,³ which covers the period of 2015–2020.

25. This section evaluates the first three years of Phase IV, fiscal years 2016–18. In this section, after summarizing the strategic objectives defined in the medium-term document, we take a close look at some components or aspects of the strategy.

26. Because AFE is governed by an SC formed by the IMF, development donors and country member representatives, first an assessment of the alignment of AFE’s operations with the various SC priorities for each country is needed. Another strategic component is an analysis of the capacity of the Center to deliver the TA and training, in view of the annual work plans prepared by the Center management in consultation with the authorities and endorsed by the SC.

Capacity building

27. Capacity building and development in focused areas of the government intervention in the economy is the ultimate objective of the Center. Every facet of the Center organization works toward this goal—its management structure, medium-term strategic and annual work plans, and the involvement of development partners and government authorities. Therefore, this evaluation or analysis of the components of the strategy, activities, and results are carried out through this wholistic lens.

B. PHASE IV AND DEFINED STRATEGIC OBJECTIVES

28. The program document for Phase IV (2015–2020) reiterated that capacity needs and demand for IMF technical assistance and training remain high in the core areas listed below. The strategy for Phase IV guided AFE to continue its focus on the main sectors covered under the prior Phase III, given that significant work remains in deepening capacity gains that have been already achieved.

29. Strategic objectives for the core areas were defined as follows.

² East AFRITAC and “Center” are terms used to identify the IMF East AFRICA Regional Technical Assistance Center.

³ See International Monetary Fund, 2015. “East AFRITAC’s Phase IV Program Document”. Washington, DC, IMF, East Africa Regional Technical Assistance Center, June.

- **Revenue Administration (REV):** to assist member countries in building capacity to mobilize revenue and improve the environment for doing business;
- **Public Financial Management (PFM):** to deliver assistance in providing tools and methods for strengthening budgeting, budget execution, financial reporting and oversight practices, while also targeting improvements in efficiency, expenditure management, and accountability;
- **Macro-fiscal Analysis (MFA):** support improvements in public financial management by building capacity in fiscal and fiscal risk analysis, budgeting, and forecasting;
- **Financial Sector Regulation and Supervision (FSR):** increase the financial stability of member countries through sound micro- and macroprudential regulations and supervision;
- **Monetary Policy and Operation (MON):** support the improvement of monetary policy formulation and implementation;
- **Financial Market Infrastructure and Payments (FMIP):** support the oversight of the systems used for the purposes of clearing, settling, or recording payments, securities, derivatives, or other financial transactions
- **Macroeconomic and Financial Statistics:** increase the quality, range, timeliness and relevance of macroeconomic statistics disseminated, including greater consistency with international standards of National Accounts Statistics and Government Finance Statistics.
- The program document also indicated **new areas** where there was a strong demand by country members. Besides stepping up its work in support of the regional integration (EAMU), AFE would provide TA in the following areas.

30. As mentioned previously, support to natural resource management was a planned core area at the start of Phase IV, but this initiative was eventually delivered by HQ under the MNRW-TTF. The Phase IV program document identified fiscal tax law as another core area. Plans to have a resident advisor (RA), as stated in the document, was eventually not pursued.

31. During the implementation of Phase IV, AFE started planning and reporting the statistics component in two different areas: government finance statistics (GFS) and real sector statistics (RSS).

32. The program document also outlined several improvements to be accomplished during this phase: 1) interventions to be underpinned by enhanced country strategies; 2) planning to be strengthened further to ensure AFE's support is fully coordinated with all IMF TA to the region; and 3) finalization of the AFE RBM framework to better capture progress towards strategic objectives.

33. In terms of governance, the objective was to continue through an SC comprising beneficiary countries, the East African Community (EAC), donors, and the IMF. High

priority remained on close coordination and information-sharing with member countries and donors, donor visibility, and outreach on the Center’s activities.⁴

C. ALIGNMENT OF AFE AND STEERING COMMITTEE OBJECTIVES AND OPERATIONS

34. Governing AFE is an SC composed of representatives from the beneficiary countries, the EAC, development partners financing the Center, and the IMF. The SC is chaired by a representative from a member country and meets annually at the end of the financial year. Main functions of the SC include the following.⁵

- **Strategic guidance for, and contributions to, the setting of AFE priorities.** The SC should look at broad country priorities and provide its views on AFRITAC’s role in assisting beneficiary countries in the core areas of its expertise. The SC is also in charge of discussing and endorsing the midterm program of the Center.
- **Endorsement of AFE work plans.** The review and assessment of AFRITAC’s operation is done through the endorsement of the work plan for the next financial year and a review of the annual report which assesses the work plan’s implementation during the previous year. In this way, the SC is kept abreast of financing and fundraising issues.
- **SC members assess** whether the work plan reflects the needs of member countries, is well coordinated with CD provided by other development partners and CD providers, and well-integrated with the CD, surveillance, and lending activities of IMF headquarters.

35. The SC meets formally only once each year. Members of the SC are consulted on an on-going basis on high-level management and policy issues between meetings. Frequently, decisions are made without a formal meeting.

36. For the annual meeting of the SC, the Center prepares a complete annual report⁶ with detailed information, including the following:

- **Report on activities over the fiscal year.** This includes a useful breakdown information by country, areas of expertise, and types of involvement with member’s countries (e.g., TA mission, regional workshops, national training, attachment). The set of information includes a comparison of planned and actual activity results in field person weeks (FPWs), milestones, and primary achievements. This also includes a list of objectives/outcomes achieved, such as “Publication by Country X of a Fiscal Transparency Evaluation” or “Improved compliance risk analysis capacity in Country Y”.

⁴ Governance of East AFRITAC is analyzed and evaluated in Section VI of this document.

⁵ See RTAC Handbook.

⁶ The annual reports and annexes have been published on the Center’s website.

- **Work plan for the following fiscal year.** This includes planned activities, detailed by country, modalities, resources (FPWs), and areas of expertise, and discusses the budget.
- **Annual updates on several strategic issues.** These may include 1) implementation of the IMF’s action plan on the midterm evaluation (an update on progress on an action plan responding to the recommendations of the November 2013 midterm external evaluation); 2) update on budget and financing of Phase IV; and/or 3) information on outreach and coordination with development partners.

37. A desk review of the SC minutes shows that discussions typically involve critical issues related to Center program implementation. For example, SC members have discussed donor coordination and the uncertainties of financing, which was critical in 2017 and early 2018. In this matter, they endorsed a cautious baseline for activities during the period of uncertainty, indicating alignment between Center management and the SC. The SC has also acknowledged the importance of the new RBM and, more recently, recognized the need for the Center to agree with member countries on baselines, milestones, and timelines for the medium-term, including a recommendation for Center staff and experts to sensitize country decision-makers about RBM.

38. The SC minutes also illustrate the importance of these meetings for donor coordination. On several occasions, donors that also provided TA in correlated areas of expertise were able to discuss joint activities, express concerns, and therefore improve coordination. Member-country representatives have highlighted areas of prioritization, as well as made comments and suggestions on how to better interact and improve TA and training delivery.

39. Participants of the SC meetings have also used the forum to make suggestions to management, such as taking steps to broaden the dissemination of IMF TA reports. Some new issues still under discussion at the technical level have also been presented to the SC by the management of the Center, indicating a healthy dynamic of this forum for Phase IV implementation. One example of these new issues is the use of “Value for Money Indicators” in capacity development activities, which could be generated in the context of a new RBM catalog of indicators (see Section IX for detail).

40. The team’s main conclusion on the issue of alignment of AFE and SC objectives and operations is that it has improved in the last few years, with better participation of donors and country members in the design and endorsement of the work plans. The final evaluation for this component is high, at 6.0 (VG).

D. PROGRAM DELIVERY AGAINST ANNUAL WORK PLAN

41. Based on the availability of information, the evaluation of the program delivery against annual work plan was centered on two main indicators: FPWs and milestones. These two indicators are useful when comparing actual versus planned activities, especially the ones carried out by the Center.

- **FPWs.** This indicator is one of the fundamental measures of inputs in all types of TA and training provided by the Center. It is an estimate of the number of weeks in which an expert or staff member is expected to complete an activity, e.g., a mission or a workshop. To estimate FPW, each activity is expected to have the following general tasks: pre-activity preparations, pre-activity travel, actual delivery, post-activity travel, and post-activity reporting. An activity's FPW is the sum of all weeks estimated to complete the tasks.
- **Milestones.** Milestones are stated within the RBM and are predefined in the annual work plan for each activity of TA.⁷ These data are available by activity and by country. There were changes in the milestone-rating categories over the course of Phase IV as RBM systems developed. During FY 2016 and 2017, the IMF did not have a system in place and AFE developed one based on a binary score (achieved or not achieved). On May 1, 2017, AFE implemented a Fund-wide RBM system to harmonize performance measurement throughout the IMF. Thus, starting in FY 2018, milestone indicators include four ratings (fully achieved, largely achieved, partially achieved, and not achieved). Additionally, there are categories for "in progress," "postponed," and "cancelled."

42. It is evident that the FPW indicator shows Center input more directly, in terms of carrying out its TA and training mission, while the milestone is a better indicator for judging whether or how much a target outcome is achieved.

43. The annual work plan preparation is culminated by discussion and endorsement by the SC. Delivery of the annual work plan has had significant adjustment during the course of its implementation, which gives it a level of flexibility to adapt to circumstances and availability of financing. Therefore, during the year, activities and milestones may be added, cancelled, or postponed for following years.

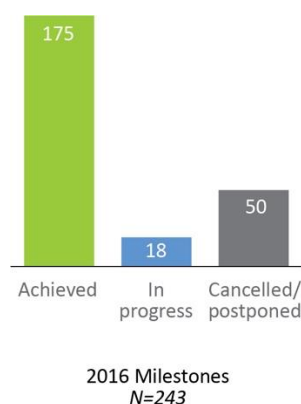
44. A review of the annual work plans (and their implementation) indicates that new activities are frequently included during the fiscal year, due to new and urgent demands requested by member countries and additional or contingent financing made available. During periods of high financing uncertainty, the Center has worked with "contingent" plans, subject to actual financing. Annual reports justify most cancellations on account of authorities' request. The postponement of activities may happen due to a need for adjustment to authorities' time frame, staffing, and/or resource availability.

45. In the last three years, the Center has achieved most of its objectives and milestones and has used its resources according to the plans. Based on a review of the annual work plans, followed by an analysis of the primary implementation results, a summary of the main aspects and information regarding program delivery against annual work plans follows.

⁷ For example, for a TA activity such as "Improving the Integrity of the Taxpayer Registration Database," the milestone was defined as "Mission Report complete with causes of low integrity, proposed solutions, and Action Plan."

FY 2016

Figure 2. Milestones achieved 2016



46. This was the first year of Phase IV of AFE's operations (May 2015–April 2016). Activity levels, in aggregate, were very close to the levels planned and TA and training supply (measured in FPWs) was 90 percent of the original and revised (mid-year) work plan. In terms of results, the milestone indicator shows that of 243 project milestones set at the work plan and added during the year, 175 were considered achieved (69.2%), while 18 were in progress; the rest were either postponed or cancelled (Figure 2). The information in the annual reports and other reporting systems indicate that postponements and/or cancellations of activities were largely due to reprioritization of demand by member countries' authorities.

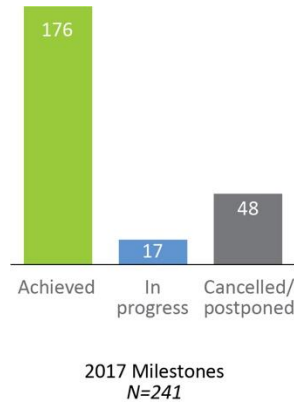
47. FY 2016 was a year marked by funding uncertainties; some new TA streams defined in Phase IV, such as those planned in natural resources management and fiscal law, were postponed until financing was secured.

48. During the year, the Center demonstrated a flexible response to changes in demand of different areas and supply of funds. It was able to accommodate 50 new activities related to existing streams of TA activity. The plan implementation showed some deviation in composition, including postponements and cancellations in consultation with TA users. Some areas had a stronger performance in terms of achieving milestones. RSS and GFS were sectors with higher performance, achieving more than 86% of milestones. Other areas presented lower execution rates. FMIP, for example, had almost half its milestones cancelled and was able to achieve only 28.6% of the plan. MON was able to deliver almost 60% of the milestones framed in the plan while PFM achieved higher than 80%. The low execution rate for FMIP was initially a result of low demand, but both demand and the pace of implementation increased significantly in FY 2017 and FY 2018. MCM hired an LTX on payments and financial market infrastructures whose responsibilities covered both AFE and AFRITAC South. The LTX's contributions in the field have largely helped address the TA needs for countries in both regions, which were previously provided by STXs. In the case of MON, TA and the capacity to implement key recommendations have been low, partially due to a lack of demand for MON TA from some countries. There has been a steady effort to enhance capacity building on monetary operations through specialized training workshops and

there is a potential to complement TA on monetary policy formulation and FPAS (an important area of MCM’s work) with related MON work.

FY 2017

Figure 3. Milestones achieved 2017



49. In FY 2017, AFE implemented about 94 percent of the work program endorsed by the SC; the annual plan included 205 planned activities, of which 193 were completed by the end of fiscal year. In terms of FPWs, 817 were delivered against 875 planned for a 93% execution rate. In terms of milestones, a total of 205 were planned and 36 new ones added during the fiscal year (reflecting new requests from the authorities). Out of these 241, 176 milestones (73%) were completed, 23 cancelled, 25 were postponed to the next fiscal year, and 17 were in progress (Figure 3).

50. TA to member countries represented about 60 percent of all activities, followed by regional workshops and national training. As happened in previous years, a good execution rate did not preclude flexibility in addressing changing circumstances, especially unforeseen cancellations and changes in priorities and time frames by the authorities.

51. During this year, strong areas of performance (considered milestones achieved) were REV and FSR, with execution rates of 86.1 and 85.7%, respectively. MON continued to show low performance (59% of milestones achieved).

FY 2018

Figure 4. Milestones achieved 2018



52. Because of uncertainty on the timing of new disbursements from development partners, the SC endorsed two decisions in April 2017. First, a baseline work plan and budget for FY 2018 was designed, where the activity level was reduced significantly compared to the initial program document. Second, it included additional, contingent activities to be implemented only if additional financing became available soon enough in the fiscal year.

53. Consequently, this important challenge to implementation—financing uncertainty—negatively affected the execution of the work plan in the first few months of the year. The Center management again showed flexibility in adapting the implementation of the work plan to difficult circumstances and managed to execute almost the full plan, especially after September 2017, including activities that were contingent on the availability of further financing.

- The execution rate of the work program increased significantly in the second half of FY 2018; the Center ended up executing 95% of the contingent work plan in terms of resources (FPWs).
- The milestone indicator shows a 68% execution rate. The work plan for the fiscal year had a target of 197 milestones, to which 46 were added in new activities introduced during the year. Out of these 243, 165 were completed, 39 were still in progress, 20 were postponed to next year, and 19 were cancelled. FY 2018 marks another high level of milestones postponed or cancelled, 39 (or 16% of total planned) during the period of the evaluation (Figure 4). A review of the activities and milestones cancelled or postponed indicates that a significant share was at authorities' request and they were subsequently reallocated to new activities or even across countries.
- Under the new rating system, results are still being fine-tuned. Partial information indicates that of the 165 milestones completed, 71 were rated fully achieved, 34 largely achieved, and 31 partially achieved. Therefore, the proportion of milestones fully and largely achieved is 63% of the total. Improvements in the rating of results, especially if in line with authorities' evaluation of the TA being provided, will add

new insight into the implementation of the work program and will help the Center reach its objectives.

- The share of resources dedicated to training at the national or regional levels continued to increase from 33 to 39 percent in line with member countries' demand for this form of support.
- Across sectors, the share of resources dedicated to MON increased significantly (from 11 to 16 percent), reflecting a transition to more forward-looking, interest-based monetary policy frameworks in several member countries. In terms of results across sectors, FSR, MFA, and PFM presented higher rates of achieved milestones (higher than 80%), while MON and RSS presented lower rates in terms of achievement—46.9% and 51.9%, respectively.
- The share of resources going to Tanzania remained the highest, at about 18%, while the share of resources going to Eritrea and Ethiopia—the two countries with the lowest shares in previous years—increased significantly.

54. Looking at the past three years' work plan implementation results and comparing them with work plans, the Team concluded that despite the Center's challenges it was able to manage difficulties such as the financing uncertainty and adapt the work program across sector and countries. Using the ratings defined prior, an execution rate (milestones achieved as a percentage of total planned) of 70%, which is the average of the period 2016–18, holds a rating of 5.3 (G), but very close to an evaluation of VG (5.5). The overall rating would have been VG without including the MON execution rate, which suggests that the factors that affect MON execution should be addressed with actionable recommendations.

E. IMPLEMENTATION CHALLENGES

55. The Center's objectives, especially those included in the Phase IV document as indicated prior, are to provide TA and training in the eight core strategic areas listed above. Besides including this large range of expertise, the Center also serves seven countries. The number and breadth of activities are thus extensive.

56. Governance of the Center is multifaceted because it must align its procedures, systems, and work programs with IMF HQ, which has several departments working with TA in different areas and within the region. Furthermore, the participation of government representatives and development donors add more players and complexities to be coordinated. Besides the country needs—which are different, given differing stages of development of each country and their levels of expertise—there have been regional issues and new demands for TA due to the regional integration process (EAMU). These add additional challenges in terms of governance. While other RTACs generally have the same challenges, AFE navigates through circumstances that are specific to the region.



57. Therefore, the challenges for the Center in implementing its medium-term and annual plans are enormous. In spite of this, a review of the work plans and execution in the past three years and the reports about TA and training implementation concluded that the current governance structure has been positive to the institution.

58. One challenge to implementation of the Center's work plan is the financing structure and the difficulties that it has created in the past few years, especially related to uncertainty about pledges and disbursements by donors and country members. Activity financing of the Center for its medium-term and annual implementation depends upon financial resources from the IMF, donors, and member countries.

59. It is important to note that most costs carried by the Center are variable (highly specialized labor and travel expenses)—in essence, costs directly related to the provision of TA and training. This actually allows the Center to adapt its activities in alignment with evolving demand, priorities and availability of financing.

60. As a result, financing uncertainty directly affects the Center's work plan, as there are no financial reserves or other sources of financing. As discussed under FY 2018 above, because of the uncertainty about the timing of new disbursements from development partners, the SC needed to create both a baseline and a contingent work plan and budget for FY 2018.

61. The potential of financing uncertainty remains a formidable challenge for the foreseeable future for the Center's policy implementation. Some of its funding sources depend on governments (country governments in the region and donor's government), which have a component of uncertainty and political interference. Another source of financing uncertainty, especially for the Center's medium-term program, is that several countries do not work with medium-term budgeting. Therefore, pledges and actual disbursements will continue to be a big challenge for AFE program implementation.

62. Another challenge is the difficulty of coordinating among development partners. Especially in areas where overlapping of activities is common, respondents indicated that there is room for improvement in this arena. During interviews with authorities, especially those that receive direct TA or benefit from training, many stressed the fact that development donors sometimes provide TA in the same areas and issues. Several interviewees asked the Team why there is no body or group of development partners coordinating their activities, which could help avoiding overlap. In at least one case, a respondent stated that similar missions from the IMF and World Bank provided TA in the same area during the same semester of the year. Although not unique to AFE, the lack of coordination constitutes another challenge that can undermine work plan implementation. Coordination in planning TA or training is a shared responsibility among all stakeholders. AFE has established mechanisms to communicate with authorities, such as the CC's routine visits to all countries, the distribution of needs assessment forms for annual work plans, and meeting reminders to SC country representatives. The levels of engagement from the authorities have varied, with some being more active than others. While some participants of past SC meetings were not well-informed of AFE's support to their countries, a review of the meetings' minutes

also shows other participants were informed and committed to the Center's initiatives. While development partners can improve on coordination, the SC country representatives and authorities should be equally involved in planning and coordinating activities to improve CD delivery. The authorities understand their priorities, staff capacities and availabilities, and work timelines—and these must be actively conveyed to the IMF and other development partners in meetings, assessments, and all other venues available to them so that activity delivery does not conflict and overlap.

63. The Team acknowledges that potential financing uncertainties as well as the difficulties in coordinating among development partners are not unique to AFE. These issues are not different from any other Center, but all these difficulties are augmented due to the regional integration process (EAMU).

64. The Center has managed its main challenges well and with some success. The financing uncertainty was dealt with a flexible annual work plan implementation and by using contingency plans. Coordination among donors and country members has improved.

F. COORDINATION WITH GOVERNMENT AUTHORITIES

65. AFE coordination with government authorities is largely implemented through representation in the SC by each country, as well by the permanent rapport between the country authorities and receivers of TA and an RA at the Center.

66. The **country representative** in the SC is nominated by the authorities and usually is a highly-ranked staff member of the Ministry of Finance or Central Bank. Although it is not in the hands of the Center, this kind of participation has been marked by certain challenges that reduce the effectiveness of the role. A desk review of the SC minutes indicates that country representatives' engagement in the management of the Center and the delivery of TA and trainings has varied. Some representatives review the reports on activities presented by the Center management and endorse the work program for the following year. In Phase IV, there was some turnover among country representatives in the annual SC meetings, which led to various outcomes. Some representatives have not attended meetings. In some cases, the delegates appointed to attend the missed meetings were not the same individuals each time. Lastly, delegates were not consistently well-informed about AFE assistance to their countries. All these affect a country's ability to actively participate in the meetings and the continuity of planning activities.

67. **RAs** are long-term experts (LTXs), specialized in a specific sector, based at the Center. Presence in the field allows them to develop a rapport with member country authorities and familiarity with national and regional needs. There are currently 10 advisors covering REV, PFM, MFA, FSR, MON, FMIP, RSS and GFS. An 11th advisor oversees AFE's transition to RBM. RAs contribute to the delivery of CD either directly or by managing short-term experts (STXs). They provide direct assistance, identify and backstop STXs (drafting terms of reference, reviewing recommendations and reports),

and organize workshops as well as professional attachments (information-sharing opportunities), where a small number of senior officials are sent to a sister agency more advanced in an identified skill and where sharing of best practice is the objective.

68. In addition to their ties with IMF HQ, RAs have a critical role in forming and retaining close relationships with country authorities in their area of expertise. For example, during the interviews with country authorities, most of the interviewers underscored that they know the RA in each area of expertise and keep a permanent rapport with them, especially during the preparation of the annual plans for TA and training. Most government officials' demands and concerns about TA and training activities are conveyed to Center's management through the RAs. Authorities emphasized that the RAs know the needs, challenges, and weaknesses and most of them have kept track of TA being delivered to their countries.

69. One operational disparity observed by the Team was the relationship between the country representatives in the SC and the authorities who are the beneficiaries of the TA and trainings. In principle, the authorities nominate the country representatives to, among other things, convey the country priorities to the SC and Center. However, in interviews with country authorities which are receiving the TA and training, respondents indicated that most of the country officials did not know about the existence, role, and representation of the SC. Although the authorities have manifested their close relationship and frequent contact with the RA for each area of expertise, they revealed no contact whatsoever with the country representative.

70. The CC annually visits high-level authorities from all countries to gather feedback on AFE performance, explain future priorities, discuss strategic and cross-cutting issues, and sensitize them on the SC representation and participation. These visits are scheduled and included in the work plan and are in addition to any *ad hoc* trips the CC might make each year. These visits are opportunities for country representatives to be updated on AFE activities and understand how it relates to their SC membership role.

71. Considering these channels used by country members to coordinate activities and TA delivery with the AFE management, the Team concluded that on this component the rating is 5.0 (G). The Center's management and the SC should devise ways to sensitize authorities to the importance of reducing representatives' turnover, as well as work to improve the rapport between country representatives and the officials directly involved in the TA and training provided by the AFE.

G. COORDINATION WITH DEVELOPMENT PARTNERS

72. The coordination of AFE with its donors (SC members) and other development partners has evolved and substantially improved in the past three years. Development partners are important in three ways: they provide part of the resources to fund the Center expenses; some donors provide TA in similar fields and expertise of the Center; and they are represented in the SC. Therefore, they are part of the governing body of AFE.

73. A desk review of the SC minutes, as well as the annual reports of AFE, show the importance of coordination and participation of the development partners at critical times. For example, during FY 2017 and 2018 when financing of the annual work plan and for the remainder of Phase IV was uncertain, the Center coordinated with donors to help overcome the underfinancing that forced the Center to cut back the work plan (and prepare a contingent one).

74. Communicating with development partners to keep them informed about AFE activities has evolved in several ways.

- **Quarterly newsletters are published, which provide detailed information on the Center's work.** These provide a summary of the Center's activities over the most recent quarter, list all reports posted on AFE's website during that period, and provide a schedule of all planned missions for the next three months. Newsletters are posted on the website and Facebook page and circulated widely by email to interested parties by the CC and IMF RRs in member countries.
- **Debriefing occurs during missions and participation in donors' groups,** such as PFM advisors' participation in the annual joint mission to review PFM reform progress in Tanzania.
- **A Facebook page launched in June 2015 to supplement traditional outreach vehicles** (<https://www.facebook.com/EastAFRITAC/>). Material has been shared this way on Center activities, as well as on broader IMF work relevant to country members including, more recently, emerging issues such as gender, climate change, and inequality. The link is used to showcase selected missions, workshops, and relevant publications to the users. Free online courses delivered by ICD are also shared with content from other IMF pages. The Center has increased the level of interaction with users by introducing links to live videos, which allow the Center to communicate with users about support provided to the region through live broadcast sessions (on Facebook), such as webinars.
- **Sharing of TA reports.** AFE can only share reports with donors after signing a confidentiality agreement. The Center can also share specific reports with other development partners if they have legitimate interest in a key area. Development partners also must sign a confidentiality agreement. The Center has a dedicated intranet page with restricted access to share TA reports. AFE shares reports with authorities for their review and feedback.
- **A plan was designed in late 2017 to improve further coordination with development partners** and increase visibility of the support provided by the Center's donors. It includes best efforts made by advisors to meet with interested development partners while on mission and regular meetings of the CC with development partners during his/her visits to member countries. In this way, CCs can brief them about AFE's activities and exchange coordination issues, expand the scope for collaboration, and meet with potential new donors.

- **At the regional level, collaboration has increased between partners to optimize the Center’s support to the region** (such as the EAC Secretariat and the Common Market for Eastern and Southern Africa (COMESA) through the joint organization of two workshops. A high-level seminar for members of parliament was organized jointly with IMF headquarters; it provided a forum to exchange information on areas of common interest and to inform members of parliament about the Center’s CD work in the region.

75. Following the recommendations from the previous medium-term evaluation in 2013, the Center has taken numerous initiatives that have significantly improved the coordination with development partners. Several of these initiatives have also increased the communication and transparency of the Center with authorities and the public. The final evaluation for this component is 6.6 (E).



V. EVALUATION OF STRATEGY

A. OVERVIEW

76. The purpose of the evaluation is to assess the extent to which AFE is achieving its objectives along the OECD DAC criteria of relevance, effectiveness, efficiency, sustainability, and impact of its activities. The OECD criteria are defined within the Common Evaluation Framework (CEF), which guides all external evaluations for the IMF.

Ratings

77. The system used to evaluate the AFE activities, as indicated before, was a rating from 1 to 7 (see Chapter II, Evaluation Process). Ratings were applied to the extent possible for each of the OECD DAC criteria, based on project assessments including the project manager's assessment, interviews, surveys, country visits, and desk review of other documentation.

B. RELEVANCE AND COORDINATION

78. *"Relevance" relates to the extent to which the project addressed the institution/country's needs and the institution/government's priorities; was coordinated with, and complementary to, projects by other TA providers; and was appropriately sequenced.*

79. *"Coordination" refers to complementarity with the projects and activities of other TA providers; exchange of information with other stakeholders; coordination through the recipient government; integration of the project with the IMF's surveillance and program operations.*

80. The Center's approach to the preparation of annual work plans is demand-driven. The fact that the Center is present in the field allows for quick responses to requests. Most authorities receiving direct TA and training who were interviewed during the Team's field mission attested to the demand-driven approach and underscored the hands-on method of the Center's TA program delivery.

81. Authorities send their requests to the Center, having a preexisting rapport with the RA in each area of expertise. This is true for the annual work program as well as for urgent and unexpected needs. In addition, representatives of the country members also convey needs and priorities to the SC. The direct beneficiaries of the TA and training activities provided by the Center in each member country attested that the annual work plan implemented by the Center is based upon their requests.

82. Section IV(G) of this report assessed the coordination of the AFE and development partners. The Team indicated that the exchange of information with other

partners has positively evolved in the past three years. Quarterly newsletters, the Facebook page published by the Center, as well as debriefing during missions and participation in donors' groups have all contributed to this improvement. The Center is now sharing TA reports with its donors, and joint TA and trainings activities are being organized.

83. At the regional level, collaboration has increased with partners to optimize the Center's support to the region, such as with the EAC Secretariat and with COMESA, through the joint organization of workshops. Coordination with IMF's HQ surveillance and program operations functions is also a concern for the Center, which has a rapport with IMF departments and activities working in the region—especially with the IMF Resident Representative (where applicable).

84. Despite a few overlapping activities with other donors, the coordination has been very good.

85. The Team observed that the activities (TA and training) have addressed the needs of the country members within the areas of expertise of the Center. Following the recommendations from the previous medium-term evaluation in 2013, the Center has taken numerous initiatives that have significantly improved the coordination with development partners. Several of these initiatives have also increased the communication from and transparency of the Center with authorities and the public. The final evaluation for this component is 6.6 (E).

C. EFFECTIVENESS

86. *"Effectiveness" is a measure of the extent to which the TA attains its objectives. Is the project achieving its outcomes and delivering results? Are the risks to the project being identified and addressed?*

87. AFE has adopted an outcome-oriented approach to capacity development.⁸ The information system is still being set up, but partial information is already available. For the three years of evaluation, the indicators of milestones rate of execution (in relation to the annual plan) provide useful results of the activities carried out by the Center. Of the two basic indicators, FPW and milestones, it is evident that the FPW indicator shows Center input more directly in terms of carrying out its TA and training mission, while the milestone is a better indicator for judging whether or how much a target outcome is achieved.

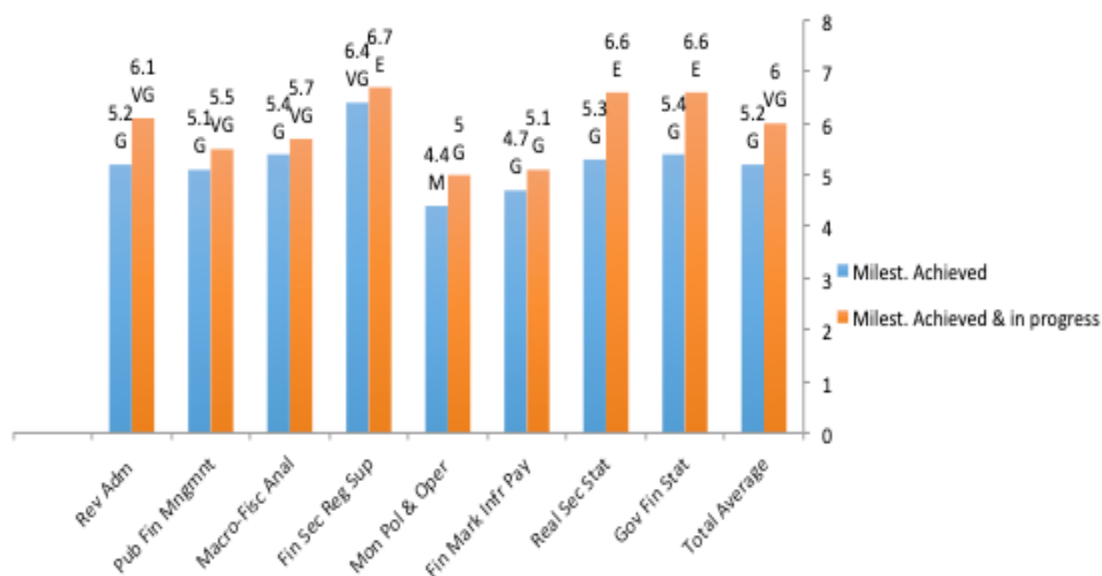
88. Achieving 100% of the milestones planned would mean that all indicators (which are related to outcomes) would be achieved. Based on the rate of achievement of milestones, by year and by area of expertise, the team used the 1–7 ratings system.

89. Figure 5 shows the average milestone ratings for the period of 2016–18, by area of intervention. In order to have a broader view of the effectiveness of the Center, the

⁸ See the East AFRITAC Operations Manual.

Team calculated in Figure 5 not only the indicator for “milestones achieved” (blue columns), but also the indicator for “milestones achieved plus the milestones in progress” (orange columns). The latter is important because indicates the milestones related to activities which are still being implemented (have not been postponed or cancelled). In most areas of the intervention, the rating was G, (a rate of execution of the milestones as percent of planned between 55% and 74%) and indicates roughly that outcomes and objectives were largely achieved. The only sector of expertise to obtain VG, which means a rate of execution higher than 75%, was FSR. The MON sector presented the lower milestone rate of execution (between 45 to 54%) and its rating was M. According to Figure 5, if the indicator of “milestones achieved plus in progress” is used, the evaluation result improves: the total average of all sectors during the three years of evaluation shows a rating of 6.0 (VG).

Figure 5. AFE: Milestone ratings by Area, average 2016–18



90. A desk review of the annual plans and their implementation, samples of TA and back-to-office reports show certain attention to sequencing of activities, especially in projects demanding a longer-term set up. The review also shows that risks of project implementation are usually analyzed, such as importance of “commitment by the authorities” and “financing disbursement.” Identifying risks is much easier than addressing them properly, however. In many cases, such as “commitment by authorities,” there is little that the TA provider can do to overcome or substantively reduce the risks which appear during project implementation.

91. Taking into consideration that in general the TA provided by the Center is attaining its objectives and achieving substantial part of the milestones predefined during the preparation of the annual work plans, the overall evaluation is 6.0 (VG).

D. EFFICIENCY, SUSTAINABILITY, AND IMPACT

92. *“Efficiency” measures the monetary value of the outcomes or benefits of CD activities compared to the monetary value of the inputs or costs incurred to achieve them.*

93. *“Sustainability” measures the extent to which the outcomes or benefits achieved by the TA activity are likely to continue or last beyond the delivery of the TA.*

94. *The “impact” of a project is the difference in outcomes that occurred with the project compared to what would have occurred without the project.*

95. Efficiency of TA was discussed with the authorities during the interviews in the field. The question asked to the beneficiaries was if there was a more-effective way to perform the Center’s activities, especially technical assistance. Most answers do not envisage a more efficient way to deliver the activities. The main reason is that the Center is close to the beneficiaries, has been able to gather a great number of experts in the main fields of expertise and has been capable to deliver a high-quality TA based on best practices. In addition, the Center is now very knowledgeable about the country needs.

96. On the issue of sustainability, the authorities also consider that the benefits achieved by most of the TA delivered by the Center will continue beyond the TA timeframe. Three main reasons (or factors affecting sustainability) were given for this trust. First, most of the TAs are hands-on training, which is an initiator of capacity building; therefore, lasting longer. The second reason, associated to the first one, is that most of the authorities have developed and established an internal practice that for every training received or TA delivered, the main beneficiaries must train other staff in the same area and manuals and guides (when it is the case) should be prepared/written. Third, several of the TA provided by the Center are associated with informational systems, including procedures and processes, which are good candidates to continue beyond the TA timeframe.

97. Regarding the impact of TA delivered by the Center, the interviewees were not able to compare what would have occurred without the project subject to some considerations. The Team made direct inquiries to the authorities on hypothetical CD scenarios in the absence of AFE, as seen in the questionnaires in Part II, Annex 2. Responses were cross-referenced with other sources, e.g., the assessment of the presence (or absence) of development partners as capacity providers, as a measure of verification. In few and very specific areas, the beneficiaries acknowledged that other alternatives in terms of TA would be feasible but all of them underlined that in terms of the costs for the country members, the TA provided by the Center is the most beneficial. In terms of quality, the authorities were unanimous in saying that the IMF and the Center have the highest quality of TA in their area of expertise. They mentioned especially the financial and monetary areas as well as government finance statistics.

98. Based on the authorities’ answers to the evaluation team questions, the rating for efficiency, sustainability and impact is 5.5 (VG).

E. EVALUATION OF TECHNICAL ASSISTANCE, TRAINING, REGIONAL AND NATIONAL WORKSHOPS

99. Following the strategic areas defined for Phase IV, AFE has delivered a wide range of interventions in CD in member countries. Based on the availability of information, this evaluation is focused in two broad areas of intervention: TA; and national training, regional workshop, retreats, and attachment/mentoring. The attachment/mentorship program is a capacity-building modality valued by the authorities in the region because it makes use of regional expertise and offers hands-on, relevant experiences to participating officials.

100. Table 2 shows that activities related to training, regional, and national workshops (including retreats and attachment) have increased systematically during the period covered by this evaluation. These activities increased in terms of number of activities, number of resources used (in FPWs), and the percentage of total resources actually executed by the Center (increased to 39% of total FPWs in 2018 from 26% in 2016). It is important to note that the real share of training can be even higher than this, as many TA missions included training activities not measured in any systematic way.

101. The AFE annual reports explain that this increase in training-related activities is a response to member countries' demand for this form of support. A review of the SC minutes also indicates that country representatives have endorsed the higher demand for these activities. Interviews with country authorities during the evaluation field trip corroborated this need for additional resources in training and related activities of the Center.

102. Table 2 shows the rate of execution of the mentioned activities during the period. Both number of activities and FPWs indicators show that the execution rate has been high. The lower-than-expected rate achieved in 2018 was at least partially due to financing uncertainty during that fiscal year.

Table 2. AFE activities, resources on training, regional and national workshops, 2016–18

	FY 2016		FY 2017		FY 2018	
	Annual Actual	Execution Rate as % Work Plan	Annual Actual	Execution Rate as % Work Plan	Annual Actual	Execution Rate as % Work Plan
Technical Assistance						
Number of activities	122	90	109	87	96	99
Number of FPWs	585	89	552	90	487	99
Training, Regional and National Workshops						
Number of activities	71	110	84	106	90	90

	FY 2016		FY 2017		FY 2018	
Number of FPWs	209	95	265	100	312	88
Total of FPW	794	90	817	93	799	95
RA	371	90	351	85	394	95
STX	338	93	391	101	327	96
Attachments	32	66	25	139	24	84
IMF HQ Staff	53	96	50	85	55	90
Memorandum Item: Percent of training and related activities in total actual FPW resources	26		32		39	

Source: AFE Annual Reports

103. Annual reports indicate that, typically, PFM has been the largest TA consumer of Center resources—around 30% of the FPWs are spent in this area. This is followed by the statistics sector (RSS and GFS), with around 25% of FPWs. The other areas have participated with different shares in each fiscal year. A review of the delivery of TA by country and by area of expertise indicates that some projects in one particular country may demand a higher volume of resources during a specific period.

104. Information on the total resources in FPWs can be disaggregated into four main categories: RA/LTX, STX, attachments, and IMF HQ staff. As expected, the RA and the STX have the highest share in terms of total resources (around 90%). This is an expected result, as they are responsible for most of the TA and training provided to the country members. As indicated before, there are currently 10 advisors covering REV, PFM, MFA, FSR, MON, FMIP (shared with AFRITAC South), RSS and GFS. An 11th advisor oversees AFE's transition to RBM. RAs contribute to the delivery of CD either directly or by managing STXs. They provide direct assistance, identify and backstop STXs (drafting terms of reference, reviewing recommendations and reports), and organize workshops and professional attachments.

105. In terms of the quantity of official participants from member countries, annual reports indicate:

- FY 2016: A total of 429 officials participated in the regional courses;
- FY 2017: A total of 869 participants attended regional and online training courses, of which 431 participants received in-person training directly from AFE;
- FY 2018: A total 1,317 officials from the region received training; among them, 394 directly at AFE and 193 online.

106. AFE has delivered three main types of training activities: national training, regional workshops, and attachment/mentoring. AFE also conducts meetings and retreats, but these are largely for staff training. On average, in the last three fiscal years, national training and regional workshops are the activities most prolific in the work plan, accounting for about two-thirds of the effort in this area (see Table 3).

Table 3. AFE types of training, regional, and national workshops, 2016–18 (actual numbers)

ACTIVITIES	2016	2017	2018	TOTAL	% TOTAL
Meeting/retreat/other	17	17	17	51	21%
Regional workshops	31	27	21	79	32%
Attachment/mentoring	9	14	11	34	14%
National training	14	26	41	81	33%
Total number of activities	71	84	90	245	100%

107. Some trends in training-related activities of AFE are worthy of additional comment. By the beginning of Phase IV, the online training systems (especially those of the IMF HQ and IDC), were poised to roll out worldwide and in African regions. Online training has proved to be a popular format in Africa and is gaining prominence among officials in the region. Also, Table 3 indicates the number of attachments/mentoring activities increased from nine in 2016 to 14 in 2017, reaching 11 in 2018 against a plan of 16 in the prior year (adjusted due to financing uncertainties). AFE has leveraged its resources in training through various collaborations, among them: with IMF HQ and other AFRITACs, international agencies and institutions (Islamic Development Bank, Toronto Centre), regional bodies (EAC, COMESA, The Macroeconomic and Financial Management Institute (MEFMI), Collaborative Africa Budget Reform Initiative), and national institutions (Bank of Tanzania Training Institute).

108. Endorsed by the SC in 2017, AFE has started assessing its training activities, which now incorporates end-of-course satisfaction surveys (for all regional workshops), knowledge transfer evaluations with pre- and post-course tests (for selected activities), and impact evaluation surveys several months after training (for all regional workshops). Some results of these assessments follow.

- Workshop participants consider that the knowledge gained in workshops has been critical to their daily work.
- Eighty-five percent use the content of the training in their day-to-day work, with 70% of respondents reporting that they spend more than 60% of their work time using the acquired skills.

- A third of respondents reported having received support from their managers to use newly gained skills, while another third report having received support from colleagues.
- The biggest barriers to skill usage or the application of new tools has been the lack of relevant country data (33% of responses) and technical constraints at the work place (22%).

109. A desk review of the training, regional and national workshops provided by the Center shows that it has been closely integrated with the Center's TA projects and is in line with the main core areas of expertise defined in the Phase IV program. Team interviews held during its field trip to Uganda, Rwanda, and Tanzania indicated that the authorities, with very few exceptions, highly valued and appreciated the training and related activities provided by AFE. When asked about the relevance and quality of the activities, answers include assessments such "high quality," "practical," and "very policy-oriented trainings." Therefore, the evaluation for Technical Assistance, Training, Regional and National Workshops is 6.8 (Excellent).

VI. EVALUATION OF GOVERNANCE

A. OVERVIEW

110. Work by AFE is guided by the SC, composed of representatives from AFR, CD departments, member countries, and donor partners. The role of the SC is to provide strategic guidance to the setting of policies and priorities, including the endorsement and periodic review of the annual work plan. AFR defines the strategic priorities for TA and works with CD departments to ensure that development partners' needs are accounted for in the planning process. CD departments are responsible for the activities delivered by RAs and STXs for AFE and the drafting of the sectoral work plans. ICD supports AFE through training, capacity development, and donor relations. The CC acts as the administrator of the Center. The CC also manages a team of RAs and local administrative staff, oversees the delivery of projects, administers the Center's budget, and collaborates with CD departments in developing the work plan.

111. The findings regarding governance of AFE's operations for Phase IV is highlighted by funding systems, budget management, and the call for better communications.

B. EVALUATION OF GOVERNANCE

112. In the first half of FY 2018, only half of the planned activities were fully financed, and the Center had to backload the execution of the work plan and reschedule a significant amount of the workshops to the second half of the fiscal year. Ultimately, there were no major disruptions in the delivery of assistance, but it is possible that similar situations may occur with impact on Center operations in the future. AFE and ICD will have to establish mechanisms to mitigate the effects of future funding-related events.

113. ICD should explore the possibility of diversifying the donor base to have more funding sources. With its fundraising role, ICD faces the task of aligning funding streams and work plan requirements. The European Union (EU), for example, negotiates commitments every half year, which requires ICD to coordinate with AFE and other stakeholders to account for this in the work plan. The EU also receives a significant share of its funding from the Government of the United Kingdom (UK), which is also a bilateral donor. Thus, to some extent, there is only one funding source for two donors. The governments of the Nordic countries, on the other hand, do not have any RTAC funding experience and can be approached for support. The IMF can build on innovative funding approaches already in place to leverage existing relationships. At the country level, the CC coordinates with RRs to engage the appropriate official at the embassy of a donor country for funding support. RRs are expected to be involved in all aspects of the IMF's

work, i.e., surveillance, lending management, and CD, so it is well within an RR's defined role and responsibility to support fundraising.

114. The CC's administrative role *vis-à-vis* budget management, as mentioned in previous evaluations of AFE and RTACs in general, continues to raise efficiency questions. The RTAC handbook states the CC "proactively identifies" and "decides strategically" which activities must be cut or added given changes in the budget or in overall conditions during the year. In practice, however, this role has been limited. For example, the CC cannot oversee the recruitment and mobilization of STXs, which is a task done by RAs. Therefore, the CC is effectively barred from implementing some potentially cost-effective approaches in delivering the activity. As mentioned previously, MCM and AFE have achieved immediate success on allowing the CC to provide direct input on RA recruitment and performance appraisals and in TA planning through the RAP reviews.

115. The Team had limited sources of information relative to communications in the context of governance. The Team contacted all SC country representatives to conduct interviews, but received only one response. Based on his feedback, AFE has been timely and efficient in disseminating information formally, e.g., via meeting minutes, and informally, e.g., via periodic emails. The Team assumes AFE staff applies the same approach with all stakeholders. The lack of response by the other representatives and the limited awareness of the authorities regarding their SC representative (mentioned earlier), further emphasizes the call for country authorities and SC representatives to be more engaged and participatory in AFE's initiatives.

VII. EVALUATION OF OPERATIONS

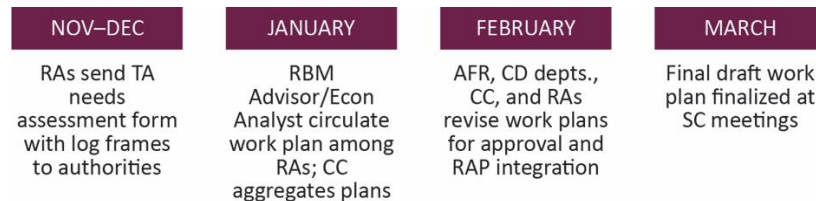
A. OVERVIEW

116. The mandate of AFE is to plan, execute, and monitor TA and training to the seven member countries in the East Africa region. AFE's operations are complex, with team members having different lines of reporting and funding sources for the various activities. In October 2017, the Center updated its operations manual to provide guidance on the management of staff, finances, work plan development, communication and outreach, and SC engagements.

117. For Phase IV, the Team identified three key issues affecting AFE's operations: 1) the continued implementation of RBM; 2) changes in financial reporting systems; and 3) continuing improvements in the planning and execution of AFE activities.

B. DEVELOPMENT OF ANNUAL WORK PLAN

Figure 5. AFE work plan process



118. The AFE work plan is an important part of the IMF's resource allocation plan (RAP) and its preparation must be coordinated within the IMF's budget cycle and the RAP. Development of the work plan is a collaborative process to ensure that: 1) it reflects the CD needs of member countries; 2) it is consistent with AFR's strategic objectives for the region and member countries; 3) it is consistent with the objectives and capacity of the CD departments involved; 4) it is consistent with the IMF-wide CD priorities agreed by the Committee for Capacity Building; and 5) there is strategic coherence between the work of AFE and of other IMF HQ-led and CD activities in AFE member countries and the region.⁹

119. The development of the work plan involves the following general steps:

1. RAs send the TA needs assessment forms to the government authorities in November. Forms include priority areas and milestones to be targeted for the next year, the preferred modalities of delivery (e.g., TA mission or workshop), other CD

⁹ AFE Operational Manual, October 2017, p. 44.

providers active in the areas of interest, and possible topics for regional workshops. In FY 2018, a new addition to the form is the RBM log frame for each topic objective (see Section IX for a more detailed discussion).

2. RAs prepare sectoral work plans that incorporate the authorities' inputs and CC guidelines on AFR priorities and available financing. These draft work plans are shared with CD departments and country teams for a first round of comments, typically in the second half of January.
3. The revised draft work plan is then re-circulated to AFR and CD departments in February for review at the same time as the report to SC. The draft work plan is then finalized and sent to the SC for endorsement at its annual meeting.
4. The RAs and RBM Advisor modify log frames or create new ones if needed in CD PORT (CD PORT is the main CD work management software at the IMF, and stands for Capacity Development: Projects, Outputs, and Results Tracking). Modifications are relayed to the backstopper; changes to objectives or outcomes will need his or her approval.
5. Administrative assistants enter mission data in TIMS and log frames in CD PORT.¹⁰

120. Information gathered from the authorities shows that they see the work plan development as a participatory approach to understanding the capacities the government agencies want to build. According to the online survey, 78% of respondents stated the assistance they received from AFE was included in the needs-assessment phase and the work plan. This approach not only responds to the needs of the authorities, but also reflects realistic outcomes that can reasonably be achieved. Figure 6 shows a straightforward, measurable, achievable, and realistic identification of four priority areas and the expected outcomes in, for example, a taxpayer registry needs assessment.

¹⁰ AFE Operational Manual, October 2017, p. 45-46.

Figure 6. Sample priority areas and outcomes

BUILDING AN EFFECTIVE TAXPAYER REGISTER

Top 4 priorities for the integrity of taxpayer register in (Revenue Authority):

1. Strengthening of registration HQ function
2. Harmonizing of legal instruments on business registration between (Revenue Authority) and (Registrar General)
3. Create interfaces with all 3rd party agencies
4. Prepare training materials on registration policy and registration process

Outcomes

1. Register and registration process—Right from the start
2. Cleansed register
3. Developed capabilities need to achieve an “A” rating
4. Building of headquarters function
5. Future vision—Single window and contemporary register

C. CENTER COORDINATOR ROLE

121. The CC is responsible for the overall management and administration of the Center and its operations, with strategic guidance from the SC and general oversight from the IMF. The CC supervises the Center’s day-to-day operations, including administrative, travel, budget, reporting, procurement, and accounting responsibilities. The CC also coordinates the preparation and implementation of the work plan.

122. The 2013 AFE Phase III evaluation cited the CC’s constraints in managerial effectiveness due to: 1) lack of control of AFE’s consolidated budget; 2) limited impact on the recruitment and performance reviews of RAs; and 3) limited input in discussions of TA planning with functional departments.¹¹ These constraints continued to persist in Phase IV, with the possibility of increasing constraints in the oversight of budgets. All RTACs will be creating financial reporting via a web-based Chart of Accounts that has already been implemented. While the objective is to have the standardized system for more streamlined reporting, the new Chart of Accounts has functions that can potentially limit the CC’s ability to adjust the budget in response to certain situations. For example, certain expenses, or TA areas, could be underspent relative to others while executing the work plan in a certain year. The current system allows the CC to reallocate funding, subject to consultations with ICD, AFR, and the CD Department at HQ. Under the new system, expenses will be “locked” within a line item, making the reallocation process more cumbersome. It has not yet occurred in any of the RTACs, but the potential remains and AFE and ICD should consider how these situations can be readily resolved.

¹¹ “IMF East Africa Regional Technical Assistance Center Independent Midterm Evaluation Phase III: October 2009 to Date.” November 2013, p. 76.

123. The Team also noted that points raised in previous evaluations regarding the CC's roles and responsibilities remain, as discussed below.

- **Work plan.** The CC coordinates the development of the work plan. Given, however, that inputs are taken mostly from AFR, CD Departments, and authorities, these entities have greater influence in the development of the work plan. The CC serves as a “knowledge hub,” while outside input providers may not have a broad knowledge of the region. To plan TAs more effectively, the work planning process should leverage the depth of the CC's regional understanding more efficiently.
- **Budgets.** The CC has less control of the donor-financed portion of the budget (Book 2), compared with the fund-financed portion (Book 1). The cost related to RAs, which is one of the largest line items, is determined by AFR and the CD department. As mentioned previously, the CC has minimal control over the recruitment, hiring, and mobilization costs of STXs. This is a challenge, as experts have different salary levels and travel costs and the process does not leverage the CC's intimate knowledge of regional information and thus, possible cost-saving alternatives.
- **Staffing and Personnel Performance.** The CC is responsible for the hiring, supervision, evaluation, and dismissal of local staff. In close coordination with CD departments, the CC also manages the RAs. An RA primarily reports to the CD department, but there is also some oversight from the CC. The CC has a key role in the performance appraisal of RAs, but RAs report to their backstoppers in relation to all technical performance aspects of their work. Thus, the CC may not have full knowledge of an RA's tasks or portfolio in order to make a full assessment of his or her performance. In addition, RAs are not systematically assessed by CD departments on an annual basis (unlike other IMF staff) and CCs are not always sufficiently involved in the assessment process.

D. RESIDENT ADVISORS/LONG-TERM EXPERTS

124. RAs/LTXs specialize in a specific sector that has been identified as a CD priority within beneficiary countries. RAs contribute to the delivery of CD directly or by managing STXs. AFE currently has 11 advisors covering revenue administration, PFM, MFA, FSR, MON, FMIP, RSS and GFS. Included among the 11 RAs is an advisor overseeing RBM.

Figure 7. Percentage distribution of FPWs by staff for all AFE activities

*2018 data through February only

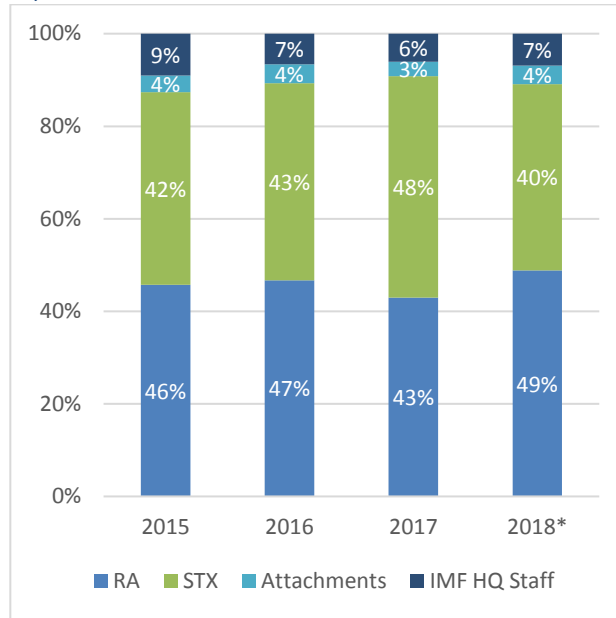
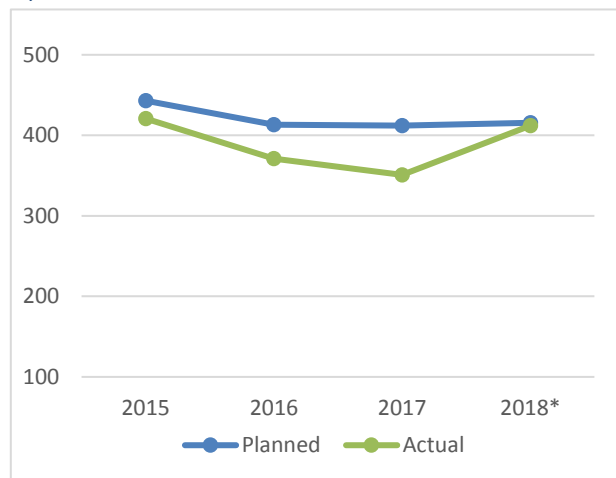


Figure 8. RA FPW for all AFE activities

*2018 data through February only

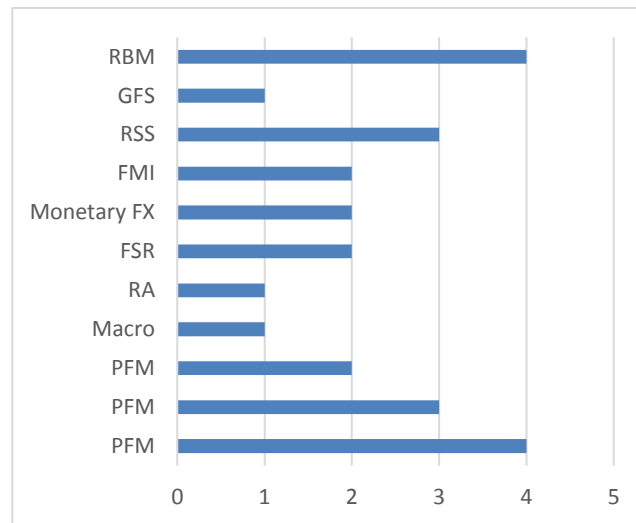


125. As seen in Figure 7, in Phase IV RAs have accounted for an average of 46% of the FPWs needed to deliver AFE activities. Their responsibility generally involves the execution of the work plan. This is done by providing direct assistance to the member countries, backstopping STXs, organizing workshop agendas and content, and establishing professional attachments. RAs in Phase IV have maintained a high execution rate of 92% (Figure 8).

126. In terms of an organizational structure, the complexities of RA reporting and coordinating lines stated in the 2013 evaluation remain. The RA's primary responsibility is the delivery of the work plan in close consultation with the CD department and backstopper. CD departments are also responsible for RA recruitment, setting their

terms of reference, and conducting performance reviews. The RA’s non-technical responsibilities are supervised by the CC, such as the coordination of CD providers, organizing travel, and contributions to the development of reports and other communication outputs. It is entirely plausible that an RA may receive differing inputs from the HQ and the CC on certain Center activities. For example, the CD Department might staff a mission with a certain number of CD providers; the CC, on the other hand, might have an alternative teaming structure for budgetary or other reasons. In such cases, the CC, RA, and CD department should discuss and come to an agreement on a plan moving forward.

Figure 9. Number of years working at AFE, current RAs



127. The 2013 Phase III evaluation report discussed the issue of RA turnover, estimating an average tenure of 2.6 years since the start of the Center’s operations in 2002. The current pool of RAs has an average tenure of 2.3 years (Figure 9) and this trend is expected to continue due to the terms of service for the position. RAs are generally appointed for one year to allow for the assessment of their performance. Contingent on a good performance record and the availability of funding, the RA may transition into a multi-year contract.

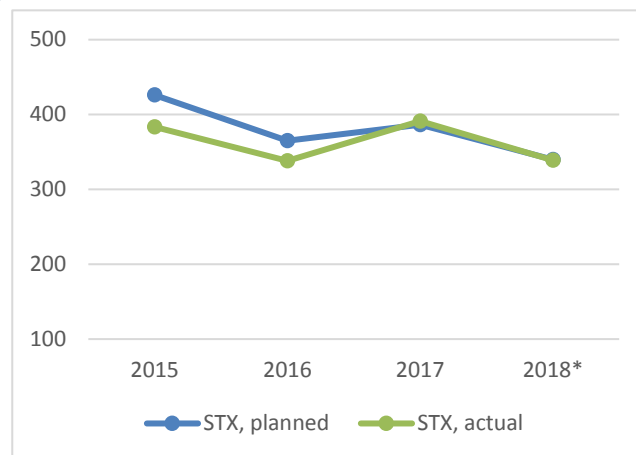
128. AFE had a dedicated RBM Advisor who was at the Center for four years (the first two years as economic analyst). However, this individual left in October 2018 and the Center’s Economic Analyst has assumed the responsibility to support the RBM system.

E. SHORT-TERM EXPERTS

129. AFE recruits STXs to: 1) provide specific CD in areas that RAs are not too familiar with, or 2) extend the provision of CD in the area as needed. STXs deliver CD activities on behalf of AFE and under the supervision of the CD departments or RAs. STXs work according to pre-defined terms of reference prepared by the RA and are cleared by the relevant CD department.

Figure 10. STX FPW for all AFE activities

*2018 data through February only



130. Figure 7 prior showed that the percentage share of STX FPW in Phase IV nearly equaled the share of RAs, at 43%. AFE activities have remained steady from FY 2015 to FY 2017, at an average of 193 activities per year. FY 2018 is expected to continue (if not exceed) the trend, with 197 activities completed as of February 2018. The trend also translates to more STX support; Figure 10 shows an execution rate of 96% in Phase IV and actual FPW even exceeded targets in FY 2017.

131. The 2013 Phase III evaluation recommended more flexibility and longer days in-country for STXs. Capacity building TA requires extended deployments to ensure TA lessons are effectively implemented.¹² AFE's perspective, however, is that the length of STX deployment is determined by the absorptive capacity of the beneficiary and the possibility of obtaining TA from other providers; thus, shorter visits are optimal. The Team's interviews with the authorities did not reflect strong preferences regarding the length of STX visits. What authorities did state is that AFE should always send topic-appropriate expertise. Some authorities the team interviewed stated that one training was led by an STX who gave technical inputs that seemed more appropriate for economies in more advanced countries rather than in East Africa. Some authorities, e.g., Tanzania MOFP and Rwanda MINECOFIN, also reported a more holistic view—that engagements with STXs should be maintained until capacity has been built in a sustainable way, regardless of the length of each visit.

F. PROFESSIONAL SUPPORT

132. The 2013 AFE Phase III evaluation recommended the addition of a junior professional to support the CC and RAs in report preparation, research, and TA monitoring. The evaluation also recommended the recruitment of a professional within the region. In 2014, an Economic Analyst was added to the AFE staff and he has

¹² "IMF East Africa Regional Technical Assistance Center Independent Midterm Evaluation Phase III: October 2009 to Date." November 2013, p. 82.

supported the collection and management of data for RBM. The Economic Analyst will continue to support the RBM system now that the RBM advisor has left.

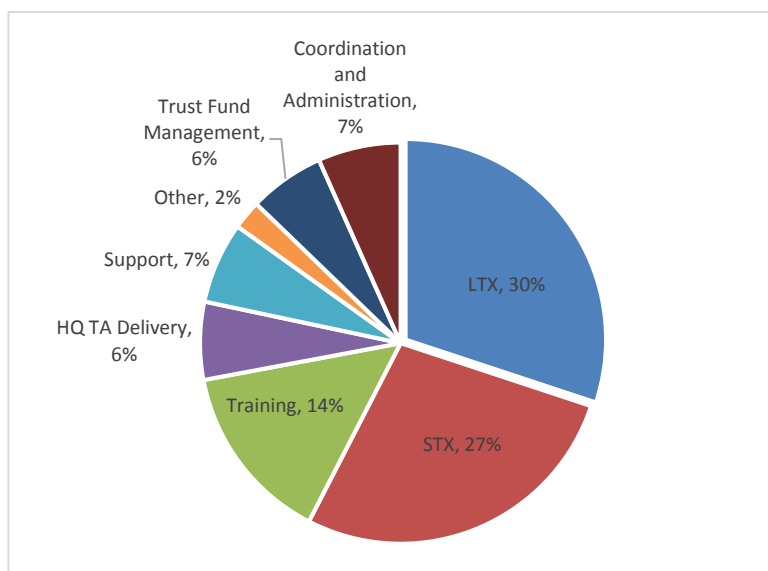
VIII. EVALUATION OF FINANCE

A. OVERVIEW

133. The financial reporting responsibilities of AFE is undergoing significant changes due to increases in TA activities and a migration into a new financial reporting system.

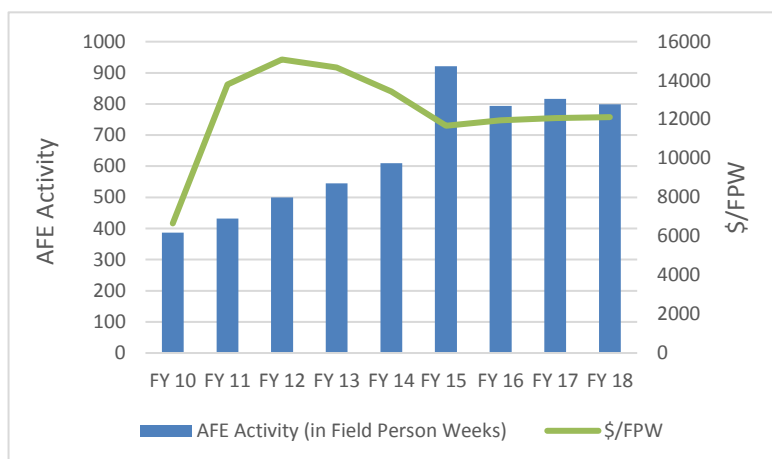
B. BUDGET EXECUTION

Figure 11. Percentage distribution of working budget, FY 2016–20



134. AFE has a working a budget of USD 51.6 million for Phase IV, making annual expenses in line with previous phases. As seen in Figure 11, LTX expenses account for the largest share (30%) but is a reduction when compared to Phase III (47%). The 27% share of STX expenses is not significantly different from the share in Phase III (29%).

Figure 12. Expenditures vs. activities in FPW



135. The amount of TA delivered has remained stable in Phase IV, averaging at 197 activities provided each year. Compared to Phase III, the current period shows a slight improvement in efficiency measures. Figure 12 shows increases in AFE activity in FPW from FY 2010–14. Over the same period of FY 2010–14, expenditures per FPW doubled with a high of USD 15,083 in FY 2012. In Phase IV, FPW increased to 921 in FY 2015 before averaging at 803 FPW from FY 2016–18. Expenditures per FPW, however, decreased to USD 11,672 in FY 2015 and has stabilized at slightly over USD 12,000 the following three years.¹³

C. FINANCIAL REPORTING CHANGES

136. AFE transitioned towards a new reporting system with a new Chart of Accounts on May 1, 2017. The previous format tracked expenses mainly by AFE position (RA and STX), training (TA seminars, ICD training), HQ TA delivery, backstopping, trust fund management, office coordination, and other expenses. The new reporting format tracks expenses according to TA area (e.g., PFM, RSS), administration, customized training, governance and evaluation.

137. As mentioned prior, this financial reporting system is meant to standardize reporting processes. Budgets have been assigned to programs and therefore, implicitly, to CD departments. Compared to the previous system, which was much less detailed, the CC’s ability to reallocate resources to respond to program-related changes over the course of the fiscal year has been reduced. However, the new system added a “Contingency” line item the CC can use to respond to unexpected changes to CD activities and priorities.

138. For FY20, the IMF released the “FY20 RTAC Budget Process Note 1223” to provide new guidance on the annual budget process and to address the challenges

¹³ In real terms, FY 2015 expenditures per FPW are estimated to cost US\$ 12,629.80 in FY 2018. In this context, the center’s FPW expenditures decreased in FY 2017 (\$12,075.18) and FY 2018 (\$12,129.19).

related to the CC’s ability to manage or provide input to (intra-year) developments that affect the annual budget.

IX. EVALUATION OF RBM

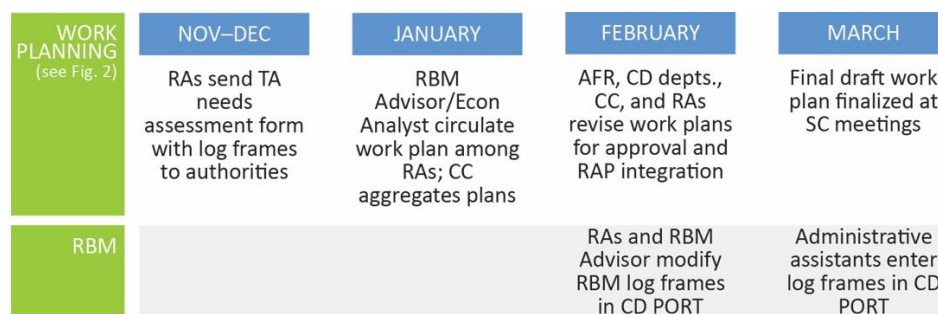
A. INTRODUCTION

139. A 2013 IMF Board paper noted that there was no mechanism that defined benchmarks for IMF TA success.¹⁴ The paper cited discussions with departments for the need to have standardized indicators to monitor performance and processes for the collection and aggregation of indicator data. The result was the development of IMF’s RBM system that defines and documents objectives, outcomes, and indicators for the IMF’s main TA work streams.

140. RBM was implemented in AFE on May 1, 2017. More importantly, the Center’s RAs developed their own performance management system before the IMF-wide implementation of RBM, which reflects a view within AFE towards effective performance monitoring.

B. THE RBM PROCESS

Figure 13. The RBM process as part of work plan development



141. The RBM process begins in November as part of the work plan development, with the RA’s circulation to authorities of the annual TA needs assessment form identifying topics anticipated to require TA or training for the next fiscal year. A significant development in FY 2019 will be the inclusion of the full RBM log frames in the forms, to help authorities to better structure their needs within the RBM framework and to encourage the adoption of a medium-term view for TA planning.

¹⁴ “The Fund’s Capacity Development Strategy: Better Policies through Stronger Institutions.” International Monetary Fund, 21 May 2013, pp. 24-25.

142. Based on authorities' feedback, broad guidelines provided by the CC on AFR priorities, and available financing, the draft work plans are shared with CD departments and country teams for initial comments. This phase typically occurs at the second half of January.

143. Once the work plan is approved, the log frames are updated (if needed) in CD PORT by the respective RAs, with the support of the RBM Advisor, to reflect any new outcomes or milestones to be targeted over the medium term, i.e., three to five years. The RBM Advisor will need to communicate any changes to the log frames to the backstopper, while changes to objectives or outcomes will need approval by the backstopper.

144. Around the end of March, through the end of April, the final draft work plan is sent to the SC for review before endorsement at the SC meeting. At this stage, AFE's administrative assistants enter log frames into CD PORT. Revisions can be made in CD PORT after the SC meeting, as needed.

145. The evaluation team noted the following findings on the RBM process:

- Authorities who are the points of contact for the completion of the TA needs assessment form and the log frame find the process clear and straightforward. The inclusion of the log frame into the work planning process is a participatory and responsive approach in monitoring performance. The rest of the officials the Team interviewed, however, are more familiar with the needs assessment form than the log frame for their area.
- In some cases, points of contact do not receive additional feedback once they've submitted the needs assessment form. They reported that they would like to have continued and iterative discussions after learning what the IMF can or cannot provide for the upcoming year.
- While AFE's planning process provides some guidance on expected activities, some authorities stated that they would prefer a more coordinated approach with IMF HQ plans. Some authorities said they receive notifications of missions from Washington, DC just weeks away from the planned visit. The short time period does not allow them to plan and ensure that staff will be available for meetings.

C. CD PORT AND REPORTING FRAMEWORK

146. At its core, data in CD PORT are stored as relational databases that keep records of the different AFE activities; each activity is defined into certain categories. Thus, users of the data should be able to perform a range of operations, such as queries and calculations, within the system.

147. At the time of this evaluation, the IMF is undertaking an initiative to migrate RBM from the CD PORT software to CD Map. AFE should leverage this opportunity to consider some of the features of CD PORT that need improvement, as follows.

- The visual interface of CD PORT is not very intuitive. To create a user-friendly interface, the developers of CD Map should engage closely with end users of the system, e.g., RAs, to understand their needs and expectations in an RBM information system.
- Some standard operations that should be possible in CD PORT cannot be executed. For example, RAs may need to export a spreadsheet file of their log frame and edit it in a different application, such as Microsoft Excel. Updates should be performed within CD PORT to make it the only resource for RBM tasks.
- Reporting functions are not readily available in CD PORT. Operations for data visualization are very limited and sometimes must be done in applications outside of CD PORT. CD PORT should have full functionalities to allow users to conduct queries into specific types of results that can then be presented within the system, such as interactive charts or figures, to better enable knowledge management.

D. FEEDBACK ON RBM INTRODUCTION

148. While the RBM system has been implemented in AFE’s operations for a year and a half, some government officials stated that its introduction could have been better executed. At the operational level, RBM could have been introduced to staff through an initial briefing, followed by trainings on how to work with it. Some officials were not clear on RBM’s objectives and operational advantages in the beginning; only those who were familiar with monitoring and evaluation (M&E) practices were comfortable with it. In Tanzania, for example, some staff from the Accountant General’s office viewed an RBM program for economic development or poverty-reduction initiatives—where discrete interventions such as agriculture inputs, medicines in health programs, and textbooks in education projects, are already monitored to assess performance—as an initiative that the World Bank (WB) or African Development Bank (AfDB) should implement, not the IMF and the finance ministry of a partner nation.

149. At the senior level, AFE should conduct an orientation for officials so they are familiar with RBM. Some operational staff stated that they were concerned about how to explain the system to senior management during its introduction. These orientations are already being held in each country and AFE should continue to provide meetings with all ministries to introduce RBM and explain how it will be beneficial to the country’s strategic objectives. These authorities should then disseminate information on RBM among their colleagues, particularly to those who could not attend the orientations.

E. PROGRESS FROM 2013 RECOMMENDATIONS

150. In the early stages of RBM implementation, there were concerns that it would become an additional reporting burden on both the AFE RAs and government officials. To the extent that some RBM tasks can be integrated in the RAs’ core responsibilities, such as recording progress related to a targeted outcome in the logical framework, the Team’s findings do not indicate that this has entirely been the case. To date, RBM has

served as a means of documentation for RA visits to a country; they then receive updates from authorities on progress for a specific activity. Some government authorities are also aware of the standard tasks of the RA visits in relation to the RBM, such as the process of planning activities at the start of the year and providing updates on progress during the year. RBM has served as a common platform where authorities and RAs can reference progress on tasks for the year through the modification and monitoring of logframes.

151. The 2013 AFE Phase III midterm evaluation report cited a monitoring gap between the completion of an output and the achievement of an outcome.¹⁵ This is a valid point; the implementation of the assistance is a critical link between delivery of an output and the results to be achieved. The 2013 report proposed the inclusion of intermediary outcomes to monitor progress between outputs and outcomes. To some extent, this is now being done in all RBMs under AFE. All activities are being monitored throughout the year and are categorized under discrete status levels: new (i.e., not originally in the work plan); in progress, complete (new and originally in the work plan); cancelled; and postponed to the following year.

152. Apart from intermediary outcomes, AFE should also monitor activities that may be affected by factors outside its control. Completion of some initiatives, for instance, are linked to the passage of laws within the country's legislature or through an approval process within a ministry. AFE should also track these developments so that the proper attribution can be made in case of changes or delays. In M&E practice, process indicators are also included within a performance management system for this purpose.

153. In some cases, the causal pathway between outputs and longer-term objectives is unclear. Once a capacity has been built, RBM needs to track evidence of sustainability or the post-TA application of this capacity. AFE has done this through the impact survey, which is a follow-on data collection process, to assess the how authorities are applying the capacities they gained back in the workplace.

¹⁵ "IMF East Africa Regional Technical Assistance Center Independent Midterm Evaluation Phase III: October 2009 to Date." November 2013, p. 90.

XI. FINDINGS AND RECOMMENDATIONS

A. FINDINGS

154. Examinations of AFE's programming, planning, governance, operations, and budget management show strong and even results along the higher ratings of the DAC criteria. Planning has been effective and responsive, as stated by the officials and evidenced by the evaluation ratings. Governance and operations are guided by clear processes and procedures. Budget management continues to be complex and limited in terms of the CC's role.

155. As stated previously, alignment of AFE and SC objectives and operations has improved in the last few years, with better participation of donors and country members in the designing and endorsement of the work plans.

156. Despite the challenges, AFE was able to manage difficulties such as financing uncertainty and adapt the work plan across sector and countries. Execution rates have remained high in Phase IV, despite limitations on the CC's functions in budget management.

157. AFE has coordinated well with the authorities at the operational levels and, to a lesser extent, other development partners. Greater engagement with senior government officials at the policy level would help solicit support in key initiatives such as the RBM and SC representation. The CC routinely meets with these senior officials and perhaps more opportunities should be explored, such as in RA visits and TA missions. Senior officials' interests vary and hopefully AFE's expanded outreach will encourage more participation among less-involved officials.

B. RECOMMENDATIONS

158. There is room to improve systems and processes in some areas, which would contribute to accelerate the pace of implementation of CD activities and increase the effectiveness and efficiency of AFE's contribution to help countries build institutional capacity.

159. All the recommendations presented below are strategic ones, and on different aspects of the AFE; many are complementary. Most require only corrective actions and not new instruments to be put in place and almost all can be implemented as part of a normal course of events in AFE's work. There is no time frame presented for the implementation of these recommendations, but there may be a need for some sequencing. In some cases, the recommendations are broken down into components; these are not to be viewed as separate recommendations, but as mechanisms through which the recommendation is to be implemented.

160. **Recommendation 1:** Build upon improvements made in work planning for the remainder of Phase IV and in the next phase.

- Continue a participatory approach in work planning, but make it an iterative process until finalization, rather than limiting authorities' participation to the annual needs assessment only.
- Establish objectives that can be realistically achieved and reflect targets that are appropriately sequenced, consider other reform needs, provide assessment of other complementary donor programs and consideration for partnerships, and objectively verifiable milestones and indicators. Assessing the full impact of CD outcomes will be difficult, but this recommendation will allow for some reasonable level of attribution to AFE's activities.

161. **Recommendation 2:** Improve AFE's cost-effectiveness and budget management capabilities.

- Give the CC greater input and authority in budget decisions and operations. The process of budget formulation and management will benefit from the CC's intimate knowledge of local operating conditions.
- Encourage RAs to identify cost-effective measures when designing or reviewing CD activities.
- Fully implement the procedures in the FY20 RTAC Budget Process Note 1223. This is a collaborative effort among AFE, ICD, AD, and CD departments to manage the budgeting cycle and intra-year adjustments. Under the coordination of the CC, all parties should schedule a midterm assessment to identify sources of success as well as areas for course corrections, if any. At the end of the FY, all parties should participate in an end-of-FY assessment to examine the effectiveness and efficiency of the procedures and to inform future budget plans and processes.

162. **Recommendation 3:** Improve the use of RBM to monitor progress and manage performance.

- Using process indicators, account for local conditions when identifying objectives to set timelines that are realistic and achievable. There are some milestones that go through requirements beyond the IMF's control. For example, a strategic plan AFE helped draft must go through an approval process within the Ministry before implementation. This process should be tracked or documented by an indicator to make it clear to stakeholders that there is this requirement that is the responsibility of the authorities to complete.
- Ensure that CD Map will be the single resource for RBM work for all IMF staff and improve the user experience of the system from CD PORT.

163. **Recommendation 4:** Address gaps under the AFE's governance arrangements.

- Revisit and revise the complex networks of reporting lines and areas of responsibility among the CC, RA, and AFR.
- AFE should continue to be active in engaging country representatives to support SC decision-making and to facilitate communication between representatives and operational staff of the beneficiary government unit.
- While possibly not within the scope of this evaluation, the Team also recommends more active involvement among SC members and authorities in the governance, planning, and delivery of CD activities.

164. **Recommendation 5:** Ensure sustainability in all CD activities after delivery.

- Fully implement the impact surveys in all CD activities.
- Improve the planning and sequencing of CD activities and coordinate with other development partners to avoid duplication, where needed. In Uganda, for example, planning between AFE and CD departments should be coordinated so that authorities can respond better to upcoming activities. Also in Uganda, the IMF mission's inclusion in the DRM committee should improve overall coordination among all stakeholders.
- Monitor any hindrances to flexibility of meeting CD demands created by the new financial reporting system and adjust the system as necessary.

ANNEXES

ANNEX I. LIST OF ADDITIONAL DESK REVIEW DOCUMENTS

Phase IV Reports and Documents:

- Phase IV Program Document*
- Phase IV Annual Report FY 2017*
- Phase IV Annual Report Annexes FY 2017*
- Phase IV Annual Report FY 2016*
- Phase IV Annual Report Annexes FY 2016*
- Phase IV Annual Report FY 2015*
- Phase IV Annual Report Annexes FY 2015*

Newsletters:

- AFE Nov 2017 – Jan 2018 Quarterly Newsletter*
- AFE Aug 2017 – Oct 2017 Quarterly Newsletter*
- AFE May 2017 – Jul 2017 Quarterly Newsletter*
- AFE Feb 2017 – Apr 2017 Quarterly Newsletter*
- AFE Jan 2017 Newsletter*
- AFE Oct 2016 Newsletter*
- AFE Aug 2016 Newsletter*
- AFE Sept 2016 Newsletter*
- AFE July 2016 Newsletter*
- AFE June 2016 Newsletter*
- AFE May 2016 Newsletter*

Work Plans

- FY 2018 Work Plan*
- FY 2017 Work Plan*
- FY 2016 Work Plan*

Steering Committee Minutes

- 19th SC Minutes*
- 18th SC Minutes*

Other

- RTAC Handbook*
- AFE Mid-Year Report FY 2017*
- Midterm Report FY 2017 – Informational Annexes*

ANNEX 2. ONLINE SURVEY QUESTIONNAIRE



IMF East AFRITAC Midterm Evaluation

Questionnaire for Authorities

Introduction

Thank you for participating in this interview regarding Technical Assistance (TA) and training provided by the IMF's East Africa Regional Technical Assistance Center (East AFRITAC). The interview is being conducted as part of an independent evaluation of East AFRITAC's activities and achievements.

The information you will provide will be kept strictly confidential, and there will be no disclosure of your individual responses.

We are grateful for your participation in this evaluation. The information you provide will contribute significantly to East AFRITAC's evaluation and work.

Thank you very much.

Sincerely,

The DevTech Evaluation Team

Respondent's Name: _____

Unit: _____

Interview No. _____

TA Background

1. *What support activities have you received through East AFRITAC (TA missions, workshops, trainings)?*

Select the pre-coded risk categories based on the response:

- (a) TA missions (either led by IMF HQ, a resident advisor [LTX] or a short-term expert [STX])
 - (b) National trainings (either LTX-led or STX-led)
 - (c) Regional workshops
 - (d) Regional courses (with ICD or at ATI)
2. *Attachment/mentoring programs What were the planning tasks that were conducted prior to providing support (needs assessments, scoping missions, road maps, work plans)?*
 3. *If there were planning tasks, were those prepared:*
 - a. *By the IMF/East AFRITAC*
 - b. *By the IMF/East AFRITAC with the authorities*
 - c. *By the authorities*
 4. *Did the plans include timelines with milestones?*

Relevance

"Relevance" relates to the extent to which the project addressed the institution/country's needs and the institution/government's priorities; was coordinated with, and complementary to, projects by other TA providers; and was appropriately sequenced.

5. *Was the support activity relevant to the needs of your Institution or Office? Please explain.*
6. *Could the relevance of the assistance have been improved? Why or why not?*

Effectiveness

"Effectiveness" is a measure of the extent to which the TA attains its objectives. Is the project achieving its outcomes and delivering results? Are the risks to the project being identified and addressed?

7. *Did the support activity meet its goals or desired results (as stated in the needs assessments, scoping missions, road maps, work plans)? Please explain.*
8. *Could the activity have been more effective? Why or why not?*
9. *Was the delivery of the activity properly sequenced with other assistance provided by East AFRITAC?*
10. *Was the time frame for delivery adequate? Why or why not?*
11. *What challenges, if any, were encountered during the delivery of support?*

Select the pre-coded risk categories based on the response:

- Political support at the highest level
- Interagency tensions
- Change in authorities
- Implementation capacity
- Overambitious time frame
- Overambitious project outcomes and objectives
- Dealing with conflicting policy advice from other TA providers
- Gaps in TA
- Sustainability
- Other (please describe) _____

12. *To what extent were the risks to delivery identified correctly?*

Efficiency

“Efficiency” measures the monetary value of the outcomes or benefits of CD activities compared to the monetary value of the inputs or costs incurred to achieve them.

13. Do you think the TA/training you received could have been delivered in a more cost-effective way? If yes, how?

Sustainability

Measures the extent to which the outcomes or benefits achieved by the TA activity are likely to continue or last beyond the delivery of the TA.

14. To what extent did the activity build on previous or existing TA/training?

15. What factors can affect the sustainability of TA/support activities provided?
Check all that apply.

- a. Lack or shortage of capable staff*
- b. Difficulty in retaining capable staff*
- c. Insufficient funding to operate effectively*
- d. Coordination with other government entities*
- e. Inadequacy of legal and regulatory framework*
- f. Insufficient support or political commitment from government at the levels required*
- g. Lack of IT, systems to implement TA recommendations on capacity building*
- h. No concerns*
- i. Other (please describe)*

16. Was the attainment of milestones or outcomes a condition for the continuation of TA/training by East AFRITAC?

Impact

The impact of a project is the difference in outcomes that occurred with the project compared to what would have occurred without the project.

17. *What would have been the possible scenario if the TA/training from East AFRITAC was not provided to your office?*

- a. *No effect.*
- b. *Would have progressed just the same.*
- c. *Would have been worse off.*
- d. *Would have gotten TA from another source.*

18. *If the TA/training could have been received from another source or provider, would it have been equal to, better than, or not as good as the assistance received from East AFRITAC?*

Coordination

Coordination refers to complementarity with the projects and activities of other TA providers; exchange of information with other stakeholders; coordination through the recipient government; integration of the project with the IMF's surveillance and program operations.

19. *Is your institution/country receiving TA/training from other providers in addition to that delivered by the RTAC? Please explain.*

20. *Has the TA/training planning taken explicit steps to ensure that its TA does not overlap with or duplicate that of other TA providers? Please explain.*

21. *Has the TA/training planning taken explicit steps to ensure that its TA complements those of other TA providers? Please explain.*

22. *Has the TA/training planning taken explicit steps to bring in other TA providers to help implement its TA's recommendations, where help from other TA providers was needed? Please explain.*

23. *Is there a formal/informal inter-governmental coordinating instance on the TA being provided in your country? Please explain.*

End of questionnaire. Thank you.

ANNEX 3. EVALUATION STATEMENT OF WORK

Background and Objectives of the Evaluation

Background

1. The IMF Regional Technical Assistance Center in East Africa (East AFRITAC) was established in June 2002 in Dar es Salaam (Tanzania) with the overarching goal of assisting countries in the East Africa region to strengthen their capacity for effective macroeconomic management and to support the region's integration into the world economy. Specifically, East AFRITAC has the objective of strengthening the institutional and human capacities of its members to undertake effective fiscal and monetary management, manage robust financial systems, and produce high-quality macroeconomic statistics. The Center's activities focus on eight key areas representing common policy challenges to member countries: tax and customs administration; public financial management; macro-fiscal analysis; monetary operations; financial sector regulation and supervision; financial market infrastructures; real sector statistics; and government finance statistics.
2. East AFRITAC provides capacity development (CD) and training to seven beneficiary countries¹⁶ over a five-year cycle. The fourth and current cycle started in July 2015 and will end April 2020. East AFRITAC operations are funded by contributions from its member countries (including in-kind contributions from the host country), the IMF, and bilateral and multilateral donors.¹⁷ The total program document budget of East AFRITAC over the current five-year funding cycle is USD 53.5 million.
3. Operations are guided by a rolling annual work plan within the results-based management (RBM) framework recently developed by East AFRITAC. This approach ensures that activities are programmed and implemented efficiently and effectively on the basis of beneficiary countries' needs, are complementary to other forms IMF CD, and are an integral part of the Fund's overall CD program. East AFRITAC is guided by a Steering Committee (SC), acting as an advisory body, and composed of representatives from member countries, donors, and the IMF. SC members and observers meet annually to discuss the Center's strategic direction, review progress against its work plan, and discuss and endorse a work plan for the following year and the medium term.
4. East AFRITAC's CD is provided through ten resident advisors. It is demand-driven and determined through consultations with member countries, based on an assessment

¹⁶ Eritrea, Ethiopia, Kenya, Malawi, Rwanda, Tanzania (including the government of Zanzibar), and Uganda.

¹⁷ East AFRITAC multilateral donors include: the European Commission. Bilateral donors include: the United Kingdom, the Netherlands, Switzerland and more recently Germany.

of CD needs, priorities of member countries, and the IMF's CD strategy for the region. The activities are backstopped by IMF headquarter-based experts.

Objectives of the Midterm Evaluation

5. The Terms and Conditions governing the establishment and operation of the multi-donor trust fund for East AFRITAC specify that “no later than 40 months after the activities financed under the Subaccount with respect to each funding cycle have begun, an independent evaluation of the activities financed under the Subaccount will be initiated.” Specifically, the East AFRITAC Program Document foresees that an independent evaluation will be carried out by a team of independent experts around three years into the program phase. The period covered by this evaluation is the fourth phase. The overall objective of the evaluation is to assess the extent to which East AFRITAC is achieving its objectives, assessing the relevance, effectiveness, efficiency, sustainability, and impact of its activities. In view of the Center having been operational for 15 years, a particular focus of the evaluation will be to assess the extent to which East AFRITAC has built on the work of the previous multi-year cycles, and whether the results of these previous phases have been sustained in the current phase.

Scope

6. The evaluation will cover all CD advice and activities, training, or interventions, provided from the commencement of Phase IV activities in July, 2015 through January, 2018. The evaluation will list the major CD projects conducted during this period, their objectives, and any verifiable indicators for achievement of these objectives. The evaluation will assess the extent to which East AFRITAC's CD has achieved these objectives using the definitions of the OECD Development Assessment Committee (DAC) criteria adopted in the Common Evaluation Framework of the IMF ([Common Evaluation Framework](#)). The evaluation will assess the degree to which East AFRITAC is achieving the advantages initially expected from delivery of CD through RTACs: lower costs, speed and effectiveness of advice provided as compared to HQ CD

Steering Arrangements for the Midterm Evaluation

7. The IMF Institute for Capacity Development's Global Partnerships Division (ICDGP) will serve as secretariat of the evaluation, managing the procurement process, supporting information-gathering for the evaluation, and keeping the evaluation process on track. While the evaluation report will be addressed to the entire SC, an Evaluation Sub-Committee (ESC) will be established to guide the evaluation. The creation of ESCs is part of the IMF evaluation practice and allows SCs to actively participate in the evaluation process. ICDGP will also serve as secretariat of the ESC.

8. The role of the ESC is to provide strategic guidance and to ensure that the evaluation takes into account issues relevant to stakeholders. The ESC will (a) review and advise on the Inception Note prepared by evaluators; and (b) review and comment on the draft evaluation report. Whilst the ESC will guide the evaluation and provide comments on draft outputs, it will have no power to determine the content of the report, and the evaluators will remain free to reach their own conclusions.

9. The ESC is chaired by a representative from a member country who was selected by the ESC in consultation with the Chairperson of the SC. The ESC is proposed to comprise representatives from:

- *Member countries*
- *Development partners*
- *The IMF*

Basic Evaluation Questions

10. The evaluation will address the degree to which the projects identified in paragraph 6 have achieved their objectives according to the OECD's DAC criteria of relevance, efficiency, effectiveness, sustainability, and impact. The [Common Evaluation Framework](#) (CEF) of the IMF provides further detail about how these criteria are defined in IMF CD evaluations (see Annex 1). Relevance is about the importance of the objectives, effectiveness is about achievement of objectives, impact is about achievement relative to the most likely counterfactual (what would have happened if the CD services had not been provided), efficiency is a comparison of the value of the impact against the costs of the intervention, and sustainability is about whether the impact is likely to last. Annex 1 of the framework provides definitions and examples of core evaluation questions under each DAC category.

11. In addition to the core questions, evaluators should assess (i) whether the SC is effective in fostering country ownership of East AFRITAC activities¹⁸ and governance, including strategic direction and oversight; (ii) to what degree the Center's systems and institutional set-up allow for retention of organizational memory (e.g., to facilitate follow-up as needed, avoid duplication of efforts, ensuring information exchange and smooth handovers between resident advisors, etc.); (iii) what contribution the Center has made to building a robust network of local experts in the region, and to systematically identify and optimize the use of local and regional expertise; (iv) to what extent East AFRITAC activities are effectively coordinated with the work of development partners operating in the same sectors; (v) whether there have been important

¹⁸ It is important that such activities include those outside the responsibilities of the agencies that SC members represent (e.g., activities supporting statistics work).

exogenous events that have undermined the ability of East AFRITAC to achieve its objectives, and if so, whether East AFRITAC's response has been adequate; and (vi) to what extent and when relevant to the core expertise of the Fund, gender, climate change and financial inclusion dimensions have been taken into account in the program design of CD services. Evaluators should base their assessment on document and data analysis, interviews, surveys and/or case studies (see section III for details), and use a sound methodology using DAC criteria where there is sufficient information available.

12. The evaluation should report on any significant lessons, also from the past evaluation and recommendations, that can be drawn from the experience of East AFRITAC and other RTACs. It will provide costed recommendations for changes that would enhance the ability of East AFRITAC's activities to achieve their objectives according to the OECD DAC criteria methodology

Evaluation Criteria and Ratings

13. A quantitative rating scheme will be used to record the judgments made by evaluators. Each of the DAC criteria for which there is sufficient information to make a judgment will be scored on a 1-4 scale. Assessments of the individual criteria will be aggregated or summarized into an overall assessment of East AFRITAC performance. To calculate this composite rating, each DAC criterion will be assigned equal weights.

14. *Aggregate over objectives to evaluate an intervention.* When an overall performance rating is desired for an intervention with multiple objectives or a series of interventions serving to a broader goal, weights will have to be assigned for achievement of those objectives. Each objective will be assigned a weight reflecting its relative importance and the weights should add up to one ($\sum_{i=1}^N w_i = 1$). For technical assistance (TA) projects, such weights are expected to be included in the RBM framework.

15. *Aggregate over interventions to evaluate delivering entities.* Evaluations focus on the degree to which interventions achieved objectives according to the DAC criteria. Therefore, an evaluation of an entity such as East AFRITAC would really be an evaluation of the extent to which all interventions of that specific entity achieved their objectives. Information from individual evaluations of interventions could then be aggregated into an overall performance assessment of East AFRITAC.

16. The Fund's RBM framework will be a primary source of data to evaluate the achievement of objectives and outcomes. However, for TA activities that started prior to May 1, 2017 the evaluator will not be able to use the current RBM catalog. East AFRITAC was using an in-house RBM system prior the introduction of the Fund's framework, which could be used too. The evaluator is expected to collect complementary

information with respect to the assessment of the counterfactual, five DAC criteria, and step 4 of the CEF through surveys, interviews, focus groups, other indicators, and Fund documents. The evaluation will draw on information from a range of sources, particularly IMF documents and data (Appendix); interviews with SC members, IMF representatives, country authorities, and development partners; and case studies. Each evaluation criterion should be assessed using at least two different information sources.

- **Document and data analysis:** Evaluators will be expected to analyze all relevant materials, including work plans, project/mission TORs, TA reports, SC minutes, and SC member comments in the context of written consultations. Financial information will also be provided.
- **Interviews:** Evaluators will conduct semi-structured interviews with country authorities, SC members, IMF representatives, and development partners. While all interviewees will be given the opportunity to comment across the full scope of the evaluation, interviews with country authorities are expected to cover in particular the appropriateness and responsiveness of CD provided by the Center and explore and document any specific results. Evaluators can propose to meet and interview those who served as counterparts when the CD was delivered and who may now be in other positions. Evaluators will also be expected to meet with staff from IMF CD Departments, the African (AFR) department and ICD in Washington.
- **Survey:** Evaluators should conduct a survey to consult a wider range of individuals in member countries and the SC. Potential partners as well as other CD providers should also be consulted. Cvent is the Fund-approved online survey tool.
- **Case studies:** To provide deeper analysis and illustrate successes, challenges and gaps, evaluators will draw up case studies. Evaluators will propose a diverse and representative set of CD activities delivered for the case studies. Timing and Deliverables

Timing

17. The evaluation is expected to begin in February 2018, and field work is expected to commence in June 2018, with the draft report disseminated to the SC by November 2018. Evaluators will be contracted for a maximum of 130 person-working days including travel during that period. The evaluation process will be carried out in three phases: a desk phase, a field phase, and a synthesis phase.

- **Desk Phase:** Within four weeks after signing the contract and before the field phase begins, evaluators will (i) conduct a desk review of documents; (ii) visit

IMF HQ to interview staff in ICD, CD Departments, and AFR; conduct a VTC meeting with the Center Coordinator; and (iii) prepare an Inception Note, to be finalized in consultation with the ESC. Before embarking on the field phase, evaluators will hold a briefing for IMF staff. Total estimated work time: about 50 person-days.

- **Field Phase:** Evaluators will visit East AFRITAC and two or three member countries (one of which could be Tanzania, the Center’s host country). They will ensure adequate consultation with, and involvement of, a variety of stakeholders, including government authorities and agencies, and where relevant, development partner offices. This will take place through face-to-face interviews, survey, phone and email exchanges. East AFRITAC will cooperate in providing contact details, where requested, and will provide official documentation explaining its support for the evaluation that will help to ensure collaboration from member countries and other stakeholders. Total estimated work time: up to 30 person-days including travel.
- **Synthesis Phase:** This phase is devoted to drafting the report and any follow-up interviews. Evaluators will ensure that their assessment is objective and balanced and recommendations realistic, practical, implementable, and prioritized. Evaluators will draft a report presenting the main findings, lessons learned, and recommendations, accompanied by a summary of the information gathered. After receiving IMF and SC comments on the draft, the evaluation team will finalize the report and present its findings at the April 2019 SC meeting. The final report with comments incorporated should be delivered by May 2019. Total estimated work time: up to 50 person-days, including the SC briefing and associated travel.

Deliverables

18. The evaluation team will provide the following deliverables in English: the draft Inception Note, the final Inception Note, the draft Evaluation Report, and the final Evaluation Report. The draft Inception Note will be disseminated to the ESC and the final version will be endorsed by the ESC. The draft Evaluation Report will be disseminated to the entire SC for comments. The ESC may request a VTC to discuss consolidated comments to the draft report. Finally, the ESC or the SC may request a brief presentation of the main messages of the final Evaluation Report. Once discussed by the SC, the IMF will make the final Evaluation Report available on the East AFRITAC website.

19. The content and the format of the deliverables should be as follows:

- **Inception Note:** The Inception Note will set out the methodology for data collection and analysis, including criteria for selection of samples or case studies; draft interview and survey instruments; a detailed work plan for data collection; a list of potential interviewees; and an outline of the draft evaluation report. This note should not exceed 10 pages, excluding annexes.
- **Evaluation Report (draft and final).** The report should focus on presenting evidence and assessing whether the objectives of interventions were relevant and to what extent the interventions achieved their objectives effectively, with impact, efficiently, and sustainably. The report should describe the CD succinctly: listing major interventions and the channels through which they were expected to achieve outcomes.¹⁹ To sharpen the focus, the Evaluation Report should have an executive summary (1-2 pages) and not exceed 25-30 pages (excluding annexes). Moreover, the report should clearly and concisely convey the evaluation recommendations and provide their evidence-based rationale and implications.²⁰ The report should contain no more than 10 recommendations and they should be prioritized, costed, sequenced, and internally consistent. The recommendations should be actionable (under the control of the IMF) and take the resource constraints duly into account.

20. Following is the evaluation suggested timeline, with the main deliverables.

Desk work, HQ visit, and draft Inception Note	Feb-May 2018
Fieldwork and preparation of Draft Evaluation Report	June-Oct 2018
Revised draft Evaluation Report sent to SC	Nov 2018
Presentation of Findings and Recommendations	Apr 2019
Final Evaluation Report	May 2019

¹⁹ The evaluation report should avoid giving too detailed and lengthy descriptions of the CD provided, which are already available in East AFRITAC's annual reports and annexes.

²⁰ In offering recommendations, the evaluator is expected to be mindful of the DAC criteria as a group rather than a la carte. Suggested interventions that improve some of the DAC criteria, (achieving effectiveness for example) but fail on others (efficiency, for example due to high costs) are not viable recommendations.

ANNEX 4. INTERVIEW LIST

	Last name	First name	Organization
1	Massenge	Agnes J.	TRA-RPPD
2	Mella	Joachim	TRA-CED
3	Wilson	Didaeus	TRA-CED
4	Focus	Kisaro	TRA-ORD
5	Misso	Kerina	TRA-LTO
6	Mkinga	Alfred	TRA-LTO
7	Mwapinge	J.	TRA-RPPD
8	Kimolo	Deogratius	BOT
9	Tarimo	Aristides	BOT
10	Mungongo	Emmanuel	BOT
11	Yabu	Nicas	BOT
12	Kamba	Liku	BOT
13	Mnyamani	Deogratias	BOT
14	Mwayapalila	Francis	MOFP
15	Kasekisa	Ishmael A.	MOFP
16	Magambo	Julieth S.	MOFP
17	Mhoja	William M.	MOFP
18	Ally	Dr. Abdul Mussa	MOFP
19	Sawe	Joy	NBS
20	Ndesango	Adella	NBS
21	Rugemalila	Joitha	NBS
22	Simbula	Gabriel K.	NBS
23	Bernard	Rustis	NBS
1	Kalisa	Dr. Thierry	MINECOFIN
2	Ntegano	Abel	MINECOFIN
3	Iyakaremye	Zachee	MINECOFIN
4	Nkuranga	Vincent	MINECOFIN
5	Tabaro	Didier	MINECOFIN
6	Nyalihama	Christian	NBR
7	Karangwa	Mathias	NBR
8	Munyankindi	Pascal	NBR
9	Mutabazi	Boniface	NBR
10	Tusabe	Richard	RRA
11	Kanyangeyo	Agnes	RRA
12	Mwebaze	Augustine	RRA
13	Bahizi	John	RRA

14 Ngabonziza Michael RRA

15 Mwizerwa Claude NISR

Last name	First name	Organization
Amagaragarito	Ivan	Bank of Uganda
Aomu	Mackay	Bank of Uganda
Rumanzi	Peter	Bank of Uganda
Kalera	Michael	Bank of Uganda
Mugyenyi	Akura	Bank of Uganda
Akishuke		
Ntumwa	Caroline	Bank of Uganda
Binya	Hudson	Bank of Uganda
Mayende	John	UBOS
Nsubuga	Vincent	UBOS
Mukiza	Dr. Chris	UBOS
Nakabuye	Bernadette	Ministry of Finance, Planning and Economic Development

ANNEX 5: COUNTRY CASE STUDIES

TANZANIA

Activities in Tanzania and Zanzibar have fluctuated in Phase IV, with a combined 169 FPW in FY 2015. There was a decrease to 137 FPW in FY 2016 before an increase in FY 2017 to 169 FPW. The distribution of FPW by area was mostly focused on MON (also known as MPO) (26%) and FSR (23%).

All stakeholders have experienced coordination and execution challenges with the transfer of government operations to Dodoma. Authorities in RSS, for example, have emphasized the significant advantage of having AFE based in Dar es Salaam. A full transition has not yet been achieved, and thus authorities are traveling to and from Dar es Salaam to Dodoma. In the long run, once government agencies are fully settled in the new capital, planning and coordination between authorities and AFRITAC, and with development partners in general, will be more stable.

Overall, authorities find the workshops and trainings to be responsive to their needs. Authorities in banking supervision found regional workshops to be particularly helpful because of the use of country experts, such as a workshop on property prices given by a Ugandan expert. This approach also addresses a perceived knowledge gap in the region.

Authorities feel that Center assistance will be sustainable, but it will require some supporting components. In statistics, interagency coordination between the Bank of Tanzania and the National Bureau of Statistics will be crucial in the areas of research and forecasting.²¹ In the Ministry of Finance and Planning, authorities recognize the need for continuous training to: 1) meet international standards, e.g. financial statement preparation compliant with the International Public Sector Accounting Standards (IPSAS), and 2) achieve the IMF's timeline for meeting international standards.

The authorities' views on the impact of Center assistance varied but were positive overall. Bank of Tanzania (BoT) officials view IMF's TA model of leveraging a network of central banks as unique, better than academic training, and not a capacity that can be built by other organizations. The policy support the IMF provided for the financial stability board is an example. The Center's TA on financial stability helped identify gaps at the policy formulation level. For National Bureau of Statistics (NBS) officials, some work on research and statistics can fall within development. For example, some metrics in national accounting relate to socio-economic well-being and poverty alleviation. Thus, development organizations such as the World Bank can complement CD activities provided by the IMF.

²¹ The new Statistics Act might affect research and forecasting initiatives due to added regulations on the dissemination of data.

RWANDA

Rwanda has had a high rate of execution in terms of the resources spent by the Center in TA and training; 80% of planned FPWs in FY 2016 were executed, 83% in FY 2017 and 89% in FY 2018. During the period 2016–2018, MON received the most share of resources (23%) provided by the Center, followed by REV (21%).

Comparing sectors receiving TA among countries shows the different levels of development of each sector in each country. For example, in the same period, PFM received 14% of total resources devoted to Rwanda by the Center, while in Tanzania it received 20% and in Kenya, 36%. While MON was relevant for Rwanda, Tanzania (27%) and Malawi (20%), the same sector received only 9% of resources devoted to Kenya, and 8% for Uganda. These differences are important, because they make it more challenging and difficult to define overall annual and medium-term objectives for the strategic sectors (areas) which usually are part of the plans designed by the Center.

A review of the main TA missions and training during the period of evaluation shows activities and achievements in the major areas of expertise of the Center. Rwanda spent 72% of the Center's resources with TA (only Kenya (81%) and Uganda (74%) spent a higher proportion of resources in TA). In the last year of analysis (FY 2018), Rwanda had a very good overall execution rate (FPWs, plan vs. actual) and averaged 89% for all sectors. Only PFM with 55% and MFA with 61% had an execution rate below the FY2018 average. The Team interviewed several Rwandan beneficiaries of the Center's intervention during a field trip to Kigali, including the Ministry of Finance and Economic Planning, National Institute of Statistics of Rwanda (NISR), National Bank of Rwanda, and Rwanda Revenue Authority.

The Team learned that TA delivered to Rwanda, particularly at the Ministry of Finance and Economic Planning, is more sustainable because the staff turnover is low. Therefore, TA achievements continue beyond the duration of the TA. In Rwanda, during the interviews, the beneficiaries said they coordinate their work and demands with the country representative, who participates in the AFE SC. This relationship has helped to better adjust the needs at the ministry and agency levels with the requests conveyed to AFE management.

One interesting remark by an authority related to better adjusting the delivery of TA by AFE referred to "cyclical needs". Especially in the NISR, there are periods (fiscal years) where there is a higher demand than average. The authorities have realized that it has been difficult for the Center to adjust the budget and annual plans according to the cyclical nature of the client.

The IMF RR in Kigali also mentioned that country authorities have been very responsive to AFE activities. He underlined that Rwanda has an intense TA program, mostly delivered by AFE. Furthermore, Rwandan authorities are open-minded, are not afraid of receiving advice, and willing to move forward.

UGANDA

AFE activities increased significantly in Phase IV. In FY 2013 and FY 2014, FPWs totaled 72 and 74, respectively. In the first three years of Phase IV, FPWs averaged 141. For FY 2018, actual FPWs were at 78 as of February.

The levels of Center activity have varied over Phase IV, with some decreasing and others increasing depending on the capacity being built. IMF support in REV has decreased since the last assessment as authorities have collaborated with other development partners, namely DFID, the World Bank, and USAID. There has been more recent CD activity in customs. Activities in MFA, GFS, and FMIP have been maintained.

The management of the Uganda Revenue Authority (URA) expressed continued interest in the regular support AFE provides, i.e., the TA and training missions. The overall view of the URA is for the Center to continue providing the whole range of CD activities. Some revenue authorities highlighted the benefits of attachments as a modality to build capacity. They feel that knowledge-sharing experiences in on-the-job settings are more successful than an instructional approach. The authorities cited the one-week tax investigation activities in Kenya and South Africa as a good example, because they were able to engage with experts who actually specialized in that area.

There have been coordination challenges both within the government agencies and among stakeholders. For example, officials at the URA noted that coordination with AFE has been good due to their participation in the annual work planning process; they would like to see the same coordination with IMF HQ. Authorities only learn of HQ missions a few weeks before a team arrives, so they have had difficulty in committing to the participation of local staff at meetings. The authorities acknowledge that part of the reason is the lack of adequate coordination between the URA and the Ministry of Finance, which communicates directly with IMF HQ.

The formation of the Domestic Resource Mobilization (DRM) committee should significantly improve coordination among stakeholders. The committee includes development partners such as the IMF, DFID, USAID and bilateral partners and is co-chaired by the Ministry of Finance. This committee is less than a year old, but its formation may help to reduce duplication and conflicts among stakeholders through regular dialogue and information sharing regarding the country's CD needs and the development partners' planned activities.