



What do we actually mean by an M&E System?

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Planning : Text book

- Identify and measure **social problems**
 - Analysis
 - Determine **what** works and what **doesn't**
 - Program **design**
 - **Budget** allocation
 - Implementation
 - **Monitoring & Evaluation**
-

Why do we need evidence?

- To improve **social policy**
- Make **better** decisions (management, design, budget...)
- **Accountability** and transparency



"OK, all those in favour of delegating decision-making, shrug your shoulders"

Real world...

- Political parties trying to reach power
- Governments keeping power
- Governments delivering goods and services, maximizing political returns
- Budget design, a political decisions
- Imperfect Project and Program's implementation
- Decisions based on: politicians own believes, political parties' advice, Wilkipedia, pressure from different powerful groups, corruption, bureaucracies...

Why do we need evidence?

- To prove that I'm right
- To prove that I'm right again

Does evaluation stand a chance??

- ✓ Democracies and people's pressure; worth the effort
- ✓ Tight budgets
- ❖ Be humble and practical about the role of evaluation on public policy.....
- ❖ Link the evaluation/evidence process to political incentives
- ❖ Success, if evaluations make the difference from time to time.....
- ❖ If Mexico was able to do it, any one can do it.....

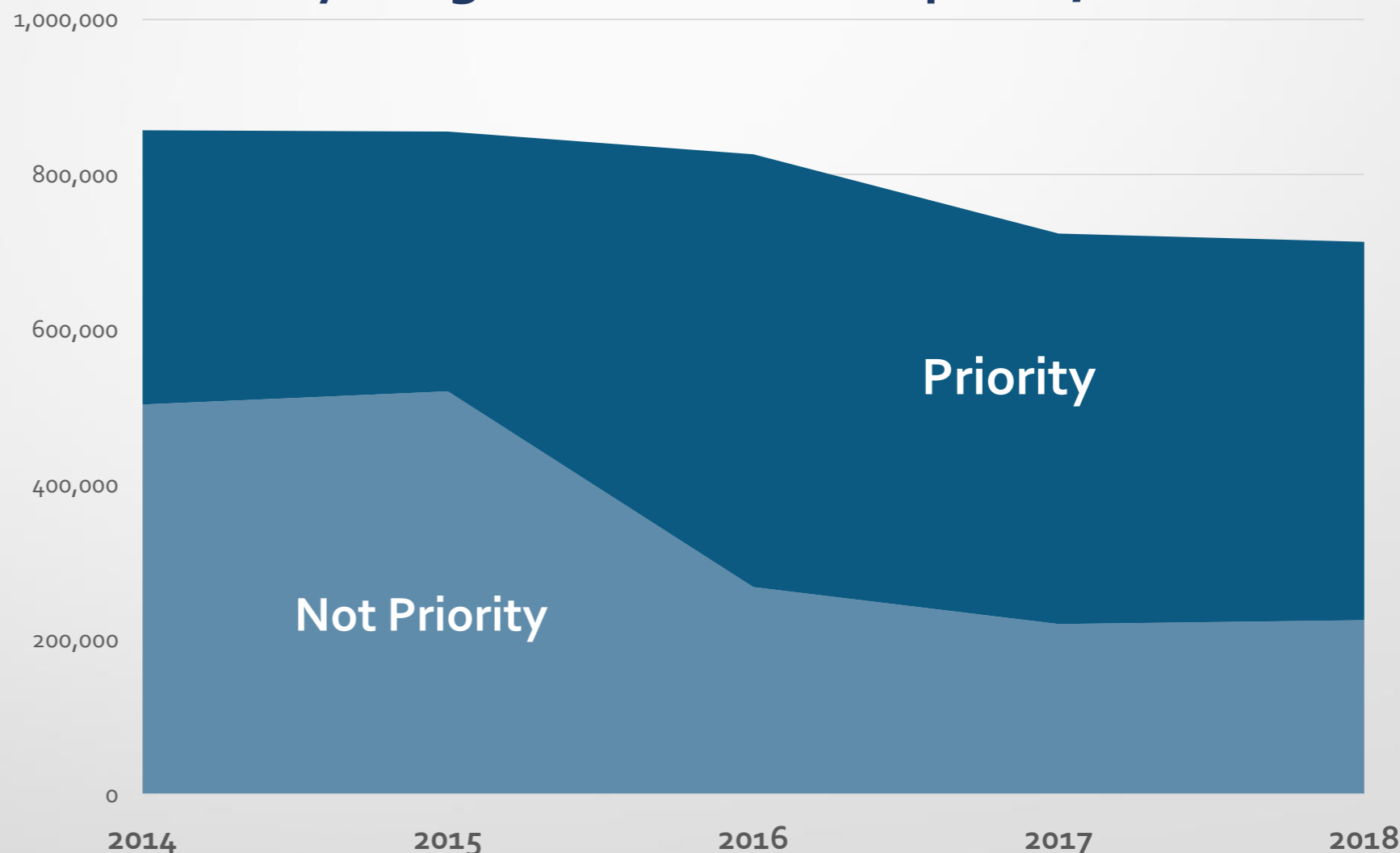
Improve budgetary planning

In 2017 the Mexican Government (and Congress) were able to allocate resources, according to the suggestions made by the evaluation process.

Based on evaluation results, CONEVAL elaborates annually a document called **“Considerations for the Budgetary Process”**.

This document provides relevant information to the Finance Ministry and the legislative Branch, that’s taken into account when defining a social program’s annual budget.

Priority Programs (millions of pesos, 2012)*



*Source: CONEVAL with Public Accounting information (2014, 2015, 2016), Approved Federal Budget for 2017 and 2018, and the CONEVAL documents of information for the budgetary process 2015, 2016, 2017 and 2018 .

Note: The program base is not the same in the 4 years because of programmatic and operational changes, but the same methodology for the analysis is applied.

Almost everything started in 1997.....

- Technically robust Impact Evaluation of an important and new program: Progresa (later called, Oportunidades or Prospera). 1997
 - The evaluation showed very good impacts of the program in rural areas.
- In 2001 Congress decided that ALL social programs (budget activities) should have an external annual evaluation.
 - Bad quality, low capacity, no use...
- CONEVAL 2006. Poverty Measurement and evaluation of the social policy.
 - It wasn't clear how...

The Mexican M&E system for social policy

Multidimensional Poverty Measurement

Planning

National Statistical Office and general data collection

Nat. Dev. Plan and Ministries' Strategic objectives

Log Framework:
Results indicators for Programs/Action/Projects (Central Sector Schemes; Centrally Sponsored Schemes)

Evaluation

Annual Evaluation Plan

Inventory of social programs

Evaluation of the program's design

Evaluation of the program's implementation

Impact Evaluations

Consistency and Results Evaluation

Policy Evaluations

Results

Recommendations' follow-up



Annual Performance Report

Principles

Balance the incentives

Annual Evaluation Award

Rigour, but find
honest strengths as well

Partnership with the
Ministry of Finance

Ready for the budget process

Better timing when
governments start

Measure USES of the
evaluation process

Credibility

Credibility

Challenges for constructing an M&E System for social policy

Institutional

Adapt and change the rules of the agents involved
Normative changes
Incentives

Planning

Get a good monitoring system with appropriate indicators(MIR)
Take into account national planning

Technical

Development of appropriate evaluation methodologies
Having trained evaluators

Monitoring

Construction of the Indicators Matrix

Stages

Define the problem

Analyze the problem (causes and effects)

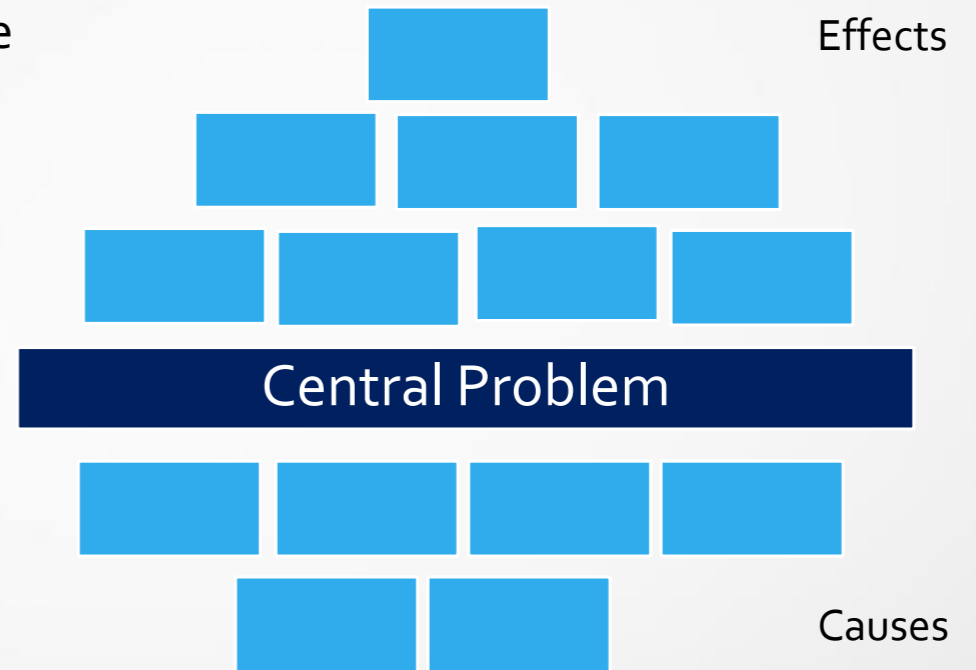
Identify and quantify the population with problem

Analysis of alternatives to address the problem

Definition of strategy objective levels

MIR elaboration

Problem tree



Indicators Matrix

		Horizontal Logic			
		Objectives	Indicators	Means of verification	Assumptions
Vertical Logic	End				
	Purpose				
	Components				
	Activities				

Social program inventory

How many programs exist? What are their characteristics?
How much they cost?

The inventory must have:

Main characteristics

Objectives (social rights)

Target population

Budget

Evaluation results

Recommendations' follow-up

- Type of service provided
- Year in which the program was created
- Geographical area where it operates
- Ministry responsible for the program's operation

FEDERAL
Federal Government
Interventions



<http://www.coneval.gorg.mx/evaluacion/ipfe/>

Monitoring and evaluation horizon

Stages

T₀

Questions to consider

Type of evaluation

What are the problem's main characteristics? What's causing the problem? What effects does it have? What alternatives are there?

New program initial assessment (diagnosis)

T₁

Will the intervention's design tackle the problem?

Program design evaluation

Initial data collection

T₂

Is the program consistent with the legal framework?
Is the program oriented towards results?

Consistency and results evaluation

T₃

How does the program operate? Is the program's operation process efficient enough to reach its goals?

Process evaluation

Impact evaluation


T₄

Is the program responsible for the changes identified in its target population?

Performance evaluation

Monitoring and evaluation fact-sheet

At Stage 0, the program is being designed. Stage 1 onwards corresponds to the amount of years the program has been operating.



Only one type of evaluation
(evidence) cannot address all
questions, cannot please all
stakeholders and cannot be on time

Technical Challenges

How to evaluate?: Define types of evaluations



Dx

Diagnostic
New Programs

Define the problem and justify that it is a public problem



DE

Design

Internal logic and consistency of programs



CRE

Consistency & Results

Diagnosis of institutional capacity to achieve results



PE

Process

Analysis of business processes and their contribution to fulfill the purpose



SPE

Specific Performance

Synthetic Assessment of program information



IE

Impact

Measure the net effects of the program



IND

Indicators

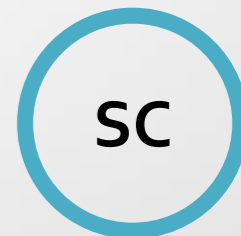
Relevance and scope of the indicators of a program



CE

Complementary

Deepening on relevant aspects of performance



SC

Strategic

Assessment of policies and strategies for social development

Programs and actions

Strategies, policies, or groups of programs

How does it measure results?

Results and findings

Advance of indicators

Impact methodology

Attributable effects

Other effects

End

Purpose

STPS
Program to Support Employment (S043)



SEP
Sports Attention (E017)



SEMARNAT
Drinking Water, Sewerage and Sanitation Program (S074)



ISSSTE
Social benefits, (E045)



Build a holistic understanding of our challenges

Synthesize evidence and create practical guidelines for policy making

Synthesis of available evidence on a specific topic based on systematic reviews, following eligibility criteria

Chronic Child Malnutrition

GUÍA PRÁCTICA PARA MEJORAR LA POLÍTICA PÚBLICA
Intervenciones para combatir la desnutrición crónica infantil

en México...
1 DE CADA 7 NIÑOS menores de 5 años padece **DESNUTRICIÓN CRÓNICA** [2012]

CAUSAS

- DIETA INADECUADA**
Oferta limitada de alimentos saludables
Ingresos insuficientes
Prácticas inapropiadas de cuidado del niño
- ENFERMEDADES DIARRÉICAS AGUDAS [EDA]**
Servicios de salud deficientes
Malas condiciones de vivienda
Falta de acceso a agua potable y saneamiento

EFFECTOS

- Enfermedades
- Mayores tasas de mortalidad infantil
- Riesgos en el desarrollo cognitivo y desempeño escolar

¿QUÉ INTERVENCIONES FUNCIONAN Y CUÁLES NO?

- IMPACTO POSITIVO demostrado con estudios rigurosos**
 - Promoción de lactancia
 - Alimentación complementaria y educación nutricional
 - Transferencias monetarias condicionadas
 - Mejora de la calidad de agua
 - Probióticos para diarrea
 - Promotores de salud en atención primaria
- IMPACTO INCONCLUSIVO demostrado con estudios rigurosos**
 - Suplementos AGPICL (suplementos con ácidos grasos poliinsaturados de cadena larga para mujeres lactantes)
 - Promoción para el consumo de frutas y verduras
 - Zinc oral para diarrea
- IMPACTO NULO demostrado con estudios rigurosos**
 - Suplementación intermitente de hierro (1)
 - Fortificación de alimentos con micronutrientes en polvo (1)
- Intervenciones cuyos estudios no son rigurosos**
 - Manejo adecuado de excretas
 - Supresión de lactosa en niños con diarrea crónica
 - Maíz bio-fortificado
 - Intervenciones para mejorar el agua, saneamiento e higiene
 - Educación prenatal sobre lactancia y posnatal para padres
 - Servicios de cuidado infantil
 - Enfoque de desviación positiva
 - Proyectos Agrícolas (acuacultura, huertos familiares, animales de traspatio)
 - Uso de desparasitantes
 - Monitoreo de crecimiento
 - Provisión de alimentos (2)

Sólo se conseguirá impacto si las intervenciones atienden a la población menor de 5 años con desnutrición crónica

CONeVal
Consejo Nacional de Evaluación de la Política de Desarrollo Social

www.coneval.gob.mx

@coneval | Coneval | conevalvideo | blogconeval.gob.mx

(1) Para estas intervenciones se analizaron otras variables como anemia, deficiencia de hierro, hemoglobina, estado de hierro, peso para la edad, mortalidad, peso para la talla, morbilidad, entre otros; se encontró que la administración intermitente de suplementos es eficaz para mejorar la concentración de hemoglobina y reducir el riesgo de anemia o deficiencia de hierro en los niños menores de 12 años, y que la fortificación de alimentos con micronutrientes en polvo es eficaz para reducir la anemia y la deficiencia de hierro en niños de 6 a 23 meses de edad. Si el objetivo es incidir en la disminución de la desnutrición crónica infantil, no se recomienda su implementación.
(2) La escasez y heterogeneidad de los estudios incluidos complica la elaboración de conclusiones sobre la efectividad de la intervención. La implementación de estas intervenciones no es recomendable dada la baja calidad de la evidencia encontrada.

Achievements from evaluation

Type of Evaluation	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Complementary		7	10	12	13	15	28	13	7	5	4	2	7	123
Consistency and Results		104				140	1			1		84		330
Diagnostic								38	11	57				106
Design	11	14	27	9	17	19	2		39	52	4	1		195
Specific		2	133	133	133	7	395	188	307	154	153	315	2	1,922
Strategic		1	3	19	21	12	25	1	20	10			7	119
Impact		1	1	9	3	2	2					1	1	20
Process			1	3	1				1	3	1	1		11
Total	11	129	175	185	188	195	453	240	385	282	162	404	17	2,826

Measuring the programs' use of evaluations: Follow-up to the commitments to improve social programs 2011-2019

Improvement in social programs 2011-2017

Type of improvement	Cycle								Total of Programs	Relative participation
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019		
Correct activities or processes of the program	35	39	39	17	20	38	45	47	280	39.4%
Modify supports given by the program	10	7	3	4	6	7	3	8	48	6.8%
Make substantial changes on the program	26	48	47	41	54	30	57	27	330	46.5%
Addition or reallocation of the program	3	0	5	1	1	21	8	5	44	6.2%
Suspension of the program	0	8	0	0	0	0	0	0	8	1.1%
Total									710	100%

Source: CONEVAL, based on information from the SSAS

Notes: for the calculation, the ASMs completed at one hundred percent reported in March for the years 2011-2012 to 2018-2019 were considered.

The programs are only considered once and the classified aspects are prioritized; Suspending the program is more relevant than adding or relocating it, etc..


Changes in policy due to evidence

Qualitative examples

Evidence findings

- ✓ CONEVAL reported that poverty increased between 2008 and 2012.
- ✓ The impact evaluation of the “Piso Firme” program showed that the program reduced the number of gastrointestinal diseases.
- ✓ The design evaluation of the “Primer Empleo” program showed several flaws in its design and operation, and therefore recommended rethinking the pertinence of maintaining it.
- ✓ The impact assessment of the “Progres-Oportunidades” program identified that iron was not absorbed by the children benefiting from the program through the dietary supplement.

What happened?



In 2013, the federal government implemented a poverty strategy, according to the Multidimensional Poverty Indicator.

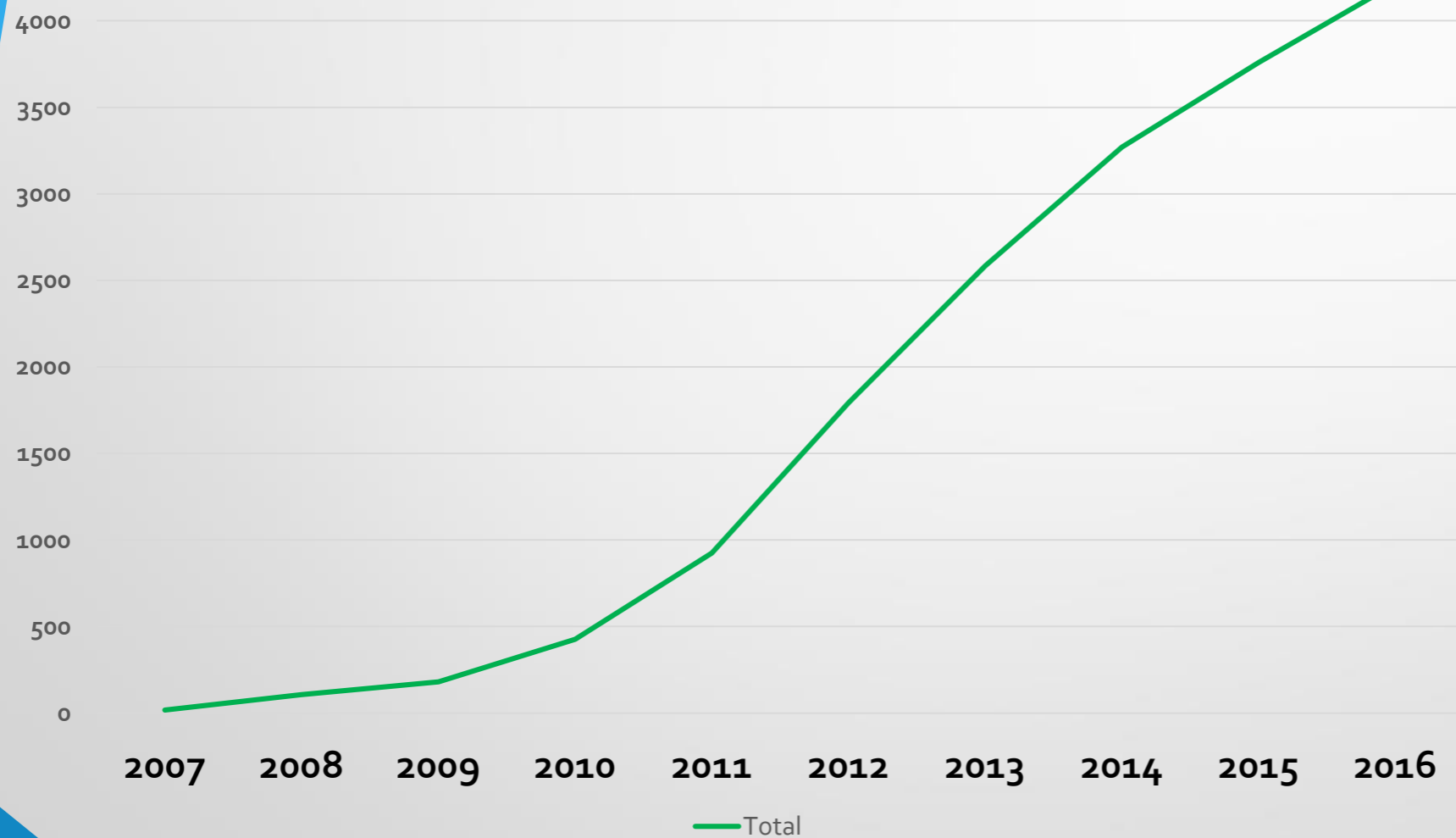
The program’s budget increased by nearly 400% between 2007 and 2012.

The program was canceled in 2009.

In 2003 the formula of the dietary supplement of the Progres-Oportunidades program was modified.

Use of evaluations to improve public policy

From January 2007 to December 2016, **4,214 uses** have been identified



The main actors who make use of the information are:

- Decision makers
- Civil society,
- Academia,
- International organizations,
- Mass media

Useful Tips

- *Building a (country) evaluation system is a political challenge with technical elements, not the other way round.*
- Convince a policy maker about an evaluation by thinking how this person is going to win politically. *Link evidence to political incentives.*
- Get some stakeholder's support to convince a policy maker about an evaluation. *With a little help from my friends.*
- Make public the evaluation when it can include the changes made to the program due to the evaluation process. *Don't feed the press so easy.*
- Start the evaluation system with an evaluation with high possibilities of showing relatively good results. *Don't shoot on your own foot.*
- How to balance learning with accountability?!
- Credibility. Credibility
- Take main stakeholders out for a beer. *Do this with anyone, irrespective of the evaluation process!*

Why countries are interested in evaluations?

- * Learning only (China)
- * Political incentives:
 - Showing off (State of Coahuila in Mexico)
 - Politicians doing well in their careers
- * Accountability from Congress and NGOs (Mexico)
- * Improve planning (Colombia)
- * Improve management (USA)
- * Improve budgetary planning (Chile, Brazil)
- * Build a holistic understanding of development challenges (Canada)

Monitoring and evaluation system in India

Medium/Long Term Objectives

Planning

Evaluation

Data

Evaluation Plan

Results

Type of evaluation 1

Results indicators for Programs
And Policies

Type of evaluation 2

Type of evaluation 3

Type of evaluation 4

Use: Decision making mechanisms



System's Annual Report



Link evaluation with poverty reduction

Evaluation of the Firm Floor Program

- In 2006, the Firm Floor Program was evaluated, the program replaced dirt floors with cement floors, in one of the states of Mexico.
- Evaluation team: Mexican and Berkeley University researchers
- Findings:
 - Diarrhea cases were reduced by almost 13%
 - A 20% reduction in the incidence of anemia
 - Higher grades in 30% for language and communication skills of children 12 to 30 months of age.
 - 9% higher grades on vocabulary tests for children between 36 and 71 months of age.
 - The program is cost-effective

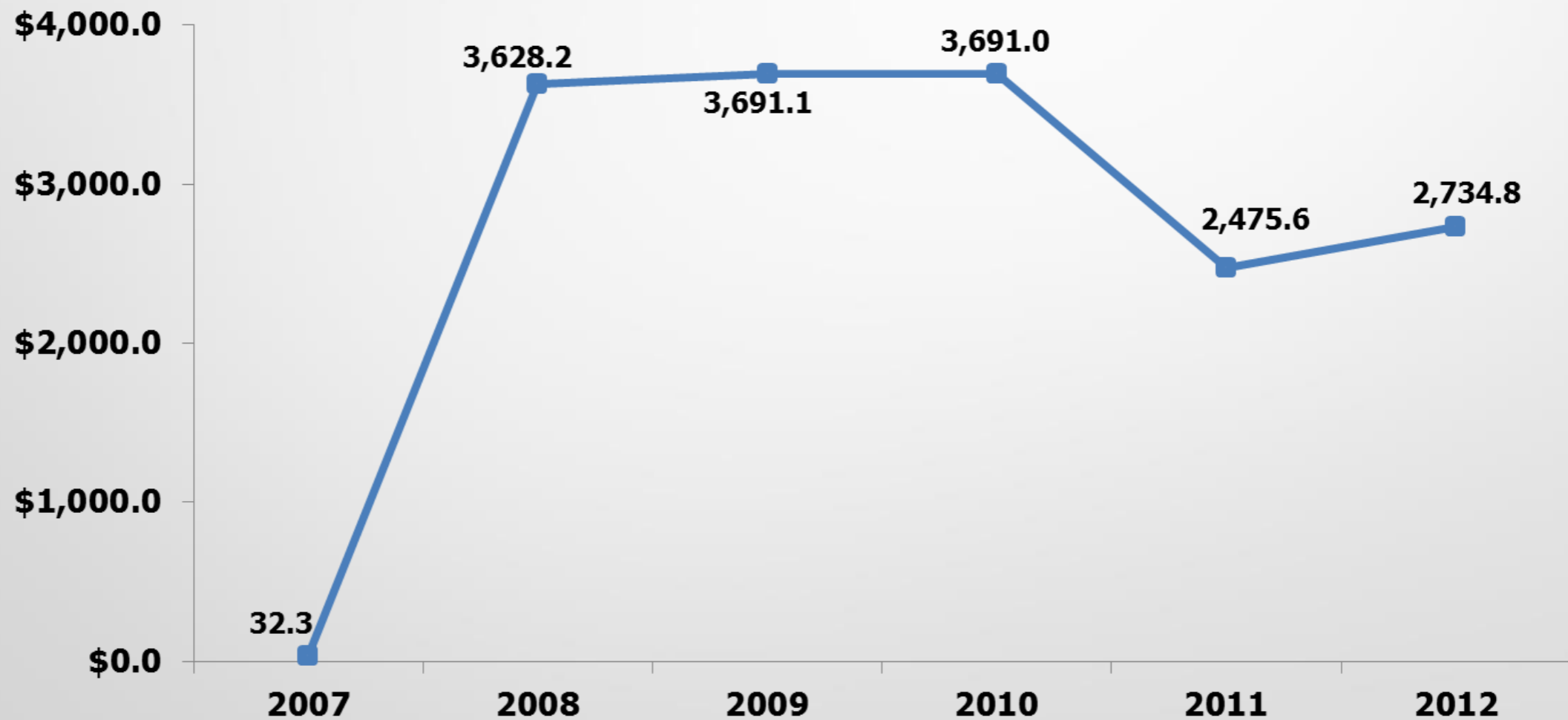
What happened after the evaluation?

- CONEVAL presented the results to the President-elect during the second half of 2006.
- Because of the evaluation, the President decided to increase the budget of the Firm Floor Program
- As a dirt floor is part of the multidimensional methodology of poverty, cement floors had an impact on extreme poverty, on the margins.

Budget for the Firm Floor Program

Mexico, 2007-2012

Millions of mexican pesos (2010)

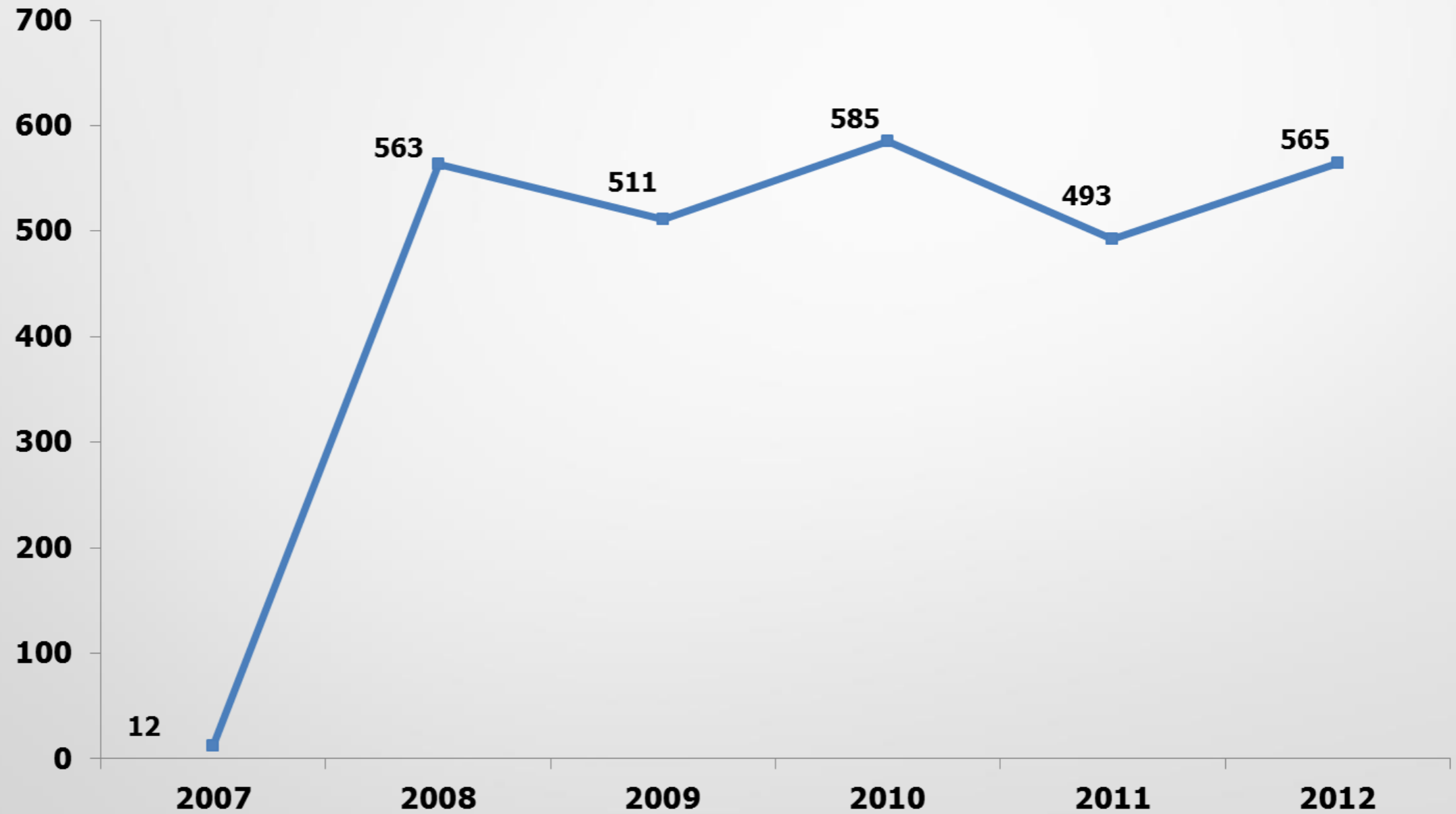


Source: estimates based on information from the Microregions Unit of SEDESOL

Thousands of firm cement floors

Mexico, 2007-2012

Annual data



Source: estimates based on information from the Microregions Unit of SEDESOL

Multidimensional poverty in Mexico

Poverty Dimensions (CONEVAL's methodology)



Source of information generated
by the National Institute of Statistics and
Geography (INEGI)

Periodicity
State and federal: 2 years
Municipal: 5 years



Threshold of the indicator lack of quality and housing space

There is no lack if

It is lacking when any of the following
conditions is present:

They are made of asbestos, metal or fiber cement sheet; palm or straw; wood or tejamanil; roof tile, roof with viguería, concrete slab or joists with vault

Ceilings

x

They are made of waste material or cardboard sheet

They are made of wood, adobe, partition, brick, block, stone, quarry, cement or concrete

Walls

x

They are made from "embarro" or "bajareque"; reed, bamboo or palm; cardboard, metal or asbestos sheet; or waste material

They are cement or firm; wood mosaic or other coating

Floors

x

No firm floor (dirt floors)

Resident ratio per room is less than or equal to 2.5

Overcrowding

x

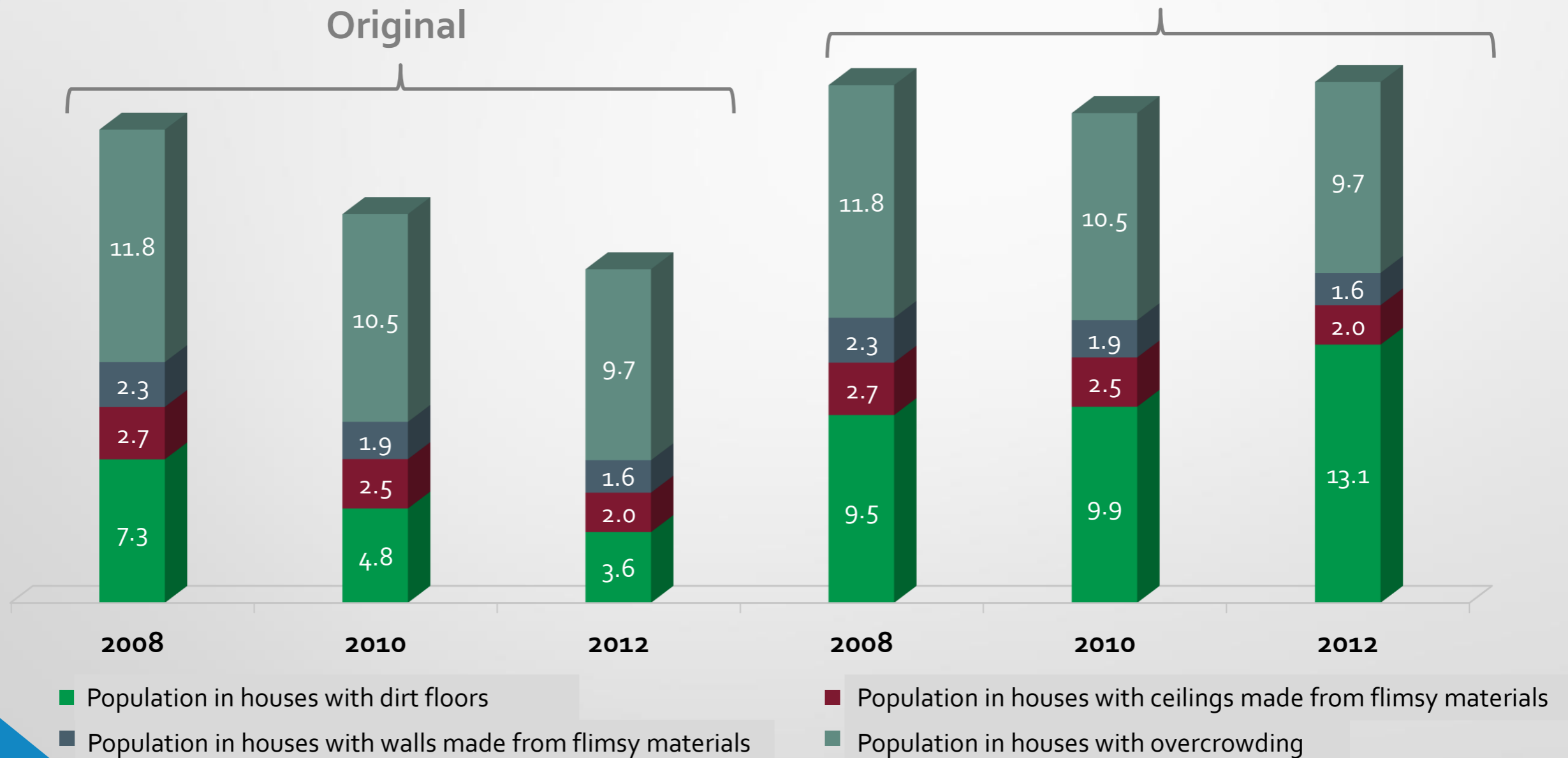
Resident ratio per room is greater than 2.5

Lack of housing quality and spaces

Mexico, 2008-2012

Percentage

Without the construction of cement floors



Poverty indicators

Mexico, 2012

Indicadores	Original	Without effect of cement floors*
Percentage of people with dirt floor	3.6	13.1**
Number of people with Wood floors (millions)	4.2	15.3**
Percentage of people with lack of quality and housing spaces	13.6	21.4**
Number of people lacking quality and housing spaces (millions)	15.9	25.1**
Percentage of people in extreme poverty	8.9	9.7**
Number of people in condition of extreme poverty (millions)	10.4	11.3**
Percentage of people in poverty	45.4	45.8
Number of people in poverty (millions)	53.2	53.8

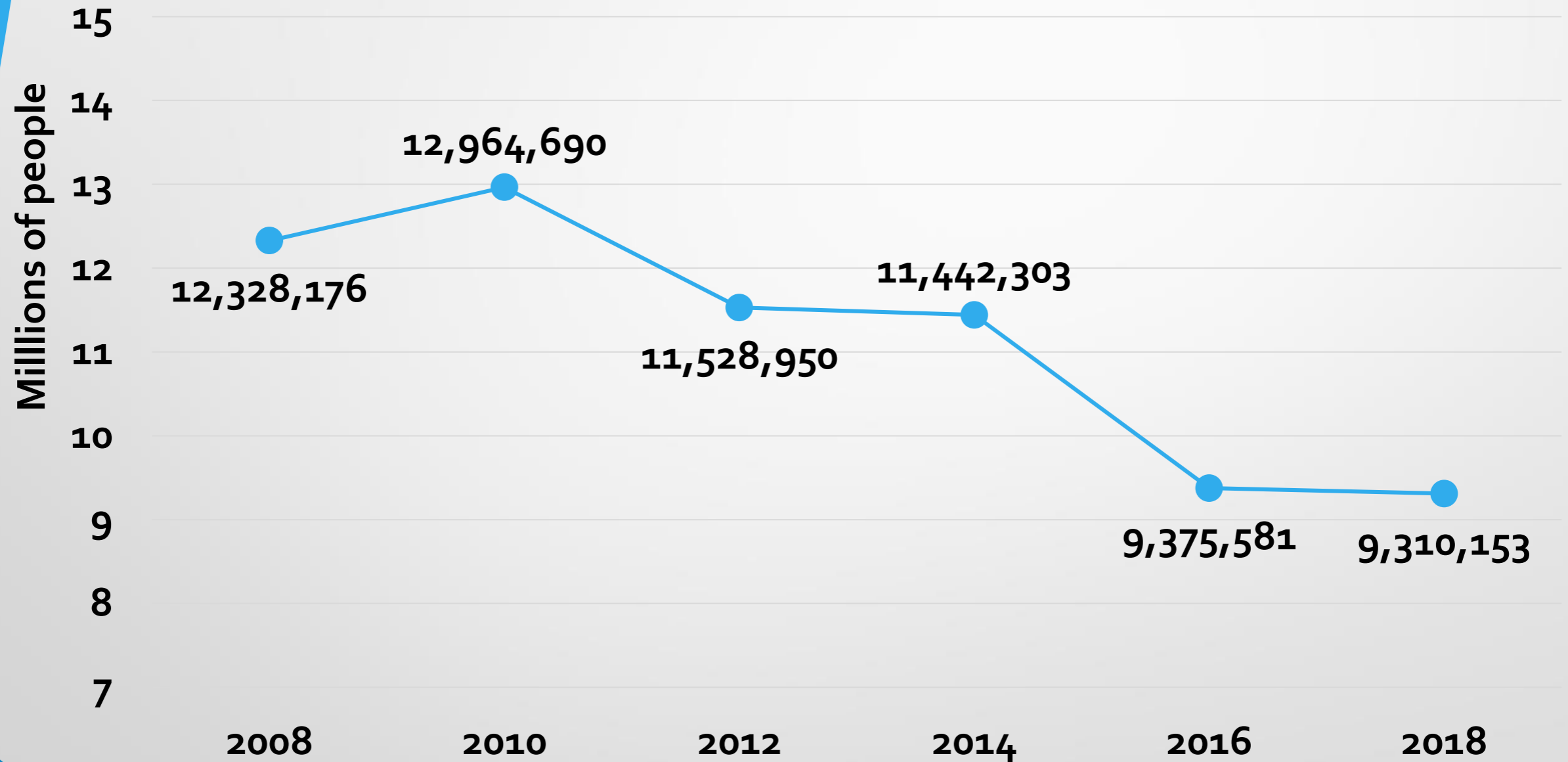
*This effect was estimated using a random methodology in the allocation of land floors to homes that already had a cement floor.

**The difference between "original" and "no effect of cement floors" for the same year is statistically significant at a 5% level.

Population in extreme poverty

Number of people, national

Importance of coordination mechanisms, based on the measurement of CONEVAL



Source: CONEVAL estimates based on the MCS-ENIGH 2008, 2010, 2012, 2014, the MEC of the MCS-ENIGH 2016 and 2018.