



Evaluation Report

Phase IV Independent Mid-Term Evaluation: Middle East Regional Technical Assistance Center (METAC)

Submitted to:

International Monetary Fund

Submitted by:

DevTech Systems, Inc.

1700 N. Moore Street, Suite 1720

Arlington, VA 22209

Tel: 703-312-6038, Fax: 703-312-6039

Company Website: www.devtechsys.com

Submitted August 21, 2020

Revised Draft Submitted October 22, 2020

Revised Draft Submitted November 16, 2020

Revised Draft Submitted December 7, 2020

Revised Draft Submitted December 14, 2020

Revised Draft Submitted March 3, 2021

Final Report Submitted March 10, 2021

Acknowledgements

The evaluation team wishes to thank all those who facilitated the Middle East Technical Assistance Center (METAC) Phase IV mid-term evaluation process. Special thanks are directed to the International Monetary Fund (IMF) Institute for Capacity Development and METAC staff for their support throughout the evaluation process. The evaluators also thank IMF and METAC staff, METAC member country authorities, METAC donor representatives, and other regional technical assistance providers for generously sharing their time and discussing their experiences with METAC operations, which contributed greatly to the evaluation. Although the majority of key informant interviews for this evaluation were conducted remotely in response to COVID-19 travel restrictions, concerns that remote interviews would be of lower quality than in-person discussions proved unfounded. Interviewees kindly accommodated meeting requests and openly shared their views and experiences by telephone and a variety of secure internet-based video call platforms and applications. We would like to thank the IMF for their flexibility and trust in the evaluation team to undertake this remote evaluation approach.

The views expressed in this evaluation report do not necessarily reflect the position of the IMF or any other stakeholder consulted during the evaluation.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	I
ACRONYMS	V
EXECUTIVE SUMMARY	7
Context for the evaluation	7
Evaluation findings.....	7
Evaluation recommendations	8
Project-Level Recommendations	8
Non-Project Level Recommendations.....	9
INTRODUCTION	11
Evaluation purpose	11
Evaluation scope	11
PROJECT EVALUATION	11
Scope	11
Assessment and Analysis	13
Relevance.....	15
Effectiveness	17
Impact.....	20
Efficiency.....	22
Sustainability	24
Assessment of RBM Log Frames	27
NON-PROJECT RELATED QUESTIONS	28
Scale of METAC Operations	28
How the Steering Committee supports the Centre to foster country ownership of METAC interventions	31
Whether METAC systems and institutional set-up enable retention of organizational memory .	32
METAC contributions to building a robust network in the region and optimize the use of local and regional expertise.....	33
Coordination with development partners operating in the same sectors	34
METAC's support of fragile states.....	35
Extent gender, climate change and financial inclusion dimensions have been taken into account in the program design of CD services when relevant to the core expertise of the Fund.	36
Sustainability of TA provided by METAC.....	37
Sustainability of METAC's financial business model	38
Status of Past Evaluation Recommendations	38

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

CONCLUSIONS AND EVALUATION RECOMMENDATIONS	39
Project-Level Conclusions and Recommendations.....	39
Non-Project Level Conclusions and Recommendations.....	40
ANNEX I: INDIVIDUAL PROJECTS.....	44
BSR_MTA_2017_04 – Iraq.....	46
BSR_MTA_2017_04 – Jordan	48
BSR_MTA_2017_04 – Lebanon	51
BSR_MTA_2017_04 – Lebanon	53
BSR_MTA_2017_04 – Sudan	54
BSR_MTA_2017_04 – Tunisia.....	57
BSR_MTA_2017_04 – West Bank and Gaza.....	59
FFL_MTA_2017_04 – Egypt	61
FFL_MTA_2017_04 – Sudan	62
PFM_MTA_2017_04 – Algeria	64
PFM_MTA_2017_04 – Djibouti.....	66
PFM_MTA_2017_04 – Egypt	68
PFM_MTA_2017_04 – Iraq.....	70
PFM_MTA_2017_04 – Jordan	71
PFM_MTA_2017_04 – Lebanon	72
PFM_MTA_2017_04 – Tunisia.....	75
REV_MTA_2017_04 – Egypt	77
REV_MTA_2017_04 – Iraq.....	81
REV_MTA_2017_04 – Jordan	83
REV_MTA_2017_04 – Sudan	86
RSS_MTA_2017_04 – Afghanistan.....	89
RSS_MTA_2017_04 – Lebanon	91
RSS_MTA_2017_04 – Libya	94
RSS_MTA_2017_04 – Morocco	96
RSS_MTA_2017_04 – Sudan	99
RSS_MTA_2017_04 – Tunisia.....	102
RSS_MTA_2017_04 – Yemen.....	103
ANNEX II: METHODOLOGY	105
ANNEX III: IMPLEMENTATION OF PAST EVALUATION RECOMMENDATIONS ..	132
ANNEX IV: INCEPTION NOTE.....	141
Questionnaire for Authorities.....	153
Questionnaire for Project Managers at IMF HQ.....	160

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Questionnaire for Authorities (ONLINE QUESTIONNAIRE)	166
ANNEX V: LIST OF DESK REVIEW DOCUMENTS	178
ANNEX VI: WORKS CITED	180
ANNEX VII: KEY INFORMANTS INTERVIEWED	182
Figure 1: Sampled Country Objectives by Workstream	12
Figure 2: Completed KII by Stakeholder Group.....	12
Figure 3: Aggregate OECD DAC Ratings.....	13
Figure 4: OECD DAC Ratings by Groupings.....	14
Figure 5: Distribution of OECD DAC Criteria Ratings for 27 Sampled Country Objectives.....	14
Figure 6: Planning activities conducted prior to TA delivery.....	16
Figure 7: Distribution of Effectiveness Ratings by Evaluators vs. Internal IMF Ratings	18
Figure 8: Reported possible scenario in absence of METAC support.....	21
Figure 9: Deployed METAC Expertise	22
Figure 10: Reported factors affecting sustainability	25
Figure 11: Annual METAC Budget and Expenditures FY17-19	29
Figure 12: Does lack of coordination with other TA providers reduce IMF/METAC TA effectiveness?	35
Table 1 Summary of Evaluation Recommendations	43
Table 2 Individual project scores by DAC criteria	44

Acronyms

BSR	Banking Supervision and Regulation
CD	Capacity Development
CEF	Common Evaluation Framework
DAC	Development Assessment Committee
DfID	United Kingdom Department for International Development
EQ	Evaluation Question
EU	European Union
FFL	Financial and Fiscal Law Unit
FSAP	Financial Sector Assessment Program
HQ	Headquarters
IFRS	International Financial Reporting Standards
IMF	International Monetary Fund
KII	Key informant interview
LTX	Long-Term Expert
METAC	Middle East Regional Technical Assistance Center
OECD	Organization for Economic Co-operation and Development
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
RAP	Resource Allocation Plan
RBM	Results Based Management
REV	Revenue
RSS	Real Sector Statistics
STA	Statistics
RTAC	Regional Technical Assistance Center
SC	Steering Committee
SECO	State Secretariat for Economic Affairs
STX	Short-Term Expert
TA	Technical Assistance
TADAT	Tax Administration Diagnostic Assessment Tool
TOR	Terms of Reference
UN	United Nations

Executive Summary

Context for the evaluation

DevTech Systems, Inc. was commissioned by the International Monetary Fund (IMF) to conduct an external mid-term evaluation of activities undertaken by the IMF Middle East Regional Technical Assistance Center (METAC) during the first half of Phase IV from May 2016 to April 2019. The purpose of the evaluation is twofold. First, to assess the extent to which METAC is achieving its objectives along the Organization for Economic Co-operation and Development (OECD) Development Assessment Committee (DAC) criteria of relevance, effectiveness, efficiency, sustainability, and impact. To this end, the evaluation team purposefully selected and evaluated a sample of 27 country objectives that covered all project areas/workstreams, all fifteen objectives included in the Phase IV portfolio, and all METAC member countries. Second, the evaluation assessed entity-level processes and governance including how the results of the last evaluation have been implemented. All findings, conclusions, and recommendations herein are informed by desk review of intervention- and entity-level documents, an online survey of country authorities, and key informant interviews (KII) with authorities, IMF Headquarters (HQ) and METAC staff, and other regional providers. The evaluation team reviewed 75 documents and interviewed 57 individual stakeholders over 47 KII.

Evaluation findings

METAC demonstrates responsiveness in its delivery of highly relevant interventions to member countries while navigating volatile political and security situations, unfavorable regional dynamics, and the constraints of its small size. The evaluators awarded METAC an overall score of 2.8 (Good), an aggregation of all five OECD DAC criteria. Assessing each criterion in turn reveals strengths and areas for improvement. Relevance was the highest rated OECD DAC criteria with a mean score of 3.7 (Excellent). METAC interventions are, with few exceptions, highly relevant due to strong collaboration between country authorities, METAC, and IMF HQ functional and area departments to jointly identify priorities and develop appropriately tailored workplans. High relevance, while not a guarantee, is unsurprisingly a prerequisite for high effectiveness. The mean Efficiency score of 2.8 (Good) reflects stakeholders consistently describing the quality of METAC's assistance as excellent, world-class, and with few equivalent peers and that costs are contained through various processes, most importantly preparatory engagement between experts and country authorities prior to TA and post-TA to enable low-cost follow-up. More consistent consideration of workshop modalities and exploration of alternative means to develop basic country authority skills prior to deploying an expert onsite would improve overall Efficiency.

The country objective-level assessment of OECD DAC criteria identified impact and sustainability as areas to strengthen. Both criteria rely on country authorities' actions to receive high scores. While METAC cannot change member country commitment, several entity-level procedural changes will ensure METAC adequately supports country authorities to implement and sustain achievements despite recognized risks and challenges, many of which are beyond METAC's direct control, for example, insufficient country resources and higher-level country authority commitment. These procedural changes are largely in line with recommendations made in the previous 2014 evaluation concerning the use and utility of results-based management (RBM), risk management frameworks, and medium-term country strategies. While recognizing

the work of the IMF and, by association, METAC to address the previous evaluation recommendations, these potential solutions (most notably the RBM) to fully address the recommendations remains unrealized. Institutional knowledge management was further identified as an entity-level area to strengthen. Addressing recommendations for further improving METAC's performance requires action not only by METAC but also at the Fund-wide level, especially on improvements in the RBM's design and optimal use.

Evaluation recommendations

The evaluators identified six recommendations based on a comprehensive analysis of the evaluation findings and their implications for METAC's work. Further detail on each recommendation, and the conclusions on which they are based, is provided in the section Conclusions and Evaluation Recommendations. Table 1 identifies the expected result of each recommendation, target audience, priority and time horizon, and cost implication.

Project-Level Recommendations

REC 1. In line with Fund-wide improvements in the RBM framework, the results-based orientation of METAC assistance should be strengthened. The evaluation team agrees with the prior METAC evaluation on the importance of strengthening the RBM approach, which relies on initiatives undertaken by IMF HQ. This recommendation comprises the following points:

- The predefined performance indicators available in the RBM Catalog must be clear and measurable. This will require a Fund-wide effort to strengthen RBM. METAC should support the definition of clearly defined baselines and measurable indicators and targets to support improved implementation monitoring. Writing quantifiable indicators and, critically, capturing data on those indicators to understand in the short- and long-term what is impactful, what is sustained, and how this affects future TA must be prioritized.
- Project frameworks should adhere to the Fund's distinction between outputs, milestones, and outcomes to delineate what is accomplished directly by METAC versus what requires action by member countries.¹ This will strengthen METAC's ability to use the RBM as a monitoring tool that will better track and document interventions, identify barriers to achievement, and inform necessary adaptations.
- METAC should shift its monitoring and reporting focus from input-output to assessment of the likelihood of achieving expected outcome-level results. More emphasis should be put on what benefits did the member country receive from METAC (inputs) and how did METAC contributions (outputs) strengthen the capacity of the institutions (outcomes). Monitoring information should be saved in a dedicated location and METAC LTX should be trained on this process.

¹ The Fund's internal RBM guidance document titled "Results Based Management (RBM) – A Short Primer" offers the following definitions. Outputs are direct Fund deliverables. Milestones "are time-bound steps toward achieving an outcome...[and] involve the *authorities* achieving interim progress on an outcome." Outcomes are defined as "concrete, measurable steps forward in CD achieved when the authorities act on TA recommendations" (page 2). Country authorities are therefore primarily responsible for outcome achievement through the application of METAC deliverables (i.e., outputs) although METAC can support outcome achievement through its provision of relevant, effective, and adaptive interventions.

REC 2. METAC should strengthen integration of the Risk Management Framework with project implementation and regularly update the framework with country authorities throughout implementation. As the past evaluation recognized, METAC focuses on security to the exclusion of other risk factors. More expansive identification of risks will support implementation adaptation that strengthens effectiveness. For example, the IMF-SECO program utilizes a set of five standard risk areas: (i) Political Support; (ii) Management/Technical Staff Support and Commitment; (iii) Resource Adequacy; (iv) External Climate Conditions (i.e., operating environment); and (v) Other Risks (e.g., fiduciary). Identified risks are assessed in terms of probability and impact should they occur, with assigned ratings of low, medium, or high. The CD-PORT system may already reflect this risk rating functionality. However, high probability risks should be managed more closely through integration into the project implementation plan and be regularly analyzed and rated to track their impact on the intervention. Further, regular discussion of risks with country authorities would support both implementation adaptation in response to risks (thus increasing effectiveness) and regular reporting on RBM indicators.

Non-Project Level Recommendations

REC 3. Optimize METAC’s regional footprint by exploring additional and/or alternative staffing structures and TA delivery modalities to enable full utilization of current funding. An additional LTX is one solution for full-time regional support to increase TA delivery and maximize use of available funds. Alternative TA delivery modalities such as increased use of remote missions and expanded use of STX or IMF HQ staff would also promote delivery of more TA and facilitate greater follow-up with country authorities during implementation. These modalities may also be explored to promote more regional engagement, which is of interest to some interviewed donors and country authorities. It is important to note that these alternative modalities cannot simply be added on to METAC’s existing workplan. It is unlikely that the necessary managerial and technical oversight of these added activities could be absorbed by the existing staffing structure, which is already at maximum output. A more thorough cost analysis and discussion of outstanding TA and project management/implementation monitoring needs can inform selection of appropriate additional staff/consultants and TA delivery modalities. There does not appear to be a mandate or justification to greatly expand METAC’s budget but rather to fully utilize available funding by increasing the number of advisers (full or part time) through a variety of delivery modalities.

REC 4. METAC should review and consider revising the modality of mission outputs and donor coordination communication, as well as standardizing TA mission report templates.

- *Optimizing mission reporting.* Missions conducted as part of a planned series may be good candidates to explore alternatives to the full-length TA report. Whether a more streamlined report or a full TA report, these resources should clearly present all information required for country authorities to operationalize recommendation, , such as a table with all recommendations, responsible parties, and the timeline for completion, to promote accessibility and actionability. Additionally, recommendation tables in TA reports should directly connect to the RBM Logical Framework. Clearly linking recommendations to milestones, outcomes, and objectives will enhance the use of RBM as a monitoring tool. A new report section, Prognosis for Sustainability, should also be included to identify actions required for sustainability and risks to sustainability.

- *Optimizing information sharing for donor coordination.* Coordination with and reporting to donors would benefit from clearer identification of the informational needs of all parties. METAC may consider providing custom summaries or a custom index to help donors find relevant information in the substantial annual reports.

REC 5. In collaboration with the IMF’s HQ TA departments, METAC should increase its efforts to identify and optimize the use of local/regional expertise, to the extent possible, and increase the visibility of these efforts among member countries and other stakeholders, including other regional TA providers. Such efforts would contribute to the development of a robust regional network of experts and, when local expertise is developed and deployed, enhance efficiency and effectiveness of METAC interventions. A variety of factors may limit the feasibility of replacing outgoing LTX with local/regional experts and such decisions require input and approval from numerous stakeholders, including IMF functional departments. Nevertheless, it would support METAC’s mission to strengthen the use of local expertise in LTX and, perhaps more feasibly, STX positions.

REC 6. Develop a common understanding between IMF HQ area departments, TA departments, CDMAP team, and METAC of what constitutes an acceptable and actionable TA request, as well as a storage system to maintain that information, to support a streamlined and uniform engagement process. Such a pipeline would also promote institutional knowledge management of technical and contextual information across IMF CD departments and would be a valuable resource for new staff, including LTX. The soon-to-be implemented CD-MAP system has been designed to address these needs.

Introduction

Evaluation purpose

This report presents the findings of a mid-term evaluation of interventions undertaken by the IMF Middle East Regional Technical Assistance Center (METAC) based in Beirut, Lebanon. METAC has been in operation since 2004 and provides capacity development (CD) assistance to fourteen member countries.² The Regional Technical Assistance Center (RTAC) operates with the support of the IMF, METAC member countries, and other bilateral and multilateral donors. With the cooperation of its partners, METAC aims to build capacity and facilitate reforms in each member country by providing TA and training across four core areas: banking supervision, public financial management, revenue administration, and macroeconomic statistics. METAC provides TA and CD assistance through long-term experts (LTX), short-term experts (STX), national and regional workshops, and training courses. The Center Coordinator and IMF HQ staff provide backstopping and quality control. METAC was last evaluated in 2014.

This evaluation is conducted in accordance with the Terms and Conditions governing the METAC multi-donor trust fund, which specify that an external, mid-term evaluation “must be initiated no later than 40 months after activities financed under the subaccount (current funding cycle) have begun.”³ The purpose of the current evaluation is twofold. First, to assess the extent to which METAC is achieving its objectives along the Organization for Economic Co-operation and Development (OECD) Development Assessment Committee (DAC) criteria of relevance, effectiveness, efficiency, sustainability, and impact. The OECD DAC criteria are defined within the IMF’s Common Evaluation Framework (CEF), which guides all external evaluations for the IMF regardless of the delivery vehicle being considered. Second, the evaluation assessed entity-level processes and governance. As the Center has been operational for 15 years, a particular focus of the evaluation was on assessing whether METAC is operating at an optimal scale and how the results of the last evaluation have been implemented.

Evaluation scope

The evaluation scope covered the two objectives noted above. The evaluation also examined the status of the recommendations resulting from the last METAC evaluation completed in 2014. The country-objective level portion of the current evaluation employing the OECD DAC criteria included a sample of 27 country objectives, covering technical assistance and capacity development services, activities, trainings, and workshops (“interventions”) provided from the commencement of Phase IV activities in May 2016 through April 2019.

Project Evaluation

Scope

The evaluation covered a sample of 27 country objectives from the total 129 objectives in the METAC Phase IV portfolio. Purposeful selection ensured the inclusion of all project workstreams, all fifteen unique objectives, and all METAC member countries.⁴ Four countries were selected as case studies for in-depth evaluation. For these four countries, objectives from a

² Afghanistan, Algeria, Djibouti, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Sudan, Syria, Tunisia, West Bank and Gaza, and Yemen.

³ (International Monetary Fund, October 2019, p. 85)

⁴ Syria was not included in the planned TA for Phase IV and is thus not reflected in the project sample.

range of workstreams were selected. In all cases, only completed or almost completed country objectives were included to maximize the information available, and a manageable sample size (n=27) was maintained to allow for meaningful evaluation of each country objective (see Annex II: Methodology). Figure 1 disaggregates the sample by country and workstream.⁵

Lebanon, Jordan, Tunisia, and Sudan were selected for case study. These selections were informed by geographic and income diversity, the size of the country's TA budget relative to the overall METAC TA budget, the number, duration, and diversity of TA activities, as well as METAC's stated preferences for case study countries. The evaluation team intended to conduct fieldwork in the selected case study countries to observe the operating environment and conduct key informant interviews (KII) with in-country stakeholders. COVID-19 related travel restrictions commencing in March 2020 coincided with the evaluation team's planned fieldwork and necessitated a transition to remote interviews for all target countries. Some stakeholders could not be contacted remotely and the number of interviewed country authorities (n=17) was smaller than anticipated.⁶ The majority of KII with IMF HQ staff were conducted prior to the COVID-19 pandemic and were held in-person at IMF HQ between October and December 2019. In total, the evaluation team interviewed 57 individuals over the course of 47 KII. Figure 2 provides further breakdown.

Figure 2: Sampled Country Objectives by Workstream

	BSR	FFL	PFM	REV	RSS
AFG					
ALG					
DJI					
EGY					
IRQ					
JOR					
LBN					
LBY					
MOR					
SDN					
SYR					
TUN					
WBG					
YMN					

An online survey, intended to expand the scope of stakeholders consulted, was sent to 25 country authorities.⁷ The online survey was sent through the CVent online survey tool and was managed exclusively by the IMF. Despite reminder emails, only seven of the 25 targeted authorities responded to the survey request, yielding a response rate of 28

Figure 1: Completed KII by Stakeholder Group

STAKEHOLDER GROUP	TOTAL KIIs
IMF/METAC Staff	31
Country Authorities	17
SC Country Representatives	2
Donors/Other Providers	7

⁵ The sample contains two country objectives under the Lebanon BSR workstream, hence why there are 27 country objectives in the sample but only 26 shaded cells in Figure 1. Further, while METAC provides assistance in four core areas (BSR, PFM, REV, and RSS), the evaluation also included country objectives from the Financial and Fiscal Law (FFL) workstream, addressed by IMF HQ with limited METAC input, to cover the full breadth of METAC activities.

⁶ More information on the impact of COVID-19 on data collection can be found in Annex II.

⁷ The evaluators recognize the low survey population as a methodological limitation. Appropriate online survey recipients were identified by METAC and the IMF with input from the evaluators. After removing individuals from the four "case study" countries (whom the evaluators would interview directly), there was a highly limited pool of remaining authorities who were adequately involved in METAC interventions and for whom contact information was available. More information about the online survey is presented in Annex II under the heading Methodological Constraints and Data Limitations.

percent. However, the online survey and the KII questionnaire for authorities were, by design, identical. Online survey results were thus combined with authority KII responses to provide a fuller, although not representative, set of member country perspectives. In addition to the online survey and KII, the evaluation team further analyzed 75 country objective-specific and entity-level documents. The desk review provided a foundation to assess OECD DAC criteria and answer non-project related questions. Findings from the desk review, KII, and online survey were triangulated to ensure the reliability of all findings, conclusions, and recommendations presented in this report.

Assessment and Analysis

Evaluation of METAC Phase IV activities along the OECD DAC criteria was informed by the IMF’s CEF, which identifies key evaluation questions (EQs) that should be considered when assessing relevance, effectiveness, impact, efficiency, and sustainability. All evaluation questions are addressed in the findings below (see Annex I Attachment 1: Terms of Reference for the full list of evaluation questions).

The evaluation and scoring of METAC Phase IV interventions along the five OECD DAC criteria followed a bottom-up approach. Each of the 27 sampled country objectives was assessed and scored along the five criteria based on findings from desk review and KII with project stakeholders. Individual country objectives were rated in half point increments on a scale of 1 (lowest) to 4 (highest), or not applicable (N/A) when insufficient evidence was available. Scores can be considered as follows: Excellent (3.5-4), Good (2.5 – 3.4), Modest (1.5 – 2.4), Poor (1 – 1.4). Findings and scores for each of the 27 sample project objectives were then aggregated to reflect overall METAC performance, supplemented by online survey results and, as relevant, non-project related desk review and KII. The aggregated scores are presented in Figure 3. Figure 4 shows OECD DAC ratings by various groupings.⁸ Of note is the similarity of scores between fragile and non-fragile states: METAC’s approach to fragile states—ongoing intermittent engagement, flexible TA, off-site missions—appears no less successful than METAC’s approach in non-fragile states, at least within the set of sampled objectives. This evaluation additionally found no significant differences between workstreams.

In their assessment, evaluators took into account both the quality of the CD intervention as well the impact of exogenous events such as change in government or unanticipated banking crisis. The assessment also considered the extent to which interventions identified, assessed, and managed risks,

Figure 3: Aggregate OECD DAC Ratings

PERFORMANCE ASSESSMENT CRITERIA	AVERAGE SCORES	HIGHEST SCORES	LOWEST SCORES	STD. DEVIATION
Relevance	3.7	4	2.5	0.450
Effectiveness	2.6	4	1	0.683
Impact	2.5	4	1	0.846
Efficiency	2.8	4	1	0.752
Sustainability	2.2	4	1	0.963
Overall Scores	2.8	1.6	3.8	0.613

⁸ Two objectives in the sample were given unusually low average scores of 1.6, which is approximately two standard deviations lower than the sample average. Figure 4 shows the mean OECD DAC criteria ratings for the sample when the two lowest scored objectives are excluded to provide a more nuanced look at the average sample ratings.

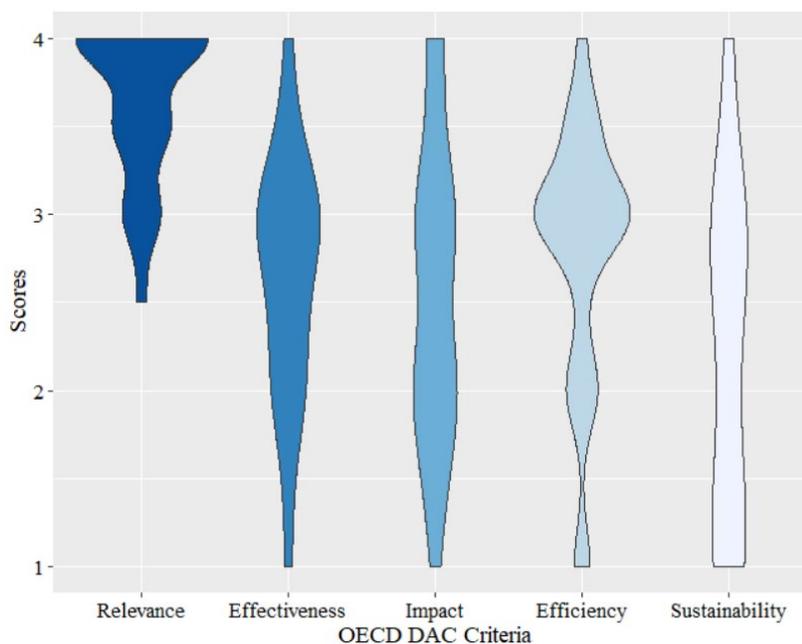
Figure 4: OECD DAC Ratings by Groupings

ALL PROJECTS (N=27)	REV	EFF	IMP	EFC	SUS	Total Average Score	# of Projects in Sample
SCORE AVERAGE	3.7	2.6	2.6	2.8	2.2	2.8	24
Excluding 2 lowest (outlier) scores	3.7	2.8	2.8	2.9	2.3	2.9	22
Fragile States	3.7	2.6	2.5	2.8	2.1	2.7	15
Non-fragile States	3.7	2.8	2.6	2.8	2.2	2.8	9

many of which are exogenous. This process is an integral part of RBM practice including the development and use of Logical Frameworks. An explanation of scoring across the five criteria is the subject of the first question in this evaluation Terms of Reference (TOR), **Why is the DAC criterion rating low/high and what factors explain it?** This is explored below criterion-by-criterion, and in Annex I following the project-by-project presentation and analysis of findings. Assessment scores consider all applicable criteria sub-questions per TOR Table 1 (see Annex VI and Annex II,

Methodology). Figure 5 reflects the distribution of OECD DAC criteria scores for the 27 sampled country objectives.⁹ Most interventions had a high degree of Relevance and scored well in terms of Efficiency – reflecting the high quality of TA provision. Effectiveness, impact, and sustainability saw greater scoring variability, indicative of the need for METAC to better identify and mitigate the challenges to implementation and sustainability that country authorities face.

Figure 5: Distribution of OECD DAC Criteria Ratings for 27 Sampled Country Objectives



The second question in the TOR, **What alternative interventions, if any, would have provided better results?** is also addressed below and in Annex I. In both aggregate and project-specific cases the evaluators have assessed the extent to which the project adequately identified risks and established risk mitigation strategies, and the quality of the project’s log frame in terms of its

⁹ For three of the 27 sampled country objectives, there was insufficient information to score one or more criteria. These unscored criteria were excluded from the point count thereby reducing the total possible points from 540 to 480.

clarity, measurability, verifiability and ambition of the objectives and outcomes contained in it. Because METAC's project log frames adhere to a Fund-wide RBM system, METAC lacks flexibility to unilaterally alter certain aspects of its project log frames, such as objectives and outcomes, and instead must select log frame components from a preapproved catalog. METAC has more flexibility to customize milestones and indicators. The evaluators have noted in the concluding recommendations instances where action by the Fund, rather than METAC, is required.

Relevance

Aggregated Project Results and Factors Affecting Rating

METAC CD has been highly relevant. Relevance assesses the importance of project objective(s) by reviewing their responsiveness to beneficiary, global, and partner/institutional needs, policies, and priorities. Project documents did not include explicit intervention designs, such as project proposals used by SECO-funded IMF interventions.¹⁰ Thus, assessment of Relevance is largely based on KII and online survey results and to a lesser degree METAC reports and project documentation.

Overall, IMF/METAC intervention planners generally ensured high relevance by conducting needs assessments or scoping missions, consulting with authorities on authorities' own needs assessments and pre-existing reform efforts, building new interventions onto an existing foundation such as a prior intervention or recent TADAT or PEFA, and linking the intervention to compliance with international standards. To a certain extent, the question of *who initiated the original idea for the TA*—the essence of the final three evaluation questions¹¹ under this criterion—cannot be directly answered because of the iterative and collaborative manner in which most TA needs are identified. In many countries, authorities established reform agendas based on the results of an IMF (co)led TADAT, PEFA, or other assessment, and subsequently requested support from METAC to implement those reforms. In KII, authorities described ongoing discussions with LTX and STX, drawing on METAC's technical expertise to identify specific priorities within the general topical area authorities decided to address. METAC's engagement with member countries enables synthesis of authority priorities with IMF/METAC expertise to identify relevant TA. Stakeholder KII indicate IMF/METAC staff may be more aware of the role of IMF TA and area departments in planning, but all data sources indicate member countries have ownership in the process. Indeed, 45 percent of interviewed country authorities reported they/their government initiated the original idea for TA; 79 percent of IMF/METAC staff reported it was a combination of the member country and IMF TA/area departments.

The high Relevance score also reflects METAC's responsiveness to the diversity of METAC member country experiences, capacities, and needs. Documentation and mission reports for many of the sampled country objectives reference the work of the missions to customize TA to the member country. Examples include supporting authorities to work around data limitations to construct a functioning stress testing model, assessing the application of conventional

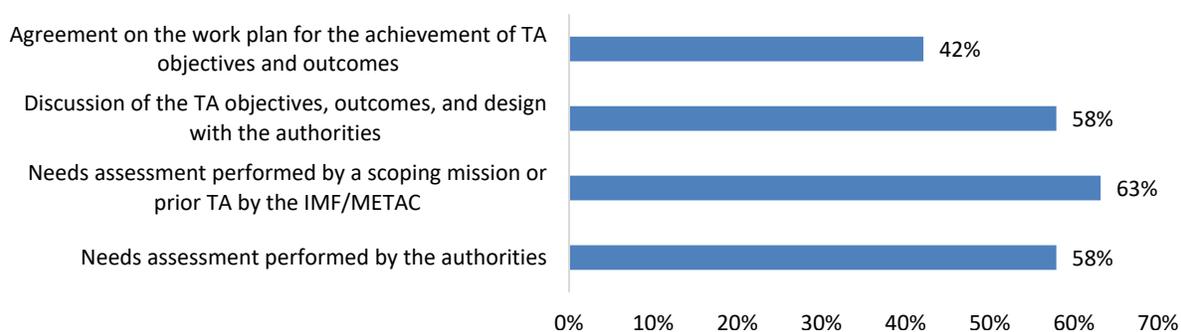
¹⁰ Such as the IMF SECO subaccount, also being evaluated at this time by DevTech.

¹¹ Those three questions are: To what extent were the objectives of the CD activity derived from capacity gaps identified by national authorities? by others (e.g., country teams) or international standards? To what extent did the objectives of the CD activity come from priorities identified in surveillance or an IMF program for the country?

international banking standards to Islamic Finance system, considering the member country institution’s human resource limitations when making reform recommendations, and leveraging experiences from other regional countries as comparable and achievable examples. Projects with high Relevance did not necessarily receive high marks in other OECD DAC criteria, but the few projects that received low relevance scores received similarly low scores on the remaining DAC criteria. Unsurprisingly, projects lacking strong relevance were less successful in the other evaluation criteria. Planning and implementing a highly relevant project require engagement from multiple stakeholders and often signifies and/or builds ownership of the activity on the part of country authorities.

Stakeholders from METAC, IMF HQ, and member countries all described a collaborative process to identify priorities and plan relevant interventions. The long-term experts (LTX) play a central role in collecting requests and priorities from authorities throughout the year. During METAC’s annual development of the Resource Allocation Plan (RAP), IMF and METAC review requests alongside project achievements and IMF priority areas to “see where the overlap is.”¹² Significant collaboration between stakeholders informs intervention selection and planning, as reflected in Figure 6 below.

Figure 6: Planning activities conducted prior to TA delivery



The majority (84 percent) of country authorities contacted through KII and online surveys stated the intervention was fully or mostly aligned with their institutional priorities. Similarly, 85 percent of authorities contacted ranked the intervention as among the top priorities or a high priority for their institution. These findings suggest that planning activities, on the whole, successfully produce interventions that are highly relevant and valued by authorities.

In summary, Relevance was the most highly scored OECD DAC criteria with an average score of 3.7 (the highest possible scoring category, Excellent). Fourteen projects, comprising more than half of the evaluation sample, were awarded a perfect score of 4. Relevance was also the most consistent criteria with the lowest variability of scoring across individual country objectives.

Alternative Approaches to Improve Relevance

METAC’s current, highly collaborative process successfully results in relevant country objectives and interventions that are aligned with country authority priorities and needs.

¹² From key informant interview MET 30

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Effectiveness

Aggregated Project Results and Factors Affecting Rating

Effectiveness of METAC CD is mixed. Most projects see incremental progress but member country implementation capacity and resources were common limiting factors. Effectiveness is the extent to which country objectives were attained or are likely to be attained as demonstrated by the successful implementation of necessary actions by country authorities and the achievement of RBM milestones, outcomes, and objectives. Project documents, KII with project stakeholders, the online survey of authorities, and the IMF's internal rating of project milestones and outcomes informed the evaluators' Effectiveness scoring. This evaluation largely considered achievement of milestones, and information from other sources (i.e., surveys and interviews), to assess achievement of their corresponding outcome(s) due to lack of explicit information and reporting on higher-level outcomes and objectives. Approximately half of the 27 sampled country objectives lack internal IMF ratings for outcomes and none reflect ratings for objectives, likely a symptom of insufficient monitoring and reporting on outcomes and objectives during the period considered under this evaluation.¹³ The evaluators further uncovered no written evidence on which to assess progress on outcomes or objectives, including for outcomes that had received an internal IMF score; the absence of baseline information and targets for outcome indicators further limited the direct assessment of progress at the level of outcomes/objectives.

Some country objectives almost exclusively contain milestones that hinge on IMF/METAC action to be completed—what are typically referred to as “outputs”. For example, milestones regarding training authorities or drafting new legislation are completed during METAC-led TA missions. These milestones are thus rated internally by the IMF as 4 (fully achieved) with little to no action required by authorities post-TA. Other country objectives contain milestones primarily relating to the *implementation* of recommendations, which requires significant commitment and action by authorities to receive an internal IMF rating of 4. Such inconsistencies were seen across topics and workstreams. As such, present logframes do not reflect the IMF's own RBM guidance. The IMF's RBM Primer clearly distinguishes outputs, which the IMF/RTAC are responsible for, and outcomes, which require authority action.¹⁴ This topic is discussed in greater detail below under the heading “Assessment of RBM Logframes.”

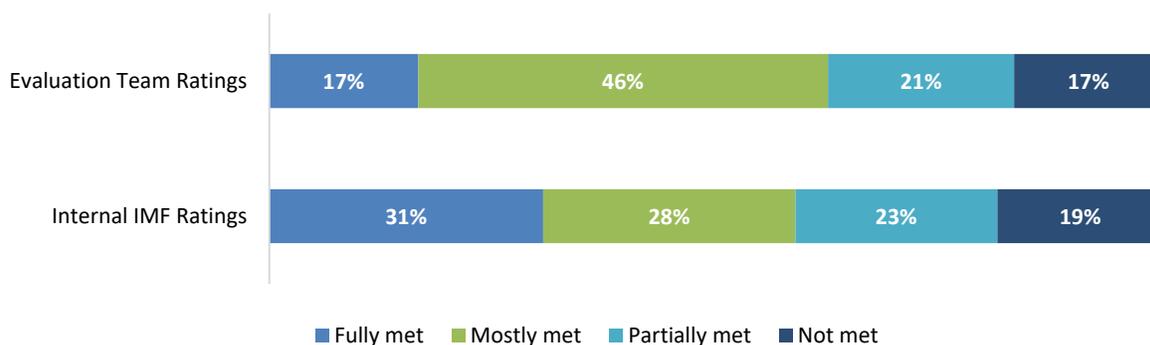
Overall, most sampled interventions resulted in at least incremental progress, but member country implementation capacity and resources were common limiting factors. Projects with higher effectiveness scores similarly enjoyed higher relevance scores, as discussed above. During KII and in the online survey, authorities were asked, “To what extent did the CD activities meet their objectives in terms of supporting country priorities and the RBM logframe outcomes and milestones?” 30 percent of authorities described objectives as “fully achieved” and 50 percent said “mostly achieved,” indicating a high level of perceived success on the part of authorities. Because the online survey was anonymous the evaluators cannot be sure which member country perspectives were captured in addition to the four case study country experiences obtained through country authority KII. However, it is heartening that the collected authority responses were largely in line with the evaluator's ratings and the IMF's internal

¹³ The evaluators are conducting simultaneous evaluations of other IMF TA delivery mechanisms and have identified this as a challenge across the IMF and not specific to METAC. The evaluators understand through KII that METAC is already aware of this limitation.

¹⁴ Results Based Managed (RBM)—A Short Primer, p 1

ratings for the full sample of country objectives. Figure 7 reflects the scoring frequency of RBM milestones (from the 27 sampled country objectives) according to the IMF’s internal ratings compared to the evaluation team’s Effectiveness scores.¹⁵ Differences in milestone characteristics prevented the aggregation of IMF milestone ratings up to the country objective level and possible differences in IMF vs. evaluator scoring rationales mean the two scorings cannot be compared as methodologically equivalent. However, this evaluation would be sure to identify major disagreements between IMF and evaluator scoring patterns if they were found. Internal IMF ratings were more generous in rating milestones as “fully met” compared to the evaluators. These minor discrepancies between IMF and evaluator scores were seen only in interventions outside the four case study countries and for which the evaluators relied on intervention documentation (without KII) to score OECD DAC criteria. These scoring discrepancies are likely a consequence of the limited types and number of documents available to the evaluators and the varying level of detail available in the documents concerning project achievements. For example, for one intervention with divergent IMF and evaluator scores, the evaluation team received only mission briefs, which do not contain the information on project achievements or challenges needed to score effectiveness, impact, and sustainability; there were no TA reports, and Back to Office (BTO) reports could not be shared with the evaluators. The evaluation scope did not include KII with stakeholders from non-case study countries, limiting the evaluators’ ability to fill information gaps from the desk review stage. Annex II includes a full discussion of data limitations. The overall dispersal of scores into fully/mostly met (indicating positive achievement) is largely identical between internal IMF scoring, at 59 percent, and the evaluators, at 63 percent. The categories “partially met” and “not met” are also nearly identical. The similar distribution of IMF and evaluator scores suggests internal IMF scoring is appropriate and not overly generous nor unduly harsh.

Figure 7: Distribution of Effectiveness Ratings by Evaluators vs. Internal IMF Ratings



The largest factors impeding effectiveness are member country implementation capacity and resources. When asked what challenges, if any, were encountered during delivery of support, 59 percent of interviewed and surveyed country authorities said implementation capacity. When country authorities did not implement TA recommendations, insufficient resources (46%) and insufficient trained staff (29%) were the most common responses, with insufficient high-level

¹⁵ Milestones that did not reflect an internal IMF rating were excluded for the purposes of Figure 7.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

support (17%) the third most cited reason.¹⁶ While TA reports from the least effective projects obliquely reflect a near total lethargy to reform on the part of member country institutions, in many cases partial achievement or lack of achievement did not equate to a lack of authority commitment or a disagreement with METAC recommendations. For example, multiple interviewed country authorities reported that they agreed with recommendations to set up dedicated technical units within their institutions but struggled to fully realize this goal due to a shortage of competent staff; high staff turnover exacerbated staffing challenges and resulted in the loss of newly realized technical capacity. The sample held numerous examples of authorities taking steps toward agreed upon milestones and outcomes, but progress was slowed or halted by the country/institution's limited financial and human resources. While the majority (88 percent) of country authorities interviewed and surveyed reported that challenges to implementation were thoroughly or somewhat identified, desk review and KII indicate that these challenges, once encountered, were not always actively discussed by country authorities and METAC.

While resource limitations and the structural rigidity of many member country institutions regularly slow the pace of achievements, the evaluation team recognizes that METAC cannot wait for authorities to have all necessary resources and reforms before they initiate TA. Through thoughtful intervention design and sequencing METAC can and does support progress despite such contextual challenges. The purpose of RTACs, as stated in the IMF's RTAC Handbook, is to "help countries strengthen their human and institutional capacity to design and implement policies that promote growth and reduce poverty."¹⁷ Countries that receive RTAC support necessarily lack the full requirement of resources and skills. When properly identified and mitigated, human resource and institutional limitations such as low levels of staffing or insufficient inter-agency collaboration/data sharing should not and do not prevent METAC's initial involvement. As one IMF/METAC expert shared about a statistics project, "you cannot wait [for the authorities] to have all the necessary data to start an activity [...], otherwise you will never move".¹⁸ Important, albeit at times incremental, progress is regularly achieved despite member countries' pre-existing challenges. This speaks highly of authority commitment, METAC's value, and the exceptional quality, design, and sequencing of METAC's support.

It is important to note that in some rare cases the TA provided by METAC proved unimplementable in the member country thereby reducing Effectiveness. One country objective in the sample concerned the implementation of a next generation stress testing model. Unfortunately, the model, built by IMF HQ experts and presented to authorities by METAC, "was not flexible enough to meet the exact business model of the banks in [country]. The model is designed for large international banks, not smaller banks more relevant for [country]."¹⁹ Some banking data required by the model was not relevant nor available and the advisor provided by METAC, while an expert in the topic, was unaware of these specific model parameters at the start of the project. The model's inherent rigidity could not be overcome and the project was ultimately discontinued: only two of the four planned missions were completed and the country

¹⁶ No significant differences in responses were noted between workstreams or fragile vs. non-fragile countries, although the relatively low number of respondents (discussed under Methodological Limitations) inhibits deeper analysis.

¹⁷ RTAC Handbooks, International Monetary Fund, October 2019, page 2

¹⁸ From key informant interview MET_34

¹⁹ From key informant interview MET_2

continues to use its previous stress testing model, resulting in a low Effectiveness rating for that country objective. This was an outlier experience in the project sample but demonstrates the importance of reviewing the relevance of tools, not just topics, prior to implementation lest effectiveness suffer.

In summary, the evaluators awarded METAC an average Effectiveness score of 2.6 (Good).

Alternative Approaches to Improve Effectiveness

Improvements to the RBM framework discussed elsewhere in this report, particularly regarding the explicit designation of responsibility for milestones/outcomes, will help all stakeholders track progress and identify blockages. For example, the beneficiary institution may be fully committed to the recommended reforms and achieve the milestones relating to drafting and submitting new legislation. The implementation of those reforms, however, first requires the country's legislative body to pass new legislation, which is outside the hands of the beneficiary institution. The political context may prevent its timely passing. Clearer identification of responsible parties will allow more judicious assessment of progress by stakeholders and easier identification of and responsiveness to the source of the delay. The section below titled Assessment of RBM Logframes discusses this topic in greater detail.

Additionally, effectiveness can be improved by implementing steps that support the design of appropriately ambitious, but still achievable, country objectives. Iterative identification of risks—including member country resource constraints, political threats, and other contextual concerns—and, most importantly, the adaptation of implementation plans to mitigate those risks will ensure workplans are properly contextualized and continuously adapted to the operating environment. The RBM, and individual activity workplans, should also reflect the broader country strategy that builds toward desired outcomes over a longer time horizon. One METAC advisor recognized the need for these procedural changes, saying the IMF and METAC must make greater use of “full medium-term TA plans on the IMF side and fully grasping the RBM logframe to [...] make [the milestones] more realistic.”²⁰ This observation was made in the last METAC evaluation in 2014 and is fully supported by this evaluation team.

Impact

Aggregated Project Results and Factors Affecting Rating

Impact of METAC CD was rated “Good” with stakeholders reporting meaningful positive changes resulting from interventions. Impact assesses the extent to which the intervention has or is expected to generate significant higher-level effects beyond the immediate results. These can be positive or negative, intended or unintended, direct or indirect. Impacts must be attributable to the intervention, although there may be other factors which also contribute to the impact. The intervention must be necessary for the identified impact but may not alone be responsible. Impact is closely tied to effectiveness and, not surprisingly, the Impact score of most country objectives in the sample was within ± 0.5 points of the Effectiveness score.

Notable examples of impact include improved staff capacity, systems, and models that result in the more regular production of higher quality statistics, the application of those statistics to budget and policy planning, improved supervision, improved ranking on international indicators, and greater compliance with international standards. Desk review and KII findings reveal the

²⁰ From key informant interview MET 33

symbiotic nature of METAC’s technical assistance and capacity development activities in generating impact. For example, on a revenue project, strengthened staff capacity combined with new processes recommended by METAC TA resulted in improved tax processing and transparency. This in turn has resulted in improved voluntary tax compliance and “the government is already using these higher revenues to cover expenses”—a significant, tangible positive impact.²¹ Although few projects realized such significant results, no country authorities in the KII nor online survey identified any negative impacts resulting from METAC support.

While other factors may play a role in generating these impacts—for instance, independent reform work conducted by authorities, support from other providers, advice from regional networks—impacts are clearly linked to the immediate results of METAC activities. These logical connections are highly indicative of METAC playing at least a partial role in the country’s progression.

Figure 8: Reported possible scenario in absence of METAC support



Furthermore, interviewed authorities were asked, “What would have been the possible scenario in terms of impact if the activities from METAC were not provided to your office?” (see Figure 8). There are limitations to this data point. A relatively high proportion of respondents (17 percent) selected “I don’t know.” Respondents may not be aware whether viable alternatives to METAC exist. The response selection of “Better results would have been achieved by CD from non-IMF providers” came through the anonymized, IMF-run online survey and thus the evaluation team could not follow up with the respondent to explore the impetus for this response.

However, half of all authorities contacted believed that no or worse results would have been achieved in the absence of IMF/METAC support, either because other providers could not offer the same support or they could not have achieved the same results on their own. Without exception, all authorities interviewed described METAC very positively and valued METAC’s support. One country authority shared that “without the Fund we wouldn’t receive such support or outcomes.”²² Another described METAC’s expertise as “unequal, cutting edge” with “an international expertise that is not present in other providers.”²³ Stakeholders cited other providers, including the World Bank, DfID, United Nations, European nations and the EU, and the African Development Bank. In general, however, stakeholders identified METAC’s

²¹ From key informant interview MET_42

²² From key informant interview MET_41

²³ From key informant interview MET_10

expertise, access to world class experts, and high-level technical backstopping as contributing to the high perceived value of METAC compared to other regional providers.

Overall, the evaluation team awarded METAC a mean Impact score of 2.6 (Good).

Alternative Approaches to Improve Impact

While this evaluation cannot rule out the possible additive impact of other providers, the identified impacts can all be traced to METAC interventions. Higher-level impacts are rooted in member country’s successful institutionalization of skills, tools, and methodologies resulting from METAC support and the completion of recommended institutional restructuring and the passing and implementation of reforms. Projects that received low impact scores (between 1 and 1.5) all suffered from lack of action and implementation by authorities. Authority commitment is the most important factor informing impact and it is largely outside METAC’s control. Nevertheless, recommendations made elsewhere to support improved relevance and effectiveness and so build authority buy-in should consequently help raise impact scores.

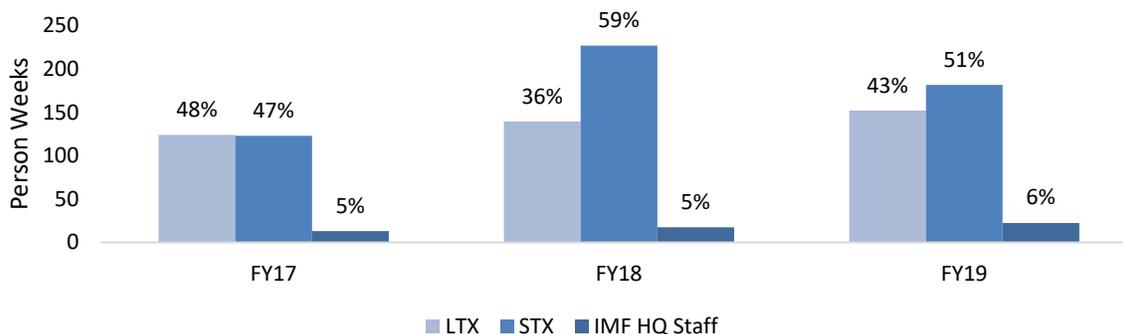
Efficiency

Aggregated Project Results and Factors Affecting Rating

METAC CD demonstrated high efficiency. Efficiency refers to the value of attributable impacts compared to cost. Intervention management is also considered for its impact on cost by, for example, producing delays. Cost-efficiency ratings were informed by review of labor inputs (in staff person weeks) and qualitative assessment of value for money based on intervention achievements. Intervention-level expenditures were not available, thus quantitative review of intervention financials and comparative cost analyses could not be completed. Continuity of advisors, number and duration of missions relative to achievements, suitability of TA delivery modalities, quality of TA, donor coordination, and leverage of past investments (such as PEFA, TADAT, and previous TA) were considered.

With few exceptions, project efficiency scored highly. Missions were one to two weeks in duration and the sampled interventions reflect retention of STX across multiple missions.²⁴ The importance of relationship-building between any advisor and the beneficiary authorities and the

Figure 9: Deployed METAC Expertise



²⁴ In rare cases, available intervention documents do not make clear what necessitated 1- to 2-week in-person missions. This challenge was most present in the sampled FFL missions, which are funded by METAC but are led by IMF HQ. The sampled FFL missions required a greater number of onsite experts and were of longer duration compared to missions in other workstreams. For these few projects, the question remains whether possible alternative modalities, such as remote support, could complement the in-person mission.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

clear time-savings of maintaining the same advisor make this latter point a strong positive factor for efficiency, particularly given the high proportion of support provided by STX. Figure 9 draws data from the METAC annual reports and demonstrates that on average STX deliver 52 percent of METAC activities. Maintaining the same STX over several missions allows STX and country authorities to build stronger relationships and reduces the need for LTX and other staff to onboard and orient new experts, thereby minimizing required labor inputs. The stability of LTX as a long-term contact and advisor to country authorities also promotes efficiency for the same reasons. Further discussion about the role and application of the LTX can be found below under Non-Project Evaluation Questions.

In addition to being well-managed and reasonable, as established above, interventions costs must additionally bring value in order to be considered efficient. Considering the value of interventions, authorities overwhelming described projects in positive terms as 95 percent of authorities interviewed and surveyed described the modality of METAC activities as “very appropriate” (47.5%) or “partially appropriate” (47.5%). The remaining 5 percent replied that that they did not know. Authorities similarly gave high marks for the balance of different types of support (e.g. TA missions, workshops, regional events, etc.) with 79 percent of authorities describing the support as “well” or “mostly balanced”. Regarding quality of METAC support, 65 percent of authorities declared it “excellent” and another 30 percent described it as “very high.”

The greatest factor promoting high efficiency was the extent of communication between the expert and country authorities before and after the mission and the extent to which country authorities prepared for the mission. When done well, pre-mission communication greatly enhances efficiency by allowing authorities to better prepare for and benefit from the mission. This is particularly relevant for missions working with data, for example in STA and BSR workstreams. Pre-mission coordination allows authorities to identify and source all necessary data sets. Additionally, when the expert shares resources or a statistical model in advance of the mission, authorities can become acquainted with the resource and identify questions and areas where they want to focus. Pre-mission communication and resource sharing allows the mission to jump directly to the technical issues, address the authority’s priority areas, and engage in more substantive, in-depth discussion from the start. As one country authority shared, they “spent a sizeable amount of time corresponding with the expert, so when he came it was 2-3 intensive days maximum to test data.”²⁵ Another country authority recognized the efficiency of pre-mission communication, stating “they prepared very well for the mission by starting to work on the model before the mission [...] and they got proper suggestions for how to prepare. During the mission process, it was very fruitful.”²⁶ The majority of country authorities and experts referenced post-mission communication, largely via email, to resolve specific technical questions that arose as authorities implemented mission recommendations. This is a low cost, high-impact practice that supports high levels of achievement. Pre- and post-mission communication between experts and authorities is the most important non-monetary component to maximize efficiency, although it is unclear if follow-up of this nature is included in the calculated workload estimates (in person weeks) for LTX/STX or if it is in addition to their existing work schedules. This

²⁵ From key informant interview MET_2

²⁶ From key informant interview MET_1

critical pre-mission and follow-on support should be included in workload estimates if it is not already.

The evaluation team awarded METAC a mean Efficiency score of 2.8 (Good).

Alternative Approaches to Improve Efficiency

One point raised by IMF HQ and METAC, but not by authorities, regards the appropriateness of mission outputs. One high-ranking manager described a “culture of writing reports that needs to evolve more than it has.”²⁷ For the sampled interventions it typically took several months for the advisor and back-stopper(s) to draft, review, and finalize a TA report; in some rare instances, the completion date of the TA report is more than a year after the TA. While draft reports are shared with country authorities as soon as possible, thus promoting efficient knowledge sharing, other outputs may offer similar value while making more efficient use of METAC and IMF staff time. The nature of METAC’s work, with its field presence and frequent communication with authorities, positions METAC to explore alternative outputs. Shorter “briefs” instead of reports may be more appropriate, particularly for missions in the middle of a planned series of interventions (i.e. missions other than the first and last in a planned sequence). The 75 documents reviewed during the desk review portion of the evaluation typically provide an overview of progress made to date and the technical issues that remain to be addressed. For missions other than the first and last in the series, this information could be more concisely noted for monitoring purposes. The report could largely comprise the recommendations table that specifies agreed upon next steps. The first and last TA reports for a given project could maintain the current format with more detailed accounts of baseline and endline circumstances.

The question of in-person versus remote TA featured prominently in discussions about efficiency and takes on greater importance during the COVID-19 pandemic when many stakeholders are working remotely. Stakeholder perspectives of online engagement were, unsurprisingly, mixed, capturing the well-known benefits and shortcomings of web-based interaction, including lower costs and the possibility to include more participants from the member country institution and/or counterparts from other member countries versus the inability to conduct full day sessions online due to participant fatigue and the consequences for relationship-building. Overall, stakeholders identified limited opportunities for relevant online engagement. One donor, reflecting the views of several stakeholders, remarked that “distance collaboration should really experience a big push with what we’re going through now” with COVID-19 and may be considered to connect with authorities in fragile environments, to promote greater regional collaboration at low cost, or to deliver an introductory workshop “on the basics” as a precursor to in-person interventions and so maximize the depth of technical assistance that can be provided in-person.²⁸ These examples were all provided by interviewed stakeholders.

Sustainability

Aggregated Project Results and Factors Affecting Rating

The sustainability of METAC CD is modest due in large part to member country contextual and operating challenges. Sustainability is the extent to which changes brought about by the intervention are likely to continue. The most important evaluation question under this criterion is whether achievements are institutionalized. All remaining Sustainability questions—whether

²⁷ From key informant interview MET_36

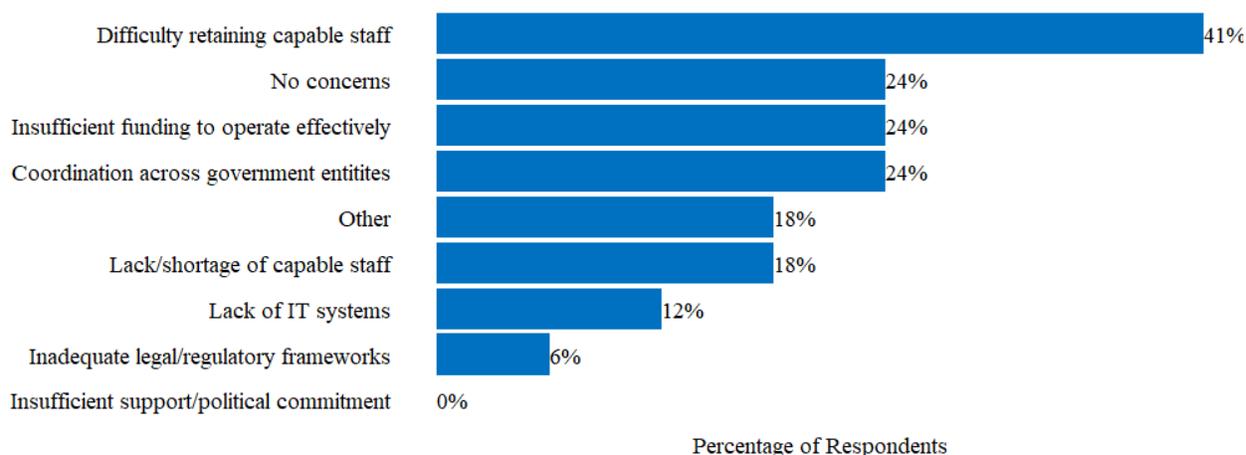
²⁸ From key informant interview MET_9

continued intervention is required to maintain achievements, the extent of knowledge retention, persistency of behavior change, and permanency of new policies—are predicated by the successful institutionalization of achievements. A key question for sustainability thus becomes to what extent are there incentives for country authorities to support and sustain the achievements, even in the face of recurring costs such as added staffing or upgraded IT systems. The higher-level impact and transformational value of achievements generates demand for sustainability. This was alluded to by many authorities as the rationale for sustaining achievements and seems to be an implicit assumption made by IMF/METAC.

In nearly all cases, project achievements, in the form of incremental progress or significant reforms, enjoyed the full support and commitment of beneficiary authorities. The ability of authorities to adequately institutionalize and thus sustain these achievements was largely influenced by their response to two factors: staffing and knowledge retention, and institutional structure and commitment. These two factors are addressed in turn below.

Insufficient staffing and high staff turnover are common among METAC member countries. When stakeholders were asked what factors could affect the sustainability of activities, “difficulty retaining capable staff” was the most commonly shared response (see Figure 10). IMF HQ and METAC staff similarly selected this factor most frequently. Staffing challenges are brought on by a limited pool of qualified professionals, inability of public institutions to match higher private-sector salaries, and, at one institution, a policy mandating staff transfer every three to five years. It is important to note that these challenges indicate insufficient political support/commitment required to allocate resources necessary for sustainability. No interviewed authorities selected this as a response option, but it is at the root of the other identified challenges. These challenges can be addressed by changes to human resource management protocols and institutional budgeting; such changes necessarily require support from and approval by senior officials. The persistence of these challenges, despite recognition of their negative consequences, indicates insufficient support from high level officials to prioritize and address these issues.

Figure 10: Reported factors affecting sustainability



Staffing challenges compromise sustainability in two ways. First, they threaten continued implementation of METAC recommendations. It is not uncommon to see workstreams “where you would use six to eight people in the US handled by one person” in a METAC member

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

country.²⁹ Insufficient human resources naturally reduce sustainability by limiting what can be accomplished and sustained by remaining staff. Second, high staff turnover, if not adequately managed, limits the country's ability to retain new knowledge and behaviors, increasing the likely necessity of additional TA to maintain original achievements.³⁰ One interviewed authority described their institution's approach to combat staff turnover-related knowledge loss through the creation of an internal "training academy [...] based on the TA missions of the IMF."³¹ A formal training academy is a maximal response, but most beneficiary institutions should be able to accommodate a scaled down version of the concept to maintain core knowledge, skills, and practices despite staff turnover.

The second major challenge to sustainability is institutional structure and commitment. KII and desk review reveal such challenges as insufficient high-level leadership, insufficient monitoring of reform implementation by country authorities, and inter-agency tensions limiting necessary cooperation and data sharing. Not surprisingly, recommendations requiring action by a small number of authorities were generally more sustainable. New technical approaches, staffing structures and lines of oversight within a specific department—these changes effect a minimal number of individuals and were more likely to be institutionalized and sustained.

Recommendations requiring high level leadership and/or new inter-agency cooperation were typically slower to be implemented or partially implemented. These types of recommendations require the engagement of more actors, including institutions not involved in METAC-delivered TA, and are often impacted by politics. They are thus more at risk for sustainability. There are limited opportunities for IMF/METAC to influence these more political roadblocks to sustainability. As one IMF HQ staff shared, "IMF and METAC cannot change willingness."³² The section below nevertheless outlines small steps METAC can take to promote sustainability.

Overall, the evaluation team awarded METAC an average Sustainability score of 2.2 (Modest).

Alternative Approaches to Improve Sustainability

One country authority was reticent to separate sustainability from the region's political and security instability, saying instability necessitates regular rebuilding and repetition of TA.³³ While this is true to some extent, specific approaches can increase the potential for sustainability. Continuing to design and implement highly relevant projects will help METAC "get into the DNA of an institution" by addressing key needs in a contextually appropriate manner that promotes authority buy-in and sustainability.³⁴ There are no immediate solutions to the challenge of insufficient staffing and high staff turnover, but METAC can ensure authorities are set up for success. For example, regularly incorporating Training of Trainers components in CD workshops or including RBM outcomes relating to the authority's compilation of resources for staff training.

²⁹ From key informant interview MET_36

³⁰ The evaluation team did not reduce project sustainability scores if project documents included recommendations for future TA to cement and expand on recently provided capacity development activities unless the recommended future support repeated previously delivered TA or was required to maintain the project's achievements. Recommendations for this type of future support are indicative of the long-term relevance of METAC and the progressive nature of the TA provided.

³¹ From key informant interview MET_40

³² From key informant interview MET_24

³³ From key informant interview MET_10

³⁴ From key informant interview MET_32

A longer discussion of how project planning and continued support through implementation is below in the section titled Non-Project Related Questions. Concrete action promoting sustainability will support efficiency by increasing intervention impact (value) for similar cost. In the most successful cases, the transformational nature of METAC TA is a natural incentive for sustainability. A country authority described the significant procedural improvements and automation for their tax department resulting from METAC TA: “one of the transactions used to take 14 days; now it takes 10 minutes to process.” High relevance, effectiveness, and impact collectively demonstrate the value of TA and incentivize its continued implementation.

Assessment of RBM Log Frames

RBM is both a methodology for intervention performance monitoring and evaluation and a complex *system* of strategic project design. The front-end design components of RBM establish the basis for results to be managed. The components are part-and-parcel of the “medium-term strategy” and “results-based orientation” of CD recommended by the 2014 METAC evaluation. RBM is more than a multi-year intervention, it is a comprehensive effort purposively designed based on a strategy or assessment conducted at the appropriate level. The approach relies on monitoring not just milestone achievement, but outcome-level performance indicators. RBM requires a causal-chain Logical Framework with verifiable indicators at multiple levels, associated systems such as for risk assessment and mitigation, and knowledge management. RBM also involves many stakeholders with different roles, responsibilities, and interests. With this holistic system, RBM can be meaningfully conducted and manifest its potential; without it, RBM is likely not worth the effort since necessary pieces are lacking, compromising its benefits. *Unfortunately, this evaluation concludes that in spite of the last evaluation’s recommendation to strengthen RBM and IMF agreement with that action, the system is still very much a work in progress with regards to METAC programming.* Unless steps are taken for more comprehensive implementation, the approach’s full benefits will remain unreached and potential to support greater intervention effectiveness and impact unfulfilled. This evaluation identifies several key points regarding METAC’s use of RBM. First is the need to integrate risk mitigation with performance management, second is the importance of associating outputs and outcomes with responsible parties, and third is strengthening the rigor of RBM “verifiable indicators.” These critiques are not unique to the IMF or METAC, but rather are widespread among RBM practitioners in international development work. The following feedback on the RBM system, including logframes, applies uniformly across METAC programs; the evaluators found no differences in the application of the RBM system between workstreams or fragile vs. non-fragile member countries.

Risk is inherently tied to performance and results, a common-sense recognition which accounts for the risk assessment and mitigation material contained in some IMF intervention design documentation, such as under the IMF/SECO sub-account, but not the METAC documentation provided to the evaluators. The evaluation did not uncover any such documentation, unlike other IMF CD programs which have project proposals if not actual intervention designs. This leaves doubt as to the formal foundation of RBM – at least at the intervention level. Some IMF HQ/METAC staff referenced risk matrices and the inclusion of objective-level risk ratings in the CD-PORT system, although these were not shared with the evaluators. It is essential that risks be iteratively identified alongside country authorities and that for each risk METAC examines implications for outcome achievement as well as project delivery. At present, risk matrices do

not appear sufficiently extensive or integrated into a comprehensive RBM framework that informs adaptive project implementation.

An RBM-centric, program-based approach to interventions would not only be multi-year, but have intervention-specific logframes – again, as used by the IMF/SECO subaccount. Such frameworks would contain objectives, outcomes with verifiable indicators, and milestones.³⁵ Milestones should also be clearly differentiated from outputs. The IMF’s own RBM guidance recognizes this: “A clear distinction needs to be made between *outputs* – what the IMF is responsible for (TA reports, training, etc.) – and the interim steps – milestones towards *outcomes* – measurable changes in, and benefits to, the recipient.”³⁶ Unfortunately, that distinction was not maintained in METAC milestones. In some cases, most, and at times all, milestones reflected outputs for which IMF/METAC was responsible; in other cases, milestones reflected actions required by country authorities. RBM must maintain the separation of outputs, milestones, and outcomes, which facilitates identification of the party primarily responsible for its achievement.

The internal IMF/METAC process of rating milestones and outcomes, and the utility of indicators, should also be standardized and strengthened. In large part this is an extension of the factor discussed above. Additionally, the completion of a milestone should meaningfully represent progress toward the outcome and associated outcome indicators; likewise for outcomes toward objectives. This is not always the case. For example, the RBM for a sampled revenue project included as a milestone, “Begin pilot phase 4 on [date] and complete by [date].” Completion of the pilot, however, is not the critical step to outcome achievement. Indeed, significant progress was made despite challenges implementing the methodology during the pilot. Project documents report, one “purpose of the fourth pilot phase was to trial the improved filing and payment procedures in more challenging circumstances than previously tested. None of the pilot offices did this.”³⁷ Instead, what was critical to achieve progress on the outcome was that country authorities successfully identified and addressed lessons learned from the pilot. In this they succeeded: various managerial changes enabled effective roll-out of the new methodology nation-wide and resulted in significant progress toward the outcome. A more useful milestone (in addition to or in place of the existing milestone) would be “Action plan created to identify best practices and lessons learned from pilot phase 4.” Its absence from the logframe reflects the unfulfilled potential of the RBM framework to serve as the singular tool to accurately monitor, track, and report on what is and is not achieved and why.

Non-Project Related Questions

In addition to evaluating Phase IV country objectives along OECD DAC criteria, the evaluation responded to non-project related questions concerning METAC operations and governance. Non-project related questions were identified in the evaluation TOR and through discussion with IMF HQ and METAC staff during the drafting of the Inception Note. Also reported in this section is the implementation status of recommendations from the prior evaluation of METAC in 2014.

Scale of METAC Operations

³⁵ Development organizations other than the UN system that utilize logframes typically utilize outputs (what the project has the direct capacity to produce) rather than milestones.

³⁶ Results Based Management (RBM) – A Short Primer, International Monetary Fund, page 1

³⁷ (Cartwright, On-Time Filing and Payment Improvement Project: Starting the Roll-Out, May 2018, p. 7)

What technical areas and capacity development (CD) services offered by METAC are in lowest demand? METAC focuses on four key areas: banking supervision, public financial management, revenue administration, and macroeconomic statistics. These technical areas were selected based on historic demand and member country priorities. There is no evidence that any technical areas or services are in low demand. By contrast, interviews with authorities, IMF/METAC staff, and other regional providers indicate that METAC would ideally increase the volume of its services. Numerous authorities shared they would appreciate more missions to support recommendation implementation and cement capacity development, as well as more regional events to promote peer-to-peer learning. One donor highlighted their desire for “more regional exchanges amongst peers and having more regional analysis [...] than what they have in the current reports.”³⁸ METAC’s current staffing allows, on average, less than two activities per year per country, with LTX providing follow-up assistance remotely to country authorities between missions. However, as one IMF/METAC senior staff shared, “doing work on six countries in a given CD sector will more than fill the time of an LTX, [and] the average is now closer to ten” countries.³⁹ METAC has maximized outputs given current staffing, but these efforts are outpaced by authority requests. Additional missions led by STX and remote missions led by STX or IMF HQ staff are possible cost-effective solutions to expand METAC’s output without increasing the number of LTX.

Indeed, METAC appears to have the budget to provide additional support but does not have the bandwidth to do so. Review of annual budgets against total expenditures as presented in the annual reports for FY2017, FY2018, and FY2019 (the periods under evaluation) indicate that on average METAC spends 71 percent of its annual budget (see Figure 11). The alternatives identified in the above paragraph may support maximization of the available budget and greater delivery of TA.

Figure 11: Annual METAC Budget and Expenditures FY17-19

	FY17	FY18	FY19
Budget	\$ 6,008,256	\$ 7,041,563	\$ 6,773,203
Expenses	\$ 4,143,366	\$ 5,115,144	\$ 4,822,206
Spent	69%	73%	71%

What proportion of technical assistance (TA) is actually “serial supplementation” vs. actual government capacity building? “Serial supplementation” refers to METAC advisors completing technical work on behalf of the authorities. In some cases, supplementation may be part of the intervention design and contribute to the longer-term development of authority capacity. As one METAC staff shared, “the more data heavy the exercise is the more likely, at least for the first few times, the expert handles the data work” while building authority capacity in the new methodology.⁴⁰ In these cases, however, “serial supplementation” is not an appropriate term. As one beneficiary authority and SC country representative stated, during TA/CD delivery the technical work is “40 percent done by the expert and 60 percent done by staff with their capacity being built.”⁴¹ No interviewed stakeholders nor any project documentation suggested METAC advisors produce technical outputs for authorities outside the scope of the CD process.

³⁸ From key informant interview MET_7

³⁹ From key informant interview MET_36

⁴⁰ From key informant interview MET_36

⁴¹ From key informant interview MET_5

Is supplementation, however much needed and valued by member countries, an appropriate role for METAC and a service that donors will continue to support? All interviewed donors expressed a preference for capacity building over serial supplementation and prioritized increasing authority capacity over time rather than hiring “an expert to do it quickly and leave the results there.”⁴² That being said, one donor and an SC country representative did qualify their response by identifying the possible added benefit of an embedded expert who supports day-to-day technical work, particularly in lower capacity countries/institutions.⁴³ However, this is not “serial supplementation” but rather an on-site resource for continuous, intensive capacity development for committed authorities who would benefit from an advisor’s sustained presence.

LTXs at METAC need to maintain relationships with a large number of economically and linguistically diverse country authorities. What practical implications does this have for LTXs’ ability to accomplish this task effectively? The present scale of METAC operations has negative consequences for the LTX ability to effectively engage with member country authorities. Working with developing countries and emerging markets “means continually tailoring to everyone’s needs, which can be a challenge,” as one LTX remarked.⁴⁴ Combined with the “sub-optimal” LTX-to-country ratio, discussed above, the present scale of METAC operations can affect the quality and quantity of service.⁴⁵ LTX require significant time and effort to build and sustain trusting, effective relationships with authorities and to appropriately customize TA. Failure to do so has implications for METAC’s ability to plan and implement relevant, effective TA. Lack of linguistic diversity, particularly Arabic speakers, was identified by all interviewed METAC advisers as “a very big issue” that limits their ability to build “relationships and traction and trust” with country authorities.⁴⁶ In addition, interviewed LTX observed that conducting work in English or through an interpreter dramatically slows information flows and has resulted in “information getting lost and not understood by either party”.⁴⁷ These challenges may have consequences for the effectiveness and efficiency of METAC interventions.

What would be the impact of adding more LTXs in your area? In particular, what impact would this have on your ability to manage demand for TA? What problems could arise? Adding LTX, especially those with appropriate language skills, would help address these challenges. According to interviewed IMF/METAC staff, reducing the country-to-LTX ratio would enable each LTX to spend more time on a given country, monitor and support implementation of recommendations by country authorities, and address some TA requests that currently go unmet.⁴⁸ Adding LTX may require rethinking how responsibilities are divided, for example, by country or by topic, with implications on how to keep LTXs adequately informed of each other’s work to the extent that there is overlap of countries/sectors or opportunities for synergy and sharing lessons learned. Any discussion of increasing the number of LTX necessarily requires discussion with IMF HQ and donors about funding. However, interviewed donors did not identify the current scale of METAC operations as a concern. As one donor

⁴² From key informant interview MET_7

⁴³ From key informant interview MET_5 and MET_9

⁴⁴ From key informant interview MET_33

⁴⁵ From key informant interview MET_21

⁴⁶ From key informant interview MET_33 and MET_36

⁴⁷ From key informant interview MET_34

⁴⁸ From key informant interview MET_30; the evaluators do not have access to the TA requests that METAC receives and thus cannot assess the extent to which requests may be unmet.

shared, “METAC advice is focused on a specific intervention, then they move out again.” It is not METAC’s role to engage in expansive, government-wide reform initiatives with member countries; for this type of engagement, a donor said, “we’d have to rely on bilateral engagement.”⁴⁹ Donors appear to recognize that METAC is one avenue through which they can support various countries; other options exist but that does not diminish METAC’s value. It is outside the scope of this evaluation to state whether donors should fund additional LTX, but it is important to identify the link between the current level of staffing, the maximum level of quality outputs, and how additional support in the form of LTX, STX, or IMF HQ staff can increase METAC’s outputs—and results—as needed.

Is it reasonable to expect member country beneficiaries to commit to the RBM approach, which is based on the premise that collective action is required to achieve jointly identified results? Nearly all interviewed stakeholders believed it is reasonable to expect member countries to commit to the RBM approach. The only outstanding voice came from another regional provider who saw the fragility and resources limitations of member countries as a constraint on their ability to make such commitments.⁵⁰ While country and regional fragility should be taken into account in project planning and implementation (and is discussed elsewhere in this report), it is essential that member countries commit to RBM milestones, outcomes, and objectives. As one SC country representative stated, the “commitment of time, effort, [and] staff” must be made by authorities “and not just METAC.”⁵¹ Not only is it reasonable to expect member countries to commit to the RBM approach, but their active participation is critical to its success.⁵²

How the Steering Committee supports the Centre to foster country ownership of METAC interventions

How do member country beneficiary stakeholders view METAC’s Steering Committee in general and their representative in particular? What are the best examples of Steering Committee actions contributing to country ownership of METAC’s CD interventions? SC members had limited availability for remote interviews and only seven SC members were reached: four donor representatives, two country representatives, and one IMF/METAC senior manager were reached. However, the evaluation team agrees with the interviewed stakeholders that the SC currently has a limited role in driving decision making and fostering country ownership. Based on interviews with the seven SC members and other IMF/METAC staff who attend the annual meetings, the primary role of the SC in fostering country ownership is “approving workplans and budgets, providing guidance on key policy and implementation priorities, and some operational issues.” In practice, however, the SC *as a body* appears to play a

⁴⁹ From key informant interview MET_9

⁵⁰ From key informant interview MET_3

⁵¹ From key informant interview MET_5

⁵² Active commitment and participation must be secured at all levels, not just with country authorities directly involved in the intervention. During the evaluators’ on-going evaluation of the Fund’s Caribbean RTAC, an IMF/CARTAC expert highlighted the importance of such multi-tiered engagement, saying that in countries without an IMF program the Fund and the RTAC “need to go higher up the totem pole when getting buy-in.” While this sentiment was not expressed by any interviewed METAC stakeholders it is nevertheless a relevant point given the high number of cases where necessary commitment and action from senior country authorities was lacking. For example, buy-in from high-ranking officials not directly involved in the intervention is needed for the human/financial resource reallocation, budgeting, legislation, inter-agency data sharing protocols, etc. required to achieve the intervention objective.

limited role in driving priorities for the primary reason that the RAP is largely completed prior to the annual SC meeting. As one SC country representative shared, “There isn’t enough involvement in prioritizing and determining the direction and timing. This is done on a bilateral basis between METAC and relevant departments without involving the SC. I would like to see the SC more involved and aware of the different demands to prioritize the country needs.”⁵³ Although evaluators reached only seven SC members for remote interviews (due to significant communication and availability challenges), all those who were interviewed described their perception of the limited role of the SC.

Two of the seven interviewed SC members, including a donor, expressed concerns about the financial and environmental costs of flying in country representatives and stakeholders for an annual meeting that only lasts 1.5 days. Lengthening the SC meeting to at least 2 full days would improve the cost-benefit ratio and allow time for more in-depth discussion compared to, as one donor described it, the high-level “glossy presentations” that seem to avoid constructive discussion. “METAC is an excellent program, they shouldn’t be afraid of constructive discussions that could lead to improvements.”⁵⁴ In addition, one country representative and several donors spoke to the benefit of SC meetings as mechanism to help member countries learn from each other— another justification for continuing the SC meetings but lengthening them somewhat.

Whether METAC systems and institutional set-up enable retention of organizational memory

Does METAC have any policies, systems and/or processes to support knowledge management? If so, are they viewed as effective? The evaluation team identified two important components of organizational memory retention, or knowledge management: the role and tenure of LTX and the effectiveness of METAC resource organization strategies.

LTX continuity supports effective communication and project implementation. Four of the seven interviewed SC stakeholders, including donors and IMF/METAC staff, expressed concern that the average LTX tenure of 2.5 to 3 years is too short. Strong relationships between the LTX and country authorities are critical. This foundation of trust, built over time, is often a prerequisite to meaningful dialogue. Personal relationships with authorities and strong contextual knowledge collected through first-hand experience also support more effective programming. For example, a long-tenured LTX will know what approach to use “when you listen to someone saying things but you know they won’t do it.”⁵⁵ Personal relationships built over time, as much as the technical expertise, enhance project effectiveness. However, IMF policy limits LTX tenure to a maximum of three years in high-risk locations, which applies to many METAC member countries.

Regarding the effectiveness of the Center’s resource organization strategies, the evaluation team received few but contrasting responses from IMF/METAC staff. One advisor shared the information management systems in place are adequate and had no negatives to report.⁵⁶ Other interviewed advisors wished to see improvements in formal knowledge management systems.

⁵³ From key informant interview MET_5

⁵⁴ From key informant interview MET_9

⁵⁵ From key informant interview MET_38

⁵⁶ From key informant interview MET_35

The evaluation team understands that METAC redesigned their filing system, which may have eased some of these challenges. However, advisors described a “not very well organized”⁵⁷ system and a default process to “email questions around the IMF and get responses.”⁵⁸ The collection and storage of TA requests was similarly described as informal and lacking a central repository. The experience of the evaluation team in collecting project documents for desk review further supports the need for stronger organizational knowledge management. Few project reports contain project IDs and none contain objective IDs, making it impossible in some cases to confidently match a report with a project/objective ID without input from METAC staff, which itself was not always successful. In one instance, a TA report (and thus the mission itself) covered topics relevant to multiple country objectives with no reference to project or objective IDs. This was not noted in the reports, complicating the evaluation process. This example further indicates a weakness in the RBM system where interrelated TA topics are segregated under unique objectives and their connectivity is nowhere reflected. The evaluation team also found no evidence of a repository of informal resources much less tacit knowledge that are essential for newly onboarded staff to understand the operating context and actors involved in each intervention.

METAC contributions to building a robust network in the region and optimize the use of local and regional expertise.

What means does METAC employ to develop local and regional expertise? What steps/measures could METAC take to expand the pool of experts in the region? Do these systems contribute to more effective and cost-efficient CD delivery? When asked about METAC’s development of local/regional expertise and networks, most respondents discussed METAC’s regional workshops. Several authorities referenced the value of regional workshops to exchange ideas and learn from peers in other countries and indicated they would appreciate more such opportunities. There is no evidence of internship programs or professional attachments which are utilized by some other RTACs to develop local expertise.

When asked about the use of local/regional experts, all stakeholders agreed this would contribute to effectiveness and cost-efficiency. Local experts speak the language and better understand the regional/country-specific context⁵⁹; costs to bring local/regional experts onsite for a mission will be significantly lower than bringing an expert from farther afield. These simple yet important factors can support METAC and country authorities to achieve as much or more with fewer resources. While agreeing in principle with the value of using local and/or regional experts, few interviewees could point to successful examples. Two factors stymie efforts on this front.

First, IMF/METAC have limited success identifying suitable local experts with the necessary technical and linguistic expertise, particularly Arabic speakers. Unbalanced qualifications lead to situations where the STX successfully works with authorities on a specific technical area but

⁵⁷ From key informant interview MET_34

⁵⁸ From key informant interview MET_33

⁵⁹ Key informants under the CARTAC and SECO evaluations, which the evaluators are simultaneously conducting, raised the concern that local/regional experts do not bring the same global perspective and deep knowledge of international standards and best practices as the IMF/METAC-provided LTX and STX. While this concern was not raised by METAC contacts, it is worth mentioning here as an important consideration if and when a local/regional expert is selected. The global perspective and world-class expertise may not be necessary for all missions,

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

cannot produce the necessary written report (in English). This creates significant work for the LTX or other staff “to backstop and edit,” reducing the efficiencies of local expertise.⁶⁰

Second, based on the available documentation and KII, it does not appear that IMF or all METAC staff prioritize the identification and employment of local/regional experts. Sourcing STX should be incorporated in TA missions to promote and prioritize this in the eyes of member countries. This effort requires minimal resources and can constitute, for example, asking “to meet departments [at the member country institution] where people could be interested in being advisors,” as one METAC expert does.⁶¹ However, interviews with METAC staff indicate this is far from a universal practice. Other TA providers operating in the region can also be used to identify local experts. One regional provider interviewed said they are available “to help with this” and have provided recommendations in the past.⁶² Although it is possible these recommendations were assessed by IMF/METAC and found not to be qualified, the regional provider did not have information regarding why IMF did not employ them. The evaluators found no evidence of ongoing collaboration between regional providers to regularly identify and utilize regional expertise. This represents a lost opportunity for all regional providers, including METAC, to better optimize the identification and use of local/regional experts.

Coordination with development partners operating in the same sectors

What systems are in place to foster and support effective coordination, including with donor partners? Examples of effective and ineffective coordination? METAC institutes formal and informal systems to coordinate with other regional providers and donor partners. Loosely scheduled/ad hoc conversations between stakeholders comprises most active coordination, yet as one IMF HQ staffer pointed out, an “informal process does not mean no process is in place.”⁶³ IMF HQ/METAC staff identified the following processes during KII: regular donor briefings by LTX/STX in-country after missions, interdepartmental conversations at IMF HQ and with METAC to keep staff aware of donor activities, and METAC’s participation in regional meetings, including with the United Nations.⁶⁴ These mechanisms appear to be the most effective forms of coordination. Other regional providers shared that they or METAC regularly approach the other to discuss TA topics to ensure no overlap, identify synergy points, and ensure they are not providing authorities opposing recommendations.⁶⁵

Other coordination mechanisms include METAC’s publication of the annual workplan, annual reports, quarterly newsletters, and regional notes⁶⁶ on their website reflecting a high level of transparency. When annual workplans are sent to donors, METAC requests input from the donor’s country offices and/or embassies. This facilitates dialogue on which projects “are complementary to what they’re doing, which should be scaled back, where we could do more.”⁶⁷

⁶⁰ From key informant interview MET_34

⁶¹ From key informant interview MET_36

⁶² From key informant interview MET_38

⁶³ From key informant interview MET_18

⁶⁴ From key informant interviews MET_31, MET_27, MET_26

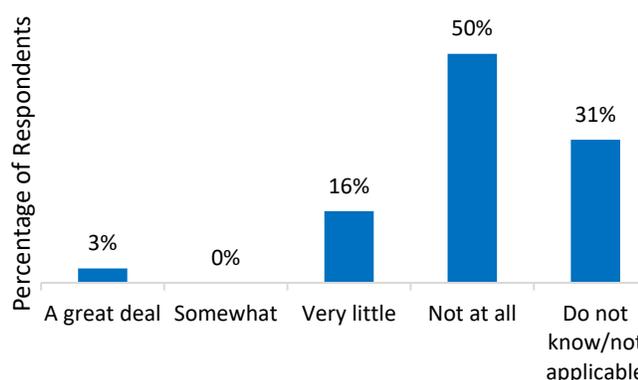
⁶⁵ From key informant interview MET_38

⁶⁶ The regional notes, which are a recent creation, were also cited by one donor as “a very good step” to maintain institutional memory (from key informant interview MET_8)

⁶⁷ From key informant interview MET_36

While sound in theory, in practice coordination may benefit from more finesse. Two interviewed donor representatives shared that the information from METAC “doesn’t always take the right form.”⁶⁸ The annual reports, for example, are so lengthy that donor staff struggle to digest and analyze the information, and coordination suffers. The two donor contacts recognized their own responsibility to request the specific information they need for proper coordination, but streamlining what is shared may, counter-intuitively, promote more substantive coordination. A two-directional information flow to ensure METAC and donors are each aware of the other’s interventions may also promote effective coordination. Opportunities for coordination are likely being lost if, as one donor shared, some METAC project teams have a limited understanding of the donor’s work in a given country.⁶⁹ Compounding this is the lack of consensus on who is responsible for donor coordination. SC meeting minutes and KII indicate recognition that METAC-donor coordination is lacking but there is no agreement if it is the responsibility of METAC or country authorities to facilitate.⁷⁰ However, when IMF HQ/METAC staff and other regional providers were asked, “To what extent, if at all, do you believe that lack of coordination with other TA providers has reduced the effectiveness of IMF TA,” 50 percent of respondents said “not at all”. Most respondents who selected “I don’t know/not applicable” stated that, to their knowledge, there were no other relevant providers with which METAC should coordinate. (see Figure 12).

Figure 12: Does lack of coordination with other TA providers reduce IMF/METAC TA effectiveness?



METAC’s support of fragile states

Is the RBM/project planning well aligned with the regional operating environment? (For example, through risk assessments and mitigations and the explicit identification of assumptions) As mentioned elsewhere, the RBM and planning process can do more to identify and mitigate risks to bolster effectiveness, impact, and sustainability. That being said, not all risks can be mitigated. Because “TA sustainability is linked to sustainability of the government,” significant and sustained political instability is a major risk that METAC cannot overcome.⁷¹ Decisions about whether or not to continue projects in politically unstable member countries should and do get made.⁷² However, METAC has demonstrated great flexibility to support requests from fragile states on short notice. For fragile states that may not have identified TA needs or been able to commit to TA during the RAP process, the fact that “METAC can respond very quickly to the demands of authorities” is “something the countries value enormously.”⁷³

⁶⁸ From key informant interview MET_6

⁶⁹ From key informant interview MET_6

⁷⁰ (METAC Steering Committee Minutes, June 2019, p. 8)

⁷¹ From key informant interview MET_31

⁷² From key informant interview MET_33

⁷³ From key informant interview MET_36

Has METAC employed any means of fragility assessment, at either a regional or country-specific level, as part of its programming processes? KII revealed that IMF back-stoppers “run in tight coordination with the area department” to identify broad risks, particularly for fragile states, and METAC and IMF HQ are thus “in sync” at the macro level.⁷⁴ For more granular, micro-level risks that affect intervention implementation and sustainability, METAC reported using their own risk assessment matrix, although this was not available to the evaluation team.⁷⁵ This is an essential component of intervention planning and METAC should make clear their efforts. No donors or SC country representatives were aware if METAC employs fragility assessments or other similar tools, but all assume that METAC must have such tools. Stakeholders should be able to identify how METAC programming processes incorporate fragility assessment as this is a significant and valuable practice.

What practical challenges do you face in providing CD to METAC countries that are fragile states and what steps/measures do you envisage (or have you taken) to overcome these challenges? The most cited challenge of providing support to fragile states was, unsurprisingly, travel restrictions. Remote assistance and in-person TA delivered off-site in another country are the standard alternatives when IMF/METAC cannot travel to a fragile country. Travel restrictions challenge project effectiveness by limiting the number of authorities who can attend and preventing METAC experts from seeing the broader operating context and meeting with all relevant authorities. It can also be challenging for authorities to be off-site and away from their desks for one to two weeks, and the stakes are high to ensure the right authorities attend.⁷⁶ “The selection of people needs to be nearly perfect” otherwise it results in “failure of the whole week.”⁷⁷ METAC experts and IMF HQ back stoppers reported strict rules for how resources are used, and how participants are selected, in order to mitigate this risk.⁷⁸

Extent gender, climate change and financial inclusion dimensions have been taken into account in the program design of CD services when relevant to the core expertise of the Fund.

To what extent do donor partners, IMF staff, STX consultants and SC members view these dimensions as relevant to the primary METAC mission of CD? Are there examples of these dimensions being included in the design of METAC programs? While all stakeholders agree on their importance, these topics have been minimally incorporated in METAC’s work and are considered by some as outside METAC’s present expertise. A regional workshop on gender responsive budgeting, held February 2019 in Jordan, arose as the primary example of these topics’ inclusion in METAC work.⁷⁹ While these topics may be discussed during TA missions for other interventions, available project documents did not reference these themes. As one donor explained, “I don’t think they [have] arrived at the level where it fits naturally.”⁸⁰ While interviewed SC country representatives recognized the importance of gender responsive budgeting and appreciated the regional workshop, all reported they have not (fully) incorporated

⁷⁴ From key informant interview MET_36

⁷⁵ From key informant interview MET_36

⁷⁶ From key informant interview MET_22

⁷⁷ From key informant interview MET_36

⁷⁸ From key informant interview MET_26

⁷⁹ From key informant interview MET_8

⁸⁰ From key informant interview MET_9

the presented approaches. It is simply not their highest priority,⁸¹ as further illustrated by SC meeting minutes. The May 2018 SC Meeting, for example, included a facilitated discussion on the appropriateness of gender budgeting and cyber security with a consensus that other CD areas were of greater relevance, mostly traditional areas such as macro forecasting and statistics.⁸²

One donor similarly shared that METAC “need[s] to build fundamentals first.” Gender, climate change and financial inclusion should be included where possible, taking into account “the stages that countries are in,” but their inclusion is “not something we’d make conditional to support this program.”⁸³ Other donors took a stronger stance. Two donors described the topics as “part and parcel” of macro-economic functions and financial stability and see it as “very part of METAC’s mission.”⁸⁴ Another donor described their push for greater coverage of climate issues, saying “this is one of the biggest priorities that METAC should focus on moving forward.”⁸⁵ METAC has made small steps to include these topics, but there is clear tension between what METAC has done to date, what member countries desire, and what some donors are looking to support.

Additionally, there is a sense among other providers that these topics are outside METAC’s wheelhouse. While the quality of METAC’s experts is world class and described by stakeholders in overwhelmingly positive terms, METAC’s core areas of focus are traditional economic topics. As one regional provider described it, METAC covers the economic “nuts and bolts.”⁸⁶ Fully and meaningfully incorporating the specialized topics of gender, climate change, and financial inclusion may require IMF/METAC to supplement current experts/advisors.

Sustainability of TA provided by METAC

What METAC policies and/or procedures exist to support the sustainability of all CD interventions? What examples exist of more sustainable CD outcomes, and how was this result achieved? What is the role, use, and utility of RBM? How do the RBM affect CD planning, delivery and results? Discussions with IMF/METAC staff, donors, and SC members combined with desk review revealed identical findings and recommendations concerning METAC’s entity-level approach to sustainability as those identified through the project-level assessment of the OECD DAC sustainability criterion. Clear identification of the projected positive effects of TA can incentivize authorities to overcome challenges that threaten sustainability, such as poor management structures or high staff turnover. METAC should strengthen policies and procedures to actively support sustainability as discussed below under Recommendations.

Intervention planning and workplans should directly address sustainability challenges. At present, as one donor explains, workplans do not include “a clear mapping for sustainability of interventions.”⁸⁷ As discussed above, institutionalization of TA recommendations is largely in the hands of authorities; however, METAC can and should include explicit, formal steps in project logframes and workplans to help authorities anticipate and mitigate identified risks. This

⁸¹ From key informant interview MET_4 and MET_5

⁸² (METAC Steering Committee Minutes, May 2018)

⁸³ From key informant interview MET_6

⁸⁴ From key informant interview MET_8

⁸⁵ From key informant interview MET_10

⁸⁶ From key informant interview MET_3 and MET_38

⁸⁷ From key informant interview MET_8

requires continued identification and monitoring of environment context indicators, a comment made in the previous METAC evaluation in 2014.⁸⁸ RBM logframes should also be appropriately ambitious; at present some IMF/METAC staff consider them “too grand, too ambitious, given how basic the needs of the countries are.”⁸⁹ Logframes should be included in TA reports to further promote accountability, effectiveness, and sustainability, and will enhance the utility of RBM as a monitoring tool (discussed above in Assessment of RBM Logframes).

Continued formal engagement post-TA is critical to sustainability. As one IMF senior staff said, “Lasting impact requires a field presence, which is impossible in many METAC countries because of the security situation.”⁹⁰ Another IMF senior staff shared similar sentiments: “the lack of high frequency engagement in [...] countries where IMF cannot travel” is a concern for the “traction” of TA.⁹¹ There is abundant evidence, including country authority KII, of the importance of continued involvement post-TA to support authorities in implementing recommendations. To some extent, this mitigates the lack of field presence.

Sustainability of METAC’s financial business model

To what extent is the model’s sustainability linked to the region’s relative instability on the one hand and hydrocarbon-based economy on the other? SC members, donors, and relevant METAC/IMF HQ staff reported no serious funding concerns stemming from the region’s oil-based economies or regional instability. Funding from oil economies comes via contributions from only four member countries and comprises a small percentage of METAC’s operating budget. IMF ICD encourages each member country to contribute USD100,000 over five years. This is more demonstrative of member commitment and does not greatly impact METAC’s budget of 5-6 million USD *per annum*, regardless of fluctuations in the hydrocarbon markets.

The most cited factor influencing METAC’s financial stability was the nature and amount of donor contributions. Numerous IMF/METAC staff shared positive feedback regarding IMF-wide efforts to restructure donor funding away from rigid earmarks to flexible “buckets” over which IMF has greater spending discretion. As one donor remarked, for “our contribution, we haven’t specified it to a country [because] we trust METAC that they know best how to spend it.”⁹² This speaks highly to METAC’s perceived expertise and enables necessary spending flexibility.

Status of Past Evaluation Recommendations

The previous METAC evaluation in 2014 identified eight recommendations, all of which the IMF agreed.⁹³ The status of each prior recommendation was assessed by review of available documents, supplemented by diverse stakeholder interviews. Four recommendations were found to be fulfilled, one partially fulfilled, and two largely unfulfilled. A third recommendation was also found largely unfulfilled but the recommendation itself was of limited relevance to the strengthening of METAC TA; its implementation status is therefore neutral. Detailed assessment

⁸⁸ (ECORYS, 2014, p. 13)

⁸⁹ From key informant interview MET_20

⁹⁰ From key informant interview MET_23

⁹¹ From key informant interview MET_21

⁹² From key informant interview MET_6

⁹³ (International Monetary Fund, May 2016)

of each recommendation, including justification of the status determinations, can be found in Annex III.

Conclusions and Evaluation Recommendations

Based on the findings presented in the preceding sections of this report, the evaluators have drawn six conclusions and associated recommendations. Recommendations are presented from highest to lowest priority and have been considered for feasibility and likely cost (see Table 1).

Project-Level Conclusions and Recommendations

Conclusion 1 – RBM practice by the IMF is very basic and while useful for better reporting, its use is concentrated on front end design and back end reporting. The use of RBM as a management tool to inform implementation, as it is intended, is largely absent.

Recommendation 1 – In line with Fund-wide improvements in the RBM framework, the results-based orientation of METAC assistance should be strengthened. The evaluation team agrees with the prior METAC evaluation on the importance of strengthening the RBM approach, which relies on initiatives undertaken by IMF HQ. This recommendation comprises the following points:

- The predefined performance indicators available in the RBM Catalog must be clear and measurable. This will require a Fund-wide effort to strengthen RBM. METAC should support the definition of clearly defined baselines and measurable indicators and targets to support improved implementation monitoring. Writing quantifiable indicators and, critically, capturing data on those indicators to understand in the short- and long-term what is impactful, what is sustained, and how this affects future TA must be prioritized.
- Project frameworks should adhere to the Fund’s distinction between outputs, milestones, and outcomes to delineate what is accomplished directly by METAC versus what requires action by member countries. This will strengthen METAC’s ability to use the RBM as a monitoring tool that will better track interventions, identify barriers to achievement, and inform necessary adaptations.
- METAC should shift its monitoring and reporting focus from input-output to assessment of the likelihood of achieving expected outcome-level results. More emphasis should be put on what benefits did the member country receive from METAC (inputs) and how did METAC contributions (outputs) strengthen the capacity of the institutions (outcomes). Monitoring information should be saved in a dedicated location and METAC LTX should be trained on this process.

Conclusion 2 – Political support, and the political environment more generally, were identified during KII as a critical contextual risk not sufficiently incorporated in project implementation. In a plurality of the sampled country objectives, country authorities faced challenges which are rooted in insufficient political support, such as inadequate financial and human resources budgeted to their institution and delayed review of necessary reforms by legislative bodies. In the words of one IMF/METAC KII: “Our job is not to consider political economy issues, but our TA cannot be detached from those issues. How do you deal with issues of transparency and corruption in a country that’s been at war? [...] Whatever public service you put in place, they will be opaque and controlled by various groups. How do you deal with this in

the context of doing economic reforms?”⁹⁴ Political economies have significant implications for METAC interventions and must be regularly considered and addressed in risk management frameworks during project planning and, critically, throughout implementation. Several IMF HQ/METAC staff referenced their use of risk matrices, however, these were not shared with the evaluators. Even if some risk matrix is used, the evaluation findings indicate they are either uncomprehensive or inadequately addressed during implementation.

Additionally, the most successful interventions had METAC and country authorities fully recognize and actively respond to sustainability risks, including resource limitations and high staff turnover, to build from the start the tools, capacities, and resources necessary for sustainability.

Recommendation 2 – METAC should strengthen integration of the Risk Management Framework with project implementation and regularly update the framework with country authorities throughout implementation. As the past evaluation recognized, METAC focuses on security to the exclusion of other risk factors. More expansive identification of risks will support implementation adaptation that strengthens effectiveness. For example, the IMF-SECO program utilizes a set of five standard risk areas: (i) Political Support; (ii) Management/Technical Staff Support and Commitment; (iii) Resource Adequacy; (iv) External Climate Conditions (i.e., operating environment); and (v) Other Risks (e.g., fiduciary). Identified risks are assessed in terms of probability and impact should they occur, with assigned ratings of low, medium, or high. The CD-PORT system may already reflect this risk rating functionality. However, high probability risks should be managed more closely through integration into the project implementation plan and be regularly analyzed and rated to track their impact on the intervention. Further, regular discussion of risks with country authorities would support both implementation adaptation in response to risks (thus increasing effectiveness) and regular reporting on RBM indicators.

Conclusion 3 – Interventions with the lowest impact scores almost universally suffered from insufficient country authority commitment (or capacity) to mobilize the necessary reforms or resources. Interventions with great obvious value, such as dramatic improvement in the speed and reliability of data analysis with new methodologies, were more often sustained. While METAC alone cannot change country commitment, METAC can clearly link outcomes and TA recommendations with member country goals (such as compliance with international standards) to incentivize sustainability. At least some goals are already identified collaboratively by member countries, METAC, and IMF area department country teams (in the form of country and regional strategies).

Recommendation 3 – N/A. Strengthening the RBM system (Recommendation 1) and regularly discussing and addressing implementation risks with country authorities (Recommendation 2) will naturally promote increased and sustained engagement, awareness, and commitment on the part of country authorities.

Non-Project Level Conclusions and Recommendations

Conclusion 4 – METAC has maximized its outputs given current staffing structures. As discussed throughout this report, country authorities would benefit from additional support

⁹⁴ From key informant interview MET 36

during their implementation of METAC recommendations to continually identify and respond to various contextual and technical challenges, thereby supporting greater effectiveness. Stronger engagement during implementation would additionally support monitoring of RBM indicators and assessment of progress against outcomes. However, there is every indication that METAC is delivering the maximum amount of TA possible despite underspending its budget by, on average, 29 percent between FY2017 and FY2019.

Recommendation 4 – Optimize METAC’s regional footprint by exploring additional and/or alternative staffing structures and TA delivery modalities to enable full utilization of current funding. An additional LTX is one solution for full-time regional support to increase TA delivery and maximize use of available funds. Alternative TA delivery modalities such as increased use of remote missions and expanded use of STX or IMF HQ staff would also promote delivery of more TA and facilitate greater follow-up with country authorities during implementation. These modalities may also be explored to promote more regional engagement, which is of interest to some interviewed donors and country authorities. It is important to note that these alternative modalities cannot simply be added on to METAC’s existing workplan. It is unlikely that the necessary managerial and technical oversight of these added activities could be absorbed by the existing staffing structure, which is already at maximum output. A more thorough cost analysis and discussion of outstanding TA and project management/implementation monitoring needs can inform selection of appropriate additional staff/consultants and TA delivery modalities. There does not appear to be a mandate or justification to greatly expand METAC’s budget but rather to fully utilize available funding by increasing the number of advisers (full or part time) through a variety of delivery modalities.

Conclusion 5 – Current communication modalities between METAC and stakeholders could be optimized. Given the regular communication between METAC advisors and authorities, a formal TA report may not always be necessary nor the best use of expert labor/time. Additionally, the most accessible TA reports reviewed by the evaluators presented all recommendations as a table with timelines and parties responsible for implementation. Not all reports followed this format, however, and instead bury recommendations in text and/or do not include all necessary information to clearly outline implementation requirements. Concerning communication between METAC and donors, the current practice of sharing annual reports and TA reports does not facilitate easy identification by donors of the information necessary to promote meaningful, timely, and successful coordination.

Recommendation 5 – METAC should review and consider revising the modality of mission outputs and donor coordination communication, as well as standardizing TA mission report templates.

- *Optimizing mission reporting.* Missions conducted as part of a planned series may be good candidates to explore alternatives to the full-length TA report. Whether a more streamlined report or a full TA report, these resources should clearly present all information required for country authorities to operationalize recommendation, , such as a table with all recommendations, responsible parties, and the timeline for completion, to promote accessibility and actionability. Additionally, recommendation tables in TA reports should directly connect to the RBM Logical Framework. Clearly linking recommendations to milestones, outcomes, and objectives will enhance the use of RBM as a monitoring tool. A new report section, Prognosis for

Sustainability, should also be included to identify actions required for sustainability and risks to sustainability.

- *Optimizing information sharing for donor coordination.* Coordination with and reporting to donors would benefit from clearer identification of the informational needs of all parties. METAC may consider providing custom summaries or a custom index to help donors find relevant information in the substantial annual reports.

Conclusion 6 – METAC’s identification and use of local and regional expertise is limited. METAC and IMF HQ staff do not uniformly prioritize the identification and application of local/regional expertise.

Recommendation 6 – In collaboration with the IMF’s HQ TA departments, METAC should increase its efforts to identify and optimize the use of local/regional expertise, to the extent possible, and increase the visibility of these efforts among member countries and other stakeholders, including other regional TA providers. Such efforts would contribute to the development of a robust regional network of experts and, when local expertise is developed and deployed, enhance efficiency and effectiveness of METAC interventions. A variety of factors may limit the feasibility of replacing outgoing LTX with local/regional experts and such decisions require input and approval from numerous stakeholders, including IMF functional departments. Nevertheless, it would support METAC’s mission to strengthen the use of local expertise in LTX and, perhaps more feasibly, STX positions.

Conclusion 7 – Current knowledge management systems do not support institutional memory retention and miss a valuable opportunity to streamline member country engagement. Several METAC staff described challenges finding the necessary technical and contextual information in formal intervention documentation. Additionally, the lack of a clear standard defining acceptable and actionable TA requests from member countries—for example, whether informal requests are allowable or whether teams must wait for formal written requests from higher level country authorities—creates modest but avoidable procedural inefficiencies..

Recommendation 7 – Develop a common understanding between IMF HQ area departments, TA departments, CDMAP team, and METAC of what constitutes an acceptable and actionable TA request, as well as a storage system to maintain that information, to support a streamlined and uniform engagement process. Such a pipeline would also promote institutional knowledge management of technical and contextual information across IMF CD departments and would be a valuable resource for new staff, including LTX. The soon-to-be implemented CD-MAP system has been designed to address these needs.

Table 1 Summary of Evaluation Recommendations

RECOMMENDATION	RESULT OF RECOMMENDATION IMPLEMENTATION	TARGET AUDIENCE	PRIORITY/TIME HORIZON	COST IMPLICATION
REC 1. Strengthen results-based orientation of assistance	Enhanced intervention monitoring, including adaptation to risks and challenges; improved documentation and measurement of impact	METAC and IMF HQ	High/Begin with next intervention design phase	Moderate, in terms of IMF or METAC resources to build RBM capacity
REC 2. Operationalize a comprehensive risk management framework	Enhanced effectiveness by identifying and mitigating non-security risks, including political risks and resource limitations	METAC	High/Begin with next intervention design phase	Modest in terms of some additional labor
REC 3. N/A (Topics identified in Conclusion 3 will be addressed by the implementation of Recommendations 1 and 2)	Sustained and substantive collaboration between country authorities and METAC during implementation of recommendations will promote effectiveness and sustainability.	METAC, IMF HQ, country authorities	N/A (will occur as part of Recommendations 1 and 2)	None
REC 4. Optimize METAC's regional footprint by exploring additional and/or alternative staffing structures and TA delivery modalities to enable full utilization of current funding.	Support member countries during their implementation of METAC recommendations, enable greater monitoring and assessment of implementation efforts, and support increased regional collaboration and learning.	METAC and IMF HQ	High	None
REC 5. Standardize and streamline communication modalities	More efficiently use staff labor; better meet authority/donor information needs	METAC and IMF HQ back stoppers	Moderate	None
REC 6. Increase identification and use of local and regional expertise	Strengthen/promote regional networks; enhance relevance and effectiveness	METAC and IMF HQ	Moderate/Incorporate in future TA missions	Modest in terms of some additional labor
REC 7. Standardize classification and storage of country authority TA requests	Clearly define what characterizes actionable TA requests and store TA requests to streamline coordination and improve institutional memory	METAC and IMF HQ	Moderate	Modest in terms of staff training. The new CDMAP system may already fulfill the recommended storage system.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Annex I: Individual Projects

Table 2 Individual project scores by DAC criteria

PROJECT ID	Objective	COUNTRY	REL	EFFECT	IMPACT	EFFICIENCY	SUSTAIN	MEAN	TOTAL POINTS	%	POSSIBLE POINTS
BSR_MTA_2017_04	OB21172	Iraq	4	2.5	2	3.5	1.5	2.7	13.5	68%	20
BSR_MTA_2017_04	OB21181	Jordan	4	4	4	3	3	3.6	18	90%	20
BSR_MTA_2017_04	OB21185	Lebanon	4	3.5	4	3.5	4	3.8	19	95%	20
BSR_MTA_2017_04	OB27192	Lebanon	4	2	2	2	2	2.4	12	60%	20
BSR_MTA_2017_04	OB20870	Sudan	3.5	2	2	3	1.5	2.4	12	60%	20
BSR_MTA_2017_04	OB21168	Tunisia	4	3	3.5	3	2.5	3.2	16	80%	20
BSR_MTA_2017_04	OB23567	West Bank & Gaza	4	3	3	2.5	4	3.3	16.5	83%	20
FFL_MTA_2017_04	OB24309	Egypt	4	2.5	2	4	3	3.1	15.5	78%	20
FFL_MTA_2017_04	OB23324	Sudan	3	3	2	2	1	2.2	11	55%	20
PFM_MTA_2017_04	OB22736	Algeria	4	3	2.5	3	2.5	3	15	75%	20
PFM_MTA_2017_04	OB22738	Djibouti	4	3	2	3	1	2.6	13	65%	20
PFM_MTA_2017_04	OB22740	Egypt	4	3	3	3	3	3.2	16	80%	20
PFM_MTA_2017_04	OB25711	Iraq	4	3	3	3	3	3.2	16	80%	20
PFM_MTA_2017_04	OB22744	Jordan	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
PFM_MTA_2017_04	OB28042	Lebanon	4	3	3	3.5	2.5	3.2	16	80%	20
PFM_MTA_2017_04	OB22754	Tunisia	2.5	2	1.5	2	1	1.8	9.0	45%	20
REV_MTA_2017_04	OB21826	Egypt	3.5	3	3	3	3	3.1	15.5	78%	20
REV_MTA_2017_04	OB21812	Iraq	3.5	2.5	3	3	1.5	2.7	13.5	68%	20
REV_MTA_2017_04	OB21815	Jordan	3.5	2.5	2.5	3	3	2.9	14.5	73%	20
REV_MTA_2017_04	OB21819	Sudan	4	1	1	1	1	1.6	8	40%	20
RSS_MTA_2017_04	OB20306	Afghanistan	3.5	3.5	4	3.5	2.5	3.4	17	85%	20
RSS_MTA_2017_04	OB20276	Lebanon	3.5	3	3	3	3	3.1	15.5	78%	20

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Evaluation Report

Middle East Regional Technical Assistance Center

DevTech Systems, Inc.

RSS_MTA_2017_04	OB20282	Libya	4	2	2	2	1.5	2.3	11.5	58%	20
RSS_MTA_2017_04	OB24941	Morocco	3	1.5	1.5	1	1	1.6	8	40%	20
RSS_MTA_2017_04	OB20028	Sudan	3	2	1.5	3	1	2.1	10.5	53%	20
RSS_MTA_2017_04	OB27229	Tunisia	3	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
RSS_MTA_2017_04	OB28084	Yemen	N/A	N/A	N/A						
AVERAGE			3.7	2.6	2.5	2.8	2.2	2.8	332.5	69%	480

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

This Annex presents the assessment of OECD DAC criteria for each of the 27 sampled country objectives and responds to the two main evaluation questions: (1) Why is the DAC criterion rating low/high what factors explain it, and (2) What alternative interventions, if any, would have provided better results, are addressed in the write-ups under each criterion.

The logframe for each project is replicated at the start of each project assessment. The information presented in the logframes is drawn directly from METAC documentation. A challenge shared across many logframes was the lack of alignment between the project outcome(s) and the verifiable outcome indicator. In most cases, a singular indicator was inappropriately assigned to multiple, disparate outcomes; each unique outcome should have its own unique indicator. This lack of alignment between indicator and outcome negates the utility of the indicator to track progress.

BSR_MTA_2017_04 – Iraq

Iraq				
Banks have strong capital and liquidity positions that adequately cover their risks and contribute to financial system stability				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Banks have a robust liquidity position to withstand crises and shocks in the short term and have a wealth of stable funding sources to finance their longer-term assets	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Authorities approve regulation on liquidity LCR & NSFR	N/A	N/A		
Authorities assess the impact of the implementation of new requirement	N/A	N/A		
Banks compute & report LCR & NSFR on regular basis.	N/A	N/A		
Cabinet/parliament approve reg. on liquidity LCR & NSFR.	N/A	N/A		
Regulation on liquidity LCR & NSFR is drafted	Largely Achieved	N/A		
Supervisors examine banks' LCR & NSFR & ensure their compliance with req.	N/A	N/A		
Banks prepare an action plan to implement new requirement on LCR & NSFR	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Banking legislation and regulations are aligned with Basel II/III requirements	Partially Achieved	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Authorities assess the impact of implementing new reg. on banks.	Not Achieved	N/A		
Final regulations are issued- 2017	Largely Achieved	N/A		
Final regulations are issued- 2019	Not Achieved	N/A		
Modified reg. or new reg. are approved by the authorities.	Fully Achieved	N/A		
Modified reg. or new reg. are approved by the cabinet/parliament.	Not Achieved	N/A		
Modified regulation or new reg. are consulted upon with banks.	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Banks have adequate capital adequacy made up of high-quality capital instruments that is in line with issued regulations on Basel II/III	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Authorities ensure that banks' capital adequacy in line with req. & above minim	N/A	N/A		
Authorities monitor the steps taken by banks to implement new require	N/A	N/A		
Banks prepare & implement an action plan to meet new requirements.	N/A	N/A		
Banks report their cap. adequacy based on new requirements.	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Supervisors have the competencies to drive the implementation process of Basel II/III and to monitor bank's compliance with the new requirements	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Supervisors attend various training on the matter.	Partially Achieved	N/A		

Objective ID OB21172 – *Banks have strong capital and liquidity positions that adequately cover their risks and contribute to financial system stability.* The project outcomes include aligning banking legislation and regulations with Basel II/III requirements, ensure supervisors have the competencies to drive the implementation process of Basel II/III and to monitor bank's compliance, ensure banks have a robust liquidity position to withstand crises and shocks, and ensure banks have adequate capital adequacy made up of high quality capital instruments in line with Basel II/III. Eight of the project’s eighteen milestones were scored internally by the IMF, with an average score of 2.25 (partially achieved).

Based on the findings elaborated below, the project received 13.5 points out of a possible 20 (68%) and an average score of 2.7

Relevance – 4

The intervention was conducted at the request of the Central Bank of Iraq (CBI) and was reported by the mission to be “very helpful and welcome.”⁹⁵ The TA was based on international standards and extensive discussion with authorities during the mission ensured context-specific points were accounted for.

Effectiveness – 2.5

Available project documents suggest limited achievements by authorities, which is in line with the IMF’s internal rating of the project milestones as, on average, 2.25 (partially achieved).

Impact – 2

Limited effectiveness necessarily limits impact, although new regulations were a direct output of a mission conducted under this project objective. This is evidence that the achievements can be attributed to the METAC interventions, an important criterion when considering impact. CBI

⁹⁵ (Gerald A. Edwards, September 2018)

was receiving similar topical support from the World Bank, which commended the recently updated regulations that METAC helped to draft—reflecting both the quality of the TA provided by the METAC but also the likely ability of CBI to obtain similar support from other providers in the absence of METAC support.

Efficiency – 3.5

Due to the perilous security situation in Iraq, TA was provided offsite in Amman, Jordan. Given the highly interactive nature of the mission and the extensive discussions to apply best practices to the unique Iraq context, in-person TA was the best modality and a justifiable cost. It is unlikely that remote TA would have yielded similar results (i.e. new regulations) in a similar span of time.

Sustainability – 1.5

Project documents portray the authorities as motivated to implement the new regulations. However, the largest challenge to successful and permanent operationalization of the new regulations is whether the authorities are able to implement them in the face of likely push back from some banks. Authorities also appear to have not implemented many of the planned milestones, although there is insufficient information available to identify the factors contributing to this delay.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

Relevance received full marks given that the TA was modeled on country authority requests and international standards and was clearly tailored to suit the Iraqi context. Limited achievements, however, reduced scores for Effectiveness and Impact. Country authorities appear motivated but have yet to fully operationalize new regulations.

2. What alternative interventions, if any, might have provided better results and why/how?

Contextual factors that have so far limited achievement and implementation should be clearly identified and actively mitigated to the extent possible. Implementation plans and related METAC support should be tailored to the country context to promote optimal achievement and sustainment.

BSR_MTA_2017_04 – Jordan

Jordan				
Develop/strengthen stress testing capability of the central bank (CB)				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Results of stress tests being disseminated to target audiences	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Communication strategy approved/implemented.	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff have capacity to run a stress testing model(s) effectively and interpret results	Largely Achieved	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Staff run simulation model	Largely Achieved	N/A
Training/workshop provided	Largely Achieved	N/A

Objective OB21181 – *Develop/strengthen stress testing capability of the central bank (CB)*. In support of this objective, the project contained two outcomes: first, that staff have capacity to run a stress testing model(s) effectively and interpret results and second, that the results of stress tests are disseminated to target audiences. The first outcome was achieved through training/workshops that resulted in authorities successfully running the simulation model. The milestone for the second outcome was scheduled for achievement in December 2019, which is outside the timeframe of this evaluation, and was not yet rated internally by the IMF in the shared project documentation. These two milestones each received a rating of 3 (largely achieved).

Based on the findings elaborated below, the project received 18 points out of a possible 20 (90%) with an average criteria rating of 3.6. This places the project among the highest rated of the evaluation project sample.

Relevance – 4

Great steps were taken to ensure the TA provided was highly relevant. The TA was demand driven and was executed at the authority’s request. There was extensive phone and email correspondence between IMF, METAC, and the authorities to discuss the TA needs, expectations, and planned outcomes. The resultant TA was highly tailored to the Jordanian context and was described by the authorities as fully aligned with their institutional needs and among their top institutional priorities.⁹⁶

Effectiveness – 4

Mission reports and interviews with authorities indicate the project largely achieved its objective and is on track to full achievement. Authorities described the TA as successful and well sequenced with adequate time to implement recommendations between missions. One challenge was identifying all necessary data for the advanced stress testing model, as data had to be sourced from multiple government agencies. However, this was a minor issue and pre-mission engagement between the authorities and the STX allowed the gaps to be identified (discussed below under efficiency). The authorities and STX collaborated during the mission to find work arounds and/or address these data challenges in the meantime.⁹⁷ There is strong indication that the authorities will largely or fully implement the planned milestones by the end of the project.

Impact – 4

Intervention documents state that “with the assistance of METAC’s missions, [country authorities] have become comfortable with the core functionality of the model.”⁹⁸ Interviewed country authorities further reported successfully implementing the stress testing model, indicating positive long-term impact building on the capacity development efforts of the missions.⁹⁹ The evidence strongly suggests that the increased capacity of the authorities in the

⁹⁶ From key informant interview METAC_1

⁹⁷ From key informant interview METAC_1

⁹⁸ (Radi, 2018, p. 2)

⁹⁹ From key informant interview METAC_1

functionality and application of the stress testing model can be attributed to the METAC interventions. In the absence of this TA, authorities shared they would have struggled to implement the stress testing techniques. The authorities regard this subject as one of the IMF/METAC's strengths and do not believe similar results could have been achieved if a different provider had conducted the TA.¹⁰⁰

Efficiency – 3

The project demonstrated cost-effective measures, most notably the extensive pre-mission preparation between the STX and authorities. Because the Jordanian authorities had a basic understanding of the subject matter—which is not always the case when METAC delivers TA—they “had a common language” with the STX to review the stress testing model, ask questions, begin collecting the necessary data and work on the model prior to the mission.¹⁰¹ The availability of the STX via email prior to the mission to answer questions was essential for the authorities to properly prepare. This maximized the results of the mission, greatly enhancing value for money. Project documents suggest the timing of the workplan may have been slightly ambitious in places—at one point the Central Bank of Jordan delayed the introduction of the Net Stable Funding Ratio testing to better focus on previously delivered TA.¹⁰² However, authorities emphasized the quality of the TA as excellent and the modality as very appropriate; because the authorities enjoyed a basic understanding of the subject matter, bilateral support from an expert, rather than a regional workshop, was the most appropriate modality. The authorities wanted—and received—“practical [...] targeted support by an expert.”¹⁰³

Sustainability – 3

Authorities now use the stress testing model in their daily work, a meaningful achievement and demonstration of the successful incorporation of the TA into the institutional structure—a defining feature of sustainability. Nevertheless, internal IMF reports indicate that authorities would benefit from additional TA to “ensure that the new skills they have acquired [are] fully and correctly embedded in their stress testing process.”¹⁰⁴

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

This was one of the most highly rated projects in the evaluation sample. The common theme underpinning this success was consistent and open communication between country authorities and METAC. Collaboration during the design stage as well as pre- and post-intervention promoted excellent relevance, effectiveness, and impact. These successes are further reflected in the high sustainability score and country authority's institutionalization of the METAC recommended methodologies.

2. What alternative interventions, if any, might have provided better results and why/how?

N/A

¹⁰⁰ From key informant interview METAC_1

¹⁰¹ From key informant interview METAC_1

¹⁰² (Radi, 2018)

¹⁰³ From key informant interview METAC_1

¹⁰⁴ (Radi, 2018)

BSR_MTA_2017_04 – Lebanon

Lebanon				
To implement a risk-based supervision (RBS) system and upgrade other supervisory processes				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Bank risk assessment frameworks strengthened: a) Quality and timeliness of regulatory data enhanced; and b) Flexibility of reporting system improved	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Current data base reviewed to ensure data adequacy and integrity	Fully Achieved	N/A		
Revised reporting templates are developed	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Supervisors have sufficient capacity to effectively implement risk-based supervision and other supervisory processes	Partially Achieved	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
On-the job training is provided to supervisors.	Largely Achieved	N/A		
Supervisors receive adequate training on best supervisory practices	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Strengthened institutional structure and operational and procedures for RBS implementation	Partially Achieved	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Risk-based supervision manual is completed and adopted.	Largely Achieved	N/A		

Objective OB21185 – *To implement a risk-based supervision (RBS) system and upgrade other supervisory processes.* The objective contains five milestones pertaining to staff training, data base review and reporting template revisions, and completion and adoption of an updated RBS manual, which are spread under three outcomes covering strengthened supervisor capacity, institutional structures, and bank risk assessment frameworks. The milestones received an average internal IMF rating of 3.2 (largely achieved) and outcomes were rated 2 (partially achieved).

Based on the findings elaborated below, the project received 19 points out of a possible 20 (95%) with an average score of 3.8, *making it the highest rated project in the sample.*

Relevance – 4

The authorities at the Banking Control Commission of Lebanon (BCCL) requested technical assistance as a direct result of the findings and recommendations of the FSAP conducted in 2017. Thematic areas and objectives were mutually agreed upon by METAC and authorities and were fully aligned with and among the top priorities for the institution. All sources indicate that authorities led the demand for this intervention and demonstrate full ownership of the project. Topical relevance could not have been improved and is awarded a perfect score.

Effectiveness – 3.5

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

All sources indicate significant progress on milestones and successful implementation of the recommended new examination procedures. Inter-departmental cooperation and information sharing can be improved but have nevertheless “improved perceptibly.”¹⁰⁵ METAC reports indicate full confidence that “the new risk-based procedures should be fully operational and employed in all commercial banks” as expected.

Impact – 4

Fourteen sets of procedures pertaining to banking risks, functions, and processes were revised or introduced with support of the missions; new reporting templates were also developed, and the data collection process was significantly improved (all RBM milestones). The direct connection between the achievements and the METAC interventions satisfies the “attribution” component of Impact. Authorities report that these changes are reflected in the daily work of the risk assessment department, which suggests positive impact as well as high sustainability. Training and follow-up engagement with the experts under this project also built the department’s “capacity to use data and use systems to be efficient in providing valuable data and evidence.”¹⁰⁶ Authorities appreciate the “high level experts” IMF and METAC are able to provide and have “no intention in going to other providers” [sic].¹⁰⁷

Efficiency – 3.5

Project documents indicate considerations of cost-efficiency to maximize the value of the available resources. The STX considered how to balance the authority’s request for general topical training with the need for specific, hands-on training most relevant to the project.¹⁰⁸ Coordination with the STX prior to the mission further supported cost-effectiveness, although authorities mention that webinars prior to the missions may have contributed positively to capacity building while keeping costs low.¹⁰⁹

Sustainability – 4

Improved data systems are integrated into the department’s daily work and staff capacity building is supported by institutional cross-training. The authorities began incorporating the new processes into their day to day work immediately and there is every indication it will continue.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The TA built on previous investments (namely, a 2017 FSAP) and was directly tied to country authority priorities, reflecting excellent relevance. There was a high level of achievement which appears attributable to METAC interventions and well institutionalized within the targeted departments.

2. What alternative interventions, if any, might have provided better results and why/how?

N/A

¹⁰⁵ (Shapiro, Enhancement of On-Site Examination Procedures, September 2016, p. 7)

¹⁰⁶ Key informant interview MET_2

¹⁰⁷ Key informant interview MET_2

¹⁰⁸ (Shapiro, Enhancement of On-Site Examination Procedures, September 2016, p. 16)

¹⁰⁹ Key informant interview MET_2

BSR_MTA_2017_04 – Lebanon

Lebanon				
Develop/strengthen stress testing capability of the central bank (CB)				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Effective stress testing model(s) in place and being used for their intended purpose(s)	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Simulation conducted	N/A	N/A		
The stress testing model refined	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff have capacity to run a stress testing model(s) effectively and interpret results	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Staff run model simulation	N/A	N/A		
Training completed	N/A	N/A		

Objective OB27192 – *Develop/strengthen stress testing capability of the central bank (CB)*. This objective falls under the same project ID (BSR_META_2017_04) as the above objective. This objective was supported by two outcomes pertaining to increasing staff capacity to effectively implement stress testing models and for the authorities to operationalize effective stress testing models. Neither outcome nor the four milestones received internal IMF ratings.

Based on the findings elaborated below, the project received 12 points out of a possible 20 (60%) with an average score of 2.4.

Relevance – 4

The authorities at the Banking Control Commission of Lebanon (BCCL) requested technical assistance as a direct result of the findings and recommendations of the FSAP conducted in 2017. Thematic areas and objectives were mutually agreed upon by METAC and authorities and were fully aligned with and among the top priorities for the institution. All sources indicate that authorities led the demand for this intervention and demonstrate full ownership of the project. Topical relevance could not have been improved and is awarded a perfect score.

Effectiveness – 2

With METAC’s support the authorities resolved data quality and availability challenges and built an internal data storage system—necessary and important progress to support improved stress testing. However, only two missions in the planned series of four were conducted due to problems with the recommended technical solutions. The authorities and the expert collectively realized the stress testing model, sourced from IMF HQ, lacked the necessary flexibility for the Lebanese context. The model was “designed for large international banks, not smaller banks more relevant for Lebanon.”¹¹⁰ The model required specific data that was not pertinent to the Lebanese banking system yet without it the model could not be used. Authorities described the intervention as well sequenced with adequate time to implement the recommendations, but the largely unidentified risk pertaining to the limited utility of the stress testing model in the

¹¹⁰ Key informant interview MET 2

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Lebanese context has prevented the project from being completed. As a result, the outcome of implementing an effective stress testing model cannot and will not be achieved.

Impact – 2

As discussed above under effectiveness, the improvements in data quality and availability are directly attributable to the project. However, the inability to implement the planned stress testing model limits the impact score.

Efficiency – 2

Similar to other projects, correspondence between authorities and the expert prior to the mission contributed greatly to efficiency. The preparatory work meant that only “two to three intensive days maximum” were needed with the STX to work through data testing. Short missions reduce overall mission costs for METAC and similarly reduce indirect costs to authorities by limiting the time spent away from other day to day tasks. It is important to note that authorities described the expert’s in-person visit as “critical” given the intensive nature of the work and the extent of the on-site resources that were reviewed. The challenges with the stress testing model discussed that reduced the effectiveness and impact scores similarly limit the scoring for efficiency.

Sustainability – 2

Improved data systems are integrated into the department’s daily work and staff capacity building is supported by institutional cross-training. The limited success of the project to achieve the RBM outcomes and milestones, however, necessarily limits the sustainability score.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The TA built on previous investments (namely, a 2017 FSAP) and was directly tied to country authority priorities, reflecting excellent relevance. The inability to tailor the IMF’s stress testing model to fit the country context—discovered after project start—resulted in the cancellation of the remaining planned missions and relatively lower scores in all other OECD DAC criteria.

2. What alternative interventions, if any, might have provided better results and why/how?

Verify during the project design stage that the recommended technical tools can be appropriately tailored, if needed, to suit the country context.

BSR_MTA_2017_04 – Sudan

Sudan				
To implement a risk-based supervision (RBS) system and upgrade other supervisory processes				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Supervisors have sufficient capacity to effectively implement risk-based supervision and other supervisory processes	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
A training program is designed and delivered to supervisors	Partially Achieved	N/A		
Supervisors receive adequate training on best supervisory practices	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Supervisors have sufficient infrastructure/systems in place to improve credit risk monitoring and strengthen banking supervision processes	Largely Achieved	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
All lending institutions report on their borrowers on timely basis	Largely Achieved	N/A		
Databases are reviewed to ensure credit risk data adequacy and integrity	Largely Achieved	N/A		
Enforcement process are developed to penalize non-compliant banks	Largely Achieved	N/A		
Revised reporting templates on credit risk are developed	Largely Achieved	N/A		
Supervisory processes are amended to address existing gaps	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Bank risk assessment frameworks strengthened: a) Quality and timeliness of regulatory data enhanced; and b) Flexibility of reporting system improved	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Database reviewed to ensure data adequacy & integrity	Largely Achieved	N/A		
Revised reporting templates are developed.	Partially Achieved	N/A		
Risk-based procedures' manual is developed	Partially Achieved	N/A		
Risk-based reports template is developed	N/A	N/A		

Objective OB20870 – *To implement a risk-based supervision (RBS) system and upgrade other supervisory processes.* The objective is supported by three outcomes: that bank risk assessment frameworks are strengthened through enhanced quality and timeliness of regulatory data and improved flexibility of the reporting system; that supervisors have sufficient infrastructure/systems in place to improve credit risk monitoring and strengthen banking supervision processes; and that supervisors have sufficient capacity to effectively implement risk-based supervision and other supervisory processes. Ten of the eleven supporting milestones reflect internal IMF ratings of either 2s (partially achieved) or 3s (largely achieved) with an average score of 2.6.

Based on the findings elaborated below, the project received 12 points out of a possible 20 (60%) with an average score of 2.4.

Relevance – 3.5

The project built on previous interventions by METAC and was designed jointly by METAC and the authorities. The project was designed to bring Sudan in line with international best practice and standards and was described by authorities as fully aligned with and among the top institutional priorities.

Effectiveness – 2

Project documents indicate significant challenges and limited achievements. Three new procedures, out of a total of seven that were developed through missions conducted under this project, were tested and implemented by authorities. Although limited, the progress did result in improved data reporting by most banks (discussed below under Impact), indicating progress on the outcome pertaining to enhanced quality and timeliness of regulatory data reporting. However,

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

it was at times unclear to what extent the recommended procedures had been embraced because authorities were “reticent about communicating with the external expert.”¹¹¹ The December 2017 mission made no new recommendations because those from the March 2017 mission remained unfulfilled (four of the six recommendations saw no progress and the remaining two saw only slight progress).¹¹² Authorities did not report these challenges during interviews, indicating a possible uneasiness in discussing the difficulties with an external evaluator or a difference in expectations between METAC and authorities.

Impact – 2

Project reports indicate that the authorities implemented a new and necessary licensed software and that all banks and micro finance institutions, save one, complied with CIASA data reporting requirements.¹¹³ Authorities additionally shared that “the default ratio was within the global standard” as a direct result of the assistance provided by METAC, indicating strong attribution.¹¹⁴ However, limited achievements, discussed above under effectiveness, necessarily results in a lower impact score.

Efficiency – 3

The project comprised of two on-site missions and two work-at-home missions, all of which were conducted by the same STX. Unplanned repetitions of capacity building workshops had to be provided to train newly transferred staff. Sudanese policy stipulates the regular transfer of staff despite the negative consequences.

Sustainability – 1.5

Sustainability is inherently low due to the Central Bank of Sudan policy referenced above, requiring regular rotation of supervisory staff. This practice results in the loss of specialized staff and the repetition of previously delivered workshops. The authorities do not appear to have the internal capacity to conduct internal staff training on these topics independent from METAC.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

Relevance was high as the project was built on previous interventions, grounded in international best practices, and reflective of country authority priorities. However, the project suffered from internal challenges on the part of the Sudanese authorities, such as poor communication with METAC and limited capacity exacerbated by a policy requiring regular transfer of staff. This resulted in relatively low levels of achievement and sustainability.

2. What alternative interventions, if any, might have provided better results and why/how?

While clear and open discussion of these contextual risks during the project planning stage may promote a more realistic and achievable set of goals, there appears little METAC can do independently to generate improved results.

¹¹¹ (Shapiro, Review of the Central Bank of Sudan On-Site Supervision Manual, September 2018, p. 7)

¹¹² (Shapiro, Upgrade the On-Site Supervision Manual, December 2017, p. 15)

¹¹³ (Aziz, June 2017, p. 10)

¹¹⁴ Key informant interview MET 45

BSR_MTA_2017_04 – Tunisia

Tunisia				
Banks have strong capital and liquidity positions that adequately cover their risks and contribute to financial system stability				
Outcome	Rating	Verifiable Indicators	Baselines	Results
The level of banks' capital reflects well their risk profile, their business strategy and their risk acceptance levels	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Banks develop ICAAP in light with their risk profile & submit it to authorities	N/A	N/A		
Sup. integrate this asses. in their sup. framework to tailor sup. activities	N/A	N/A		
Sup. review banks' ICAAP & develop internal process to set up additional capital	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Supervisors have the competencies to drive the implementation process of Basel II/III and to monitor bank's compliance with the new requirements	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Supervisors attend training on ICAAP.	Fully Achieved	N/A		

Objective OB21168– *Banks have strong capital and liquidity positions that adequately cover their risks and contribute to financial system stability.* The project contributes to the implementation of Basel II/III by providing training and technical assistance to build authority capacity to drive implementation and compliance with Basel II/III requirements and to support appropriate risk profile through internal capital adequacy assessment processes (ICAAP). Only one of the objective’s four milestones is rated internally by the IMF; it received a score of 4 (fully achieved).

Based on the findings elaborated below, the project received 16 points out of a possible 20 (80%) with an average score of 3.2.

Relevance – 4

The perfect score results from the successful collaboration between IMF HQ, METAC, and the authorities to develop the intervention. The 2012 FSAP identified gaps in banking sector in relation to international standards and subsequent discussions with the IMF and METAC gave rise to a mutually agreed upon action plan. After initiating regulatory reforms, the authorities identified capital and liquidity as “one of the highest priorities” for the institution and approached METAC to initiate the intervention.¹¹⁵ Furthermore, the mission recommendations took local capacity and available human resources into consideration when charting next steps.¹¹⁶

Effectiveness – 3

¹¹⁵ Key informant interview MET_41

¹¹⁶ (Bangratz, April 2018, p. 12)

While only one of the objective's four milestones received an internal IMF rating, the most recent mission report (dated April 2018) provided to the evaluation team indicates the ICAAP milestones are "on track" and project management teams at the Central Bank are committed and dedicated to implementation.¹¹⁷ Authorities concur that the project mostly met its objectives. The factors limiting effectiveness, albeit only slightly, were identified from the start of the project: the ambitious project design combined with the Central Bank's insufficient resources and staffing. These challenges produced minor delays and necessitated small adjustments to the work plan but the project nevertheless "fulfilled everything it set out to," according to an interviewed country authority.¹¹⁸

Impact – 3.5

Significant and lasting improvements in banking supervision have resulted from the project, most notably the improved technical capacity of authorities and strengthened regulations and frameworks that contribute to positive changes in "the whole banking environment."¹¹⁹ ICAAP regulations were drafted with METAC support during missions and is a tangible and directly attributable output. Further, the technical assistance "helped uncover a major loophole in the Tunisian regulatory framework, there being no regulation addressing IRRBB" (Interest Rate Risk in the Banking Book) that had not been discovered independently by CBT.¹²⁰

Efficiency – 3

The project actively promoted efficiency in several ways. First, authorities were provided training materials prior to the mission to enable the visiting expert to cover more content more deeply; mission reports indicate that authorities brought excellent questions and specific requests for further explanations as a result of reviewing the training material ahead of time.¹²¹ Second, the missions actively encouraged continued remote engagement with authorities post-mission to answer questions and assist in implementation.¹²² Authorities also shared that "the reason these projects were successful is because they needed ownership" from the authorities as well as from METAC. "Remote learning would not have been appropriate" because it could not foster the same level of ownership as the in-person missions and characterized the selection of modalities as "mostly appropriate" and "mostly balanced".¹²³ The factor preventing a perfect efficiency score is the project extension required to sufficiently develop the Central Bank's supervisory capacity and assist the authorities to complete ICAAP implementation. The authorities requested significant unplanned support in the form of three additional week-long missions to fully implement the project and at least one of those add-on missions was conducted. According to the authorities, weak implementation capacity contributed to the repetition of outputs and request for additional TA. Greater accommodation for the authority's implementation capacity during the project planning stage may have reduced the need for additional, unplanned missions.

Sustainability – 2.5

¹¹⁷ (Bangratz, April 2018, p. 18)

¹¹⁸ Key informant interview MET_41

¹¹⁹ Key informant interview MET_41

¹²⁰ (Bangratz, April 2018, p. 12)

¹²¹ (Bangratz, April 2018, p. 11)

¹²² (Bangratz, April 2018, p. 18)

¹²³ Key informant interview MET_41

The authorities have formed two project management teams to oversee the prescribed ICAAP changes, indicating institutional support for and incorporation of the achievements made to date. The primary concern for sustainability concerns difficulty in retaining capable staff. Uncompetitive salaries in the public sector results in the loss of one to four staff each year and there is no plan to combat this pattern. As referenced above, staffing challenges have reduced effectiveness and efficiency and similarly affect sustainability. An April 2018 mission recommended the Central Bank follow a “train the trainers approach” to disseminate knowledge throughout the institution and support knowledge retention despite staffing changes; the evaluation team supports that recommendation in full.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The project built on previous investments, namely a 2012 FSAP, and directly addressed stated country authority priorities. Country authority ownership was high. Productive pre- and post-intervention communication between country authorities and METAC promoted efficiency and successful implementation. On the whole, this was a highly successful project although sub-optimal implementation capacity and staff retention challenges are a threat to sustainability.

2. *What alternative interventions, if any, might have provided better results and why/how?*

N/A

BSR_MTA_2017_04 – West Bank and Gaza

West Bank & Gaza				
To improve supervisory effectiveness for accounting and prudential provisioning through improving regulatory guidelines against international standards and practices				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Enhanced knowledge of IFRS by CB supervisors and banks, including dealing with specific provisioning issues to balance requirements by IFRS and Basel principles	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Action plans approved by bank Board for implementing new rules	Largely Achieved	N/A		
New credit assessment & monitoring systems implemented.	Largely Achieved	N/A		
Supervisory enforcement of new regulations, including training, manual update, updated on-site/off-site practices	Largely Achieved	N/A		
Training staff	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Improved provisioning guidelines and implementation of the guidelines provisioning is commensurate with credit risk and sufficient for capital adequacy assessment	N/A	Databases and management practices modified to ensure data adequacy and integrity	N/A	N/A
Milestones	Rating	Milestone Achievements		
Draft guidelines on credit risk classification are drafted.	Largely Achieved	N/A		
Guidelines on credit risk classification & provisioning are approved by authorities	Fully Achieved	N/A		

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Guidelines on credit risk & provisioning are passed by the cabinet.	N/A	N/A
Guidelines on credit risk classification & provisioning are consulted upon with banks	Largely Achieved	N/A

Objective ID OB23567 – *To improve supervisory effectiveness for accounting and prudential provisioning through improving regulatory guidelines against international standards and practices.* The two stated outcomes were to enhance knowledge of International Financial Reporting Standards (IFRS) by country authorities and banks and to improve and implement provisioning guidelines that are commensurate with credit risk and sufficient for capital adequacy assessment. Seven of the project’s eight milestones were rated by the IMF; of those seven rated milestones, six scored a 3 (largely achieved) and one scored a 4 (fully achieved).

Based on the findings elaborated below, the project received 16.5 points out of a possible 20 (83%) and an average score of 3.3.

Relevance – 4

TA resulted from direct requests by the Palestinian Monetary Authority to support their ongoing efforts to align with international standards and best practices. The TA included work arounds and approximation techniques to overcome data availability challenges, indicating customization of TA to promote relevance.

Effectiveness – 3

Mission reports refer to efforts made by the authorities to implement the recommendations necessary to achieve the project objective, including forming an oversight committee to track IFRS 9 implementation and enhancing regulatory guidelines and reporting forms.

Impact – 3

Each mission under the project directly resulted in the authority’s completion of new or updated regulatory and supervisory guidance relevant to the project objective.

Efficiency – 2.5

The same external expert was retained for all three missions supporting this project objective. However, limited progress was reported between the September 2017 and the February/March 2018 mission. These two missions occurred in relatively quick succession and it appears possible that remote TA could have been provided in lieu of the February/March 2018 mission to support authorities and maintain momentum while reducing travel costs.

Sustainability – 4

The project demonstrates numerous efforts to bolster sustainability of results. The inclusion of numerous documents and resources for authorities to reference moving forward promotes early stage effectiveness and longer-term sustainability; the purposeful design of a mission workshop to serve as a permanent resource promotes sustainability by enabling authorities to conduct future training. Future TA is recommended to help authorities successfully comply with the new regulations and to further identify the impacts of IFRS beyond the topics addressed in this intervention. However, this is more appropriately recognized as an indicator of the long-term

relevance of METAC and the progressive nature of the TA provided than a negative statement on the intervention’s sustainability.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The TA was responsive to authority requests and was customized to address unique context and capacity challenges, resulting in excellent relevance and sustainability. Planned milestones/outcomes were largely achieved. This project further offers an unusual counter example of another TA provider. Their relatively poor quality amplifies the importance of METAC and underscores the attribution of the achieved results as a reflection of the impact of METAC’s intervention.

2. *What alternative interventions, if any, might have provided better results and why/how?*

Exploration of alternative TA delivery modalities, including remote TA, as appropriate for missions in relatively quick succession where limited intervening progress is likely to have been made.

FFL_MTA_2017_04 – Egypt

Egypt				
Improve the effectiveness and efficiency of the financial sector to promote financial stability by introducing new or amending existing financial legal frameworks in accordance with international best practices				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Country adopts or amends laws incorporating changes to the financial legal framework	N/A	New or amended laws are enacted or baseline improved	N/A	N/A
Milestones	Rating	Milestone Achievements		
Submission of amendment to parliament on central banks governance in Central Bank Law.	Largely Achieved	N/A		
Submission of amendment to parliament on early intervention and resolution framework in central bank law.	Partially Achieved	N/A		

Objective OB24309 – *Improve the effectiveness and efficiency of the financial sector to promote financial stability by introducing new or amending existing financial legal frameworks in accordance with international best practices.* The project comprised two milestones: submission of amendment to parliament on central banks governance in Central Bank Law (internal IMF rating of 3, largely achieved) and submission of amendment to parliament on early intervention and resolution framework in central bank law (internal IMF rating of 2, partially achieved). Both milestones support the outcome to adopt or amend laws incorporating changes to the financial legal framework.

Based on the findings elaborated below, the project received 15.5 points out of a possible 20 (78%) and an average score of 3.1.

Relevance – 4

The intervention contributed to the authority’s existing reform efforts and objectives were discussed and agreed upon prior to the mission. The IMF LEG team further coordinated this

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

intervention with MCD, MCM, and FIN to ensure coherence with Egypt’s Fund-supported program and context specific policy concerns.

Effectiveness – 2.5

The intervention contained an original deadline of June 30, 2018 for authorities to submit a draft amendment to parliament. Project documents state that work was “on track” but no progress was subsequently reported and IMF internal ratings, on average, were 2.5.

Impact – 2

The IMF LEG team produced the draft regulations on behalf of the authorities for them to review and submit to parliament. This is evidence of progress, but higher impact cannot be achieved without Parliament’s endorsement of the regulations.

Efficiency – 4

The intervention received a perfect score (4) in efficiency. There was clear evidence of thoughtful pacing of missions to maximize the value of those trips and the use of remote support, including conference calls, to support real-time engagement at minimal cost.

Sustainability – 3

Although the IMF LEG team drafted the regulations, they discussed the drafts with authorities to ensure understanding and encourage commitment.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The intervention was designed in collaboration not only with country authorities but with various IMF and METAC teams to ensure coherence with Egypt’s Fund-supported program, resulting in excellent relevance. While positive steps towards outcomes have been made, country authorities have not yet completed the final step—submitting draft regulations to Parliament. This necessarily limits effectiveness, impact, and sustainability.

2. What alternative interventions, if any, might have provided better results and why/how?

N/A—completion of the final milestone is fully the responsibility of authorities with a highly limited role for METAC and/or IMF HQ.

FFL_MTA_2017_04 – Sudan

Sudan				
Improve the effectiveness and efficiency of the financial sector to promote financial stability by introducing new or amending existing financial legal frameworks in accordance with international best practices				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Country adopts or amends laws incorporating changes to the financial legal framework	N/A	New or amended laws are enacted or baseline improved	N/A	N/A
Milestones	Rating	Milestone Achievements		
Authorities establish a working group within the Central bank of Sudan	Fully Achieved	N/A		
Authorities submit draft amendments of the Banking Business Act to Cabinet	N/A	N/A		

Objective OB23324 – *Improve the effectiveness and efficiency of the financial sector to promote financial stability by introducing new or amending existing financial legal frameworks in accordance with international best practices.* This project shares the same outcome as the FFL project in Egypt above. Under the project, authorities are to establish a working group within the Central Bank of Sudan (internal IMF milestone rating of 4, fully achieved) and to submit draft amendments of the Banking Business Act to the Cabinet (no internal IMF milestone rating provided).

Based on the findings elaborated below, the project received 11 points out of a total possible 20 (55%) with an average score of 2.2.¹²⁴

Relevance – 3

Authorities indicated to the IMF/METAC that new regulations are a priority. The mission was customized to the Sudanese context and included discussions on how to adapt conventional international banking standards and their appropriateness for the Islamic financial system. Additionally, the mission built on desk review and resources on this topic provided by the IMF to the Sudanese authorities in September 2015.

Effectiveness – 3

The internal IMF milestone ratings indicate that at least one milestone was fully achieved (establishment of a working group). The IMF drafted recommended legal amendments and provided those to country authorities to support their ongoing reform efforts, although no information is available on the submission of those amendments to the Cabinet (an RBM milestone).¹²⁵

Impact – 2

The mission provided specific, technical suggestions on draft amendments to the Banking Business Act and drafts of proposed amendments were provided by IMF experts following the mission. The, albeit limited, progress made is thus attributable to the IMF/METAC intervention. However, it is not clear whether the draft amendments were proposed to the Cabinet (an RBM milestone) or subsequently implemented. Indeed, the *implementation* of the amendments is not even included in the RBM framework despite being critical to achieving the objective. The RBM framework is insufficiently comprehensive and does not incorporate impact.

Efficiency – 2

The mission was largely discursive in nature and revolved around recommendations for draft amendments. The IMF experts provided draft amendments to the authorities following the mission. However, it is unclear from the available resources why the mission required three IMF HQ staff to engage on-site with the authorities during the 10-day mission in April 2017, which contributes to the low score.

Sustainability – 1

The RBM milestones, which cover only the authority's *establishment* of a working group and *submission* of draft amendments to the Cabinet, do not culminate in a meaningful change or

¹²⁴ KII contacts unresponsive despite significant efforts from multiple parties. This assessment is based on desk review alone.

¹²⁵ (Obiang, 2017)

improvement in Sudan’s financial legal framework. As written the milestones cover only the first steps of required action and do not connect fully to the project outcome: country adopts or amends laws incorporating changes to the financial legal framework. The project does not appear to consider the steps required for successful adoption and sustainment of the amendments, which is required to achieve the desired outcome. There is significant work to be done to apply the recommended principles to Sudan’s Islamic Finance based system and ensure the BBA system can achieve its purpose.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The TA was responsive to Sudanese priorities and was customized to align with the context, signaling strong relevance. Progress was made on the draft amendments, however they have yet to be submitted to the Cabinet—a critical step that, unfulfilled, contributed to the lower effectiveness, impact, and sustainability scores.

2. *What alternative interventions, if any, might have provided better results and why/how?*

The project logframe does not include the passing and/or implementation of the amendments by the Cabinet. As written, the logframe does not reflect all steps necessary to achieve the outcome and objective and does not adequately support effectiveness, impact, or sustainability.

PFM_MTA_2017_04 – Algeria

Algeria				
Comprehensive, credible, and policy based budget preparation				
Outcome	Rating	Verifiable Indicators	Baselines	Results
A more credible medium-term macro-fiscal framework that supports budget preparation	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	
Milestones	Rating	Milestone Achievements		
FY18: MTBF prepared and consistent with MTFE and costed sector strategies.	Partially Achieved	N/A		
FY19: MTBF prepared and consistent with MTFE	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
A more credible medium-term budget framework is integrated with the annual budget process	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY20: A framework to develop a medium-term budget is available	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
A more comprehensive and unified annual budget is published	N/A	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY20: The impacts of the new organic law on the Institutional arrangements for budget preparation are identified	N/A	N/A		

Objective OB22736 – *Comprehensive, credible, and policy-based budget preparation*. The project outcome of a more credible medium-term macro-fiscal framework that supports budget preparation was supported by four milestones. The milestones were delineated by fiscal year,

running from FY18 – FY20, and covered the preparation of a medium-term budgetary framework (MTBF) through to its implementation. The FY18 and FY19 milestones, comprising MTBF preparation, were rated a 2 (partially achieved) in the IMF internal ratings.

Based on the findings elaborated below, the project received 15 points out of a total possible 20 (75%) with an average score of 3.

Relevance – 4

The intervention resulted from a direct request from the Algeria Ministry of Finance and TA reports further indicate the high priority nature of the topics addressed under this objective. Several TA missions under this objective were conducted jointly by FAD (from IMF HQ) and METAC, with input from country authorities. The inclusion of numerous stakeholders, particularly country authorities themselves, in identifying CD priorities and topics promotes excellent intervention relevance.

Effectiveness – 3

The final TA report within the evaluation timeframe, dated February 2019, states that recommendations from the November 2017 mission pertaining to budgetary risk identification remain unimplemented.¹²⁶ This is presented as a critical component to achieve the intervention outcomes. However, with METAC’s support, country authorities successfully passed a new legal framework to support more credible budget preparation. This represents a significant and important accomplishment. Significant effort—including strong political support and adequate human and financial resources—is required to successfully implement all aspects of the new framework over the next several years and fully achieve intervention outcomes.¹²⁷ Managerial reforms, in addition to technical reforms, are recommended to fully realize the new framework, although country authorities are described as committed and energized to institute the necessary changes.¹²⁸

Impact – 2.5

The new legal framework will be implemented gradually through 2023 and future monitoring is required to fully gauge successful implementation and thus the production of higher-level effects that would generate a high Impact score. The other criterion of Impact—the question of attributability of changes due to METAC interventions—rates strongly in this case. All TA reports indicate that the significant support and specific, tailored recommendations from METAC and FAD were critical to the achievements made by country authorities, as indicated under Effectiveness.

Efficiency – 3

The intervention produced achievements and there is no indication of unnecessary delays brought on by, for example, ineffective management.

Sustainability – 2.5

¹²⁶ (Charaoui, Chevauchez, Wendling, & Bourquard, February 2019, p. 36)

¹²⁷ (Charaoui, Chevauchez, Wendling, & Bourquard, February 2019, p. 7)

¹²⁸ (Charaoui, Chevauchez, Wendling, & Bourquard, February 2019) and (Charaoui & Roudeau, *Gestion de la Trésorerie*, July 2016, p. 6)

Country authorities successfully passed a new legal framework, which marks the initial steps of institutionalizing new processes and procedures—essential for sustainability. While TA reports indicate that full and successful implementation of the new framework relies on changes to management structures, the strong and sustained commitment of politicians, and the dedication of adequate human and financial resources, available evidence does not address plans to support these needs. It is in METAC’s interest to support authorities in identifying and addressing factors affecting sustainability so as to similarly sustain the impact of their investment.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

Similar to most projects in the sample, this project demonstrated excellent relevance thanks to collaboration between FAD, METAC, and country authorities to address the authority’s stated priorities. Effectiveness, impact, and sustainability, however, suffered somewhat due to unresolved organizational and managerial weaknesses on the part of the Ministry of Finance that are necessary for greater achievement and sustainment.

2. *What alternative interventions, if any, might have provided better results and why/how?*

Collaborate with country authorities during the design stage and iteratively throughout implementation to identify and mitigate risks and challenges. Actively supporting country authorities in this way promotes greater achievement and sustainment of METAC recommendations and thus greater return on investment.

PFM_MTA_2017_04 – Djibouti

Djibouti				
Improved laws and effective PFM institutions				
Outcome	Rating	Verifiable Indicators	Baselines	Results
The capacity of ministry of finance to plan, implement and sustain PFM reforms is enhanced	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: Development of an action plan to strengthen practices related to cash and debt management, fiscal and financial oversight of public corporations, and public investment	Fully Achieved	N/A		

Objective OB22738 – *Improved laws and effective PFM institutions*. A single mission was conducted jointly by METAC and FAD experts from IMF HQ with the express purpose of developing an action plan and identifying necessary reforms to strengthen practices related to cash and debt management, fiscal and financial oversight of public corporations, and public investment. The milestone is unique in that it was fully achieved (IMF internal score of 4) by the IMF and METAC’s own initiative and required participation but no real action by the Djibouti authorities.

Based on the findings elaborated below, the project received 13 points out of a possible 20 (65%) and had an average score of 2.6.

Relevance – 4

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

The intervention was in response to a request from the Budgetary Minister and directly supports Djibouti's national development goals.

Effectiveness – 3

The mission successfully accomplished the project's sole milestone: "FY18: Development of an action plan to strengthen practices related to cash and debt management, fiscal and financial oversight of public corporations, and public investment." However, the project framework is inadequate as the completion of the milestone does not lead to significant progress on or fulfillment of the outcome, which the IMF/METAC scored as "partially achieved."

Impact – 2

The mission resulted in an action plan for Djibouti authorities that likely would not have been created without the IMF/METAC intervention. The mission additionally built the knowledge base of the authorities through the inclusion of 4 mini-seminars on public enterprises, public investment management, cash management, and TSA alongside international examples and IMF analytical work. The achievements appear attributable to the intervention, a key criterion when considering impact. However, impact is necessarily low because of the limited nature of the strategic framework for this objective. The creation of the action plan and capacity development alone do not generate high-level effects. The RBM did not include any milestones or outcomes concerning the *implementation* of the action plan and newly developed skills, which are essential to achieve higher level effects (another key criterion when considering impact).

Efficiency – 3

The in-person mission enabled extensive discussions with authorities that informed findings and recommendations of great depth and scope. It is unlikely that such results would have been achieved through remote engagement. However, available documents provide no information on follow-up actions by authorities or the IMF. This suggests limited value for money and/or an inefficient use of the RBM framework whereby this intervention is not appropriately linked to other TA being provided. External factors such as political issues or turnover of government counterparts may also have limited follow-up, although there was no evidence in the documents available to the evaluators with which to make a determination.

Sustainability – 1

The intervention concerned only the *creation* of an action plan, not its *implementation* and thus scores poorly on sustainability. Project documents contain no discussion of how authorities will sustain the recommendations and action points within that plan. The October 2019 Article IV Consultation report states that while other areas outside the scope of this intervention, such as statistics, have seen improvement, "progress has been more limited on strengthening public financial management, developing a debt management strategy, adopting a medium-term budget framework anchored on debt sustainability, [...] partly reflecting low implementation capacity."¹²⁹ However, there is a high incentive for authorities to sustain the knowledge gains that resulted from the capacity development aspect of this intervention given their high relevance to Djibouti's national development goals.

¹²⁹ (International Monetary Fund, October 2019, p. 5)

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The TA was aligned with stated country authority priorities (indicating excellent relevance) and successfully developed the planned action plan (indicating excellent effectiveness). However, the limited nature of the strategic framework for this objective necessarily limits the scores for impact and sustainability. The framework does not include benchmarks for implementation of the action plan by country authorities. Available documents further state that there has been limited progress due to the low implementation capacity of country authorities.

2. What alternative interventions, if any, might have provided better results and why/how?

The project framework should be expanded to reflect the implementation of the action plan. Because of its scope, it may not be possible or feasible to reflect its full implementation within this project. In that case, the project should be clearly linked to other interventions where implementation is covered.

It is also important to note how the structure of the TA report, which is shared with authorities as a resource, is not conducive to sustainability or future intervention. The report identifies 29 separate recommendations. However, they are merely included throughout the body of the report. There is no table, either within the report or as an annex, compiling the recommendations and timelines for proper sequencing as appears to be standard practice for most other TA reports. Failure to do so, as in this case, introduces an unnecessary challenge for authorities to identify action points and timelines.

PFM_MTA_2017_04 – Egypt

Egypt				
Strengthened identification, monitoring, and management of fiscal risks				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Disclosure and management of contingent liabilities and other specific risks are more comprehensive	Largely Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: A draft fiscal risks statement is prepared	Fully Achieved	N/A		
FY19: A draft quantification of fiscal risks is prepared	Partially Achieved	N/A		
FY20: Disclosure of Fiscal Risks is enhanced and gaps with international standards identified	N/A	N/A		
FY20: the Fiscal Risk statement (or a document with a similar purpose) include a section presenting key fiscal costs and risks arising from PPPs	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Central fiscal oversight and analysis of public corporation risks are strengthened	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: A draft framework for the management of fiscal risks related to public corporations is available	Largely Achieved	N/A		
FY19: A risk assessment dashboard is available to monitor the individual and consolidated SOEs financial performance	Partially Achieved	N/A		

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

FY21: key fiscal risks arising from public corporations and related mitigations actions identified	N/A	N/A
----------------------------------------------------------------------------------------------------	-----	-----

Objective OB22740 – *Strengthened identification, monitoring, and management of fiscal risks.* This project contains seven milestones under two outcomes: strengthened central fiscal oversight and analysis of public corporation risks and more comprehensive disclosure and management of contingent liabilities and other specific risks. Four of the milestones have been rated internally by the IMF for an average score of 2.75; the remaining three milestones correspond with future planned TA and are not yet rated.

Based on the findings elaborated below, the project received 16 points out of a possible 20 (80%), with an average rating of 3.2.

Relevance – 4

The reform priorities targeted by the TA were collaboratively identified through discussions between country authorities and a joint FAD-METAC mission. Further, project reports state that the TA was customized to include approaches utilized in comparable countries as a way to compare differences and determine the best course of action for Egypt.

Effectiveness – 3

Authorities published the fiscal risks statement (an RBM milestone) two years in a row. Available project documents do not explicitly reference progress on all milestones but suggest incremental progress and commitment. The IMF’s internal ratings support this finding.

Impact – 3

In response to the joint FAD-METAC mission, authorities commenced work on consolidating and analyzing data on state owned enterprises. This is a key pre-requisite to compiling a dashboard (an RBM milestone). Authorities report a “heightened awareness of the fiscal risks” because of TA and have further taken steps to strengthen the management of fiscal risk.¹³⁰ Of note is the authorities’ concurrent support from the World Bank, which appears involved on similar topics and is at least providing comments on draft policies that are being produced under the METAC intervention.

Efficiency – 3

The same expert took part in the first two missions under this project. The evaluation team found no reports of delays or new, previously unplanned TA that had to be added to the project. Efficiency, while strong, appears to have been passively attained; active steps such as substantive pre-mission coordination with country authorities to minimize time needed in country would have resulted in a higher scoring.

Sustainability – 3

Internal challenges facing country authorities, including difficulty acquiring and retaining qualified staff due to uncompetitive salaries and a bureaucratic culture opposed to change, pose challenges to sustainability. However, the fiscal risks statement is now published annually, suggesting successful incorporation into official processes and workloads. While Egypt is

¹³⁰ (Halstead, September 2017, p. 6)

making good progress, an expert advisor notes that “additional technical assistance may be required to support the authorities in developing a longer-term plan” for implementation.¹³¹

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The TA was collaboratively designed and customized, reflecting excellent relevance. Country authorities have made demonstrable progress following METAC recommendations, notably the publication a fiscal risks statement two years running. This indicates strong effectiveness and impact, as well as the successful institutionalization of TA to promote sustainability.

2. *What alternative interventions, if any, might have provided better results and why/how?*

Evidence of active steps to promote the efficiency of on-site missions, such as pre-mission coordination with country authorities to minimize time needed in country would, would justify a higher efficiency score.

PFM_MTA_2017_04 – Iraq

Iraq				
Improved coverage and quality of fiscal reporting				
Outcome	Rating	Verifiable Indicators	Baselines	Results
The chart of accounts and budget classifications are aligned with international standards	Largely Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY19: An analysis of key gaps with international good practices is available	Fully Achieved	N/A		
FY20. A chart of accounts consistent with international standards is finalized	Largely Achieved	N/A		

Objective OB25711– *Improved coverage and quality of fiscal reporting*. The outcome under this objective is to align the chart of accounts and budget classifications with international standards. The outcome received an internal IMF rating of 3 (largely achieved). Two milestones pertaining to completion of an analysis of key gaps with international good practices and finalization of a compliant chart of accounts received an average score of 3.5.

Based on the findings elaborated below, the project received 16 points out of a total possible 20 (80%) and an average score of 3.2.

Relevance – 4

The objective and related missions were developed in response to a CD request made by country authorities during meetings with the IMF in early 2018. Furthermore, the missions conducted under this objective refer to international standards and practices, strive to more closely align Iraq institutions with those standards, and are not guided by the subjective priorities of a single stakeholder.

Effectiveness – 3

¹³¹ (Halstead, September 2017, p. 14)

The authorities developed a new budget classification system, demonstrating progress towards milestones and endorsement of METAC's recommendations.

Impact – 3

The authorities' development of a new budget classification system was in direct response to recommendations made during a July 2018 mission. The new budget classification system will increase Iraq's compliance with international standards for fiscal reporting, a clear example of a positive and attributable effect of METAC's interventions.

Efficiency – 3

The objective required significant interaction with the authorities that required engagement with various resources (documents, charts, etc.). Such engagement is best conducted in person and it appears missions were less than one week in duration. Short missions also have the benefit of reducing costs to participating authorities by reducing their time away from their day to day duties (missions are held offsite in Amman, Jordan due to security concerns). Project documents also mention the need to alter time from the original designed project timeline, pushing milestone achievement dates from FY19 to FY20 at the authorities' request. These changes were "insignificant" and do not require a change in the overall project duration.¹³²

Sustainability – 3

The majority of recommendations can be implemented by authorities and sustained without continued TA. Only two recommendations (updating Classification of Functions of Government [COFOG] mapping and statistical reporting) are noted as possibly requiring future TA. Authorities are described as committed to implementing the recommendations, suggesting strong institutional support.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

Excellent relevance is underpinned by the collaborative design process and the alignment of the project to objective international standards. The country authorities' development of a new budget classification system was in direct response to recommendations made during a July 2018 mission and will increase Iraq's compliance with international fiscal reporting standards. Further, the majority of recommendations can be institutionalized and sustained with no further METAC support. This achievement is reflected in the strong effectiveness, impact and sustainability scores. METAC also made appropriate selection of TA modalities (in-person) to best address country authority needs.

2. *What alternative interventions, if any, might have provided better results and why/how?*

N/A

PFM_MTA_2017_04 – Jordan

Jordan

¹³² (Rame & Al Aissami, June 2019, p. 6)

Improved coverage and quality of fiscal reporting				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Comprehensiveness, frequency, and quality of fiscal reports is enhanced	Largely Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: Compliance with IPSAS cash-basis is improved and additional financial information are disclosed in financial statements	Fully Achieved	N/A		

Objective OB22744 – *Improved coverage and quality of fiscal reporting*. The project outcome is to enhance the comprehensiveness, frequency, and quality of fiscal reports through the achievement of the following milestone: additional disclosure of financial information in financial statements and improved compliance with the Cash Basis IPSAS (International Public Sector Accounting Standards). The milestone received an internal IMF rating of 4 (fully achieved) and the outcome was scored a 3 (largely achieved). However, the evaluation team was informed by METAC that the sole mission under this project occurred January 25 to February 3, 2016. This is outside the scope of this evaluation, which covers activities conducted between May 2016 and April 2019.

Relevance – N/A

Effectiveness – N/A

Impact – N/A

Efficiency – N/A

Sustainability – N/A

PFM_MTA_2017_04 – Lebanon

Lebanon				
Comprehensive, credible, and policy based budget preparation				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Information on resources and performance by program is included in budget documentation	Not Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY19. Dissemination of good practices for gender budgeting	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
A more comprehensive and unified annual budget is published	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY19. Dissemination of good practices related to budget documentation and parliamentary budgetary oversight to Parliaments staff	Fully Achieved	N/A		

Objective OB28042 – *Comprehensive, credible, and policy-based budget preparation*. The project comprised two milestones, both the full responsibility of METAC to achieve: disseminate good practices for gender budgeting and good practices related to budget documentation and

parliamentary budgetary oversight. Both milestones received an internal IMF rating of 4 (fully achieved); the two outcomes received an average internal IMF rating of 1.5.

Based on the findings elaborated below, the project received 16 points out of a possible 20 (80%) with an average score of 3.2.

Relevance – 4

Available project documentation included little reference to how the project was identified or planned. Interviews with stakeholders provide evidence of great care and collaboration to ensure project relevance. The idea for the project originated with the authorities from their own needs assessment and they sought out METAC's support in this area; project objectives, outcomes, and the workplan were created collaboratively. All interviewed beneficiary authorities described the project as fully aligned with institutional priorities.

Effectiveness – 3

As is the case on several other projects, the completion of the milestones as written does not equate to progress toward the stated outcomes. Additional milestones, reflecting the actions that must be taken by authorities to implement the recommended practices, should be added to the RBM to enhance the functionality of the framework in monitoring progress towards outcomes and objectives. Stakeholder interviews and document review both reveal that institutional deficiencies hampered the authorities' efforts in implementing the recommended practices to progress on project outcomes. Identified challenges include insufficient trained staff resulting in limited implementation capacity, and insufficient political and institutional support at the highest levels that prevented interagency cooperation and data sharing. However, authorities shared that the project met or mostly met their objectives and institutional priorities. Country authorities succeeded in publishing an improved annual budget three years in a row (discussed at length below under Impact), which was an RBM outcome. While weaknesses in the logframe and institutional country challenges limited achievements, progress was nevertheless evidenced.

An administrative point that may benefit project effectiveness is how recommendations are presented in TA reports. Multiple TA reports under this project presented recommendations (up to 36 in a single report) but did not include timelines or deadlines for implementation, which most reports helpfully include. The absence of sequencing guidance introduces an easily avoidable challenge to implementation by authorities.

Impact – 3

The technical assistance provided under this project, in combination with a regional workshop on transparency and budget processes, resulted in the authorities' publication of the Citizen Budget in 2018 and its continued annual publication in subsequent years. This represents a significant positive change "at a time when Lebanon scored 3/100 on the [2017] budget transparency index published by the Open Budget Survey compared to a global average of 42/100."¹³³ A mission under this project also provided the authorities an outline to ease and standardize the regular compilation of fiscal risks reports. Whether similar results could have been achieved without METAC intervention or through support from other providers, such as the World Bank and the

¹³³ Key informant interview Ath_METAC_10 and corroborated by <https://www.internationalbudget.org/wp-content/uploads/lebanon-open-budget-survey-2017-summary-english.pdf>

EU who are both active in this topic, the authorities largely agree that METAC brings “cutting edge experience” that is “not present in other providers.”¹³⁴ While one authority interviewed believed that the same results could have been achieved without intervention, the majority of interviewed authorities consider that the technical work currently conducted by the institution “would not be feasible without the TA support from METAC.”¹³⁵

Efficiency – 3.5

Each of the three missions under this project was led by two people; at least one of the mission leaders for any given mission was present during the previous mission, enhancing continuity and efficiency. Project documentation indicates that IMF expert/Chief-Director of the Fiscal Policy Unit at the National Treasury of South Africa, was brought in for one mission and facilitated discussion on lessons learned from the South African experience and relevant best practices for Lebanon.¹³⁶ Further promoting efficiency is the availability of experts following the mission through phone calls and emails to clarify points and discuss future TA needs.¹³⁷ All authorities described the intervention as of excellent quality and the modalities as very appropriate, with one caveat that an instance of video conferencing—necessitated by security concerns—was “not ideal.”¹³⁸

Sustainability – 2.5

The authorities created a working group to support the adoption of improved accounting standards and the project missions conducted capacity building workshops with this working group. Project reports indicate that, despite marked progress against the project framework, continued capacity development is required to support the authority’s implementation and expansion of the project objective. This need for continued CD is similarly recognized by the authorities. METAC and the authorities must take a “more aggressive view of capacity building” as well as staff retention and development in order to “build financial competency in core institutions.”¹³⁹ One authority was reticent to separate the question of sustainability from the reality of the region’s political and security instability, saying instability necessitates regular rebuilding and repetition of TA.¹⁴⁰

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

Country authorities initiated the idea for the TA and sought out METAC’s advice, indicating excellent relevance. The project did produce tangible results, such as the publication in 2018 of a Citizen Budget Index and production of clear guidance to improve budget transparency. This is reflected in the strong effectiveness and impact scores. However, interviewed country authorities limited implementation capacity due to insufficient staff and insufficient political and

¹³⁴ Key informant interview METAC_10

¹³⁵ Key informant interview METAC_12

¹³⁶ (Charaoui & Stuart, Strengthening the capacity of the macro-fiscal department on fiscal risk management, November 2016)

¹³⁷ Key informant interview METAC_12

¹³⁸ Key informant interview METAC_12

¹³⁹ Key informant interview MET_10

¹⁴⁰ Key informant interview MET_10

institutional support at the highest levels that prevented interagency cooperation and data sharing.

2. *What alternative interventions, if any, might have provided better results and why/how?*

As is the case on several other projects, the completion of the milestones as written in the project framework does not equate to progress toward the stated outcomes. Additional milestones, reflecting the actions that must be taken by authorities to implement the recommended practices, should be added to the RBM to enhance the functionality of the framework in monitoring progress towards outcomes and objectives. A workplan that iteratively identifies and, to the extent possible, mitigates contextual challenges would also promote greater impact and sustainability.

PFM_MTA_2017_04 – Tunisia

Tunisia				
Improved Asset and Liability Management				
Outcome	Rating	Verifiable Indicators	Baselines	Results
More central government revenues and expenditures are deposited and disbursed through a Treasury Single Account	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: An updated action plan to consolidate government's liquidity is implemented	Fully Achieved	N/A		
FY20: An assessment of the TSA implementation is available	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Cash flow forecasts for central government is more accurate and timely	Partially Achieved	Reporting specific fiscal risks (FTC 3.1.2)	N/A	N/A
Milestones	Rating	Milestone Achievements		
FY18: regulation setting up the cash management committee are approved	Fully Achieved	N/A		
FY19: Linkage between budget preparation and cash planning are strengthened	Not Achieved	N/A		

Objective OB22754 – *Improved asset and liability management*. The objective is supported by two outcomes. The first, more central government revenues and expenditures are deposited and disbursed through a Treasury Single Account (TSA), received an internal IMF rating of 2 (partially achieved). It is supported by two milestones, including implementation of an updated action plan to consolidate government's liquidity and availability of an assessment of the TSA implementation. Both milestones received an internal IMF rating of 4 (fully achieved). The second outcome refers to more accurate and timely cash flow forecasts for central government and, like the first outcome, received an IMF internal score of 2 (partially achieved). It is similarly supported by two milestones pertaining to the establishment of a cash management committee (IMF internal rating of 4, fully achieved) and strengthened linkages between budget preparation and cash planning (IMF internal rating of 1, not met).

Based on the findings elaborated below, the project received 9 points out of a possible 20 (45%) with an average score of 1.8.¹⁴¹

Relevance – 2.5

The missions under this project were conducted in response to requests from the Tunisian Ministry of Finance. Further, the mission brought together stakeholders and management from all relevant departments and agencies to create an action plan—an approach that supports greater buy-in and customization to the authority’s needs and operating context. However, this topic and indeed the recommendations of the mission were made by a previous project by METAC as well as the World Bank; authorities did not initiate any significant actions in response to these previous recommendations. Available sources do not indicate what, if any, aspects may have changed regarding the authority’s priorities to warrant addressing this topic again.

Effectiveness – 2

Project documents indicate deadlines were extended by a year or more for the majority of recommendations. Four of the six broad topics included in the 2017 mission recommendations were initiated by authorities in 2018 but all were halted. Administrative instability, lack of internal support, insufficient human and material resources, and weak coordination between institutions contributed to delays and prevented more substantial, timely progress. Achievements were ultimately attained at the milestone level, including the establishment of a Treasury Committee, the formal establishment of a Cash Management Committee approved by the Minister of Finance, and an assessment of the implementation of a Treasury Single Account (TSA).¹⁴² Nevertheless, these represent intermediate steps (as is the nature of milestones) and the contextual challenges mentioned above limit progress at the outcome level. For example, the most recent TA report states that organizational reforms are still required before TSA can be more broadly utilized (an RBM outcome).¹⁴³

Impact – 1.5

Lack of higher-level achievements, as described above under effectiveness, necessarily results in a low impact score. Country authorities have advanced at the milestone level (described above under Effectiveness) in direct response to METAC’s support, which indicates attribution. However, the significant organizational challenges within the country institution prevented the higher-level effects required for a higher Impact score.

Efficiency – 2

The September 2017 and November 2018 missions were conducted by the same experts, contributing to cost effectiveness. Additional interventions were cancelled and, although the reason is not explained in available project documents, this appears the most cost-effective and appropriate decision.

Sustainability – 1

¹⁴¹ KII contacts for this country objective were unresponsive despite significant efforts from multiple parties. This assessment is based on desk review alone.

¹⁴² (Roudeau, November 2018, p. 15)

¹⁴³ (Roudeau, November 2018, p. 7)

The Tunisian authorities have the action plans and recommendations resulting from the project missions. In theory, once they have the resources and the will to implement, they can follow that action plan. However, the persistence of serious internal challenges that prevented progress on outcomes (discussed above under Effectiveness) limit the ability of country authorities to achieve and institutionalize necessary reforms. Institutionalization of and bureaucratic support for reforms are critical when considering sustainability and their insufficiencies here result in a low sustainability score.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

This project received an unusually low relevance score compared to most other sampled projects. This intervention is a repeat of previously delivered METAC TA and there is no justification of what may have changed regarding the authority's priorities or commitment to warrant addressing this topic again. While country authorities made some progress at the milestone level, significant organizational challenges within the country institution prevented achievement of higher-level positive impacts. The project was also cancelled after the initial missions, although available data sources do not offer a justification. These factors are reflected in the modest to poor scoring of the remaining OECD DAC criteria.

2. *What alternative interventions, if any, might have provided better results and why/how?*

METAC should clearly discuss and document why a previously delivered TA topic is being repeated. This should be part of a broader discussion with country authorities during the design stage and should also include clear identification of the risks and challenges facing the project and what is required by METAC and by country authorities to mitigate them. The decision to cancel additional interventions under this project appears the correct choice given the low levels of achievement.

REV_MTA_2017_04 – Egypt

Egypt				
Strengthened core tax administration functions				
Outcome	Rating	Verifiable Indicators	Baselines	Results
A larger proportion of taxpayers meet their filing obligations as required by law	Largely Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
Automate employers' PAYE filing declarations	Partially Achieved	N/A		
Begin pilots' phase 4 1 September 2017 and complete by 15 May 2018	Fully Achieved	N/A		
Begin to implement the roll-out	Fully Achieved	N/A		
Complete the roll-out	Fully Achieved	N/A		

Performance outcome measures and targets are developed	N/A	N/A		
Prepare a prioritized and sequenced roll-out plan for the new filing procedures	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
A larger proportion of taxpayers meet their payment obligations as required by law	Largely Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
Begin a pilot to ensure on-line payment for large taxpayers	Fully Achieved	N/A		
Begin pilots phase 4 1 September 2017 and complete by 15 May 2018.	Fully Achieved	N/A		
Begin to implement the roll-out	Fully Achieved	N/A		
Complete the roll-out	Fully Achieved	N/A		
Performance outcome measures and targets are developed	N/A	N/A		
Prepare a prioritized and sequenced roll-out plan for the new payment procedures	Fully Achieved	N/A		
The STA and Ministry of Finance to investigate the introduction of an automated	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
The integrity of the taxpayer base and ledger is strengthened	Largely Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
Complete data cleanse	Largely Achieved	N/A		
Complete enhancement and update of taxpayer telephone database	Largely Achieved	N/A		
Develop capacity and implement the use of SMS and e-mail for customer contact by	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Taxpayer services initiatives to support voluntary compliance are strengthened	Fully Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
Summary guidance has begun to be published on ETA website.	Fully Achieved	N/A		

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Objective OB21826 – *Strengthened core tax administration functions*. The following four outcomes fall under the stated objective: the integrity of the taxpayer base and ledger is strengthened, a larger proportion of taxpayers meet their filing obligations as required by law, a larger proportion of taxpayers meet their payment obligations as required by law, and taxpayer services initiatives to support voluntary compliance are strengthened. Internal IMF rating gives the outcomes an average score of 3.1. The intervention milestones have an average internal IMF rating of 3.7.

Based on the findings elaborated below, the project received 15.5 points out of a possible 20 (78%) with an average score of 3.1.

Relevance – 3.5

The need for this TA was identified during the 2015 TADAT, which was administered at Egypt’s request. The intervention was logically structured as a series of four pilot stages to methodically progress the authorities through an increasingly complex process. However, the planning phase could benefit from more rigorous risk assessment. For example, project documents identify that the lack of reimbursement for out-of-pocket expenses means Egyptian Tax Authority “staff must bear the costs of telephone calls to taxpayers and travel to make face-to-face visits.”¹⁴⁴ These methods of engaging with taxpayers were envisioned from the start, but the incurring of non-reimbursable costs by staff, especially to reach pilot sites outside Cairo, was not identified during the planning stage. However, this issue was swiftly identified and was addressed in the national roll-out.

Effectiveness – 3

Most of the RBM milestones are internally scored by the IMF as largely or fully accomplished (scores of 3 or 4). This scoring pattern was similarly seen among outcomes. Overall, the project achieved strong progress, particularly concerning the rollout of improved payment and filing procedures nationwide. Some work remains but important progress was achieved.

However, some key milestones lack necessary specifics and are written in such a way that their achievement does not necessarily equate to progress toward the associated outcome. The project logical framework would be strengthened by addressing these logical gaps. For example, the milestone “Begin pilot phase 4 1 September 2017 and complete by 15 May 2018” appropriately received an internal rating of 4 (fully achieved); the phase 4 pilot was implemented during those dates. As written, however, the milestone does not capture the quality of the pilot. Project documents report one “purpose of the fourth pilot phase was to trial the improved filing and payment procedures in more challenging circumstances than previously tested. None of the pilot offices did this.”¹⁴⁵ Authorities struggled to implement the methodologies and high-level officials delayed making the necessary institutional changes, such as making the Project Management Office permanent. Once the office was made permanent it experienced a complete turnover in staff and authorities did not choreograph any handover. Completion of the pilot, however, was not the critical step toward outcome achievement. Indeed, significant progress on

¹⁴⁴ (Cartwright, On-Time Filing and Payment Improvement Project, January 2018, p. 9)

¹⁴⁵ (Cartwright, On-Time Filing and Payment Improvement Project: Starting the Roll-Out, May 2018, p. 7)

the outcome was made despite challenges implementing the methodology during the pilot. Instead, what was critical to achieve progress on the outcome was that country authorities successfully identified and addressed lessons learned from the pilot. In this they succeeded and various managerial changes enabled effective roll-out of the new methodology nation-wide and resulted in significant progress toward the outcome, as indicated in a December 2018 mission report.¹⁴⁶ A more useful milestone then (in addition to or in place of the existing milestone) would be “Action plan created to identify best practices and lessons learned from pilot phase 4.”

Impact – 3

The intervention did result in improved filing and compliance management procedures in some tax offices and authorities now have an extensive outline of how to enact improvements across the board. The challenges experienced during implementation provided important lessons that are of particular relevance as Egypt decided to proceed with a national roll-out of the new procedures despite the limited success of the pilot. The Project Management Office was made permanent at the direct recommendation of the mission. Critically, a January 2018 TA report stated that the pilot demonstrated the success of the new methodology as well as an important resulting voluntary compliance effect whereby taxpayers “who comply after action by the ETA are likely to voluntarily comply in the future [...] in between 88 and 100 percent of cases.”¹⁴⁷ This is strong evidence of high-level achievement attributable to the TA provided by METAC. When considering what would have occurred in the absence of the intervention, reality provides a compelling example. At the authorities’ invitation, Ernst & Young led a business process reengineering project to support the modernization and automation of ETA’s processes. However, project documents note that Ernst & Young had not yet included the updated filing and payment procedures that resulted from METAC’s intervention. It appears that worse results, or no results, would be achieved in the absence of METAC.

Efficiency – 3

Preparatory planning and training was conducted prior to commencing the pilot phase. The same external expert also conducted all missions related to this objective, an especially important factor for efficiency given the complexities and challenges encountered during implementation. Following the problematic pilot phase, authorities requested additional TA to support their national roll-out of the new procedures. Despite reported doubts about the readiness of officials to implement the national roll-out, it appears METAC continued to support this process. This exemplifies the delicate balance METAC must strike between supporting beneficiary countries and reserving funds for those countries where successful implementation is more likely.

Sustainability – 3

The authorities made integral institutional changes to support the recommendations, including creating a new Large Tax Office and a permanent Project Management Office. The problems encountered in the pilot phase, however, resulted from communication failures by and between authorities. The challenges of the pilot indicated the need for significant bureaucratic and institutional reforms to ensure sustained success of the national roll-out. Country authorities have

¹⁴⁶ (Cartwright, Implementing New Filing and Payment Procedures: Progress and Challenges, December 2018, p. 11)

¹⁴⁷ (Cartwright, On-Time Filing and Payment Improvement Project, January 2018, p. 9)

made meaningful progress to address these challenges, as discussed above under the Effectiveness criteria. The “lack of computers and staff” at many income tax offices, however, represents a sustainability risk that is not yet fully resolved.¹⁴⁸

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The project demonstrates strong relevance by building on gaps identified in a 2015 TADAT, although certain implementation challenges—such as non-reimbursable transportation costs incurred by Tax Authority staff—could have been better identified and mitigated from the start. The Phase IV pilot, central to this project, encountered significant challenges and was not successfully implemented as planned. While this raises numerous concerns, particularly for sustainability, available evidence states that country authorities captured the necessary learnings from the Phase IV pilot and proceeded with the national roll-out. Therefore, despite the uneven pilot experience, effectiveness and impact received relatively strong scores. Efficiency received a similarly strong score to reflect the ultimate value generated by METAC’s investment. Sustainability remains modest as country authorities solidify significant bureaucratic and institutional reforms and address resource challenges to sustain the reforms on a national scale.

2. *What alternative interventions, if any, might have provided better results and why/how?*

N/A—the Fund’s on-going efforts to improve and strengthen the RBM framework should address this project’s weak strategic framework and gaps in essential monitoring and reporting on outcomes.

REV_MTA_2017_04 – Iraq

Iraq				
Strengthened revenue administration management and governance arrangements				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Support functions enable more effective delivery of strategy and reforms	Partially Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
A high-level set of requirements that the new tax IT system should normally support is developed	Fully Achieved	N/A		
Governance and management structure for the implementation of new tax IT system is developed	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Corporate priorities are better managed through effective risk management	Fully Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a	N/A

¹⁴⁸ (Cartwright, Implementing New Filing and Payment Procedures: Progress and Challenges, December 2018, p. 6)

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

			framework of taxpayer segments is not in place.
Milestones	Rating	Milestone Achievements	
A time-bound workplan is in place for the implementation of compliance risk management function in the LTO	Fully Achieved	N/A	

Objective OB21812 – *Strengthened revenue administration management and governance arrangements*. The intervention includes two outcomes: support functions enable more effective delivery of strategy and reforms (IMF internal rating of 2, partially achieved) and corporate priorities are better managed through effective risk management (IMF internal rating of 4, fully achieved). The TA largely supported preparation and implementation of a new tax IT system and the two milestones completed during the evaluation timeframe received an average rating of 4 (fully achieved).

Based on the findings elaborated below, the project received 13.5 points out of a possible 20 (68%) with an average score of 2.7.

Relevance – 3.5

The intervention was developed in consultation with authorities following a February 2017 mission where authorities invited IMF/METAC to provide advice and discuss goals. The objectives appear necessary to bring the authorities in line with international standards.

Effectiveness – 2.5

Similar to the example of the REV_MTA_2017_04 – Egypt project, an accurate scoring of effectiveness is challenged by the nature of the RBM. As stated elsewhere, this is reflective of Fund-wide challenges with the RBM approach and is not specific to METAC. Because the milestones do not include reference to, for example, the *implementation* of a time-bound workplan to implement compliance risk management function and merely requires its creation, the achievement of the milestone does not necessarily correspond with progress toward the objective. The available project documents report that six of the nine recommendations made during the prior TA mission are incomplete as of May 2018. The report further states that the General Commission for Taxes “has made significant progress in respect of several aspects of the action plan that arose from that visit,” including the selection of a service provider for the new tax IT system.¹⁴⁹ Nevertheless, overall progress towards the outcomes remains limited.

Impact – 3

Following explicit recommendations made in the February 2017 technical assistance report, authorities introduced new sales and excise taxes in the 2018 budget.

Efficiency – 3

The same expert conducted two missions relating to the development of a Large Taxpayer Department, with continuity supporting efficiency. The intervention further provided authorities with templates and guidelines in advance of the May 2018 mission to review the material, bring

¹⁴⁹ (Middleton, Progressing the Implementation of a Large Taxpayers Office, May 2018)

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

questions to the mission, and maximize the capacity development and learning potential of the mission.

Sustainability – 1.5

Substantial organizational and legislative changes, as well as resource re-allocation, are required for Iraq to achieve the objective. The institution remains severely under resourced, with only thirty staff currently allocated to the Large Taxpayer Department, fifteen of whom are engaged in the area of taxpayer services.¹⁵⁰ While overall staffing increased by ten between 2018 and 2019, LTD remains insufficiently staff and is unable to fully administer all its designated functions.¹⁵¹ “Although current year filing performance has improved,” significant structural reforms remain incomplete and prevent the full achievement and institutionalization of recommendations required for sustainability. Following METAC recommendations, authorities introduced new sales and excise taxes in the 2018 budget (demonstrative of impact, as discussed above). However, there is “no separate legal basis for implementation which has created weaknesses in enforcement” powers as well as for sustainability.¹⁵²

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The project was designed collaboratively with country authorities and reflected international standards, indicating strong relevance. Overall effectiveness was limited with six out of nine recommendations still unimplemented, although country authorities did introduce new sales and excise taxes in the 2018 budget (supporting relatively strong impact). A critical weakness is the gap between RBM milestones and outcomes. The project is not set up for success because the strategic framework does not address the *implementation* of various recommendations that is required to achieve the outcomes. Project monitoring and assessment should be grounded in the RBM framework but any efforts in this regard are neutralized by the absence of key components. There are significant sustainability risks stemming from insufficient staff and resources, which require substantial organizational and legislation changes to resolve. STX continuity and productive pre-mission coordination prompted a strong efficiency score.

2. What alternative interventions, if any, might have provided better results and why/how?

Strengthen the RBM framework and make the linkages between milestones and outcome sufficiently comprehensive. If outcomes cannot be achieved in a single project cycle, or if their completion hinges on the completion of reforms under another, separate project, the framework should be contextualized within a broader country strategy to reflect these realities.

REV_MTA_2017_04 – Jordan

Jordan
Strengthened core tax administration functions

¹⁵⁰ (Middleton, Managing Large Taxpayer Compliance, August 2019, p. 6)

¹⁵¹ (Middleton, Managing Large Taxpayer Compliance, August 2019). Although this TA report is outside the timeframe under evaluation it includes descriptions of country authority progress and continued challenges that occurred during the evaluation timeframe. As such, it is included as a useful and relevant source.

¹⁵² (Andrew, August 2018, p. 5)

Outcome	Rating	Verifiable Indicators	Baselines	Results
Taxpayer services initiatives to support voluntary compliance are strengthened	Partially Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
A formal binding Private tax ruling mechanism is in place	N/A	N/A		
A formal binding Public tax ruling mechanism is in place	Partially Achieved	N/A		
An unambiguous legal framework to support a Private tax ruling mechanism is enacted in the law.	N/A	N/A		
An updated implementation plan for a formal binding private tax ruling mechanism is developed	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Audit and other verification programs more effectively ensure accuracy of reporting	Partially Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		
A tax audit processes using risk-based approaches and diverse audit types and duration are developed	N/A	N/A		

Objective OB21815 – *Strengthened core tax administration functions*. The objective is supported by two outcomes: taxpayer services initiatives to support voluntary compliance are strengthened (comprising four milestones) and audit and other verification programs more effectively ensure accuracy of reporting (comprising one milestone). Only two of the five milestones reflect internal IMF ratings and have an average score of 3 (largely achieved). The outcomes both reflect internal IMF ratings of 2 (partially achieved).

Based on the findings elaborated below, the project received 14.5 points out of a possible 20 (73%) with an average score of 2.9.

Relevance – 3.5

Interviewed authorities and project documentation both reflect the importance of the 2016 TADAT assessment, and a METAC diagnostic mission, in identifying areas for intervention based on international standards. Project planning included discussions between METAC, IMF TA departments, and the Jordanian Income Sales and Tax Department (ISTD) to determine objectives and outcomes and agree on the workplan. The authorities agreed that the intervention was important and ranked high on and was aligned with their institutional priorities. One recommendation raised by several authorities was their desire for additional grounding in international best practices in taxes at the onset of the intervention. Greater coverage of best practices through exploration of top tax systems around the world would further strengthen the

knowledge base and capacity of ISTD staff. One authority shared that “it’s not only about bringing experts to Jordan, it’s about visits by the ISTD”—physically or virtually—to broaden the scope of the discussion and ground recommendations in global examples of best practices.

Effectiveness – 2.5

Data analysis reveals a difference of opinion between authorities and METAC regarding project effectiveness. Achievements are identified, but “significant work to achieve implementation of the [tax] rulings system is still required.”¹⁵³ By comparison, the interviewed authorities stated project outcomes were mostly met although they made a clear distinction between milestones ISTD achieved and the milestones requiring action by other parts of the government, which were largely not achieved. These latter milestones pertained to legislative changes requiring parliamentary approval. The long and laborious legislative process in Jordan is a known and ongoing challenge, and it was not completed in this case. This reflects a challenge with the RBM model where achievements rely on action of government parties not directly involved with the project—in this case, parliament.

Impact – 2.5

Based on the available project documentation, impacts appear to be somewhat limited following the reported limitations highlighted above in the effectiveness discussion. However, the increase in ISTD staff’s knowledge and confidence with fundamental tax concepts as a result of the intervention should be commended. Indeed, authorities report that they are now collaborating with other tax institutions in the region because of their achievements and new expertise.¹⁵⁴ Additionally, at least one recommended legal amendment was passed, successfully shifting the burden of proof off the tax payer and onto the auditors.¹⁵⁵ This change has built trust between ISTD and the public and has resulted in increased voluntary tax compliance. Tax revenues are starting to increase and “the government is already using these higher revenues to cover expenses.”¹⁵⁶ Authorities stated that these results would not have been achieved without the intervention from METAC.

Efficiency – 3

Project documentation outlined the purposeful and thoughtful sequencing of missions that greatly contributed to efficiency. Initial missions concentrated on building a strong knowledge base to allow subsequent mission to focus on core tasks, rather than defining and explaining concepts as they arose. Authorities described the quality of the recommendations as very high to excellent and the modalities as well balanced and very appropriate. The in-person missions resulted in greater benefits for more staff compared to the limited attendance options for regional workshops.

Sustainability – 3

Staff retention remains a challenge—by one authority’s count ISTD lost approximately 100 of 1400 auditors in 2019, largely to the private sector and Gulf states where salaries are higher.¹⁵⁷

¹⁵³ (Woods, December 2018, p. 5)

¹⁵⁴ Key informant interview MET_40

¹⁵⁵ Key informant interview MET_42

¹⁵⁶ Key informant interview MET_42

¹⁵⁷ Key informant interview MET_40

However, ISTD has taken steps to promote the retention of knowledge and skills gained through the project. Authorities instituted a training academy “based on the TA missions of the IMF” to ensure new and current staff have the appropriate competencies.¹⁵⁸ Procedural changes have also been fully incorporated into the institution; automated systems have reduced the duration of some transactions from two weeks to ten minutes. Resources created through the TADAT and the project also enable authorities to conduct self-assessments and maintain the new procedures and standards. Challenges and limitations remain, but METAC’s intervention and the authority’s initiative suggest positive long-term sustainability of project outcomes.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

High project relevance was achieved by drawing on a diagnostic mission, a previous TADAT, international standards, and collaboration with country authorities to inform project design. Overall effectiveness was mixed. Country authorities directly involved with the project successfully completed recommendations, but significant achievements remain pending due to delays in other parts of the Jordanian government. These delays necessarily limited higher-level effects that would prompt a high impact score, although the project did produce enhanced technical capacity among country authorities and the passing of a recommended legal amendment, which promote increased tax compliance. Staff retention remains a sustainability challenge but ISTD actively mitigated this risk by creating a staff training academy modeled on METAC TA. This is a **best practice** that could be scaled and promoted in other METAC countries facing similar sustainability risks. Thoughtful pacing and sequencing of CD workshops underpinned a strong efficiency score.

2. *What alternative interventions, if any, might have provided better results and why/how?*

The RBM framework should clearly identify parties responsible for each milestone to promote meaningful and nuanced reporting on effectiveness that captures where any delays occurred. Given that delays were largely incurred by parties outside the project’s direct stakeholder group it is unlikely that project effectiveness would have been meaningfully improved by such monitoring and subsequent adaptive management. However, this is an RBM best practice and supports nuanced reporting to donors.

REV_MTA_2017_04 – Sudan

Sudan				
Improved customs administration core functions				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Audit and anti-smuggling programs more effectively ensure enforcement of customs laws	Partially Achieved	Improved identification, assessment, ranking and quantification of compliance risks (TADAT POA2-3)	A structured approach to identifying, assessing, prioritizing and mitigating risks within a framework of taxpayer segments is not in place.	N/A
Milestones	Rating	Milestone Achievements		

¹⁵⁸ Key informant interview MET 40

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Initial post-clearance audit program developed and basic audits	Partially Achieved	N/A
-----------------------------------------------------------------	--------------------	-----

Objective OB21819 – *Improved customs administration core functions*. The intervention contains one milestone to develop an initial post-clearance audit program in order to support the outcome that audit and anti-smuggling programs more effectively ensure enforcement of customs laws. The milestone and the outcome both reflect internal IMF ratings of 2 (partially achieved).

Based on the findings elaborated below, the project received 8 points out of a possible 20 (40%) with an average score of 1.6.

Relevance – 4

Topically, the project was relevant to the authorities’ needs. The intervention was initiated at the request of the Sudanese authorities, built on prior projects, and was informed by a scoping mission conducted by the expert at the start of the project. The intervention remained relevant to country authorities even after a change in the Director of Legal Affairs within the Sudanese Customs unit. Appointed in 2018, the new Director confirmed his “agreement in principle” with the reforms recommended under this intervention.¹⁵⁹

Effectiveness – 1

The project produced few to no achievements. Amendments drafted during missions remain unapproved and unimplemented; a post-clearance audit (PCA) unit in the risk management department, while formed, has yet to commence substantial work. Authorities recognize and appreciate the valuable expertise imparted by the expert, but numerous challenges prevented effective implementation. One of the most critical issues is staff capacity: authorities quite simply lack the capacity to implement the recommendations. This challenge was identified in all data sources. A member of IMF/METAC staff familiar with the project indicated that other providers delivered training workshops to complement METAC TA. Interviews with country authorities, however, indicate that additional training may have promoted effectiveness. There is a lack of consensus among interviewed stakeholders concerning how much training could or should be delivered prior to the approval of regulations (the regulations were not approved during the timeframe covered by this evaluation). This is an example where METAC and the member country may have slightly divergent expectations of what constitutes necessary, timely support to achieve the planned milestones and outcomes. It is also important to note that the PCA-related activities (which were selected for the evaluation sample) are addressed in the same missions and the same TA reports as other revenue workstream objectives (which were not selected for the evaluation sample). The interactive and interrelated nature of these objectives, outcomes, and milestones is not captured in the current RBM system, which segregates them under wholly separate objectives with no indication that they are addressed in tandem. This illustrates the slightly cumbersome nature of the RBM and its current weakness in representing the bigger picture of country interventions.

Impact – 1

¹⁵⁹ (Jenkins, Further Roll-out of Risk Management Across Sudan Customs, November 2018, p. 10)

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

A low impact score is the consequence of a low effectiveness score. Project documentation nor key informant interviews indicate any meaningful achievements. Drafts of proposed legal amendments were created as a result of TA missions under this project and can thus be attributed to METAC, but they have not been approved or implemented. One positive impact is the project's contribution to regional networks. From April 10-12, 2018 the expert and three Sudanese customs officials traveled to Jordan to observe their excellent use of business intelligence software in customs work. This visit supported regional networks and peer-to-peer exchange, although it is not clear that any subsequent engagement between Sudanese and Jordanian authorities occurred. Seeing a successful system in place in Jordan also provided an impetus to Sudanese authorities to recommit to reform recommendations made in several prior missions (April 2016 and Nov 2017). Additional targeted support, such as the capacity building discussed above, could have built on the momentum produced by the Jordan visit.

Efficiency – 1

All missions were conducted by the same expert, contributing to greater efficiency. However, the lack of achievement necessarily results in a poor efficiency score since METAC resources were not converted into results.

Sustainability – 1

The recommended legal reforms were drafted during the missions and can, in theory, be adopted at any time. Authorities describe how the expert introduced new concepts into their work, but the limited resources and capacity described above prevented implementation. Staff retention is a serious issue recognized by METAC and the authorities with significant ramifications for sustainability. "Some twenty staff were trained for PCA in early 2018" however they were all subsequently released to other departments.¹⁶⁰ Authorities lack the capacity, resources, and infrastructure to train new staff appropriately, creating heavy reliance on METAC or other providers for continued and repeated training.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The intervention was initiated at the request of the Sudanese authorities, built on prior projects, and was informed by a scoping mission conducted by the expert at the start of the project—all **best practices** reflective of excellent relevance. Unfortunately, this project is one of the few where excellent relevance does not parlay to similarly high levels of achievement. The insufficient capacity of country authorities is readily identified by all stakeholders and may have limited achievement. Another provider was intended to provide capacity development workshops, but as these workshops were not provided by METAC they were not evaluated. The lack of tangible achievements prompted poor scores in the remaining OECD DAC criteria.

2. What alternative interventions, if any, might have provided better results and why/how?

It is important to note that the PCA-related activities (which were selected for the evaluation sample) are addressed in the same missions and the same TA reports as other revenue workstream objectives (which were not selected for the evaluation sample). The interactive and interrelated nature of these objectives, outcomes, and milestones is not captured in the current

¹⁶⁰ (Jenkins, Further Roll-Out of Risk Management Across Sudan Customs, November 2018, p. 10)

RBM system, which segregates them under wholly separate objectives with no indication that they are addressed in tandem. This illustrates the slightly cumbersome nature of the RBM and its current weakness in representing the bigger picture of country interventions.

RSS_MTA_2017_04 – Afghanistan

Afghanistan				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Data are compiled and disseminated using appropriate statistical techniques, including to deal with data sources, and/or assessment and validation of intermediate data and statistical outputs	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁶¹	N/A	N/A
Milestones	Rating	N/A		
Advise on improving the compilation system.	Fully Achieved	N/A		
Assess available source data.	Fully Achieved	N/A		
Prioritize the balance of payments and IIP components for further enhancement, in line with the strategy of compiling external sector statistics in countries with low statistical capacity	Fully Achieved	N/A		
The balance of payments and IIP aligned to the BPM6 requirements.	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Source data are adequate for the compilation of these macroeconomic statistics	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁶²	N/A	N/A
Milestones	Rating	N/A		
Assess the current status of the Foreign Assets and Liabilities Survey (FALS) and recommend improvements, if needed.	Fully Achieved	N/A		
Include the FALS results in balance of payments and IIP.	Not Achieved	N/A		
Launch the FALS	Not Achieved	N/A		

¹⁶¹ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: For BOP and/or IIP, data compilation employs sound statistical techniques to deal with data sources; other statistical procedures.

¹⁶² The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: In the compilation of BOP and/or IIP data, source data are obtained from comprehensive data collection programs that take into account country-specific conditions; source data reasonably approximate the definitions, scope, classifications, valuation, and time of recording required; and source data are timely.

Objective OB20306 – *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The outcomes include improving the adequacy of source data for macroeconomic statistics and compiling and disseminating data using appropriate statistical techniques. The four milestones with completion dates of 31 March 2018 received internal IMF ratings of 4 (fully achieved); the remaining three milestones with completion dates in 2020 received internal ratings of 1’s (not met) and 2’s (partially achieved). The average rating for all milestones is 2.9.

Based on the findings elaborated below, the project received 17 points out of a possible total of 20 (85%) with an average score of 3.4.

Relevance – 3.5

The intervention was in direct response to a request from country authorities, including the Central Bank of Afghanistan, and arises from their institutional priorities. Available project documents reveal extensive collaboration with authorities to ensure the intervention was appropriate to the local Afghan context, including assisting authorities to identify and implement work around solutions to data limitations until those gaps could be filled. However, there are some discrepancies between the outcomes listed in the RBM and those listed in the project reports. A variety of specific outcomes are clearly documented in a table alongside corresponding verifiable indicators, expected completion date, priority level, and status.¹⁶³ This type of reporting is a **best practice** that sets clear expectations, facilitates monitoring, and promotes accountability. Yet the identified outcomes in the report do not correspond to the outcomes in the RBM. Rather, they appear to function as short-term outcomes, and so may be better termed “intermediate outcomes” in the report. Intermediate outcomes are a useful tool; clearly linking them to the RBM structure would improve the usage and utility of the RBM system.

Effectiveness – 3.5

The available project documents indicate a high likelihood that the planned objective will be achieved. Success of specific recommended tasks depends on interagency cooperation, funding, and staffing. Authority commitment is reported to be high and officials have made progress on all recommendations, of which several have been fully completed.

Impact – 4

Much of the training provided covered topics on which the national authorities had no prior knowledge. Without the intervention, they would have been unable to implement the necessary improvements to their balance of payments systems. The authorities made significant achievements as a result of the training, including submitting revised balance of payments data in the BPM6 format to the IMF’s statistics department, preparing international investment position (IIP) data in BPM6 format, and reconciling balance of payments and IIP data.¹⁶⁴ The intervention satisfies both aspects of Impact—the generation of higher level effects that can be logically attributed to the project.

¹⁶³ (Cardillo, March 2017, pp. 8-10, 24-25)

¹⁶⁴ (Cardillo, March 2017, p. 6)

Efficiency – 3.5

Missions were conducted offsite in Amman, Jordan due to the security situation in Kabul preventing on-site TA. Significant progress was made during these missions and, given low starting capacity of the authorities, hands-on/in-person TA appears to have been the best choice. There is no indication in the available project documents regarding the extent of any pre-mission preparatory activities or remote follow-up that would increase cost-efficiency.

Sustainability – 2.5

Inter-institutional collaboration must be strengthened to fully achieve some of the medium-term goals referenced in the project documents, particularly relating to data sharing between institutions. No status update was available in the project documents however authorities have demonstrated commitment to institutional reforms in the hiring of additional staff to support their statistics team. Project documents state a need for “intensive and consistent training in the short run” by METAC to build the authorities’ expertise although this should not penalize the sustainability score as it is simply reflective of the need for METAC’s work. However, of note is the finding that the RBM milestones for this project do not lend themselves to sustainability. Most are written from the perspective of IMF/METAC and the activities they will conduct. These have received internal IMF ratings of 4 (fully achieved). But the milestones do not include actions that must be taken by authorities to achieve the stated project outcomes, which was discussed at length under the Relevance criteria above.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The project responded to direct requests from country authorities and was tailored to the local context, indicating strong relevance. However, project frameworks presented in TA reports are not linked to the RBM. This is a **worst practice** and suggests there is significant room for improvement in the usage and utility of the RBM. Country authorities made progress on all recommendations, of which several have been fully completed. Progress stemming from METAC interventions has resulted in significant improvements in the quality and presentation of statistics and is reflected in the strong effectiveness and impact scores. Sustainability received a comparatively lower score due to the ongoing need for improved data sharing between institutions and expanded technical training for staff.

2. *What alternative interventions, if any, might have provided better results and why/how?*

METAC should optimize usage of the RBM and ensure all critical outcomes are reflected in the official project framework. This will encourage appropriate monitoring and reporting on all essential project components.

RSS_MTA_2017_04 – Lebanon

Lebanon				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results

Source data are adequate for the compilation of price statistics	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁶⁵	N/A	N/A
Milestones	Rating	Milestone Achievements		
Comprehensive economic surveys organized on regular basis	Partially Achieved	N/A		
Info collected via initiation surveys from public corps: elect, gas, water suppl	Largely Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff capacity increased through training, especially on developing source data, compilation methods, and dissemination	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁶⁶	N/A	N/A
Milestones	Rating	Milestone Achievements		
Hands on training of staff during the TA missions, compilation of PPI	Fully Achieved	N/A		
Relative to baseline, 10 staff trained in compiling and disseminating PPI	Not Achieved	N/A		
Relative to the baseline, ten staff are trained in methodological requirements and organizing the price observations for compiling PPI	Partially Achieved	N/A		
Relative to the baseline, the two staff are trained in compiling CPI/PPI	Fully Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Data are compiled and disseminated using the concepts and definitions of the latest manual/guide	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook.	N/A	N/A
Milestones	Rating	Milestone Achievements		
PPI regularly compiled for manufacturing activities, electricity, gas and water	Partially Achieved	N/A		
Updated weights, basket, and outlets for CPI	Partially Achieved	N/A		

Objective OB20276 - *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The project objectives mirror those of many other RSS projects: increasing staff capacity, generating adequate source data, and compiling and disseminating that data using the concepts and definitions of the latest manual/guide. Internal IMF ratings for the four milestones with expected achievement dates within the evaluation timeframe result in an average score of 3.25 (the average score of all eight of the project milestones is 2.5).

Based on the findings elaborated below, the project received 15.5 points out of a possible 20 (78%) with an average score of 3.1.

Relevance – 3.5

¹⁶⁵ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: Source data are adequate for the compilation of price statistics.

¹⁶⁶ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The number of staff trained to compile and disseminate these statistics is adequate.

Project documentation and stakeholder interviews confirm that the idea for the intervention was identified jointly by the authorities and TA departments at the IMF; both parties discussed and agreed on the project design and workplan at the start of the project. All authorities interviewed characterized the topics addressed under the project as among their institution's high priorities. The intervention was customized to the Lebanon context to support progress despite certain data limitations. While already a high relevance score, one area of improvement was identified as greater emphasis on enhancing staff capacity. Significant time was spent on improvements to the system, "with low insistence on staff empowerment because of the lack in time."¹⁶⁷ The partially met need for staff capacity building had follow-on implications for effectiveness and sustainability.

Effectiveness – 3

METAC has provided essential guidance and resources and the authorities have made progress in multiple areas following METAC recommendations, including, inter alia, allocating new staff, updating data collection tools and software to improve data relevance and validity, and developing an appropriate weighting scheme for PPI. Project documentation further indicate that country authorities are progressively implementing the recommended technical methodologies and are making progress on the outcomes. Internal challenges and institutional limitations prevent a higher effectiveness score. Sub-optimal resources and staffing were reported as factors limiting progress and resulted in a sense among some stakeholders that the project recommendations and implementation timeframe may have been overambitious and unrealistic. Limited inter-institutional coordination also prevents authorities from accessing data necessary to implement milestones pertaining to the compilation and dissemination of data.

Impact – 3

Authorities implemented multiple procedural changes and improvements in direct response to the METAC intervention, as referenced above under effectiveness. Positive long-term impacts were reported, including improvements in methodologies to align with international standards. Furthermore, previous and concurrent technical assistance from other providers strongly suggests these improvements would not have occurred without METAC's involvement. For instance, an EU-funded project assists the Lebanese authorities to develop a PPI for construction. The project is producing highly limited results due to the fact that a PPI in construction is "one of the most conceptually complex activities to include in the PPI" and the authorities do not have a sufficient foundation to do so.¹⁶⁸ Authorities also acknowledge they would be unable to publish statistics "on a regular basis without IMF technical assistance," highlighting the significant role METAC support played in generating the realized improvements.¹⁶⁹

Efficiency – 3

Beneficiary authorities characterized the quality of the intervention as very high to excellent. The balance of the types of assistance provided, however, was described as being partially to mostly balanced due to the need for more training—possibly in the form of regional workshops or

¹⁶⁷ From key informant interview MET_17

¹⁶⁸ (Graf, October 2017, p. 17)

¹⁶⁹ Key informant interview METAC 17

remote engagement—to fully implement METAC recommendations. Delays in data sharing between institutions also affected efficiency, although overall value for money appears good.

Sustainability – 3

Beneficiary authorities report that a shortage of capable staff, challenges retaining staff, lack of sufficient resources, and difficulties in inter-agency data sharing all pose a threat to long-term sustainability. However, all stakeholders concur that many project recommendations have been incorporated into the institutional bureaucracy, are being utilized, and are likely to remain. Authorities report that changes made in response to the METAC recommendations “will be useful every year in the process of the calculation needed to produce yearly and quarterly accounts.”¹⁷⁰

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The project was designed collaboratively with country authorities and is reflected in the good relevance score. However, country authorities reported needing more capacity development than was provided, which produced slight reductions on both relevance and efficiency. Positive long-term impacts were reported, including improvements in methodologies to align with international standards. Remaining limitations in country authority technical capacity and inter-institutional communication and data sharing have slightly dampened effectiveness, impact, and sustainability.

2. *What alternative interventions, if any, might have provided better results and why/how?*

Optimize provision of capacity development workshops to better enable country authorities to implement and sustain recommended TA. Alternative delivery modalities, including web-based resources and virtual missions, could be considered.

RSS_MTA_2017_04 – Libya

Libya				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Data are compiled and disseminated using the coverage and scope of the latest manual/guide	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷¹	N/A	N/A
Milestones	Rating	Milestone Achievements		
A framework for compiling the GDP estimates for the transition period established	Partially Achieved	N/A		
Export and Import estimates are regularly compiled on annual basis	Not Achieved	N/A		

¹⁷⁰ Key informant interview METAC_16

¹⁷¹ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The scope covers 2008 SNA accounts/aggregates: Minimum requirements specified by ISWGNA: annual value added and GDP at current and constant prices by activity; annual value-added components at current prices by activity; annual expenditures of GDP at current and constant prices.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Government final consumption expenditures are regularly compiled on annual basis	Not Achieved	N/A		
Gross capital formation is regularly compiled on annual basis	Not Achieved	N/A		
Household final consumption expenditures is regularly compiled on annual basis	Not Achieved	N/A		
Standard procedures for estimating NOE designed and tested	Not Achieved	N/A		
The compilation framework designed for GDP by activity value added	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff capacity increased through training, especially on developing source data, compilation methods, and dissemination	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷²	N/A	N/A
Milestones	Rating	Milestone Achievements		
National workshops during offsite missions for six participants, FY2018	Largely Achieved	N/A		
Relative to baseline, the staff trained to compile and disseminate national	Not Achieved	N/A		
Two participants attend METAC regional workshop, FY2018	Largely Achieved	N/A		

Objective OB20283 – *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The intervention outcomes include increased staff capacity and data that are compiled and disseminated using the coverage and scope of the latest manual/guide. Milestones include training workshops and the annual compilation by authorities of various data. Internal IMF ratings give the milestones an average score of 1.6, although those ratings were most recently updated in August 2018.

Based on the findings elaborated below, the project received 11.5 points out of a possible 20 (58%) with an average score of 2.3.

Relevance – 4

Previous research, as presented in a 2016 strategy note on Fund engagement with post-conflict Libya and the IMF’s General Data Dissemination Standards (GDDS) 2009 metadata for Libya, predicted a need for support in this area. Each mission under this intervention included discussions with national authorities to jointly identify priority areas for further improvement that were then addressed in subsequent missions. Project reports indicate that logistical challenges unique to the Libya administration were considered during the intervention.

Effectiveness – 2

Progress was made against the outcome regarding staff capacity. Missions provided authorities, “most of them without any experience,” with a week-long, hands-on training on the national accounts system. METAC-led review of the authority’s current data sources and possibilities for improvements support the latter outcome regarding data compilation and dissemination. The

¹⁷² The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The number of staff trained to compile and disseminate these statistics is adequate.

available project documents do not indicate authority's progress to begin regular annual compilations of data.

Impact – 2

Given the very low starting capacity of the country's national accounts team, the trainings provided under this project are very high value. It is unlikely the authorities would have achieved similar capacity development in METAC's absence, or at the very least would not have achieved it as quickly.

Efficiency – 2

Efficiency considers the value of project impacts compared to the cost. The efficiency criterion is thus necessarily predicated by effectiveness and impact. While no information on project cost is available, the awarded efficiency score of 2 is the logical conclusion based on the modest effectiveness and impact, both of which received a score of 2.

Sustainability – 1.5

Multiple interventions are required to continue to build the authority's capacity, however this should not reduce the intervention's sustainability score. The score should be based on the extent to which the authorities apply the METAC-provided training to annually compile and disseminate various national accounts data. While there is no information on this in the available project documents, the evaluation infers that, because of the high relevance of the CD and its obvious application to the institution's regular reporting duties, there is a high incentive for authorities to sustain the benefits of the intervention. Project documents do not reference any steps taken to support sustainability, preventing a higher score from being awarded.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The project was grounded in discussion with country authorities and previous IMF engagement, indicating excellent relevance. The relatively lower scores on remaining OECD DAC criteria are the consequence of the very low starting capacity of country authorities. Capacity development workshops have contributed to progress in the staff capacity outcome, but there remains little advancement in the technical achievements of the country authorities. This appears to reflect the extent to which country authority capacity needs to be built rather than any specific failing by authorities or METAC.

2. *What alternative interventions, if any, might have provided better results and why/how?*

N/A

RSS_MTA_2017_04 – Morocco

Morocco				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Data are compiled and disseminated using the sectorization of the latest manual/guide	N/A	The institutional responsibility for collecting, processing,	N/A	N/A

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

		and disseminating GFS is clearly specified and a unit at the Ministry of Finance is assigned to be responsible for the GFS compilation.		
Milestones	Rating	Milestone Achievements		
A comprehensive list of general government units for GFS data and public sector units for debt data units exists, is maintained, and is disseminate	Fully Achieved	N/A		
Delimitation of General government sector and its subsectors is defined in accordance with GFSM 2001/GFSM 2014 guidelines and is clearly identified in a revised institutional table	Fully Achieved	N/A		
GFS are compiled for the general government and its subsectors. Existing gaps in coverage and financing data are identified	N/A	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Business processes documentation for compilation and dissemination of macroeconomic and financial statistics is stored, accessed and regularly updated.	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷³	N/A	N/A
Milestones	Rating	Milestone Achievements		
Relative to the baseline, business processes documentation has been initiated and will be completed by end 2017. The documentation will be accessible and regularly updated.	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
The Legal/institutional environment is conducive to compile and disseminate macroeconomic and financial statistics; the Relevance/practical utility of existing statistics are monitored; Management processes monitor their quality; Institutional Integrity/Transparency/Ethical Practices meet statistical standards; statistical Leadership/strategic planning are in place	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷⁴	N/A	N/A
Milestones	Rating	Milestone Achievements		
Relative to the baseline, statistical regulations are adequate with respect to legal reporting requirements, penalties, or confidentiality safeguards (mid 2018).	Partially Achieved	N/A		
The institutional responsibility for collecting, processing, and disseminating GFS is clearly specified and a unit at the Ministry of Finance is assigned to be responsible for the GFS compilation.	Fully Achieved	N/A		

¹⁷³ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: Adequate business processes documentation exists, is well stored, accessible, and regularly updated to enable the compiling/disseminating statistical agency to sustain good statistical practices.

¹⁷⁴ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: Adequate statistical regulations exist to enable/empower the compiling agency to collect comprehensive source information and safeguard confidential information, through legal requirements and penalties.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Objective OB24941– *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The project comprises three outcomes:

- Data are compiled and disseminated using the sectorization of the latest manual/guide.
- Business processes documentation for compilation and dissemination of macroeconomic and financial statistics is stored, accessed and regularly updated.
- The Legal/institutional environment is conducive to compile and disseminate macroeconomic and financial statistics; the Relevance/practical utility of existing statistics are monitored; Management processes monitor their quality; Institutional Integrity/Transparency/Ethical Practices meet statistical standards; statistical Leadership/strategic planning are in place.¹⁷⁵

IMF internal ratings for the milestones under these outcomes resulted in an average score of 3.2.

Based on the findings elaborated below, the project received 8 points out of a possible 20 (40%) with an average rating of 1.6. This is significantly lower than the internal IMF ratings. The project documentation available to the evaluation team covered only interventions conducted in calendar year 2017 and did not include evidence that milestones were completed and sustained; the team was unable to justify awarding high scores similar to the IMF internal ratings.¹⁷⁶

Relevance – 3

Objectives, outcomes, and milestones were identified in consultation with the authorities during a March 2016 mission, drawing on IMF/METAC expertise and the needs and priorities of authorities.

Effectiveness – 1.5

Missions have experienced limited traction due to the country authority's perception that they have been less substantive and more evaluative in nature. The authorities are greatly interested in receiving more hands-on training from METAC.

Impact – 1.5

2017 missions directly resulted in the design of implementation frameworks and thus logically can be attributed to METAC's intervention. However, implementation and longer-term impacts appear to be limited as discussed above under effectiveness.

Efficiency – 1

Despite being topically relevant, the missions under this intervention did not provide the specific TA and capacity development that authorities desired and needed to achieve the milestones, resulting in low value for money and a low efficiency score. However, project documents indicate that IMF/METAC identified STX for future missions (outside the timeframe covered by

¹⁷⁵ The evaluation team recommends that this final outcome be streamlined or split into separate outcomes. Monitoring an outcome that contains five separate components will prove difficult and inefficient, if not ineffective.

¹⁷⁶ The evaluation team was informed by reviewers of the draft evaluation report that this objective was undertaken/continued by other funding streams, such as IMF01, that are outside the scope of the present evaluation.

this evaluation) who speak French and Arabic, indicating the likelihood of greater efficiency and effectiveness in future TA.

Sustainability – 1

Project reports indicate that staff turnover in the national accounts division is relatively high and that authorities request these new staff be trained by METAC. Enhancing the authority’s ability to train their own incoming staff would bolster intervention sustainability.

1. *Why was the achievement of the DAC criteria low/high and what factors explain it?*

The missions under this intervention appear to have been more evaluative than substantive and country authorities did not receive the specific TA and capacity development that authorities desired and needed to generate greater effectiveness and impact. Efficiency is similarly negatively affected by the suboptimal TA modalities. This project is the unusual case where good relevance, seen through the collaborative identification of country authority needs, does not result in similarly strong scores across the remaining OECD DAC criteria.

2. *What alternative interventions, if any, might have provided better results and why/how?*

Consideration of the TA modalities and the purpose of missions to ensure alignment with country authority needs and to promote progress on milestones and outcomes. Workshops that incorporate the Training of Trainers methodology or other resources/modalities would promote sustainability and mitigate the negative consequences of staff turnover.

RSS_MTA_2017_04 – Sudan

Sudan				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Source data are adequate for the compilation of the national accounts	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷⁷	N/A	N/A
Milestones	Rating	Milestone Achievements		
Administrative data accessed, verified, and organized for integration in the benchmark GDP estimates	Partially Achieved	N/A		
New benchmark GDP estimates for 2014/15 completed and adopted for further regular estimates	Partially Achieved	N/A		
Regional economic surveys completed, verified, and organized for introduction of a new benchmark GDP estimates	Partially Achieved	N/A		
Relative to the baseline, administrative source data are organized as input for regular national accounts estimates for the years following 2014/15	Not Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results

¹⁷⁷ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: Source data needed to compile annual estimates are comprehensive and reasonably approximate the definitions, scope, classifications, valuation, time of recording required, and timely.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Data are compiled and disseminated using the concepts and definitions of the latest manual/guide	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷⁸	N/A	N/A
Milestones	Rating	Milestone Achievements		
Compilation of national accounts aggregate broadly follows 2008 SNA concept and definition. Estimated informal and other non-observed activities, based on 2014/15 household income and expenditure survey	Partially Achieved	N/A		
Compilation of national accounts aggregates broadly follows 2008 SNA concepts and definitions: Financial services and their distribution to user sectors/activities	Partially Achieved	N/A		
Compilation of national accounts aggregates broadly follows 2008 SNA concepts and definitions: Improved price and volume measures	Not Achieved	N/A		
The base year for national account estimates is 2015, incorporating the most relevant for Sudan methodological requirements of 2008 SNA	Partially Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff capacity increased through training, especially on developing source data, compilation methods, and dissemination	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁷⁹	N/A	N/A
Milestones	Rating	Milestone Achievements		
Ten national accounts staff and three officials from the Tax authority trained in adopting administrative data for VAT for the purposes on national accounts	Not Achieved	N/A		
Three new staff trained to compile and disseminate national accounts statistics	Largely Achieved	N/A		
Two participants attend METAC regional workshops on national accounts	Largely Achieved	N/A		
Two participants attend METAC regional workshops on national accounts	Fully Achieved	N/A		
Two participants attend METAC regional workshops on national accounts	Not Achieved	N/A		
Two participants attend METAC regional workshops on quarterly national accounts	Largely Achieved	N/A		

Objective OB20028 – *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The objective shares the same three outcomes as the RSS_MTA_2017_04 Lebanon intervention detailed above regarding the adequacy of source data for compiling national accounts, the compilation and dissemination of data using the latest manual/guide, and the increased capacity of staff through training. The fourteen milestones under the intervention received an average internal IMF rating of 2 (partially achieved) and reflect an unusually wide range of scores spanning from 1 (not met) to 4 (fully achieved).

¹⁷⁸ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The general framework, concepts and definitions broadly follow the 2008 SNA.

¹⁷⁹ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The number of staff trained to compile and disseminate these statistics is adequate.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Based on the findings elaborated below, the project received 10.5 points out of a possible 20 (53%) with an average rating of 2.1.

Relevance – 3

The project was informed by previous programming to support continued progress toward identified objectives.

Effectiveness – 2

The most recent reports reflect minimal achievements, with one recommendation completed but progress on others. However, Sudanese authorities have not obtained tangible outcomes in their implementation of the 2008 SNA requirements (an RBM milestone). As mentioned elsewhere, the discrepancy between the prescribed next steps reflected in mission reports against the RBM framework diminishes the value of the RBM and introduces a significant challenge to accurately use the RBM framework for monitoring purposes.

Impact – 1.5

Many milestones are in progress, but few have been achieved. Capacity development workshops provided to staff under the project and incremental improvements in institutional capacity are unlikely to have occurred without METAC support.

Efficiency – 3

Considering the extensive hands-on support and discursive nature of the mission, the selected modality of in-person TA was the most efficient. The efficiency score is necessarily constrained by the limited achievements of the project.

Sustainability – 1

The compilation of national accounts statistics requires “more resources than could be available in long run.”¹⁸⁰ Significant and serious resource constraints make sustained progress unlikely and can be overcome only with adequate political support at the ministry level.

1. Why was the achievement of the DAC criteria low/high and what factors explain it?

The project built on previous TA (reflecting good relevance) and utilized appropriate modalities to address country authority needs (reflecting good efficiency). An overall lack of achievement resulted in low effectiveness and impact scores. This lack of progress, amplified by significant resource constraints, also contribute to low sustainability.

2. What alternative interventions, if any, might have provided better results and why/how?

Much responsibility for implementation lies with country authorities, although METAC could more actively identify and mitigate contextual challenges and discuss more feasible, achievable workplans alongside Sudanese authorities.

¹⁸⁰ (Todorov, March 2017, p. 15)

RSS_MTA_2017_04 – Tunisia

Tunisia				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Data are compiled and disseminated using appropriate statistical techniques, including dealing with data sources, and/or assessment and validation of intermediate data and statistical outputs	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁸¹	N/A	N/A
Milestones	Rating	Milestone Achievements		
Compile rents with the methodology recommended in the new CPI manual	Not Achieved	N/A		
Include question on imputed rental in household budget survey	Not Achieved	N/A		
Initiate quarterly rolling average survey methodology	Not Achieved	N/A		
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff capacity increased through training, especially on developing source data, compilation methods, and dissemination	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁸²	N/A	N/A
Milestones	Rating	Milestone Achievements		
Train Staff at statistical office to cover rents in CPI	Fully Achieved	N/A		

Objective OB27229 – *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The first outcome to increase staff capacity contains one milestone, a METAC-led training, which received an internal IMF rating of 4 (fully achieved). The second outcome to compile and disseminate data using appropriate statistical techniques contains three milestones each with an internal IMF rating of 1 (not met).

There was insufficient information to score four of the five criteria. Because the majority of criteria cannot be scored, the overall score is rated as N/A.

Relevance – 3

The Tunisian National Institute of Statistics requested the mission to support their aim for more frequent rental indices calculation that align with best practices.

Effectiveness – N/A

¹⁸¹ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: Data compilation employs sound statistical techniques to deal with data sources, including sound data compilation procedures.

¹⁸² The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The number of staff trained to compile and disseminate these statistics is adequate.

Available documents identify the methodologies recommended by the mission but information regarding the implementation of these recommendations is unavailable. Internal IMF ratings indicate the milestones relating to implementation have not been achieved.

Impact – N/A

Efficiency – N/A

Sustainability – N/A

RSS_MTA_2017_04 – Yemen

Yemen				
Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.				
Outcome	Rating	Verifiable Indicators	Baselines	Results
Staff capacity increased through training, especially on developing source data, compilation methods, and dissemination	N/A	Concepts, definitions, and compilation methods broadly follow, as relevant, the 2004 PPI Handbook. ¹⁸³	N/A	N/A
Milestones	Rating	Milestone Achievements		
One or two staff to attend regional training on national accounts	Not Achieved	N/A		
Train 6 staff on general national accounts principles by April 2019	Not Achieved	N/A		
Two staff to attend regional training on national accounts	Not Achieved	N/A		

Objective OB28084 – *Strengthen compilation and dissemination of data on macroeconomic and financial statistics for decision making according to the relevant internationally accepted statistical standard, including developing/improving statistical infrastructure, source data, serviceability and/or metadata.* The outcome and three milestones under this objective related to the training of authorities on national accounts principles. Internal IMF ratings of 1 (not met) are given to all milestones.

The evaluation team was informed that no statistics missions were conducted in Yemen between FY2017 to FY2020. All evaluation criteria are thus rated as N/A.

Relevance – N/A

Effectiveness – N/A

Impact – N/A

Efficiency – N/A

Sustainability – N/A

¹⁸³ The evaluators were informed by reviewers of this evaluation report that this RBM component was inaccurately represented in original desk review sources. The correct indicator is as follows: The number of staff trained to compile and disseminate these statistics is adequate.

Annex II: Methodology

In July 2019 the International Monetary Fund (IMF) issued the Terms of Reference (TOR) for an external mid-term evaluation of the Middle East Regional Technical Assistance Center (METAC). The Evaluation TOR can be found as Attachment 1 at the end of this Annex. The fourth and current five-year cycle or program started in May 2016 and will end April 2021. The last METAC evaluation was conducted in 2013 with the final report issued in September 2014.

The current evaluation covers METAC CD programming between May 2016 and April 2019 and has the overall objective of assessing the extent to which METAC is achieving its objectives, assessing the relevance, effectiveness, efficiency, sustainability and impact of its activities.¹⁸⁴ The evaluation has two sections: 1) evaluation of 27 CD projects¹⁸⁵ completed or underway during the period; and, 2) evaluation of entity-level processes and governance. The project-level evaluation followed the IMF's Common Evaluation Framework (CEF) which *inter alia* addresses the degree to which the projects in the sample have achieved their objectives according to the OECD DAC criteria of relevance, efficiency, effectiveness, sustainability and impact. The TOR contains 3-5 equation questions (EQ) for each criterion taken from the CEF, for which the evaluation provides findings. Per the TOR, the evaluation also reviewed the status of the eight recommendations made as a result of the last evaluation.

The second section of the evaluation covers several entity-level issues including whether METAC is operating at an optimal scale and several associated evaluation questions developed by the evaluators to address the issue. These are not subject to the OECD DAC criteria. Findings from both sections were used by the evaluators to formulate conclusions and recommendations concerning METAC's future strategic issues, including implications for future direction and size.

In response to the TOR the methodology of the evaluation was set out in an Inception Note (IN), which was developed during the initial desk or inception phase of the evaluation process, as well as a series of protocols, guidance notes and templates for use in applying the methodology. For example, a protocol and guidance note concerning the development and use of the rating scheme applied against the OECD DAC criteria when assessing interventions.

The main phases of the evaluation, each of which are discussed below, are:

- Design
- Data collection
- Data analysis
- Synthesis and report writing

Other Relevant Evaluations

Aside from the last METAC evaluation, the consultants also reviewed the last CARTAC and SECO evaluations (November 2015 and April 2015, respectively) and most recent AFRITAC

¹⁸⁴ Recent UN guidance on RBM uses the term "intervention" to replace a variety of terms including "activity," "project," "delivery," etc. This evaluation follows this convention and uses "intervention" throughout.

¹⁸⁵ "Projects" were defined by the IMF as including country-specific CD intervention under a common IMF project ID. The projects selected by the evaluators were approved by the IMF. The selection methodology and list of projects is contained in the Inception Note.

East evaluation covering the Phase IV period of July 2015 through January 2018.¹⁸⁶ The latter followed the IMF's CEF including the use of OECD DAC criteria. Except for the SECO evaluation, rating schemes were applied at the program level and not to discrete projects. In order to support comparability with the last METAC evaluation whenever possible the methodology of the current evaluation is similar if not identical.

Other relevant work includes the new evaluations being conducted of the CARTAC and SECO programs under the Government of Switzerland's LOU(s) with the IMF. Both are also being conducted by DevTech Systems, simultaneously with the METAC exercise. The TORs for the three evaluations are quite similar, covering intervention level performance and entity-level issues. All use the OECD criteria and associated with these have identical project-level EQs. There is also some overlap with the entity-level issues and when this is the case the same EQs are utilized. Overall, the methodologies of the three current evaluations are as similar as possible. This will help ensure comparability across the exercises, including of drawing lessons learned if not recommendations. Since all IMF CD work uses a foundation of RBM, this is a common thread across the three programs and the current evaluation of them all.

While it was not yet available when the TOR(s) were developed, the methodology for the METAC and the other evaluations was informed by the December 2019 OECD-DAC Network on Development Evaluation publication, Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use. This will ensure that the evaluation methodologies reflect the latest thinking.

Evaluation Design

Sample of Beneficiary Countries and Interventions - The sample, approved by IMF, of the countries visited was intended to be representative and balanced. The evaluation team considered that to be able to obtain the required information, a key selection criterion was that the countries chosen should have received a minimum sufficient amount of CD to ensure an adequate body of Phase IV work for evaluation.

The evaluation team also considered: (a) geographical and country income grouping diversity; (b) the size of the country's CD budget relative to the overall CD budget for all countries serviced by METAC; and, (c) the number of CD activities and length of time of implementation, and the diversity of activities and participating CD departments. The evaluation team selected **Lebanon** (location of METAC), **Jordan**, **Tunisia**, and **Sudan** to best satisfy the above selection criteria. Due to travel restrictions brought on by the COVID-19 pandemic, the evaluation team adapted the fieldwork plan into a remote data collection strategy utilizing internet-based videoconferencing platforms.

The evaluation team selected 27 interventions for inclusion in the evaluation using the following criteria: (a) all CD intervention areas are covered, with priority given to areas where the most money is directed and frequency of occurrence; (b) all 15 METAC objectives were included; for objectives with the most projects, individual interventions were selected to ensure a breadth of country experiences (e.g. small and large, higher and lower capacity) were captured; (c) all METAC countries were represented; (d) interventions were complete or almost complete; (d) for

¹⁸⁶ The AFRITAC East evaluation was also conducted by DevTech Systems. Its TOR was informed by the July 2016 CEF, but the earlier CARTAC, MECTAC and SECO evaluations were not.

countries where the team spoke directly with country authorities the team selected interventions across multiple functional areas to allow evaluation of the range of CD provided to that country; and, (e) maintaining a manageable sample size (n=27) to allow for meaningful evaluation of each project. A larger sample size was likely to yield less detailed and less nuanced findings.

Performance Rating Scheme - A rating system of 1-4 and Not Assessed (NA) was used for each of the five OECD criteria to the extent to which criteria principles were realized for each evaluated intervention (referred to in the eval TORs as “projects”), based on available documentation including project proposals and assessments, TA reports, training participant evaluations, etc. and other data obtained from project manager assessment, and beneficiary interviews (conducted during country visits) and on-line surveys.

Evidence from the various data sources was triangulated, and in doing so sources were informally weighted by the evaluation team rater taking into account the potential for bias (e.g., views of project managers vs. beneficiaries), the nature of the documentation (e.g., a project assessment vs. TA report), and the degree of familiarity with the intervention (e.g., a direct beneficiary of TA vs. another individual elsewhere in the bureaucracy).

Each criterion was be rated as follows, using 0.5 increments, based on the answers to the intervention-level EQs, consideration of the definition of and principles associated with each criterion, and the common application guidance.

- **Excellent** when all or substantially all EQs are answered in an affirmative (Y/N) or positive fashion (in many cases tied to the phrase “to what extent”), rated with a score of 3.5 – 4
- **Good** when most EQs are answered in an affirmative (Y/N) or positive fashion (in many cases tied to the phrase “to what extent”), rated with a score of 2.5 – 3.4
- **Modest** when few/a minority of the EQs are answered in an affirmative (Y/N) or positive fashion (in many cases tied to the phrase “to what extent”), rated with a score of 1.5 – 2.4
- **Poor** when very few of the EQs are answered in an affirmative (Y/N) or positive fashion (in many cases tied to the phrase “to what extent”), rated with a score of 1 – 1.4

In cases when there was not sufficient information available to substantiate a rating against a criterion, raters utilized “NA.” “Sufficient” was defined as enough evidence to reach a reasoned judgement. The degree of sufficiency may differ across the criteria, but should not differ across similar interventions, e.g., a training event or PFM TA delivery.

Once each criterion has been individually rated an overall score for the intervention will be produced by adding the scores and dividing by five to arrive at an unweighted average.¹⁸⁷

Sources of Information and Data Collection

Per the TOR and general evaluation practice the main sources of information are program stakeholders (IMF managers, member country beneficiaries and other donors) from which data is collected by evaluators through the three primary means noted below. In conducting this exercise

¹⁸⁷ The TOR states, “...the starting point is to assign equal weights to each DAC criterion unless justified otherwise by the evaluator.”

evaluators sought information and evidence to both assess METAC interventions in terms of the DAC criteria and help address entity-level issues.

Document Desk Review: Reviewed documents were provided by the IMF and to a much lesser extent obtained by evaluators during field work. All were reviewed in a purposeful and methodical manner following protocols and guidelines prepared separately for project-related and entity-related documents, as well as procedures to review KII transcripts.¹⁸⁸ (see Attachment 2 for the protocols and guidelines).

All reviewed documents and key data points they contained were recorded in a log. Both the document itself and the data were coded. Separate document review log templates were also prepared for both project- and entity-level documents, and each contain the specific EQs against which the review was conducted. Each EQ is also coded (see Attachment 2 for the templates).

Key Informant Interviews: Key informants were identified by the IMF based on the evaluators' criteria. Project-related key informants included criteria, *inter alia*, that they had experience with the sampled projects from the selected countries to be visited: **Lebanon, Jordan, Tunisia, and Sudan**. Informants were interviewed for background information on RTACs in general, the METAC program in particular, and to gather data to address both project- and entity-level EQs. For project-level EQs, the evaluators interviewed only country authorities from the four focus countries (Lebanon, Jordan, Tunisia, and Sudan). For entity-level EQs, a standard questionnaire was utilized by the evaluators (see Inception Note). Transcripts of all KII were prepared and then reviewed with relevant data points coded against EQs.

Stakeholder Online Surveys: The online survey was designed with the intent to reach a wider group of country beneficiary authorities. A separate survey questionnaire was prepared for this group and distributed to respondents chosen by the IMF, based on the evaluation team criteria, using its CVent survey tool. The anonymous responses were aggregated and presented using the same tool.

Data Coding

Data and its sources were coded to allow use of a highly-regarded computer assisted qualitative data analysis software (CAQDAS) – Dedoose, a web-based platform - which provided evaluators with methodical data management and analysis tools. The CAQDAS allowed, based on coding, content analysis, text interpretation, search/query, linking ability, mapping and data visualization which is reflected in the contents of the final evaluation report.

Data Analysis

The main purpose of data analysis is to identify evidence that can help answer the EQs in the form of evaluation findings. Some data such as the number of training participants can be quantitatively analyzed, but most data must be subject to qualitative analysis. Much of the evidence identified through data analysis is circumstantial and thus must be interpreted by the evaluators. Guidance for the analysis work was prepared so it would be conducted in a robust, systematic, and consistent manner.

¹⁸⁸ The project-related review protocols reflect the latest operational guidance on use of the OECD/DAC criteria contained in the December 2019 OECD publication, Better Criteria for Better Evaluation.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Among the key analysis principles reflected in the guidance are triangulation and weighting. Findings are arrived at through triangulating both across (e.g., between KII and document review) and within data sources (e.g., among documents). Weighting is inherently subjective and was conducted informally by analysts, albeit utilizing the same guidance. Thus, information/evidence gathered through KII with a project manager is given greater weight than data collected from an individual with less familiarity with the intervention. At the same time the potential for bias was also considered. For example, if data on a particular project from several sources is collected and indicates (after triangulation) that achievement of its objectives was limited, yet the KII with the project manager resulted in a much more positive assessment, then “owner” bias may be a factor. Thus, the data from that source is given less weight.

Synthesis

Synthesis is the process of bringing together findings with the objective of “sensemaking” in order to formulate well-reasoned and thus meaningful conclusions. It is a key step in the evaluation process which is frequently given short shrift. This is because skill at synthesis is somewhat difficult to explain, but it involves the ability to make connections between data to “grow” findings into something larger and more significant. For example, to answer a question such as why in cases of similar interventions some are more successful. What factors are responsible – intervention design, skill at implementation, the quality of country ownership, or one or more exogenous factors? Both the processes of identifying “lessons learned” and formulating conclusions result from synthesis. Recommendations follow from these. Although not every conclusion necessarily has an associated recommendation, all recommendations are linked to a conclusion.

Methodological Constraints and Data Limitations

The size and scope of the METAC program precluded assessment of all country objectives during the period evaluated, necessitating that a sample be drawn. This was done in a purposeful manner by the evaluators and the resulting sample of 27 country objectives was approved by the IMF. However, use of any purposeful sample has inherent limitations.¹⁸⁹ Thus, the findings from this evaluation’s 27 country objectives can only be extrapolated to other IMF/METAC interventions with caution.

The sources and collection of data also had limitations which affected the findings. First, the number of country objective-level documents made available by the IMF for review was severely limited, compromising the value of this data source. Shared documents pertaining to country objectives were almost exclusively comprised of TA/mission reports which do not include information pertinent to many of the OECD DAC criteria. TA reports are simply not designed for that purpose nor are they written for an audience interested in those questions. Project planning documentation and risk matrixes (to the extent that they exist) and other internal documentation, including Back to Office reports which offer a more honest description of country progress and challenges, were not shared. The depth of information relevant to the evaluation was thus limited for country objective documentation.

¹⁸⁹ See Patton, Michael Quinn “Enhancing the Quality and Credibility of Qualitative Analysis” in Health Services Research 34:5 Part II (December 1999).

Second, the evaluation team's access to certain stakeholders for remote KII was limited. IMF and METAC provided a list of contacts for the evaluation, including IMF HQ and METAC staff, country authorities, Steering Committee members, donors, and other regional TA providers. However, several challenges during the remote KII process prevented the evaluation team from interviewing all planned contacts. Such limitations include the high turnover of donor representatives, the unavailability of many Steering Committee country representatives due to their high government rank and priority managing the effects of the COVID-19 pandemic, incorrect country authorities identified by IMF and METAC for the selected country objective sample, and general non-responsiveness of authorities exacerbated by the COVID-19 related remote work and quarantine mandates limiting some individual's access to email communication. The evaluation team successfully interviewed 57 relevant individuals, all of whom shared similar experiences and views, although only 17 of those interviewed individuals were member country authorities/recipients of METAC TA. While it cannot be ruled out, it appears unlikely that additional KII with other stakeholders would have yielded significantly contrasting or new information not already collected by the evaluation team.

The evaluators attempted to mitigate these constraints and are grateful to METAC for their support facilitating contact with hard-to-reach beneficiary authorities. Unfortunately, these efforts were not always successful. Planned interviews with beneficiary authorities in Sudan and to a lesser extent Tunisia could not be reached. The evaluation team was only able to connect with two Steering Committee (SC) country representatives; other SC country representatives were non-responsive to requests or were unable to accommodate the interview request due to their priority supporting their institution/country through the COVID-19 pandemic and related economic shocks. However, in addition to the two country representatives the evaluation received excellent responses to help address entity level questions from donors and IMF/METAC staff.

Third, the online survey was directed per the Inception Report at stakeholders associated with particular interventions included in the sample of 27 country objectives. The individual in-country stakeholders who received the survey may not have known the objective ID or even that what was being offered them was part of a larger set of interventions. They responded in terms of what they knew. The evaluators needed to presume the responses reflect views on the sample country objectives and were not conflated with other IMF-provided CD. Because responses were anonymous and otherwise not tagged (e.g., to a specific country), evaluators were not able to link them with specific country objectives. However, the online survey and the KII questionnaire for authorities were, by design, identical. Online survey results were thus combined with authority KII responses to provide a fuller, although not representative, set of beneficiary country perspectives which were rolled into an aggregate analysis.

The country objective-level data limitations involving the scarcity of pertinent documents and imperfect survey responses was mitigated to the degree possible by highly targeted KII conducted during remote data collection in the four focus countries – Lebanon, Jordan, Tunisia, and Sudan. The over-reliance on one source of data affects the use of triangulation and reduces the evaluation team's ability to verify findings across multiple data sources. However, KII were largely consistent across interviews and generally aligned with information available in documentation; the evaluation team encountered no specific concerns that cast in doubt the findings, conclusions, and recommendations presented in this report.

ATTACHMENT 1: Evaluation Terms of Reference

DocuSign Envelope ID: B7852B71-87D4-4B5E-91EA-DFF395017DB9

ATTACHMENT A

**TERMS OF REFERENCE FOR THE
EXTERNAL MID-TERM EVALUATION OF THE
MIDDLE EAST REGIONAL TECHNICAL ASSISTANCE CENTER (METAC)**

(July 2019)

In Process



DocuSign Envelope ID: B7852B71-87D4-4B5E-91EA-DF395017DB9

2

Contents

I. Background and Objectives of the Evaluation.....	3
A. Background.....	3
B. Objectives of the Mid-Term Evaluation.....	4
C. Content of the Evaluation.....	4
II. Evaluation of CD interventions delivered by METAC.....	6
A. Scope.....	6
B. Objectives and the results chain (log frames).....	6
C. Assessing the objectives using the OECD-DAC criteria.....	7
D. Analysis of Results.....	8
III. Entity-level Questions.....	9
IV. Steering Arrangements for the Mid-Term Evaluation.....	9
V. Information Sources.....	10
VI. Timing and Deliverables.....	11
A. Timing.....	11
B. Deliverables.....	12
VII. Evaluator Qualifications.....	13
List of Documents to be Provided by the IMF.....	15

In Process

I. BACKGROUND AND OBJECTIVES OF THE EVALUATION

A. Background

1. The IMF Middle East Regional Technical Assistance Center (METAC) was established in June 2004 in Beirut (Lebanon) with the overarching goal of assisting countries in the Middle East region to strengthen their institutional and human capacity to design and implement macroeconomic and financial policies that promote growth and reduce poverty. Its main mandate is to provide capacity-building assistance, facilitate the reform process in member countries and support the region's integration in the world economy. The Center's activities focus on four key areas representing common policy challenges and implementation to member countries: public financial management; revenue administration; macroeconomic statistics; and banking supervision.

2. METAC provides capacity development (CD) to 14 beneficiary countries¹ over a five-year cycle. The fourth and current cycle started in May 2016 and will end April 2021. METAC operations are funded by contributions from its member countries, the IMF and bilateral and multilateral development partners are the European Union, France, Germany, the Netherlands and Switzerland. The total program document budget of METAC over the current five-year funding cycle is USD 33.2 million.

3. Operations are guided by the program document and laid out in a rolling annual work plan within the results-based management (RBM) framework. This approach aims at ensuring that activities are efficiently and effectively planned and implemented as an integral part of the overall IMF CD program, on the basis of beneficiary countries' needs and are complementary to other forms of IMF CD and other CD providers in the region. METAC is guided by a Steering Committee (SC), 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 (where provided) the medium term. Interaction of SC members also occasionally takes place through emails.

4. METAC's CD is provided through four resident advisors, short-term experts, workshops, and training courses. It is demand-driven and determined through consultations with member countries, based on an assessment of CD needs, priorities of member countries, and the IMF's CD strategy for the region and individual countries. Quality control of activities is ensured by the Center's coordinator and IMF headquarter-based experts who backstop field experts by supervising and guiding them. Backstopping is integral to IMF CD provision and ensures the high quality, in terms of content and consistency/evenhandedness, of IMF CD advice; integration with IMF surveillance and lending; and alignment with recipient country reform priorities/agendas.

¹ Afghanistan, Algeria, Djibouti, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Sudan, Syria, Tunisia, West Bank and Gaza and Yemen. During this period, there has been limited CD provision to Libya, Syria and Yemen in light of ongoing conflicts.

B. Objectives of the Mid-Term Evaluation

5. The Terms and Conditions governing the establishment and operation of the multi-donor trust fund for METAC 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 METAC 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 METAC is achieving its objectives, assessing the relevance, effectiveness, efficiency, sustainability, and impact of its activities. As the Center has been operational for 15 years, a particular focus of the evaluation will be on assessing whether METAC is operating at an optimal scale, and how the results of the last evaluation have been implemented.

C. Content of the Evaluation

6. The evaluation will have two sections: (1) evaluation of CD projects delivered by METAC, which is the common, comparable core for all IMF CD evaluations regardless of the delivery vehicle, and (2) evaluation of entity-level processes and governance. In the first section, the evaluation will address the degree to which the projects identified have achieved their objectives according to the OECD 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 (also see Table 1 below for a more developed version to be used in this evaluation). The findings of the evaluators should also be used to guide future strategic issues of METAC, including implications for future direction and size. The second section will include entity-level questions (specified in Section III), for which the evaluators are not expected to apply the OECD-DAC criteria but simply present their findings on these questions.

7. The CD projects evaluation component should at least adhere to the definitions of the OECD-DAC criteria adopted in the [Common Evaluation Framework](#) (Table 1) to preserve the comparability of evaluation findings across both contemporaneous and future IMF CD evaluations.

8. The evaluator will also consider the extent to which the relevant lessons learned or recommendations from the previous evaluation have been taken on board.

9. The evaluation should report on any significant lessons, also from the past evaluation and recommendations, that can be drawn from the experience of METAC and other Regional Capacity Development Centers (RCDCs). It will assess possible unintended effects that may have been generated as well as the coherence/value added having regard to other donor interventions. It will provide costed recommendations (quantitatively, where feasible, or qualitatively) for changes that would enhance the ability of METAC’s CD projects to achieve their objectives according to the OECD DAC criteria.

Table 1. Common Definitions for the OECD-DAC Criteria and Example Questions (Applied to a CD project)	
DAC Criteria	Key Evaluation Questions
<p>Relevance An assessment of the importance of the objectives of the CD project.</p>	<ul style="list-style-type: none"> • Do the national authorities consider the objectives important? How high do they rank them on their list of priorities? • Provide your own assessment of the importance of these objectives. • To what extent were the objectives of the CD activity derived from capacity gaps identified by national authorities? • To what extent were the objectives of the CD activity derived from capacity gaps identified by others (e.g., country teams) or international standards? • To what extent did the objectives of the CD activity come from priorities identified in surveillance or an IMF program for the country?
<p>Effectiveness The extent to which the objectives of the CD project were attained.</p>	<ul style="list-style-type: none"> • To what extent were the objectives of the CD project achieved or are likely to be achieved (refer to the ratings of milestones, outcomes, and objectives in the IMF's RBM framework and validate these ratings)? • Did the government agency effectively implement the actions (e.g., passing laws) required to achieve the objectives?
<p>Impact What changes were attributable to the CD project? The positive and negative changes brought about by the project, directly or indirectly, intended or unintended.</p>	<ul style="list-style-type: none"> • Refer to the achievements under the effectiveness section and assess further the extent to which these were attributable to (i.e., happened as a result of) the CD project. • List all changes that can be attributed to the CD project, intended or not. • List the reasonably clear cases in which either the outcomes/objectives would very likely not have occurred in the absence of the CD project or would have likely occurred in the absence of the CD project. For the cases that do not fall under either category, discuss briefly any relevant information.
<p>Efficiency The value of the impacts attributable to the CD project compared to the cost. Measures the monetary value of the outcomes or benefits of the CD project compared to the monetary value of the inputs or costs incurred to achieve them.</p>	<ul style="list-style-type: none"> • Benchmark the costs of the projects or project components against similar projects or components of projects in the past (including in other countries, while taking into account country-specificities), with reasonable adjustments for inflation, etc. • In light of what was concluded above under impacts, estimate the value of those impacts (quantitatively, if feasible, or qualitatively) and compare them to the costs incurred, if possible. • If no estimates can be provided for monetary value of impacts, assess the extent to which objectives were achieved at minimum cost, as assessed by: <ul style="list-style-type: none"> ○ Comparison of costs with other similar activity; or ○ Examination of the process and implementation, including evidence of excessive staff turnover, unnecessary delays, inefficient organization, etc.
<p>Sustainability To what extent are changes brought about by the CD project likely to continue?</p>	<ul style="list-style-type: none"> • To what extent are achievements of the project supported within the bureaucracy and the institutional structure, thus likely to continue? • To what extent does continuation of the achievements of the project hinge on continuation of CD?

	<ul style="list-style-type: none"> • To what extent is any transfer of knowledge likely to be retained and/or further disseminated? • If the objective of the CD project was to change behavior, assess the extent to which any achieved behavioral change will persist. • If the objective of the CD project was to support new policies or laws, assess the extent to which the development and implementation of legislative frameworks, regulations, processes, and institutional structures and mechanisms are likely to last.
--	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

II. EVALUATION OF CD INTERVENTIONS DELIVERED BY METAC

A. Scope

10. The evaluation will cover CD projects, provided from the commencement of Phase IV activities in May 2016 through April 2019. It may be impractical to evaluate all projects and/or all objectives of these projects.² Therefore, before applying the DAC criteria, the evaluation should select a representative sample of projects and their important objectives to evaluate, ensuring adequate representation of countries. For a more informative evaluation, the sample should be weighed toward projects that are complete or relatively close to completion.

11. The evaluators will be expected to visit three to four countries for an in-depth field investigation of the selected CD to supplement the desk review and for dissemination purposes. The countries to be visited will be discussed and agreed during the Inception Phase and outlined in the Inception Note.

B. Objectives and the results chain (log frames)

12. The evaluators are expected to use the ex-ante log frames in projects, which will be made available to them prior to the evaluation.³ For some projects, particularly those started before the introduction of the RBM⁴ catalog in May 2016, the evaluator may need to construct the log frames ex-post using information from the RBM catalog and/or interviews with staff who supervised the CD activity. In cases where it is not possible to reconstruct a log frame from these sources, the evaluator

² According to the IMF’s RBM terminology, in most cases, the achievement of CD objectives will be synonymous with successful outcomes, which are the main focus of the RBM system and refer to concrete, measurable steps forward in capacity development achieved when the authorities act on CD recommendations. Because CD can be a long and involved process, many outcomes will be about making relative, not absolute, achievements. It is then important to assess, given country circumstances, what constitutes an appropriately ambitious improvement in an outcome.

³ IMF CD providers are required to specify standardized log frames that draw on the Fund’s RBM catalog.

⁴ RBM was fully adopted only in FY 2018; therefore, the internal learning period of the new approach should be taken into account by evaluators during the assessment.

is encouraged to defer to the RBM catalog when constructing the log frame for the evaluation. In all cases, the evaluator could suggest changes to the log frames for the future along with justifications.

C. Assessing the objectives using the OECD-DAC criteria

13. The evaluators are expected to assess the degree to which the CD projects (those selected in (A) above) have achieved or are on track to achieving their objectives according to all five DAC criteria, unless there seems, ex ante, good reason why some criteria are not applicable. In applying the DAC criteria, the evaluators will pose the following questions for each objective: (i) Was the objective relevant? (ii) Did the intervention achieve the objective? (a) Effectively? (b) With impact? (c) Efficiently? (d) Sustainably? This sequence of questions should be repeated for every objective in the representative evaluation sample. Table 1 above provides further guidance on how the DAC criteria are defined and the kinds of questions the evaluator might ask to evaluate whether the criteria were met.

14. If the evaluators have little to say about some of the DAC criteria, the evaluation report should note that and explain why the criteria were not applied (e.g., lack of information/evidence) for that project. If the project is incomplete and still in the implementation phase, the evaluation will focus on both relevance and whether the project is on track to achieve these objectives effectively, with impact, efficiently and sustainably. As mentioned above, the evaluators will avoid including in the sample objectives that are far from completion. In the case that such an objective has been included in the sample, the focus will be on whether the project is relevant.

15. RBM ratings entered in the Capacity Development Projects, Outputs and Results Tracking system (CD-PORT) are a key source of information specifically on effectiveness (the ratings for achievement of objectives derived from the verifiable indicators on the achievement of outcomes). Evaluators are expected to provide ratings of their own, using the CD-PORT ratings as one of many inputs. The evaluator should ensure that IMF CD evaluations are based on a common understanding of the issues and a common definition of terms.

Ratings and aggregation

16. A quantitative rating scheme should be used to record the assessment by the evaluator. Each of the DAC criterion for which there is sufficient information to make a judgment will be scored on a 1–4 scale.⁵ In assessing the DAC criteria, the evaluator is expected to take into consideration information and evidence collected from a range of sources to triangulate their assessment (see below). When it is desired to calculate a single, composite rating for the project across all DAC criteria, the starting point is to assign equal weights to each DAC criterion unless justified otherwise by the evaluator.

⁵ The ratings will have the following interpretation: 1=poor, 2=modest, 3=good, and 4=excellent.

17. *Aggregate over objectives to evaluate a project.* For each selected project, the evaluator is expected to provide an overall performance rating for each DAC criterion reflecting a weighted average rating over the objectives/outcomes of the project. This will require forming a judgment about the relative importance of the various objectives. The evaluator is encouraged to make these judgments explicit by providing weights for objectives of each project that add up to one. In some cases, where the CD provider has specified weights in the RBM system, the evaluator should use these weights as a starting point. The evaluator should provide justification for the weights (explicit or implicit) that s/he adopts.

18. *Aggregate over projects to evaluate the entity.* For an evaluation of an overall performance of the entity, the evaluation would focus on the degree to which all the selected projects funded by the subaccount achieved their objectives according to the DAC criteria. The performance of the subaccount would be the aggregation of all these assessments. Unless justified otherwise by the evaluator, the expectation is to assign equal weights to projects.

D. Analysis of Results

19. The evaluation will summarize the key findings from the analysis and draw the key conclusions and lessons to help improve future CD outcomes, mindful of the variability in data quality especially for earlier projects. This requires examining two related questions:

- a) Why was the achievement of the DAC criteria low/high and what factors explain it?
- b) What alternative interventions, if any, might have provided better results and why/how?

20. These questions will be examined at the project level (presented in the project evaluation annex of the evaluation report). Moreover, the evaluators are expected to synthesize their project-level assessments and findings and present a summary pointing to patterns across groups (e.g., specific patterns observed by CD topics, countries or country groups) as well as general patterns affecting all projects in the main text of the report.

21. The first question asks the evaluator for a narrative of what happened, informed by the assessment in (C), but not tied to any structure or formula. This sub-section is the place to bring out considerations that are not already covered.

22. Moreover, the evaluator will assess the extent to which projects adequately identified risks and established adequate risk mitigation strategies. However, recommendations of alternate interventions should be accompanied by supporting evidence and should be costed (quantitatively, if feasible, or at least qualitatively). Moreover, when making recommendations the evaluator should consider the implications on all five criteria rather than focusing only on one criterion. Alternative interventions that improve some of the DAC criteria, (e.g., effectiveness) at great cost (which would fail the efficiency criterion) are not practical recommendations.

23. The evaluator could also assess the quality of the log frames, particularly the clarity, measurability, verifiability, and ambition of objectives and outcomes.

III. ENTITY-LEVEL QUESTIONS

In addition to the core questions, evaluators should assess:

(i) whether the SC, through its advice and guidance, effectively supports the Center (including its Advisors), in fostering country ownership of METAC activities.⁶

(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 METAC activities are effectively coordinated with the work of development partners operating in the same sectors, to what level is the coordination with country representations of the partners;

(v) How METAC has coped with conflict and fragilities in a number of its members, and whether there have been other important exogenous events that may have undermined the ability of METAC to achieve its objectives, and if so, whether METAC's response has been adequate; the evaluation might look at the backstopping processes in place to ensure quality of TA services

(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; and

(vii) to what extent METAC has built a sustainability of the training provided by implementing measures to capitalize the acquired knowledge and developing of training plans after providing TA.

24. The evaluators may look at the financial position of METAC, the membership contributions (or sometimes lack thereof) and express an opinion of the sustainability of METAC's financial business model.

25. Evaluators should base their assessment on document and data analysis, interviews, surveys and/or case studies (see section V for details) and relate their findings to the results of the last evaluation.

IV. STEERING ARRANGEMENTS FOR THE MID-TERM EVALUATION

26. The IMF Institute for Capacity Development's Global Partnerships Division (ICDGP) will serve as secretariat of the evaluation, overseeing the procurement process, supporting information-

⁶ It is important that such activities include those outside the responsibilities of the agencies that SC members represent (e.g., activities supporting statistics work).

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) has been established to guide the evaluation. The creation of ESCs is part of the IMF's evaluation practice and allows SCs to actively participate in the evaluation process. ICDGP will also serve as secretariat of the ESC.

27. The role of the ESC is to provide strategic guidance and orientation along OECD DAC principles 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. However, formal responses from the IMF will be annexed to the final report. Moreover, the ESC could request for a revision of the report, if it does not comply with the requirements of this Terms of Reference, including page limits and the strict application of the OECD-DAC criteria as defined in the Common Evaluation Framework (CEF).

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

- Member countries (3)
- Development partners (3)
- The IMF (Area Department (1); relevant CD departments including ICD in its CD-delivery function (1 each); ICD in its governance function (1 from ICDGP and 1 from ICDSE).

V. INFORMATION SOURCES

29. 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. 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 and case studies. Each evaluation criterion should be assessed using at least three different information sources.

- **Log frame.** The evaluator is expected to use the RBM log frames as the source for the objectives, outcomes, milestones, indicators, and RBM ratings.⁷
- **Document and data analysis:** Evaluators will be expected to analyze all relevant materials, including such as project and program proposals, work plans, assessments etc. The evaluator will have access to information from various IMF sources, including information from the RBM

⁷ During FY17 the Fund rolled out a new integrated project management system to enhance prioritization, efficiency and monitoring of Fund-wide capacity development activities through wider use of an RBM framework. By end-2017, all new and ongoing TA Projects use the RBM framework. IMF training is also covered by RBM.

framework, CD reports (TA reports or mission briefs, work plans), back-to-office reports (BTOs) of CD missions, IMF country reports (e.g., Article IV reports, program documents, Financial Sector Assessment Program (FSAP) reports etc.), Regional Strategy Notes (RSNs), any self-assessments by CD providers. The data that is collected and monitored as part of the IMF's CD activities include indicator variables that are used to verify outcomes, RBM ratings, and the risk analysis framework for the project.⁸ Financial information will also be provided. Evaluators will also be expected to analyze SC minutes and SC member comments in the context of written consultations.

- **Interviews:** Evaluators will conduct semi-structured interviews with relevant partner representatives both at HQ (ideally by phone or mail) and locally, country authorities, SC members, IMF representatives (i.e., relevant IMF staff, Center Coordinator, Resident Advisors, etc.), 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 TA departments, the Middle East and Central Asia Department (MCD) and ICD in Washington.
- **Survey:** Evaluators should conduct a survey to consult a wider range of individuals in member countries, beneficiary countries and the SC. Potential partners as well as other CD providers should also be consulted. CVent is the Fund-approved online survey tool, and it is managed by the IMF.
- **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.

VI. TIMING AND DELIVERABLES

A. Timing

30. The evaluation is expected to begin in October 2019, and field work is expected to commence in January 2020, with the draft report disseminated to the SC by May 2020. 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.

⁸ The RBM framework monitors variables associated with increased risk and assumptions that affect the probability of achieving results. Risk related variables are classified into five categories: political support, management and technical staff's support and commitment, resource adequacy, external conditions, and other. A baseline assessment of risks records expectations at the time the project was initiated.

- **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, TA departments, and MCD; 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 METAC and three or four member countries (one of which could be Lebanon, 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. METAC 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 June 2020 SC meeting. The final report with comments incorporated should be delivered by August 2020. Total estimated work time: up to 50 person-days, including the SC briefing and associated travel.

B. Deliverables

31. 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 and will be presented at the SC meeting. Once discussed by the SC and finalized, the IMF will make the final Evaluation Report available on METAC's website.

32. 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 and projects/objectives to be assessed; 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. It

may express an opinion on the effectiveness of the RBM process. It may also elaborate on the complementarity with IMF HQ technical assistance as well as with IMF country programs. The report should describe the CD projects succinctly; discussing the channels through which projects were expected to achieve objectives. The evaluation report should avoid giving too detailed and lengthy descriptions of the CD provided. The IMF will provide a template for the evaluation report at the inception report phase to convey the standardized, concise format focusing on key issues of the evaluation. The draft and final reports will present the main findings, lessons learned, and recommendations taking into account the scope and objectives of the evaluation, with all interviews and meetings listed in an appendix. 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.⁹ The report should contain no more than 10 recommendations (with not too many sub-recommendations) and they should be:

- Prioritized, in terms of urgency and timing, and sequenced
- Actionable (under the control of the IMF), feasible, and reflecting an understanding of potential constraints to implementation
- Accounting for the least costly alternative to achieve the objectives and whether the benefits resulting from recommendations exceed the likely cost of implementation, based on existing evidence or the literature.

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

Desk work, HQ visit, and draft Inception Note	October - Dec 2019
Fieldwork and preparation of Draft Evaluation Report	January - March 2020
Revised draft Evaluation Report sent to SC	May 2020
Presentation of Findings and Recommendations	June 2020
Final Evaluation Report	August 2020

VII. EVALUATOR QUALIFICATIONS

34. The external evaluation team should have proven expertise and experience in conducting evaluations. The evaluation team should also demonstrate macroeconomic competence along with the following qualifications:

⁹ 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.

DocuSign Envelope ID: B7852B71-87D4-4B5E-91EA-DF395017DB9

14

- Extensive knowledge of the issues covered by IMF CD, and expertise in the delivery and review of CD. The evaluation team should have members with expertise in the CD areas covered by the evaluation. Strong macroeconomic background, some experience in macroeconomic policy-making are desirable.
 - Knowledge of the work of development partners in the region and their approaches.
 - Experience in the region and countries served by METAC.
 - Experience with the application of OECD DAC criteria and the Paris/Accra/Busan principles.
 - Ability to work effectively in English.
 - Knowledge of Arabic is an asset.
35. Evaluators are also expected to outline the quality controls they will put in place to ensure the quality of all deliverables. In particular, bidders should lay out in their proposals how they will ensure independence and manage risk of bias, use of a full range of data, etc.

In Process

List of Documents to be Provided by the IMF

The following documents will be publicly available:

- Program Document
- Work plans
- Annual reports
- Periodic newsletters
- Website, social media outreach
- RTAC Handbook
- CD Strategy review
- Partnerships Strategy
- CD chapter in the IMF Annual Report
- Common Evaluation Framework

The following to be provided onsite or through a secure website:

- Minutes of Steering Committee meetings
- The list of TA activities and any associated RBM log frames
- Annual budgets
- Project/mission TORs
- Project reports
- MCD Regional Strategy Notes
- Country Strategy Notes for METAC members.
- Previous METAC evaluation

Box 1. Why achievement of the DAC criteria was low/high; what factors explain it?

1. This box presents lists that give possible explanations under two categories: (i) the quality of the CD intervention and (ii) exogenous events to be included in the analysis of results section.

2. **In case of low ratings**, explanatory factors related to the quality of the CD intervention might include:

- The original rationale for the intervention was poorly conceived.
- Delivery or execution was below standard.
- The CD activity was not sufficiently tailored to the absorptive capacity of the recipient.
- The activity was not sufficiently comprehensive (e.g., more training of staff was required).
- Other interventions were required to achieve the objective but were not attempted or accomplished.

Explanations related to exogenous events might include:

- Background conditions required for success were not sufficiently in place (e.g., lack of political support, weak ownership).
- Unforeseen exogenous factors changed and undermined the success of the project.
- An assumption for an exogenous variable (e.g., GDP growth) made before the TA project started turned out to be worse than anticipated.
- Other parts of the government passed legislation that counteracted the impact of the TA.

3. **In case of high ratings**, explanatory factors related to the quality of the CD intervention might include:

- The intervention was based on a sound diagnosis of the critical problem.
- The mode of delivery was appropriately tailored to the absorptive capacity of the recipient.
- TA was supported with training or vice versa.

Explanations related to exogenous events might include:

- Unforeseen favorable exogenous factors occurred.
- Background conditions required for success were implemented simultaneously (e.g., strong political support and country ownership).

ATTACHMENT 2: Document Review Protocols and Guidelines

Project-Related Documents

- 1) Projects in the sample being rated according to the OECD criteria will typically have multiple documents to be reviewed for possible information and evidence that can be used to help answer the EQs. Just as evidence will be triangulated across data sources, it should be triangulated across documents of the same nature; for example, all project TA reports, and of different nature such as TA reports and a project assessment. Reviewers should informally weight the document by type; for example, an assessment has greater value than a TA report or training syllabus.
- 2) When reviewing a document, raters should consider each EQ individually. Considering reading a section of the document and then considering the EQs one-by-one. When a relevant point is identified, flag it in the review log (see below) noting the document page and paragraph (if they are numbered). Assign the appropriate Dedoose code to the sentence or passage in the log.
- 3) When the review is complete some but most likely not all EQs will have info/evidence identified in that particular document. At the end of the review log the review results are recorded by EQ. Assign a score when this is the case. For example, if for the Relevance criteria the first EQ, “Do the national authorities consider the objectives important?” the document passage in question provides sound evidence that authorities strongly do, then assign the passage a score of 3.5 or 4.0 indicating “Excellent.”
- 4) For EQs that a document does not/not provide info/evidence for, assign “N/A” to that particular EQ.
- 5) When review of all available project documents is complete, the reviewer must then develop an overall aggregate score for that project’s document data source. (The same must be done for the other data sources – KII and online surveys.) This must be done first EQ-by-EQ, and then after aggregating those scores, OECD criteria-by-criteria. Thus, each EQ will have an aggregate score for each data source, as will each criterion once its unique EQ scores are racked-up.
- 6) While the EQs themselves are not formally weighted by percentage of the overall score for the criterion, assume the first EQ under each is the most important of the series and give it’s score more weight when conducting the aggregation.
- 7) Be sure to log all docs in the IMF Desk Review Log in SharePoint, checking first to see if it/they are already there. List Key Findings which are relevant to the EQs as a source of info/evidence and add the appropriate Dedoose code(s) (some KF could have more than one code since they provide evidence for one than one EQ). Multiple evaluators may review the same document and add their own KFs based on their perspective. Do not add, however, a new KF which is already covered in the list, which could result in double-counting and confusion. Many documents having a number of KF will have multiple codes associated with it.

Entity-Level Documents and KII Transcripts

- 1) In addition to the EQs associated with the OECD criteria, there are EQs associated with entity-level objective issues for each evaluation. The EQs will be answered using data/evidence from reviewed documents, KII questionnaires for IMF HQ and certain

SECO staff defined in the KII master list, and to an extent the online survey. This protocol and guidance applies to the first two data sources.

- 2) The entity-level issues are unique to each program evaluated with one exception – both the CARTAC and METAC evaluations ask if the respective program is operating at an “optimal scale.” Thus, these two evaluations share three of four EQs associated with this issue.
- 3) Answering the entity-level EQs will ultimately rest on the opinion of the evaluators informed by all evidence collected from the three data sources and then analyzed while triangulating. Online survey responses reflect respondent opinions, as do the results of KII. Information/evidence obtained from documents, such as an annual report, should be considered as more objective in nature and informally given more weight when triangulating.
- 4) Aside from numeric figures contained in documents which are less open to interpretation, the review of document narrative should be done in a consistent manner by multiple reviewers; hence, the purpose of this protocol and guidance.
- 5) The Desk Review Log contains 123 documents including KII transcripts. The majority deal with entity-level issues, including those with EQs. For each document key findings have been identified and are contained in the Log. Where there appears to be a match between a finding and an EQ (including both project and entity-level) a code for the EQ has been placed against it. For example, “ENT_MET_1.1” is the code for the first EQ for the first METAC entity-level objective issue.
- 6) Using Dedoose evaluators can sort for these codes and thus identify the relevant source of info/evidence based on the key finding(s).
- 7) Analysts should not assume the key finding is the only relevant evidence in the document, but rather as an investigatory hint there may be more evidence found in that specific source. The evaluator should carefully review the document (again) with the particular EQ in mind.
- 8) Most of the evidence for entity-level EQs identified in documents will be circumstantial in nature. It is also likely to be incomplete, and upon completion of the document review for these EQs gaps will be apparent. These should inform the KII questioning to be conducted in the remote fieldwork.

ATTACHMENT 3: Desk Review Log

Project Document Review & Rating Log Document Name and Number: XYZ		Project Name and IMF Project Code: XYZ/XYZXYZ	Reviewer: XYZ	Date: XX/YY/ZZ
DAC Criteria	Key Evaluation Questions	Info/Evidence (complete sentence or figure(s), or para. summary, followed by doc and EQ coding)	Location in Doc (page and para. no. (if any))	Rating Score (0-4 & NA), followed by code for score
<p>Relevance: Is the intervention doing the right thing? Responds to needs, policies and priorities - and continue to do so if circumstances change. Requires analyzing capacity conditions & changes in context. (An assessment of the importance of the objectives of the CD intervention.)</p>	<ul style="list-style-type: none"> (REV1) Do the national authorities consider the objectives important? How high do they rank them on their list of priorities? (REV2) Provide your own assessment of the importance of these objectives. (REV3) To what extent were the objectives of the CD intervention derived from capacity gaps identified by others (e.g., national authorities, country teams) or international standards? (REV4) To what extent did the objectives of the CD intervention come from priorities identified in surveillance or an IMF program for the country? 			
<p>Effectiveness: Is the intervention achieving its objectives? The extent to which the intervention has (will likely) achieve its objective(s) and closely attributed results. (The extent to which the CD intervention attained its objectives.)</p>	<ul style="list-style-type: none"> (EFF1) To what extent were the objectives of the CD intervention achieved or are likely to be achieved (refer to the ratings of milestones, outcomes, and objectives in the IMF's RBM framework and validate these ratings)? (EFF2) Did the government agency effectively implement the actions (e.g., passing laws) required to achieve the objectives? 			

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

<p>Impact: What difference does the intervention make? The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended higher-level effects. <i>(What changes were attributable to the CD intervention?)</i></p>	<ul style="list-style-type: none"> • (IMP1) Refer to the achievements under the effectiveness section and assess further the extent to which these were <i>attributable</i> to (i.e., happened as a result of) the CD activity. • (IMP2) List all changes that can be attributed to the CD intervention, intended or not. • (IMP3) List the reasonably clear cases in which either the outcomes/ objectives would very likely not have occurred in the absence of the CD intervention or would have likely occurred in the absence of the CD intervention. For the cases that do not fall under either category, discuss briefly any relevant information. 			
<p>Efficiency: How well are resources being used? A measure of how economically resources/inputs are converted to results in a timely manner. <i>(Measures the monetary value of the outcomes or benefits of the CD intervention compared to the monetary value of the inputs or costs incurred to achieve them.)</i></p>	<ul style="list-style-type: none"> • (EFC1) Benchmark the costs of the interventions or intervention components against similar interventions or components of interventions in the past (including in other countries), with reasonable adjustments for inflation, etc. • (EFC2) In light of what was concluded above under impacts, estimate the value of those impacts (quantitatively, if feasible, or qualitatively) and compare them to the costs incurred, if possible. • (EFC3) If no estimates can be provided for monetary value of impacts, assess the extent to which objectives were achieved at minimum cost, as assessed by: <ul style="list-style-type: none"> ○ Comparison of costs with other similar interventions; or ○ Examination of the process and implementation, including evidence of 			

	excessive staff turnover, unnecessary delays, inefficient organization, etc.			
<p>Sustainability: Will the benefits last? The probability of continued long-term benefits; the resilience to risk of the net benefit flows (and capacities/systems underlying the benefits) over time. (To what extent are changes brought about by the CD intervention likely to continue?)</p>	<ul style="list-style-type: none"> • (SUS1) To what extent are achievements of the intervention supported within the bureaucracy and the institutional structure, thus likely to continue? • (SUS2) To what extent does continuation of the achievements of the intervention hinge on continuation of CD? • (SUS3) To what extent is any transfer of knowledge likely to be retained and/or further disseminated? • (SUS4) If the objective of the CD intervention was to change behavior, assess the extent to which any achieved behavioral change will persist. • (SUS5) If the objective of the CD intervention was to support new policies or laws, assess the extent to which the development and implementation of legislative frameworks, regulations, processes, and institutional structures and mechanisms are likely to last. 			

Annex III: Implementation of Past Evaluation Recommendations

The previous independent METAC evaluation was conducted in 2014 and covered overall METAC performance using OECD DAC evaluation criteria. Individual interventions were not evaluated. The evaluation report, issued in September 2014, included findings, conclusions and eight (8) specific recommendations.

No IMF management response was uncovered but an “Action Plan in Response to METAC Mid-Term Evaluation” was included as Appendix III of the METAC Phase IV Program Document issued in May 2016, approximately 18 months after the evaluation report was issued. The Action Plan indicates that the IMF agreed with all eight recommendations, and together with other METAC documents noted below provides the basis of the current evaluation’s assessment of compliance or follow-through with the prior evaluation recommendations.

The Phase IV Program Document (PD) serves as the design for the next METAC phase and as such is the proper place for the mid-term evaluation recommendations to be addressed. Beginning in the Executive Summary the PD notes the evaluation concluded that “METAC was successful in delivering results and contributing to building capacity in its member states.” The PD conveys that the 2014 evaluators noted “important improvements in METAC operations following the previous evaluation, including the introduction of results-based management (RBM).”¹⁹⁰ In addition to noting Phase IV priorities for attention, the PD states that the upcoming METAC program would respond to the evaluation recommendations.

The PD devotes a section to the 2014 METAC evaluation. Paragraph 29 of the PD notes that implementation of the recommendations was already underway during Phase III and would be “further strengthened” in Phase IV. The Action Plan distinguishes between those actions underway or completed during Phase III and those continued or started in Phase IV.

The table below includes each of the eight recommendations and an overview of its implementation status, with the colors green, yellow, and red indicating the recommendation was fulfilled, partially fulfilled, or unfulfilled. Further discussion of each recommendation can be found below the table.

RECOMMENDATION	IMPLEMENTATION STATUS
Recommendation #1 – The Fund should develop medium-term strategies for its overall CD assistance to individual recipient countries informed by a systematic assessment of capacity gaps and needs.	Largely fulfilled. Country and Regional Strategy Notes are generated (fulfilling the recommendation) but could be better reflected in the RBM system.
Recommendation #2 – METAC’s assistance should be better embedded in the overall TA package of development partners to support CD in recipient countries.	Partially fulfilled.
Recommendation #3 – The Fund should continue to strengthen the coordination and synergies between TA and training provided through METAC and other Fund channels.	Largely fulfilled. Coordination and collaboration with CEF has been strengthened. Outreach activities have been expanded.
Recommendation #4 – Reinforce METAC’s TA approach for engagement in fragile states.	Largely unfulfilled. However, the utility of this recommendation is

¹⁹⁰ (International Monetary Fund, May 2016, p. 19)

	debatable. About one half of METAC activities takes place in fragile states and they received respectable ratings comparable to activities in non-fragile states.
Recommendation #5 – The results-based orientation of the METAC assistance needs to be strengthened.	Unfulfilled and the issue is a topic among the current evaluation set of recommendations.
Recommendation #6 – METAC should consider institutionalizing a dedicated Risk Management Framework for the design of its assistance and monitoring implementation.	Unfulfilled and the issue is a topic among the current evaluation set of recommendations.
Recommendation #7 – METAC should increase the usability of its website as a platform for sharing knowledge and information, accountability, and transparency of its operations.	Fulfilled in a commendable manner.
Recommendation #8 – The Fund should consider developing a unified conceptual framework for the evaluation of RTACs.	Fulfilled.

Recommendation #1 – The Fund should develop medium-term strategies for its overall CD assistance to individual recipient countries informed by a systematic assessment of capacity gaps and needs.

Action item 1.3 under this recommendation notes that the RBM was adopted by METAC during Phase III, but during Phase IV METAC would “further refine the RBM framework to better monitor and track results.”¹⁹¹ As with any set of evaluation recommendations and the corresponding management action(s) the real questions are does the action fully correspond to and address the recommendation and was the (proper) action implemented or operationalized in a manner to achieve the recommended result(s). In this case, the recommendation was for the IMF to develop medium-term CD strategies for individual countries informed by systematic needs assessments. The two other actions listed in the plan, concerning the use and refinement of Regional Strategy Notes and annual work programs, may, if properly implemented, address the essence of recommendation #1. Interviews with IMF HQ and METAC staff as well as donors indicate these tools are being implemented to support informal development of medium-term strategies. One IMF HQ KII described the “increasing role of country teams and area departments to identify CD priorities [...] for near and medium-term.”¹⁹² Knowledge silos from different departments inform the development of regional and country strategy notes which in turn inform METAC interventions. However, the current RBM system does not adequately reflect linkages between disparate interventions, and between interventions and the medium-term strategy. would more clearly demonstrate how METAC programming addresses these strategies and promote monitoring and reporting on the strategy’s implementation. Medium-term strategies are being created but could be more fully integrated in the program cycle.

While the first two action items directly respond to recommendation #1, action item 1.3 concerning the RBM does not. The IMF’s approach to RBM does not include, much less require, a strategic foundation, particularly one based on thorough assessment and analysis. What is more, recommendation #5, “the results-based orientation of the METAC assistance needs to be

¹⁹¹ (International Monetary Fund, May 2016, p. 75)

¹⁹² From key informant interview MET 30

strengthened,” deals explicitly with RBM. Action item 1.3 belongs there, and not under the first recommendation.

In summary, the recommendation has been largely fulfilled although the RBM system could better represent the country-level medium-term strategies.

Recommendation #2 – METAC’s assistance should be better embedded in the overall TA package of development partners to support CD in recipient countries.

This recommendation involves improving harmonization and reducing fragmentation across development partner (DP) CD efforts. The most important item in the Action Plan was a next step to be taken in Phase IV, “METAC will strengthen its coordination with DPs to support CD in member countries.” During Phase IV, METAC was to also encourage its members to take an active role in coordinating with DPs and TA providers.

The METAC PD notes that some actions to address the evaluation recommendations are being implemented by IMF departments and these will complement METAC’s efforts. This recommendation provides a good example. The IMF’s Institute for Capacity Development (ICD) prepared, as part of the RTAC Handbook, guidelines and procedures for improved donor coordination. ICD in coordination with MCD and METAC also produced a list of contacts at development partner HQs to help foster greater communication and harmonization of CD delivery. There was evidence of limited coordination conducted by METAC staff, although a senior IMF/METAC staff person indicated that *informal* coordination occurs regularly between METAC, DPs, and other providers.

What still appears to be lacking is, however, is greater consideration of the “overall TA package” when developing new METAC interventions. Such an effort would ideally be undertaken along with the type of CD needs assessment discussed in the prior recommendation and inform what is offered by METAC as well as how and when.¹⁹³

In summary, the evaluators find that this recommendation has been partially fulfilled.

Recommendation #3 – The Fund should continue to strengthen the coordination and synergies between TA and training provided through METAC and other Fund channels.

This recommendation pertains to all IMF CD TA and training delivered through various mechanisms, including but not limited to METAC, MCD and SECO. With one exception the steps listed in the Action Plan do not appear to address the core issue. The exception is the action implemented, “ICD has been actively working on integration [of the multiple channels] of TA and training, including through the working group on the RSNs and training.”

The issue is mentioned in the May 2016 Program Document in a sub-section, “METAC and other IMF TA.”¹⁹⁴. (It is not mentioned in the MCD’s RCN for capacity development – FY

¹⁹³ The evaluators recognize that METAC, and the Fund more broadly, may perceive that fuller embedment of METAC workplans and strategies into donor partner workplans is not feasible given the different TA agendas of donor partners.

¹⁹⁴ (International Monetary Fund, May 2016, pp. 26, Fig. 1)

2017-19.) Para. 50 of the PD describes the key role of MCD in implementing the medium-term RSN, including preparation of a TA agenda for both the region and individual countries which will employ the efforts of METAC and other delivery vehicles. “To best meet country needs, specific delivery modes are chosen depending upon the complexity of the task and country implementation capacity.” No explicit mention is made, however, of steps taken to strengthen the coordination and synergies between CD interventions offered by METAC and the other IMF channels. However, METAC annual reports indicate increasing collaboration between METAC and the IMF Center for Economics and Finance (CEF) in the form of joint workshops. In FY17, 2 joint workshops were reported; in FY18 there were 3; and the FY19 Annual Report includes mention of 6 joint workshops.

In reviewing project-level documents the evaluators did find some evidence of attempts to enhance coordination and integration of effort across IMF CD interventions. Specifically, the Review of On-Time Filing and Payment Improvement Project in Egypt, supported through the SECO channel. A TA report dated May 2017 notes “The IMF’s METAC stands ready to provide TA support to this essential development,” referring to the establishment of a performance improvement unit with the Egyptian Tax Authority. A December 2018 METAC TA Report for the same project notes the “. . . need to establish a new cross-tax Performance Management Unit in the ETA or expand the existing Central Department for Planning.” The report notes the ETA Commissioner agreed with such a need but stated the need to reflect on the best way forward. It is not known what the final outcome was, but clearly this example illustrates an attempt to follow the gist of the evaluation recommendation. It is notable that a single STX individual was involved with both the SECO and then METAC CD interventions, which likely fostered the attempts at synergy between the two interventions.

Stakeholder interviews suggest that cooperation between METAC, TA departments, and area departments is a mix of formalized processes and individual initiative. The “integration of TA missions with area departments has really improved the relevance of TA” and supports the process of prioritizing TA requests, although integration and coordination can be improved to cover more than the planning and design phases.¹⁹⁵

In summary, the evaluators find that this recommendation has been largely fulfilled.

Recommendation #4 – Reinforce METAC’s TA approach for engagement in fragile states.

The full recommendation suggested that the IMF may want to consider developing a specific TA strategy for fragile states or set some general guidelines on the provision of CD interventions. The evaluators stated the focus should be on short term incremental steps “which build the ground for longer-term results.”

The Action Plan contains one completed and two “continuous” steps. As written, they together indicate actions necessary for fulfillment of the recommendation. Since the last evaluation both the number of fragile states in the region covered by METAC and the degree of fragility have increased. The open conflict in Afghanistan, Syria, Libya and Yemen have continued, peace between the Palestinians and Israelis seems more distant than in recent years and economic and

¹⁹⁵ From key informant interview MET 33 and MET 3

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

political stresses have increased in a number of countries including Lebanon, Egypt, Afghanistan and Iraq. Socio-economic consequences of the COVID-19 pandemic will increase fragility in the METAC region as it has elsewhere in the world. Security conditions, the single most significant obstacle to METAC's CD delivery in fragile states, have worsened across the region as a whole.

Both the RSN for capacity development and the PD fully acknowledge the fragile character of several member countries in the region. The main response in the RSN is to increase resources and CD delivery to fragile and conflict-affected states "within a broader CD framework for fragile states." Evidence of this framework has not been found by the current evaluation team. The PD states that to mitigate the risk of the weak security situation the plan is that "TA delivery will be conducted offsite." Taken together the two documents imply the METAC's new and improved approach in response to the recommendation is increased CD delivery, but much of it necessarily done outside of the fragile states to which it is actually directed. This was done in similar situations during Phase III and continued during Phase IV. In neither document is there a suggestion of or evidence for a new fragile/conflict-affected state strategy or general guidelines for delivering CD interventions more effectively to if not in such locations.

In interviews, METAC staff did recognize the "importance of building trust and relationships" with authorities of fragile states, the critical role of the LTX in this process, and the success of some LTX "in gaining entry to difficult METAC states" in the last few years.¹⁹⁶ As with the offsite TA reference above, there is little evidence of changes or increases in LTX engagement with fragile states resulting from the recommendation.

The evaluators find that this recommendation remains largely unfilled. However, the utility of this recommendation is debatable. METAC works in numerous fragile states following incremental, flexible, and clearly successful engagement with those countries. Indeed, the current evaluation found no significant differences in OECD DAC criteria scores for METAC interventions in fragile states compared to non-fragile states. METAC may conclude that an articulated "CD framework for fragile states" writ large is not appropriate given the successes of the present strategy that relies on consistent engagement and incremental, flexible TA customized to the specific country context. The current approach, however, could be more clearly articulated in strategy documents and project records.

Recommendation #5 – The results-based orientation of the METAC assistance needs to be strengthened.

As documented in the Action Plan the step implemented basically covers the IMF-wide rollout of RBM. The future step was to be full integration of METAC RBM into the organization-wide framework during the first two years of Phase IV (mid-2016 – mid-2018). Neither of these two actions necessarily address the finer points of the recommendation, in part because the IMF's approach to RBM itself does not. The issue is thus not specific to METAC but covers all RTACs.

The details in the evaluation report beneath the recommendation headline are important, and include:

¹⁹⁶ From key informant interview MET 32

- METAC should make further efforts to improve the quality of its strategic logical framework, particularly in defining clear and measurable performance indicators and targets in order to facilitate (a) better monitoring of the implementation.
- METAC should shift the focus of its monitoring and reporting from input-output to assessment of the likelihood of achieving expected results. More emphasis should be put on what benefits did the recipient country receive from METAC assistance and how did it (METAC) contribute to strengthening the capacity of the institutions.

These are excellent recommendations which get to the heart of properly applied RBM practice. The first focuses on performance indicators, targets and performance monitoring based on them. The second is about the critical importance to RBM of monitoring progress towards and assessing achievement of outcomes; i.e., the “expected results.” There is considerable room for improvement as to how the IMF approach to RBM addresses both of the areas in METAC and other RTACs. This remains a significant issue which the current evaluation again addresses. The planned evolution of the current CD-PORT into the new CD-MAP may improve usability and access of the platform, but there is no evidence that CD-MAP will address the finer points of the recommendation or alter the focus of RBM practice at the IMF.

The evaluators find that this past evaluation recommendation remains unfilled and the issue is a topic among the current evaluation set of recommendations.

Recommendation #6 – METAC should consider institutionalizing a dedicated Risk Management Framework for the design of its assistance and monitoring implementation.

Unlike some other IMF CD programs such as that funded by SECO, METAC did not assess nor monitor risk in a systematic manner.¹⁹⁷ The recommendation highlights two actions required for institutionalization. First, METAC needs to monitor risks and challenges systematically. Information collected from contextual monitoring on these should be included in annual reports. Second, when developing annual work plans alternative scenarios could be developed for possible use when risks are identified and steps must be considered to mitigate them; i.e., conduct scenario planning which is relatively common when operating in high-risk environments.

This overall recommendation recognizes that in the METAC region in particular the operating environment in which IMF CD interventions must take place is complex, ever-changing and contains significant risks. To best achieve desired results the environment must be understood and monitored for change; when risks emerge, they must be identified and adaptively managed. All of this is part of a comprehensive, well-functioning RBM system as the UN Development Group notes in its institution-wide RBM guidance, “RBM depends on critical assumptions about the programme environment and risk assessments, clearly defined accountabilities and indicators for results and performance monitoring and reporting.”¹⁹⁸

In response to the recommendation the Action Plan stated that, “METAC will broaden the use of its current risk management approach to allow it to mitigate expected and unexpected risks.”

¹⁹⁷ See page 47 and Section 3.1 of (ECORYS, 2014)

¹⁹⁸ Results Based Management Handbook, October 2011

What evidence can be found that in the past few years a risk management approach in line with the recommendation came into existence? METAC's May 2016 Phase IV Program Document would be one place to look. The Log Frame for the FY2017-2021 (pgs. 30-31) notes assumptions/risks. A total of six discrete items are listed, all of which are assumptions. No risks are mentioned. As the UNDG RBM Handbook notes (pgs. 21-22), while assumptions and risks may in some cases be related, they are inherently distinct and must be identified, assessment and managed as such.

The minutes from the last SC meeting in June 2019 reveal no discussion during that event concerning either program assumptions contained in the Log Frame or risks either at the regional or country levels. The FY2019 Annual Report does, however, contain a section entitled, "Risk Management and Mitigation Measures" (pgs. 26-27). This states that "METAC manages risks to the delivery of its workplan through a combination of active information sharing and collaboration, and flexibility in delivery." The report also notes, correctly, that METAC countries have an important role to play in risk management and mitigation. Note how the first point is framed – risks to "the delivery of the work plan" – rather than risks to achievement of objectives/results as threats and challenges should be managed for according to the UN's own RBM guidance. Work plan delivery is obviously linked to results achievement, but this operational framing indicates METAC response to the evaluation recommendation does not fully appreciate the entire premise of risk assessment, management, and mitigation.

As the past evaluators recognized, METAC's viewpoint on risk is also overly concerned with security to the exclusion from other risk factors considered in UN programming writ large and IMF CD interventions elsewhere. For example, the SECO program utilizes a set of standard risk areas when the original risk assessment is conducted during the preparation of project proposals.

These areas include:

- Political Support
- Management and Technical Staff Support and Commitment
- Resource Adequacy
- External Climate Conditions (i.e., the operating environment)
- Other Risks (e.g., fiduciary)

Items identified in each area are assessed in terms of probability and impact should they occur and assigned a rating of low, medium or high. Naturally the latter should be managed more closely. Based on the risk and its rating, mitigation measures are identified. Some manage (i.e., lower) the risk while others mitigate the consequences should the risk become a reality. In any event, both should be reflected in work plans along with other management actions.

The evaluators find that this past evaluation recommendation remains unfilled and the issue is a topic among the current evaluation set of recommendations.

Recommendation #7 – METAC should increase the usability of its website as a platform for sharing knowledge and information, accountability, and transparency of its operations.

This recommendation included three specific suggestions as to how the recommendation could be put in practice. The Action Plan noted how in January 2016 METAC adopted one suggestion,

to notify stakeholders when TA reports are uploaded. It is not known, based on documentation alone, if website usage is monitored to ascertain user profiles and what information is searched for during user visits. Interviewed stakeholders reported that they receive a URL via email when new notes and reports are placed on the website.¹⁹⁹

A review of the website by the evaluators found it to be somewhat sparse but user-friendly. It contains a statement of METAC's mission and operations (translated in Arabic), up-to-date staff profiles, and a number of key documents. These include all recent annual reports and METAC evaluations, the Phase IV Program Document and a series of quarterly newsletters. Sections include: Key Quarterly Highlights; Outreach; Regional Workshops; TA & Training by Area; "Analytical Corner;" list of TA Reports; Online Courses; and, Planned Activities for the Next Quarter.

The newsletter is very impressive. It contains many hyper-links to other information ranging from IMF analytical material to online course descriptions and registration. While TA reports are listed by functional area and country these are password protected, but a link is provided for SC members and donors to use. In other parts of the website, other stakeholders or even the general public is provided info on where and how they can request access to TA reports on a case-by-case basis.

The website also includes a new publication, Regional Notes. At time of writing there are two Regional Notes available on the website: one on gender responsive budgeting and a second on Basel framework implementation. They are an output of METAC regional workshops and include a comprehensive overview of the topic made relevant to METAC countries, considerations for implementation, and the status of implementation in the region. The Regional Notes contribute to knowledge sharing and also publicize topics of interest for member country, donor, and public awareness.

The evaluators find that this evaluation recommendation has been fulfilled in a commendable manner.

Recommendation #8 – The Fund should consider developing a unified conceptual framework for the evaluation of RTACs.

This useful recommendation is a bit unusual in that it targets an IMF-wide issue beyond METAC itself. The advantages of a unified framework which the past evaluators correctly note is that it would better facilitate due to consistency both learning from the past (i.e., a time series) and from the experience of other RTACs subject to a similar evaluation approach.

The Action Plan notes that ICD was developing a common evaluation framework, which was in fact issued in July 2016. A key feature of the framework is use of the five OECD-DAC criteria for assessment and analysis at an aggregated level, based on project-specific ratings. The common framework also covers non-project related questions, including "entity-level" issues for which the OECD criteria is not applied.

¹⁹⁹ From key informant interview MET 4

The TORs for the current evaluation round of METAC, CARTAC and SECO programs all reflect the common framework, down to a common set of evaluation questions keyed to each criterion. Even the entity-level questions in the METAC and CARTAC evaluations have similarities. The fact that all three evaluations are being conducted by the same party will help ensure even greater consistency in application of the common framework as well as comparability across the exercises to the overall benefit of the IMF.

The evaluators find that this evaluation recommendation has been comprehensively fulfilled.

Annex IV: Inception Note

Independent Mid-Term Evaluation: Middle East Regional Technical Assistance Center (METAC)

INCEPTION NOTE

December 16, 2019

FINAL March 9, 2020

Submitted to the International Monetary Fund by

DevTech Systems, Inc.

1700 North Moore Street

Rosslyn, VA 22209

www.devtechsys.com

Acronyms

CEF	Common Evaluation Framework
CD	Capacity Development
DAC	Development Assessment Committee
ESC	Evaluation Sub-Committee
FAD	Fiscal Affairs Department
HQ	Headquarters
ICD	Institute for Capacity Development
IMF	International Monetary Fund
LEG	Legal Department
MCD	Middle East and Central Asia Department
MCM	Monetary and Capital Markets Department
METAC	Middle East Technical Assistance Center
NA	Not Assessed
OECD	Organization for Economic Co-operation and Development
RBM	Results-Based Management
RTAC	Regional Technical Assistance Center
SC	Steering Committee
STA	Statistics Department
TA	Technical Assistance
TOR	Terms of Reference

Introduction

1. This is the Inception Note for the mid-term evaluation of the activities undertaken by the IMF Middle East Regional Technical Assistance Center (METAC) based in Beirut, Lebanon. The IMF METAC activities to be evaluated include its capacity development activities, through technical assistance (TA) missions, trainings, and workshops.

2. METAC has been in operation since 2004. The Center provides capacity development assistance to fourteen economies in the region²⁰⁰. The Regional Technical Assistance Center (RTAC) operates with the support of the IMF, Middle East member countries, and other bilateral and multilateral donors. With the cooperation of all its partners, METAC aims to build capacity and facilitate reforms in each of the member countries by providing TA and training across four core areas: public financial management, revenue administration, macroeconomic statistics, and banking supervision.

3. The evaluation team consists of Ms. Ilisa Gertner (Director of Monitoring and Evaluation) as Team Lead, Mr. Alvaro Manoel (DevTech Consultant) as Economist, and Ms. Marisa Acierno (Monitoring and Evaluation Associate) as Monitoring and Evaluation Specialist. Dr. Rafael Romeu (President and CEO of DevTech) will serve as Senior Technical Reviewer to review deliverables produced by DevTech for this evaluation.

Overview of the Evaluation

4. **Objectives of the evaluation.** The objective of the evaluation is to assess the extent to which METAC is achieving its objectives along the Organization For Economic Co-operation and Development (OECD) Development Assessment Committee (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. As the Center has been operational for 15 years, a particular focus of the evaluation will be on assessing whether METAC is operating at an optimal scale, and how the results of the last evaluation have been implemented.

5. **Scope.** The scope of the evaluation will include a sample of technical assistance and capacity development services, activities, trainings, and interventions provided from the commencement of Phase IV activities in May 2016 through April 2019. This is METAC's fourth and current five-year cycle of capacity development (CD) programming and training endeavors.

6. **Content.** The evaluation will have two sections: (1) evaluation of CD projects delivered by METAC, and (2) evaluation of entity-level processes and governance. In the first section, the evaluation will address the degree to which the projects identified have achieved their objectives according to the OECD DAC criteria of relevance, efficiency, effectiveness, sustainability, and impact. The second section will include entity-level questions. The

²⁰⁰ Afghanistan, Algeria, Djibouti, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Sudan, Syria, Tunisia, West Bank and Gaza, and Yemen. During this period, there has been limited CD provision to Libya, Syria and Yemen in light of ongoing conflicts.

external evaluation will assess: 1) the extent to which METAC CD is achieving its objectives; 2) the extent to which CD activities address the specific needs of member countries; 3) whether METAC CD is operating at an optimal scale; 4) how METAC has coped with conflict and fragilities in a number of its members; 5) a range of entity-level questions concerning country ownership of METAC activities, retention of institutional memory, development of local experts; and 6) how the results of the last evaluation have been implemented.

7. **Methodology.** The evaluation will draw from a range of sources. The team will collect, process, and analyze information gathered from a desk review of documents and data, from interviews with IMF HQ staff, a survey of beneficiaries, and visits with two partner nations where the evaluation team will interview management and operational staff at relevant government offices, face-to-face and phone interviews with beneficiaries from four countries as well as METAC staff. The Results-Based Monitoring (RBM) system consisting of logframes for Phase IV activities will serve as the basis to identify METAC objectives and achievements for the current cycle. The team will conduct rigorous data analysis to triangulate information from multiple evaluation methodologies and data sources to respond to each evaluation criterion.

8. **Rating scheme.** A rating system of 0-4 and Not Assessed (NA) will be used to the extent possible for each of the OECD DAC criteria, with ratings informed by the project manager's assessment, interviews, surveys, country visits, and desk review of other documentation. Achievements under these criteria will be rated as follows:

- Excellent when all or substantially all objectives were met, rated with a score of 3.5 – 4
- Good when most objectives were met, rated with a score of 2.5 – 3.4
- Modest when few/a minority of objectives were met, rated with a score of 1.5 – 2.4
- Poor when very few of objectives were met, rated with a score of 1 – 1.4
- Not Demonstrated when none of the objectives were met, rated with a score of 0

If there is not enough information to substantiate a rating, NA will be utilized.

9. **Deliverables.** In addition to this Inception Note (draft and final versions), the team will present a draft evaluation report (25-30 pages, excluding annexes) for comments from the IMF and the Steering Committee (SC) and will present a final evaluation report that incorporates these comments.

10. **Governance of the evaluation.** The Institute for Capacity Development's (ICD) Global Partnerships Division is managing the evaluation process and will coordinate the IMF's institutional responses to each deliverable. The evaluation team will consider comments on their merits at their discretion considering evaluation evidence.

Methodology for Information Collection and Analysis

11. **Desk review of documents.** A review of IMF documents will be conducted, including METAC TA-related documents for the specified evaluation period.

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

12. **Interviews.** Interviewees will include IMF staff and experts based at IMF HQ and at METAC, SC members, government authorities who participated in TA-related activities, and senior management staff at relevant government offices.

13. **Surveys.** The evaluation team will request a comprehensive list of all TA beneficiaries from the center coordinator in each country to construct an aggregated respondent population. The online survey of beneficiaries will be live for two to three weeks to maximize the potential response rate.

14. **Visits to selected recipient countries.** Interviews will be held with METAC staff, government officials, and other stakeholders outside of the government.

Work Progress So Far

15. **Initial briefings.** Reuben Hermoso from DevTech attended an initial briefing with Rocio Sarmiento in October 2019 to discuss the evaluation objectives, deliverables, tentative timeline, and process to access documents required for the desk review.

16. **Documents provided by METAC.** After the initial briefings, the team received documents required to conduct the desk review. The IMF and METAC provided annual reports and workplans, past evaluation reports, and METAC Phase IV Program documents. METAC also provided the evaluation team access to a Box account and the METAC website to access TA reports and briefing papers.

17. **Desk review.** The evaluation team is in the process of conducting a desk review of documentation, including briefing papers, TA reports, back-to-office reports, and annual reports. Information gathered through the desk review has helped the evaluation team to determine the countries to be examined and assess more in depth and to prepare questions for the interviews and online questionnaires.

Potential Interviewees and Survey Respondents, Interview Guidelines, and Survey Instruments

18. The evaluation team has begun conducting interviews with IMF staff. After the initial meeting with Ms. Sarmiento, the DevTech team subsequently met with IMF HQ staff between November 12, 2019 and November 19, 2019. Further interviews or follow-up contact will be scheduled as needed prior to field work.

Interviews with Stakeholders: Potential Interviewees and Interview Guidelines

19. **Potential interviewees.** Potential interviewees include SC and Evaluation Sub-Committee (ESC) representatives, IMF staff and external experts, selected country officials, and representatives of other institutions involved in TA for METAC’s technical areas of focus.

- **Interviews with SC and ESC members.** Interviews will be conducted by telephone or teleconference.
- **Interviews with IMF staff at IMF headquarters.** From November 12 – 19, 2019, in-depth discussions were held with representatives of departments involved with METAC — ICD, FAD, the Monetary and Capital Markets Department (MCM), and the Statistics Department (STA)—and the Middle East and Central Asia area department (MCD).
 - Interviews were held with staff from ICD's Global Partnerships Division and other ICD staff involved in the management of the IMF's TA funding.
 - In the case of the TA-providing departments, interviews were held with senior staff responsible for supporting or providing TA, METAC departmental coordinators, and project managers.
 - Interviews were held with MCD staff working on the recipient countries and in charge of CD co-ordination for MCD countries.
- **Selected country officials.** Selected country officials will be interviewed during the field visits of up to three countries, and/or by telephone.

20. **Interview guidelines.** Questions for discussion with various stakeholders are informed by the key evaluation questions set out in the TOR, TA documentation, and project proposal and assessment documents. The interview questions are submitted as Annexes 1 – 3 in this Inception Note. They are drawn from the following broad topics, among others, and will seek to elicit stakeholders' views on lessons learned and suggestions for improvement.

- **Governance of METAC.** Role of the SC, relations between IMF staff and the SC, documentation prepared by IMF staff, activity endorsement and monitoring procedures, financing, SC strategic guidance, and SC meetings.
- **Assessment of TA activities.** Each country-objective in the evaluation subsample will be assessed according to the OECD DAC criteria and related key questions as described in Table 1, which also ensure activities comply to RBM objectives.

Table 1. Common Definitions for the OECD-DAC Criteria and Example Questions (Applied to a CD activity)	
DAC Criteria	Key Evaluation Questions
Relevance An assessment of the importance of the	<ul style="list-style-type: none"> • Do the national authorities consider the objectives important? How high do they rank them on their list of priorities?

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

<p>objectives of the CD activity.</p>	<ul style="list-style-type: none"> • Provide your own assessment of the importance of these objectives. • To what extent were the objectives of the CD activity derived from capacity gaps identified by others (e.g., national authorities, country teams) or international standards? • To what extent did the objectives of the CD activity come from priorities identified in surveillance or an IMF program for the country?
<p>Effectiveness The extent to which the CD activity attained its objectives.</p>	<ul style="list-style-type: none"> • To what extent were the objectives of the CD activity achieved or are likely to be achieved (refer to the ratings of milestones, outcomes, and objectives in the IMFs RBM framework and validate these ratings)? • Did the government agency effectively implement the actions (e.g., passing laws) required to achieve the objectives?
<p>Impact What changes were attributable to the CD activity? The positive and negative changes brought about by the activity, directly or indirectly, intended or unintended.</p>	<ul style="list-style-type: none"> • Refer to the achievements under the effectiveness section and assess further the extent to which these were <i>attributable</i> to (i.e., happened as a result of) the CD activity. • List all changes that can be attributed to the CD activity, intended or not. • List the reasonably clear cases in which either the outcomes/objectives would very likely not have occurred in the absence of the CD activity or would have likely occurred in the absence of the CD activity. For the cases that do not fall under either category, discuss briefly any relevant information.
<p>Efficiency The value of the impacts attributable to the CD activity compared to the cost. Measures the monetary value of the outcomes or benefits of the CD activity compared to the monetary value of the inputs or costs incurred to achieve them.</p>	<ul style="list-style-type: none"> • Benchmark the costs of the activities or activity components against similar activities or components of activities in the past (including in other countries), with reasonable adjustments for inflation, etc. • In light of what was concluded above under impacts, estimate the value of those impacts (quantitatively, if feasible, or qualitatively) and compare them to the costs incurred, if possible. • If no estimates can be provided for monetary value of impacts, assess the extent to which objectives were achieved at minimum cost, as assessed by: <ul style="list-style-type: none"> ○ Comparison of costs with other similar activity; or ○ Examination of the process and implementation, including evidence of excessive staff turnover, unnecessary delays, inefficient organization, etc.
<p>Sustainability To what extent are changes brought about</p>	<ul style="list-style-type: none"> • To what extent are achievements of the activity supported within the bureaucracy and the institutional structure, thus likely to continue?

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

<p>by the CD activity likely to continue?</p>	<ul style="list-style-type: none"> • To what extent does continuation of the achievements of the activity hinge on continuation of CD? • To what extent is any transfer of knowledge likely to be retained and/or further disseminated? • If the objective of the CD activity was to change behavior, assess the extent to which any achieved behavioral change will persist. • If the objective of the CD activity was to support new policies or laws, assess the extent to which the development and implementation of legislative frameworks, regulations, processes, and institutional structures and mechanisms are likely to last.
-----------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

- **Workshops.** Usefulness and benefits of the deployment of resources for capacity-building workshops to disseminate issues and good practices and policies in the identified technical areas.
- **Coordination.** Coordination of METAC with other stakeholders, we will assess to what extent the lack of coordination affects the effectiveness and efficiency of CD delivered by the METAC. That is, how has METAC ensured that the CD adds value while avoiding duplication of effort and is complementary to the CD by other providers.
- **Quality control and monitoring arrangements.** Role played by the SC and the TA departments regarding the evaluation of activity proposals, monitoring of progress under the activity, and compliance with activity objectives and outcomes.

Surveys of Stakeholders: Potential Respondents and Survey Instruments

21. **Potential survey respondents.** Evaluation survey questionnaires will be distributed to beneficiaries of METAC-provided TA:

- **Country officials knowledgeable about the TA activities.** Prior to sending the questionnaires, IMF project managers will be asked to identify country officials knowledgeable about the activity. The evaluation team will attempt to interview or survey all identified government officials by the IMF, if possible, to obtain information from the beneficiaries' perspectives.

22. **Survey instruments.** A model questionnaire for country officials knowledgeable about TA is included in Annex III to this Inception Note.

- For online surveys, the questionnaires will be addressed personally, with adequate procedures for security and anonymity. They are designed to be user-friendly in order to elicit a high response rate. The survey will be delivered in coordination with ICD through the IMF's online CVent software.

- The evaluation team proposes all questionnaires be delivered through the IMF's CVent software by February 27, 2020. The target date for completing the reception of the responses is March 20, 2020.

Plans for Field Visits and Meetings

23. **Country visits.** The team is proposing to hold in-depth interviews with at least three recipient countries. Field visits will include interviews with:

- Senior government officials and government officials and agencies involved in the design and implementation of the TA activity who have acted (or are acting) as counterparts to IMF project managers; and
- Donor offices and country or regional offices of other TA providers in TA areas covered by METAC.

24. **Criteria for selection of countries.** The sample of the countries to be visited is intended to be representative and balanced. MCD selected the countries to be visited considering a minimum sufficient amount of TA to ensure an adequate body of Phase IV work for evaluation as well as (a) geographical and country income grouping diversity; (b) the size of the country's TA budget relative to the overall TA budget for all countries serviced by METAC; and (c) the number of TA activities and length of time of implementation, and the diversity of activities and participating TA departments. The evaluation team selected 25 activities for inclusion in the evaluation using the following criteria: (a) all activity areas are covered, with slight priority given to areas where the most money is directed (e.g. PFM); this will be analyzed against person-weeks in the evaluation analysis (see Annex IV and V); (b) all 15 objectives are included; for objectives with the most projects, individual projects were selected to ensure a breadth of country experiences (e.g. fragile, higher and lower capacity) are captured; (c) all METAC countries are represented; (d) projects are complete or almost complete; (d) for countries where the team will speak directly with country authorities (either through field visits or audio-visual conferencing) the team selected projects across multiple functional areas to allow evaluation of the range of CD provided to that country. For example, the team will visit Tunisia and projects from MCM, FAD, and STA were selected; (e) maintaining a manageable sample size (n=25) to allow for meaningful evaluation of each project. A larger sample size is likely to yield less detailed and less nuanced findings. The evaluation team is unable to travel to certain METAC countries due to security risks, the feasibility of meeting officials from those countries in an off-site location is also being considered in the selection of countries. The evaluation team proposes to visit Jordan, and Tunisia, and interview in-person in DC and by phone with METAC staff and authorities from Lebanon and Sudan to best satisfy the above selection criteria.

Preliminary Outline of the Evaluation Report

25. **Contents of the report.** The evaluation report will contain a description of the methodology and evaluation approach used to assess activities and the overall activities of

METAC; of the quantitative and qualitative evidence-based findings; an assessment of the CD activities' and workshops' contributions to enhance the TA provided through METAC; and conclusions, lessons learned, and concrete recommendations for future program design. It will include an Executive Summary (1-2 pages). The 5-8 recommendations to be put forward will be concise, concrete, targeted, and prioritized.

26. **Preliminary structure of the report.** The preliminary outline proposed is as follows, with further details in Annex VI:

Acknowledgements, abbreviations	
Executive Summary - context for the evaluation and concisely focus on the main evaluation findings and evaluation recommendations	2 pages
Introduction—purpose and scope of evaluation	2 pages
Project Evaluation - scope; assessment and analysis at an aggregated level using OECD-DAC Criteria; assessment of RBM log frames	13 pages
Strategic Questions – assess METAC’s operations and entity-level questions	6 pages
Conclusions and Evaluation Recommendations	4 pages
Annexes – individual projects, methodology	

Quality Control Mechanisms

27. **Evaluation reporting and quality assurance.** DevTech will ensure that the evaluation team maintains an effective and transparent relationship with the IMF and the SC. Monthly meetings will be conducted between ICD and the evaluation team to monitor progress. DevTech staff will support the work of the evaluation team with suggestions and recommendations. DevTech will review all deliverables to ensure that they comply with the proposal presented to the IMF and are in accordance with the quality standards required.

28. **Team Leader.** The team leader will be responsible for timely and reliable communications with ICD Global Partnerships Division, will inform DevTech periodically of progress made and issues encountered, and will maintain an open communication stream with DevTech and the IMF. If issues arise that could adversely impact the work plan or that may have wider implications, the team leader will contact DevTech and the IMF to address issues in a timely manner.

29. **DevTech evaluation team staff.** The DevTech staff members of the evaluation team will maintain fluid communications and periodic check-ins with the team leader. Questions from the IMF or the SC that pertain to their responsibilities will be discussed with the rest of the evaluation team and answered to the IMF through the team leader. The DevTech home office staff will review and conduct a final edit of the draft evaluation report prior to conveying it to the IMF for comments

and will review the final report to help ensure quality and conformity with the requirements of the evaluation.

Work Plan

30. The evaluation process began on October 1, 2019, and, depending primarily on the time needed to elicit the target response to the questionnaires, data collection will extend until April 30, 2020. The evaluation process is being carried out in three phases: an inception phase; a data collection and field phase; and an analysis and reporting phase.

Inception Phase (October 1, 2019-December 30, 2019)

31. The Inception Phase involves: (i) a desk review of documents, including program documents and project proposal and assessment documents, TA reports, research project documents, workshop presentations, and macroeconomic and statistical data; (ii) preparation of this Inception Note; (iii) visits to IMF Headquarters to interview staff in ICD, TA delivering departments, and MCD; and (iv) interviews by telephone or teleconference with SC members.

Field Phase (March 2020)

32. One economist and one evaluator from the evaluation team will consult in depth with at least three recipient countries. Based on data gathered and interviews conducted to date as well as input from ICD, Jordan, and Tunisia are being considered for field work. At the request of ICD, the evaluation team will also interview stakeholders in Lebanon and Sudan via audiovisual teleconferencing (or if possible, a meeting in Washington DC). Final country selections will be made in consultation with ICD and METAC. The travel schedule is further subject to the availability of counterparts in country and the feasibility of scheduling the necessary interviews during the proposed dates. The proposed schedule for the country visits is the following:

March 9 - 11: Jordan

March 12 – 13: Tunisia

Analysis and Reporting Phase (April-May 2020)

33. This phase will cover the processing and tabulation of the data obtained through document review, interviews, questionnaires and country visits, and the preparation of the draft evaluation report, with any necessary follow-up interviews with IMF staff.

Submission and Review Phase (May – August 2020)

34. The schedule for the preparation and submission of the evaluation report is as follows:

- May 15, 2020. Submission of draft evaluation report, which will present the main findings, lessons learned, and recommendations. It will be prepared in English.
- June 5, 2020. Submission of revised report based on initial comments.
- June 5 – June 26, 2020. IMF and SC review and comment period on the revised report submitted June 5, 2020.

- August 2020. Preparation and submission of final report based on IMF and SC comments. Submission date to be specified.

Questionnaire for Authorities

IMF METAC Midterm Evaluation

Questionnaire for Authorities (In-Person Interview)

Introduction

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

The information you will provide will be kept strictly confidential, and there will be no disclosure of your individual responses. The only information that will be used for disclosure to third parties will be aggregates and summaries of the results from all participants, and a selection of comments made, without attribution to any individual who made them.

We are grateful for your participation in this evaluation. The information you provide will contribute significantly to METAC'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 METAC (TA missions, trainings, workshops)? Please choose one or more options that apply to your case.
 - (a) Short-term TA missions led by IMF HQ and/or short-term experts (STX)
 - (b) TA missions led by the in-country resident advisor (LTX)
 - (c) National trainings (either LTX-led or STX-led)
 - (d) Regional workshops
 - (e) Regional courses (with ICD)
 - (f) Attachment/mentoring programs
 - (g) Online training (IMF Headquarters website)
 - (h) Other

2. What planning tasks were conducted prior to providing support? Please choose one or more options that apply to your case.
 - (a) Needs assessment performed by the authorities
 - (b) Needs assessment performed by a scoping mission or prior TA by the IMF/METAC
 - (c) Discussion of the TA objectives, outcomes, and design with the authorities
 - (d) Agreement on the work plan for the achievement of TA objectives and outcomes
 - (e) Other: Please specify _____

Relevance

“Relevance” relates to the extent to which the activity 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.

3. Who initiated the original idea for the TA?
 - a. Recipient government
 - b. Representatives of TA Departments of the IMF
 - c. Representatives of an area department of the IMF
 - d. A combination of these
 - e. Other parties: Please specify _____

4. How are the TA activities aligned with your institutional priorities?
 - a. 4: fully aligned
 - b. 3: mostly aligned
 - c. 2: partially aligned
 - d. 1: Not aligned
 - e. I don't know option/not applicable to me

5. **[If you chose 3 or 4 in Q5]** How high do you rank the TA activities in terms of institutional priorities?
 - a. 4: Among the top priorities
 - b. 3: high priority
 - c. 2: medium priority
 - d. 1: low priority
 - e. I don't know option/not applicable to me
6. **[If you chose 1 or 2 in Q5]** What are 2-3 higher priority objectives for your institution?
7. Please indicate which of the following reasons best explain why the government accepted the TA. (Rank as many as relevant, starting from 1, most important)
 - a. The government agreed that the TA was important
 - b. The TA was required/suggested as part of an IMF program
 - c. The government agreed to accept the TA to maintain good relations with the IMF
 - d. The government did not have a strong opinion and considered it not worth opposing
 - e. Other reasons (Please explain)
8. Could the relevance of the assistance have been improved? (If "yes," please consider why and how in responding to questions that follow.)

Effectiveness

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

9. To what extent did the CD activities meet their objectives in terms of supporting (your) country priorities and RBM logframe (outcomes and milestones)?
 - a. 4: Fully met
 - b. 3: mostly met
 - c. 2: partially met
 - d. 1: not met
 - e. I don't know/not applicable to me
10. Was the CD activity well sequenced with other assistance provided by the IMF/METAC?
 - a. 4: well sequenced
 - b. 3: mostly well sequenced
 - c. 2: partially well sequenced
 - d. 1: poorly sequenced
 - e. I don't know/not applicable to me
11. **[If you chose 1, 2, or 3 above]** How could the CD activity have been better sequenced with other assistance provided by the IMF/METAC?

12. Was the time frame for delivery adequate to achieve the objectives? Why or why not?
- 4: Adequate
 - 3: Minor delays
 - 2: Significant delays
 - 1: extremely tight/overambitious
 - I don't know/not applicable to me
13. **[If you chose 1, 2, or 3 above]** What were the factors that led to delays in achieving the objectives according to the original time frame?
14. What challenges, if any, were encountered during the delivery of support? Please select all that apply.
- Political support at the highest level
 - Interagency tensions
 - Change in authorities
 - Implementation capacity
 - Overambitious time frame
 - Overambitious activity outcomes and objectives
 - Dealing with conflicting policy advice from other TA providers
 - Gaps in TA
 - Sustainability
 - Other (please describe) _____
15. To what extent were the challenges to delivery identified correctly prior to or during implementation?
- 4: Thoroughly identified
 - 3: Somewhat identified
 - 2: Largely unidentified
 - 1: Challenges were ignored
 - I don't know/not applicable to me
16. When CD activities' recommendations were not adopted/implemented, what were the key reasons? (Rank as many as relevant, starting from 1, most important)
- Insufficient resources to implement
 - Insufficient trained staff of implementing institution
 - Insufficient high-level support
 - Recommendations too ambitious/unrealistic
 - Disagreement with the recommendations
 - Recommendations not suitable for local conditions
 - Prior necessary TA not executed
 - Other: please specify _____
 - Don't know/not applicable to me

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.

17. Do you think the CD activities you received could have been delivered in a more cost-effective way – either from what you may know about IMF’s costs for CD delivery or direct and indirect costs the authorities incurred in supporting CD delivery? If yes, how?
18. How appropriate was the selection of CD delivery modality (TA missions, trainings, workshops, etc.) to the authorities’ needs?
- 4: very appropriate
 - 3: mostly appropriate
 - 2: partially appropriate
 - 1: not appropriate
 - I don’t know/not applicable to me
19. How do you consider the balance between the different types of activities provided (see question 1 on list of activities)?
- 4: well balanced
 - 3: mostly balanced
 - 2: partially balanced
 - 1: poorly balanced
 - I don’t know/not applicable to me
20. What is the quality of the outputs of the CD activities and the relevant advice you received?
- 4: excellent
 - 3: very high
 - 2: fair
 - 1: poor
 - I don’t know/not applicable to me
21. **[If you chose 1 or 2 in Q22]** How can output quality be substantially improved? Please explain.
22. What factors adversely affected the efficiency of delivery and resulting output quality? (Check all that apply.)
- No work plan in the activity design
 - Nonviable work plan
 - Delays in the execution of the work plan
 - Actions by the authorities that have required revisions of outputs
 - Actions by the authorities that have resulted in delays of outcomes
 - Weak implementation capacity which requires the repetition of outputs
 - Need to deal with conflicting policy advice from other TA providers

- h. Insufficient coordination of TA delivery resulting in gaps or duplication of efforts
- i. Insufficient coordination of TA delivery with other TA providers resulting in gaps of TA and/or duplication of efforts
- j. Other (please describe)

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.

23. What are the benefits of TA that are likely to remain without the continued support of TA? Please explain.
24. What factors could affect the sustainability of CD activities provided? (Select 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) _____
25. Was the attainment of milestones or outcomes a condition for the continuation of CD activities by METAC?
- a. Yes
 - b. No

Impact

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

26. What long-term impact (positive or negative/intended or unintended, if any, did the activities provided by METAC have on your capacity and processes? Please explain.
27. What would have been the possible scenario in terms of impact if the CD activities from METAC was not provided to your office?
- a. No results would have been achieved as no alternative to IMF CD
 - b. Same results would have been achieved without any CD
 - c. Same results would have been achieved by CD from non-IMF providers
 - d. Better results would have been achieved by CD from non-IMF providers
 - e. Worse results would have been achieved by CD from non-IMF providers

- f. Other (please describe) _____
- g. I don't know/not applicable to me

28. [For those who chose c, d, or e above] Please describe the alternative sources of CD and compare their quality to the quality of METAC CD on the same CD topic.

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 activity with the IMF's surveillance and program operations.

29. Is your institution/country receiving CD from other providers in addition to that delivered by METAC? If "yes," are there formal or informal inter-government coordination efforts on the TA being provided in your country? Please explain.

30. METAC CD activities planning has taken explicit steps to ensure that METAC (select all that apply)

- a. does not overlap with other CD providers
- b. does not duplicate other CD providers
- c. complements those of other CD providers
- d. requests support from other CD providers to help implement METAC's CD recommendations, where needed
- e. integrates with IMF's surveillance
- f. integrates with IMF's program operations
- g. I don't know/not applicable to me

31. To what extent, if at all, do you believe that lack of coordination with other TA providers has reduced the effectiveness of IMF TA?

- a) A great deal
- b) Somewhat
- c) Very little
- d) Not at all
- e) Do not know/not applicable to me

End of questionnaire. Thank you

Questionnaire for Project Managers at IMF HQ

IMF METAC Midterm Evaluation

Questionnaire for Managers in Capacity Development Delivery Departments,²⁰¹ METAC, and LTXs (in-person interviews)

Introduction

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

The information you will provide will be kept strictly confidential, and there will be no disclosure of your individual responses. The only information that will be used for disclosure to third parties will be aggregates and summaries of the results from all participants, and a selection of comments made, without attribution to any individual who made them.

We are grateful for your participation in this evaluation. The information you provide will contribute significantly to the METAC evaluation and the work of the Center.

Thank you very much.

Sincerely,
The DevTech Evaluation Team

²⁰¹ This survey will be sent to relevant backstoppers and country managers in FAD, MCM and STA

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

Respondent's Name: _____

Unit: _____

Interview No. _____

TA Background

1. What TA activities have you provided through the METAC (TA management, backstopping, missions, workshops, trainings)?

Relevance

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

2. Who initiated the original idea for the TA (e.g., recipient government, representatives of TA Departments of the IMF, representatives of an area department of the IMF, a combination of these, or other parties)?
3. What planning tasks were conducted prior to providing TA (needs assessments, scoping missions, road maps, work plans)?
4. If there were planning tasks, were those prepared:
 - a. By the IMF
 - b. By the IMF with the authorities
 - c. By the authorities only
5. Please indicate which of the following reasons best explain why the government(s) accepted the TA? (Rank as many as relevant, starting from 1, most important)
 - a. The government agreed that the TA was important
 - b. The TA was required/suggested as part of an IMF program
 - c. The government agreed to accept the TA to maintain good relations with the IMF
 - d. The government did not have a strong opinion and considered it not worth opposing
 - e. Other reasons (Please explain)
6. Could the relevance of the assistance have been improved? If so, how? If not, why?

Effectiveness

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

7. To what extent did the CD activities meet their objectives in terms of supporting (your) country priorities and RBM logframe (outcomes and milestones)?
 - a. 4: Fully met
 - b. 3: mostly met
 - c. 2: partially met
 - d. 1: not met
 - e. I don't know/not applicable to me

8. Could the activity have been more effective? Why or why not?

9. To what extent were challenges and risks to delivery identified correctly?

10. What challenges, if any, were encountered during the delivery of support? (Rank as many as relevant, starting from 1, most important)
 - () Political support at the highest level
 - () Interagency tensions
 - () Change in authorities
 - () Implementation capacity
 - () Overambitious time frame
 - () Overambitious activity outcomes and objectives
 - () Dealing with conflicting policy advice from other TA providers
 - () Gaps in TA
 - () Not properly sequenced with other assistance provided by METAC
 - () Sustainability (technical sustainability, financial)
 - () Other (please describe) _____

11. When CD activities' recommendations were not adopted/implemented, what were the key reasons? (Rank as many as relevant, starting from 1, most important)
 - a) Insufficient resources to implement
 - b) Insufficient trained staff of implementing institution
 - c) Insufficient high-level support
 - d) Recommendations too ambitious/unrealistic
 - e) Disagreement with the recommendations
 - f) Recommendations not suitable for local conditions
 - g) Prior necessary TA not executed
 - h) Other: please specify _____
 - i) Don't know/not applicable to me

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. Quality of outputs, effective management, and the appropriate selection of TA modality should be addressed.

12. Do you think the CD activities you supported could have been delivered in a more cost-effective way? If yes, how?
13. In terms of delivery of CD activities, was the selection of TA modality appropriate to the client’s needs? How do you consider the balance between the different types of activities provided (see question 1 on list of activities)?
14. What factors adversely affected the efficiency of CD delivery for activities that you’ve supported? (Check all that apply.)
 - a. No work plan in the activity design
 - b. Nonviable work plan
 - c. Delays in the execution of the work plan
 - d. Actions by the authorities that have required revisions of outputs
 - e. Actions by the authorities that have resulted in delays of outcomes
 - f. Weak implementation capacity which requires the repetition of outputs
 - g. Need to deal with conflicting policy advice from other TA providers
 - h. Insufficient coordination of TA delivery with other TA providers resulting in gaps of TA and/or duplication of efforts
 - i. Other (please describe)

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.

15. What are the benefits of TA that are likely to remain without the continued support of TA? Please explain.
??
16. What factors affected the sustainability of the results achieved via the CD activities? (Check all that apply.)
 - a. Lack of a clearly defined work plan
 - b. Lack of commitment at the highest political level
 - c. Interagency tensions
 - d. Poor ownership by the authorities
 - e. Change in authorities
 - f. Weak implementation capacity
 - g. High rotation of counterpart staff
 - h. Conflicting policy advice from other TA providers

- i. Overambitious outcomes and objectives
 - j. Gaps in TA
 - k. Inadequate time frame
 - l. Other (please describe)
17. Was the attainment of milestones or outcomes a condition for the continuation of TA by the METAC?

Impact

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

18. What long-term impact (positive or negative/intended or unintended), if any, did the activities provided by METAC have on the government(s)' capacity and processes?
19. What would have been the possible scenario in terms of impact if the CD activities from METAC was not provided to the client?
20. If the CD activities 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 METAC? Please elaborate/explain.

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 activity with the IMF's surveillance and program operations.

21. Is the client receiving similar CD activities from other providers in addition to that delivered by the METAC? Please explain.
22. METAC CD activities planning has taken explicit steps to ensure that METAC (select all that apply)
- a. does not overlap with other CD providers
 - b. does not duplicate other CD providers
 - c. complements those of other CD providers
 - d. requests support from other CD provides to help implement METAC's CD recommendations, where needed
 - e. integrates with IMF's surveillance
 - f. integrates with IM's program operations
 - g. I don't know/not applicable to me

23. To what extent, if at all, do you believe that lack of coordination with other TA providers has reduced the effectiveness of IMF TA?
- a) A great deal
 - b) Somewhat
 - c) Very little
 - d) Not at all
 - e) Do not know/no opinion
24. Are you aware, through formal or informal processes, what TA authorities are receiving from other TA providers?

Other Issues and Questions

Serving Fragile State

25. What practical challenges do you face in providing CD to METAC countries that are fragile states (e.g. small states versus post conflict, etc)?
26. What steps/measures do you envisage (or have you taken) to overcome these challenges?
27. What else could METAC do to ensure it adequately serves fragile states?

Miscellaneous

28. Have you covered gender, climate change or financial inclusion in your work? Please provide specific examples.
29. What is the role, use, and utility of RBM? How do the RBM affect CD planning, delivery and results?
30. LTXs at METAC need to maintain relationships with a large number of diverse country authorities (both economically and linguistically). What practical implications does this have for LTXs' ability to accomplish this task effectively?
31. What would be the impact of adding more LTXs in your area? In particular, what impact would this have on your ability to manage demand for TA? What problems could arise?
32. What steps/measures could METAC take to strengthen institutional memory retention?
33. Do you work with STXs based in the region? What steps/measures could METAC take to expand the pool of experts in the region?

Questionnaire for Authorities (ONLINE QUESTIONNAIRE)

IMF METAC Midterm Evaluation

Online Questionnaire for Authorities

Introduction

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

The information you will provide will be kept strictly confidential, and there will be no disclosure of your individual responses. The only information that will be used for disclosure to third parties will be aggregates and summaries of the results from all participants, and a selection of comments made, without attribution to any individual who made them.

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

Thank you very much.

Sincerely,
The DevTech Evaluation Team

Respondent's Name: _____

Unit: _____

Interview No. _____

Note: Capacity development (CD) is an umbrella term encompassing all technical assistance, training, mentoring, workshops, and other capacity building activities provided by METAC.

TA Background

1. What support activities have you received through METAC (TA missions, trainings, workshops)? Please choose one or more options that apply to your case.
 - (a) Short-term TA missions led by IMF HQ and/or short-term experts (STX)
 - (b) TA missions led by the in-country resident advisor (LTX)
 - (c) National trainings (either LTX-led or STX-led)
 - (d) Regional workshops
 - (e) Regional courses (with ICD)
 - (f) Attachment/mentoring programs
 - (g) Online training (IMF Headquarters website)
 - (h) Other

2. What planning tasks were conducted prior to providing support? Please choose one or more options that apply to your case.
 - (a) Needs assessment performed by the authorities
 - (b) Needs assessment performed by a scoping mission or prior TA by the IMF/METAC
 - (c) Discussion of the TA objectives, outcomes, and design with the authorities
 - (d) Agreement on the work plan for the achievement of TA objectives and outcomes
 - (e) Other: Please specify _____

Relevance

"Relevance" relates to the extent to which the activity 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.

3. Who initiated the original idea for the TA?
 - f. Recipient government
 - g. Representatives of TA Departments of the IMF
 - h. Representatives of an area department of the IMF
 - i. A combination of these
 - j. Other parties: Please specify _____

4. How are the TA activities aligned with your institutional priorities?

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

- a. 4: fully aligned
 - b. 3: mostly aligned
 - c. 2: partially aligned
 - d. 1: Not aligned
 - e. I don't know option/not applicable to me
5. **[If you chose 3 or 4 in Q5]** How high do you rank the TA activities in terms of institutional priorities?
- a. 4: Among the top priorities
 - b. 3: high priority
 - c. 2: medium priority
 - d. 1: low priority
 - e. I don't know option/not applicable to me
6. **[If you chose 1 or 2 in Q5]** What are 2-3 higher priority objectives for your institution?
7. Please indicate which of the following reasons best explain why the government accepted the TA. (Rank as many as relevant, starting from 1, most important)
- a. The government agreed that the TA was important
 - b. The TA was required/suggested as part of an IMF program
 - c. The government agreed to accept the TA to maintain good relations with the IMF
 - d. The government did not have a strong opinion and considered it not worth opposing
 - e. Other reasons (Please explain)
8. Could the relevance of the assistance have been improved? (If "yes," please consider why and how.)

Effectiveness

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

9. To what extent did the CD activities meet their objectives in terms of supporting (your) country priorities and RBM logframe (outcomes and milestones)?
- a. 4: Fully met
 - b. 3: mostly met
 - c. 2: partially met
 - d. 1: not met
 - e. I don't know/not applicable to me

10. Was the CD activity well sequenced with other assistance provided by the IMF/METAC?
- 4: well sequenced
 - 3: mostly well sequenced
 - 2: partially well sequenced
 - 1: poorly sequenced
 - I don't know/not applicable to me
11. **[If you chose 1, 2, or 3 above]** How could the CD activity have been better sequenced with other assistance provided by the IMF/METAC?
12. Was the time frame for delivery adequate to achieve the objectives? Why or why not?
- 4: Adequate
 - 3: Minor delays
 - 2: Significant delays
 - 1: extremely tight/overambitious
 - I don't know/not applicable to me
13. **[If you chose 1, 2, or 3 above]** What were the factors that led to delays in achieving the objectives according to the original time frame?
14. What challenges, if any, were encountered during the delivery of support? Please select all that apply.
- Political support at the highest level
 - Interagency tensions
 - Change in authorities
 - Implementation capacity
 - Overambitious time frame
 - Overambitious activity outcomes and objectives
 - Dealing with conflicting policy advice from other TA providers
 - Gaps in TA
 - Sustainability
 - Other (please describe) _____
15. To what extent were the challenges to delivery identified correctly prior to or during implementation?
- 4: Thoroughly identified
 - 3: Somewhat identified
 - 2: Largely unidentified
 - 1: Challenges were ignored
 - I don't know/not applicable to me

16. When CD activities' recommendations were not adopted/implemented, what were the key reasons? (Rank as many as relevant, starting from 1, most important)
- Insufficient resources to implement
 - Insufficient trained staff of implementing institution
 - Insufficient high-level support
 - Recommendations too ambitious/unrealistic
 - Disagreement with the recommendations
 - Recommendations not suitable for local conditions
 - Prior necessary TA not executed
 - Other: please specify _____
 - Don't know/not applicable to me

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.

17. Do you think the CD activities you received could have been delivered in a more cost-effective way – either from what you may know about IMF's costs for CD delivery or direct and indirect costs the authorities incurred in supporting CD delivery? If yes, how?
18. How appropriate was the selection of CD delivery modality (TA missions, trainings, workshops, etc.) to the authorities' needs?
- 4: very appropriate
 - 3: mostly appropriate
 - 2: partially appropriate
 - 1: not appropriate
 - I don't know/not applicable to me
19. How do you consider the balance between the different types of activities provided (see question 1 on list of activities)?
- 4: well balanced
 - 3: mostly balanced
 - 2: partially balanced
 - 1: poorly balanced
 - I don't know/not applicable to me
20. What is the quality of the outputs of the CD activities and the relevant advice you received?
- 4: excellent
 - 3: very high
 - 2: fair
 - 1: poor
 - I don't know/not applicable to me

21. [If you chose 1 or 2 in Q22] How can output quality be substantially improved? Please explain.
22. What factors adversely affected the efficiency of delivery and resulting output quality? (Check all that apply.)
- k. No work plan in the activity design
 - l. Nonviable work plan
 - m. Delays in the execution of the work plan
 - n. Actions by the authorities that have required revisions of outputs
 - o. Actions by the authorities that have resulted in delays of outcomes
 - p. Weak implementation capacity which requires the repetition of outputs
 - q. Need to deal with conflicting policy advice from other TA providers
 - r. Insufficient coordination of TA delivery resulting in gaps or duplication of efforts
 - s. Insufficient coordination of TA delivery with other TA providers resulting in gaps of TA and/or duplication of efforts
 - t. Other (please describe)

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.

23. What are the benefits of TA that are likely to remain without the continued support of TA? Please explain.
24. What factors could affect the sustainability of CD activities provided? (Select all that apply)
- j) Lack or shortage of capable staff
 - k) Difficulty in retaining capable staff
 - l) Insufficient funding to operate effectively
 - m) Coordination with other government entities
 - n) Inadequacy of legal and regulatory framework
 - o) Insufficient support or political commitment from government at the levels required
 - p) Lack of IT, systems to implement TA recommendations on capacity building
 - q) No concerns
 - r) Other (please describe) _____
25. Was the attainment of milestones or outcomes a condition for the continuation of CD activities by METAC?
- a. Yes
 - b. No

Impact

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

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

26. What long-term impact (positive or negative/intended or unintended, if any, did the activities provided by METAC have on your capacity and processes? Please explain.
27. What would have been the possible scenario in terms of impact if the CD activities from METAC was not provided to your office?
- No results would have been achieved as no alternative to IMF CD
 - Same results would have been achieved without any CD
 - Same results would have been achieved by CD from non-IMF providers
 - Better results would have been achieved by CD from non-IMF providers
 - Worse results would have been achieved by CD from non-IMF providers
 - Other (please describe) _____
 - I don't know/not applicable to me
28. **[For those who chose c, d, or e above]** Please describe the alternative sources of CD and compare their quality to the quality of METAC CD on the same CD topic.

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 activity with the IMF's surveillance and program operations.

29. Is your institution/country receiving CD from other providers in addition to that delivered by METAC? If "yes," are there formal or informal inter-government coordination efforts on the TA being provided in your country? Please explain.
30. METAC CD activities planning has taken explicit steps to ensure that METAC (select all that apply)
- does not overlap with other CD providers
 - does not duplicate other CD providers
 - complements those of other CD providers
 - requests support from other CD providers to help implement METAC's CD recommendations, where needed
 - integrates with IMF's surveillance
 - integrates with IMF's program operations
 - I don't know/not applicable to me

31. To what extent, if at all, do you believe that lack of coordination with other TA providers has reduced the effectiveness of IMF TA?
- a) A great deal
 - b) Somewhat
 - c) Very little
 - d) Not at all
 - e) Do not know/not applicable to me

End of questionnaire. Thank you.

ATTACHMENT 1 - FY16-20 METAC CD Delivery – person weeks

Table 1: METAC TA Delivery by Area and Beneficiary Country						
FY16 (In PW)						
FY 16 Executed METAC TA Delivery by Area and Beneficiary Country (In PW)						
	Banking Supervision	Public Financial Management	Revenue Administration	Statistics		Total
Regional Activities	4	12	3	3		22
Afghanistan	0	0	1	4		5
Egypt	21	7	16	6		50
Iraq	4	8	0	9		21
Jordan	5	9	17	5		36
Lebanon	12	10	10.5	3		35.5
Libya	4	0	0	0		4
Sudan	12	14	9.5	7		42.5
Yemen						0
West Bank & Gaza	8	0	9	2		19
						-
Total	70	60	66	39		235
Activity Distribution as % of total	29.8	25.5	28	16.7		100

Capacity Development in FY17-19 and FY20 Plan by Sector
(person-weeks)

	FY17	FY18	FY19	Plan FY20	Plan FY20 (FTE) 1/
BSR	63.0	91.0	78.0	70.8	1.6
PFM	56.0	93.5	101.0	131.0	3.0
REV	55.0	99.5	105.0	88.0	2.0
STA	72.0	91.0	72.4	72.3	1.7
OTH 1/	14.0	9.0	n.a.	n.a.	n.a.
Total	260.0	384.0	356.4	362.2	8.4

1/ FTE is full-time equivalent, and is calculated as the number of person-days divided by 225.

2/ Includes outreach activities, such as speaking at conferences, in non-METAC countries but generally in the Middle East and Central Asia region. Outreach activities are not planned.

ATTACHMENT 2 - METAC Regional Center Budget Progress Report

International Monetary Fund
METAC
Phase - 4: FY 2017 - FY 2021
Multilateral - Regional Centers: Progress Report
As of December 31, 2019
(In U.S. Dollars)

Project	Program Budget	Working Budget	Drawdowns			FY2020					FY2021		
			FY20117	FY2018	FY2019	Working Budget	Drawdowns	Execution (%)	Commitments	Total DD + Commitment	CDPORT Budget	Proposed Budget	Difference
Public Financial Management	7,739,432	5,921,019	549,803	954,579	1,077,961	1,609,043	540,448	34%	236,167	776,615	1,729,634	1,643,152	86,482
Revenue Administration	4,923,542	4,610,799	590,418	1,009,375	987,475	952,892	477,757	50%	136,811	614,568	1,070,639	1,017,107	53,532
Banking Supervision and Regulation	5,688,103	4,623,589	759,199	938,383	829,302	909,010	497,502	55%	144,566	642,068	1,187,695	1,128,310	59,385
Real Sector Statistics	5,102,392	4,555,463	853,123	867,521	807,932	970,820	423,408	44%	141,819	565,227	1,056,067	1,003,264	52,803
Financial and Fiscal Law	479,044	394,731	30,520	114,339	29,310	109,067	26,813	25%	6,857	33,670	111,496	105,921	5,575
Admin Project	2,043,630	1,738,882	330,851	263,079	277,837	433,454	175,353	40%	4,502	179,855	433,660	411,977	21,683
Governance/Evaluation	346,228	125,255		5,885	6,399	103,188	7,855	8%	89,000	96,855	9,783	308,854	-299,071
Strategic Budget Reserve	-	-											
Sub Total	26,322,371	21,969,738	3,113,914	4,153,161	4,016,216	5,087,474	2,149,136	42%	759,722	2,908,858	5,598,974	5,618,585	-19,611
Trust Fund Management	1,842,566	1,537,882	217,974	290,721	281,135	356,123	150,440		53,181	203,620	391,928	393,301	-1,373
Total	28,164,937	23,507,620	3,331,888	4,443,882	4,297,351	5,443,597	2,299,576	42%	812,902	3,112,478	5,990,902	6,011,886	-20,984

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

ATTACHMENT 3 - Outline: The Evaluation Report

The report should not exceed 25-30 pages in length (excluding annexes), including the executive summary. It is expected to include the following sections:

- **Executive summary.** After a short paragraph on the context for the evaluation, the executive summary will concisely focus on the main evaluation findings and evaluation recommendations.
- **Introduction.** The introduction will briefly present the purpose and the scope of the evaluation.
- **Project evaluation.** This section should focus on presenting evidence and assessing the objectives of the projects according to the relevant DAC criteria. The section will present an aggregated assessment of projects covered in the evaluation, based on the bottom-up project-by-project assessment (which will be presented separately in an annex). The project evaluation section will cover the following:
 - *Scope.* The total number and scope of projects covered in the evaluation, descriptive statistics on these projects, and the evaluation sample that is used when assessing the DAC criteria will be presented.
 - *Assessment and analysis at an aggregated level (i.e. topic, country groups, modality) using the OECD-DAC Criteria.* Although ratings are done at the project level, the main report is not expected to reflect the assessment at that granular level.

The evaluator will present the assessment in two ways: (i) by DAC criteria aggregated across projects; and (ii) by other aggregation criteria deemed useful in the context of the evaluation. For the latter, at the inception note stage, the evaluator and evaluation manager would have agreed on the level of aggregation of project ratings, as well as of the assessment. Following this agreed level of aggregation (i.e. topics, country groups, modality), this section presents the assessment, based on project-level OECD-DAC ratings.

In addition, this section will also present the factors that affected the assessment of the DAC criteria as well as the assessment by other aggregated groups and alternative interventions that would have provided better results.

To facilitate dissemination and publication of the main report, the evaluator will avoid presenting country-specific ratings and/or direct TA advice (see phase 3 on dissemination).

- *Assessment of RBM log frames.* The evaluator can also present an overall assessment of the quality of log frames of the projects (e.g., whether the projects have clearly defined objectives and log frames marking the results chain from input, activities, output, and milestones to outcomes and objectives with well-defined verifiable indicators).
- **Non-project related questions.** The evaluation manager and evaluators may agree to assess the delivering entity's operations with some entity-level questions, in addition to the project-based evaluation. In this section, the evaluator will present their assessment for such non-project related questions (as opposed to project-level questions). The OECD-DAC criteria do not have to apply to this part of the evaluation.
- **Conclusions and evaluation recommendations.** The report should contain no more than 10 recommendations and they should be:
 - Prioritized, in terms of urgency and timing, and sequenced
 - Actionable (under the control of the IMF), feasible, and reflecting an understanding of potential constraints to implementation
 - Cost effective (i.e., focused on affordable alternatives to achieve the objectives).
- **Annex on individual projects.** In addition to the main report, the evaluation should include an annex that describes each CD project succinctly: listing major interventions and the channels through which they were expected to achieve outcomes and objectives. In a table, the evaluators should present the DAC criteria rating by project and in aggregate, as well as the RBM rating, where available.²⁰²
- **Annex on methodology.** This annex will describe the evaluation methodology and include the ToR of the evaluation.

²⁰² Conceptually, the RBM ratings for the achievement of objectives and outcomes correspond to the effectiveness ratings.

Annex V: List of Desk Review Documents

No.	Country	Document Type	Date
1	Iraq	TA Report	9/2018
2	Jordan	BTO	9/2018
3	Jordan	BTO	7/2017
4	Lebanon	TA Report	7/2019
5	Lebanon	TA Report	9/2016
6	Sudan	TA Report	3/2017
7	Sudan	TA Report	9/2018
8	Sudan	TA Report	6/2017
9	Sudan	TA Report	12/2017
10	Tunisia	TA Report	4/2018
11	West Bank & Gaza	TA Report	3/2018
12	West Bank & Gaza	TA Report	9/2018
13	West Bank & Gaza	TA Report	11/2018
14	Egypt	Back to Office	4/2018
15	Egypt	Official Correspondence	2/2018
16	Egypt	Briefing Paper	2/2018
17	Egypt	Briefing Paper	4/2018
18	Sudan	Back to Office	5/2017
19	N/A	Annual Report	5/2016
20	N/A	Annual Report	9/2017
21	N/A	Annual Report	9/2018
22	N/A	Annual Report	2019
23	N/A	Annual Report (Excerpts)	2018
24	N/A	Review of the Fund's Capacity Development Strategy	10/2018
25	N/A	New Common Evaluation Framework	4/2017
26	N/A	RTAC Handbook	10/2019
27	N/A	Previous METAC Evaluation	9/2014
28	N/A	Program Document	5/2016
29	N/A	SC Meeting Minutes	6/2019
30	N/A	SC Meeting Minutes	5/2017
31	N/A	SC Meeting Minutes	5/2018
32	N/A	Strategy Note	1/2016
33	N/A	Strategy Note	11/2018
34	Algeria	TA Report	7/2016
35	Algeria	TA Report	11/2017
36	Algeria	TA Report	3/2019
37	Djibouti	TA Report	7/2017
38	Egypt	TA Report	9/2017
39	Egypt	TA Report	11/2018

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

40	Egypt	TA Report	1/2017
41	Iraq	TA Report	6/2019
42	Jordan	TA Report	12/2016
43	Lebanon	TA Report	2/2017
44	Lebanon	TA Report	11/2016
45	Lebanon	TA Report	11/2017
46	Tunisia	TA Report	2/2018
47	Tunisia	TA Report	4/2019
48	Egypt	TA Report	12/2018
49	Egypt	TA Report	8/2017
50	Egypt	TA Report	5/2018
51	Egypt	TA Report	1/2018
52	Iraq	TA Report	3/2017
53	Iraq	TA Report	8/2018
54	Iraq	TA Report	5/2018
55	Jordan	TA Report	8/2017
56	Jordan	TA Report	1/2018
57	Jordan	TA Report	7/2018
58	Jordan	TA Report	12/2018
59	Sudan	TA Report	4/2017
60	Sudan	TA Report	11/2017
61	Sudan	TA Report	11/2018
62	Sudan	TA Report	4/2018
63	Afghanistan	TA Report	4/2019
64	Afghanistan	TA Report	2/2017
65	Afghanistan	TA Report	5/2016
66	Lebanon	TA Report	6/2017
67	Lebanon	TA Report	11/2018
68	Lebanon	TA Report	10/2017
69	Libya	Back to Office	1/2017
70	Libya	Briefing Paper	1/2017
71	Libya	Briefing Paper	9/2017
72	Morocco	Briefing Paper	3/2017
73	Morocco	Back to Office	6/2019
74	Sudan	TA Report	7/2016
75	Tunisia	TA Report	2/2019

Annex VI: Works Cited

- Andrew, C. (August 2018). *Development of an Implementation Plan for the New Sales Tax*. Middle East Regional Technical Assistance Center.
- Aziz, J. (June 2017). *Support to the Central Bank of Sudan Credit Registry*. International Monetary Fund.
- Bangratz, T. (April 2018). *Central Bank of Tunisia: Implementing Internal Capital Adequacy Assessment Process*. International Monetary Fund.
- Cardillo, C. (March 2017). *Technical Assistance Report on Sector Statistics Mission*. International Monetary Fund.
- Cartwright, K. (December 2018). *Implementing New Filing and Payment Procedures: Progress and Challenges*. Middle East Regional Technical Assistance Center.
- Cartwright, K. (January 2018). *On-Time Filing and Payment Improvement Project*. Middle East Technical Assistance Center.
- Cartwright, K. (May 2018). *On-Time Filing and Payment Improvement Project: Starting the Roll-Out*. International Monetary Fund.
- Charaoui, J., & Roudeau, G. (July 2016). *Gestion de la Tresorerie*. International Monetary Fund.
- Charaoui, J., & Stuart, I. (November 2016). *Strengthening the capacity of the macro-fiscal department on fiscal risk management*. International Monetary Fund.
- Charaoui, J., Chevauchez, B., Wendling, C., & Bourquard, V. (February 2019). *Mise en œuvre de la Loi Organique Relative aux Lois de Finances et maîtrise des risques budgétaires*. International Monetary Fund.
- ECORYS. (2014). *Mid-Term Evaluation of the Middle East Regional Technical Assistance Center*.
- Ettridge, R. (April 2018). *Compliance Risk Management*. International Monetary Fund.
- Gerald A. Edwards, J. (September 2018). *Enhanced Bank Internal Audit and Compliance Regulations: Technical Assistance Report*. International Monetary Fund.
- Graf, B. (October 2017). *Price Statistics*. International Monetary Fund.
- Gray, S. (2018). *Jordan - Strengthening Stress Test Capability*. International Monetary Fund.
- Halstead, A. (September 2017). *State-Owned Enterprises, Guarantees, and Fiscal Risks*. International Monetary Fund.
- International Monetary Fund. (May 2016). Appendix III: Action Plan in Response to METAC Mid-Term Evaluation. In *METAC Phase IV Program Document* (pp. 75-81). International Monetary Fund.
- International Monetary Fund. (May 2016). *Middle East Regional Technical Assistance Center Program Document*. International Monetary Fund.
- International Monetary Fund. (October 2019). *2019 Article IV Consultation--Press Release; Staff Report; and Statement by the Executive Director for Djibouti*.

- International Monetary Fund. (October 2019). *Regional Technical Assistance Center (RTAC) Handbook*. International Monetary Fund.
- International Monetary Fund. (n.d.). *Results Based Management (RBM) - A Short Primer*.
- Jenkins, D. (November 2018). *Further Roll-out of Risk Management Across Sudan Customs*. Middle East Regional Technical Assistance Center.
- Jenkins, D. (November 2018). *Further Roll-Out of Risk Management Across Sudan Customs*. International Monetary Fund.
- (June 2019). *METAC Steering Committee Minutes*. International Monetary Fund.
- METAC Steering Committee Minutes*. (May 2018). International Monetary Fund.
- Middleton, J. (August 2019). *Managing Large Taxpayer Compliance*. International Monetary Fund.
- Middleton, J. (May 2018). *Progressing the Implementation of a Large Taxpayers Office*. International Monetary Fund.
- Obiang, A. (2017). *TA on Banking Law and Resolutions*. International Monetary Fund.
- Pegler, K. (July 2019). *Producer Price Index*. International Monetary Fund.
- Radi, A. E. (2018). *Back to Office Report: Jordan-Strengthening Stress Test Capability*. International Monetary Fund.
- Rame, X., & Al Aissami, N. (June 2019). *Implementing a New Budget Classification*. International Monetary Fund.
- Roudeau, G. (November 2018). *Renforcement de la Gestion de Tresorerie: Suivie de la Feuille de Route de 2017*. Middle East Regional Technical Assistance Center.
- Shapiro, J. (December 2017). *Upgrade the On-Site Supervision Manual*. International Monetary Fund.
- Shapiro, J. (September 2016). *Enhancement of On-Site Examination Procedures*. International Monetary Fund.
- Shapiro, J. (September 2018). *Review of the Central Bank of Sudan On-Site Supervision Manual*. International Monetary Fund.
- Todorov, T. (March 2017). *Technical Assistance Report on National Accounts Statistics Mission*. International Monetary Fund.
- Woods, R. (December 2018). *Implementing a Binding Rulings System*. International Monetary Fund.

Annex VII: Key Informants Interviewed

STAKEHOLDER GROUP	TOTAL KIIs
IMF/METAC Staff	31
Country Authorities	17
SC Country Representatives	2
Donors/Other Providers	7

No.	Respondent Group	Country	Interview Date
1	IMF/METAC		11/12/2019
2	IMF/METAC		11/12/2019
3	IMF/METAC		11/12/2019
4	IMF/METAC		11/12/2019
5	IMF/METAC		11/12/2019
6	IMF/METAC		11/12/2019
7	IMF/METAC		11/13/2019
8	IMF/METAC		11/13/2019
9	IMF/METAC		11/13/2019
10	IMF/METAC		11/13/2019
11	IMF/METAC		11/13/2019
12	IMF/METAC		11/13/2019
13	IMF/METAC		11/13/2019
14	IMF/METAC		11/14/2019
15	IMF/METAC		11/14/2019
16	IMF/METAC		11/14/2019
17	IMF/METAC		11/14/2019
18	IMF/METAC		11/14/2019
19	IMF/METAC		11/14/2019
20	IMF/METAC		11/14/2019
21	IMF/METAC		11/18/2019
22	IMF/METAC		11/18/2019
23	IMF/METAC		11/19/2019
24	IMF/METAC		11/19/2019
25	IMF/METAC		11/19/2019
26	IMF/METAC		11/19/2019
27	IMF/METAC		11/19/2019

Use or disclosure of the data contained on this sheet is subject to the restriction on the inside cover.

28	IMF/METAC		2/25/2020
29	IMF/METAC		2/27/2020
30	IMF/METAC		3/2/2020
31	Country Authority	Lebanon	3/3/2020
32	Country Authority	Lebanon	3/3/2020
33	Country Authority	Lebanon	3/3/2020
34	Country Authority	Lebanon	3/5/2020
35	Country Authority	Lebanon	3/5/2020
36	IMF/METAC		3/20/2020
37	SC Country Representative	Sudan	5/4/2020
38	Country Authority	Jordan	5/5/2020
39	Country Authority	Lebanon	5/6/2020
40	Country Authority	Lebanon	5/6/2020
41	Country Authority	Lebanon	5/6/2020
42	Country Authority	Lebanon	5/6/2020
43	Donor Partner	EU	5/6/2020
44	Donor Partner	Netherlands	5/8/2020
45	Donor Partner	EU	5/11/2020
46	Other Provider	UNESCWA	5/12/2020
47	SC Country Representative	Jordan	5/12/2020
48	Donor Partner	Switzerland	5/13/2020
49	Other Provider	CEF	5/15/2020
50	Other Provider	Lebanon	5/19/2020
51	Country Authority	Jordan	6/15/2020
52	Country Authority	Tunisia	6/15/2020
53	Country Authority	Jordan	6/16/2020
54	Country Authority	Jordan	6/17/2020
55	Country Authority	Sudan	6/22/2020
56	Country Authority	Sudan	6/22/2020
57	Country Authority	Tunisia	6/24/2020