

# The evaluation system of the Ministry of Social Development and the Fight against Hunger: strengths and weaknesses in the use of evaluation results in decision making for social programs

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# Presentation outline

- 1. Brazilian context and social public policy background**
- 2. The Ministry of Social Development and the Fight Against Hunger and its Monitoring and Evaluation System**
- 3. Evaluation Process at MDS: implementation and consolidation strengths and weaknesses.**



# 1. BRAZILIAN CONTEXT AND SOCIAL PUBLIC POLICY BACKGROUND

# Brazilian political and administrative structure

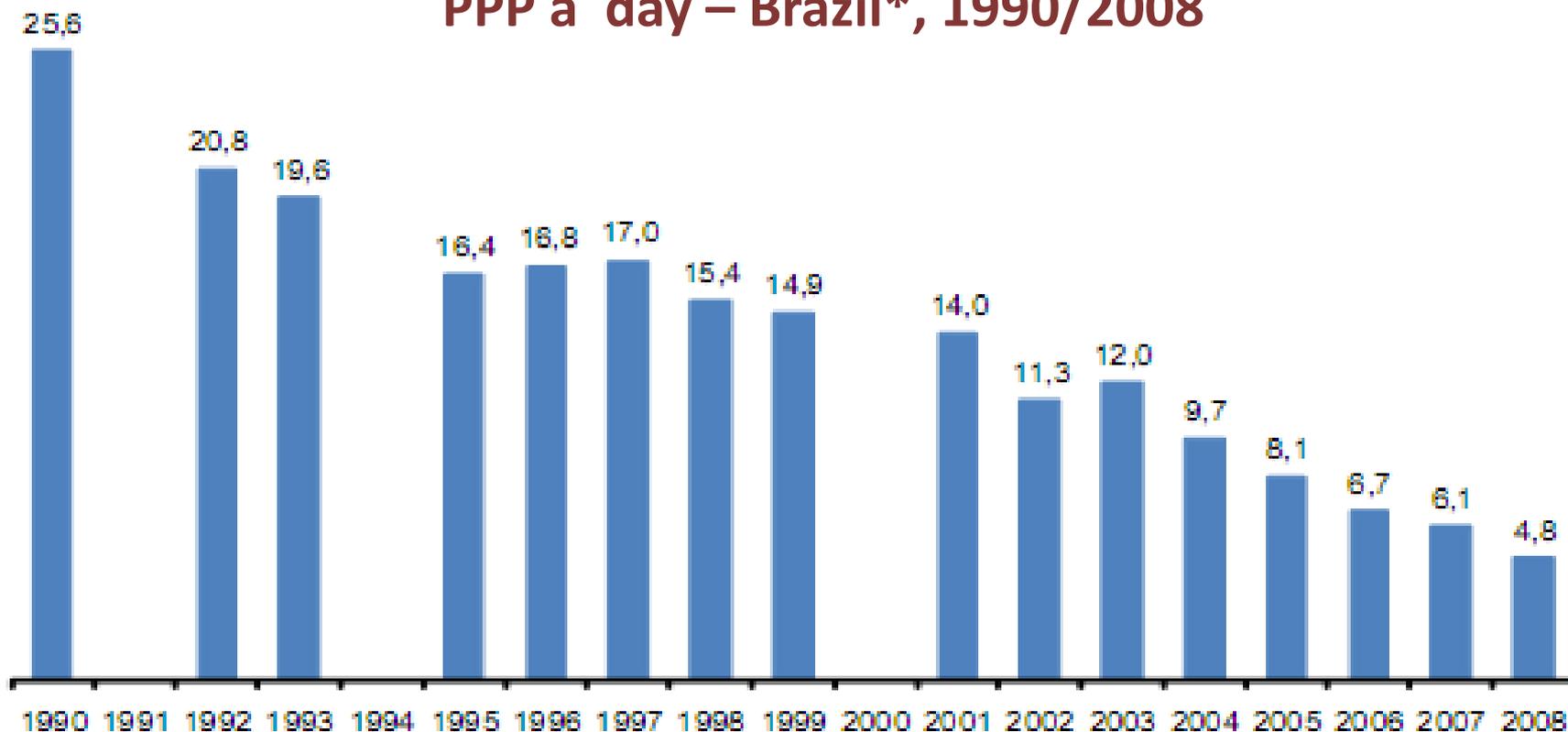


- Brazil is a Federative Republic composed by the federal government, 26 states, the federal district and 5564 municipalities.
- 190,732,694 million inhabitants in 2010
- 8,514,876.60 km<sup>2</sup>
- 22.4 inhabitants/km<sup>2</sup> (2010)
- Five regions of very different characteristics

Source: Brazilian Institute of Geography and Statistics (IBGE) and "Portal Brasil" < [www.brasil.gov.br](http://www.brasil.gov.br)>

# Expressive social change

Percentage of population living on less than US\$ 1,25 PPP a day – Brazil\*, 1990/2008



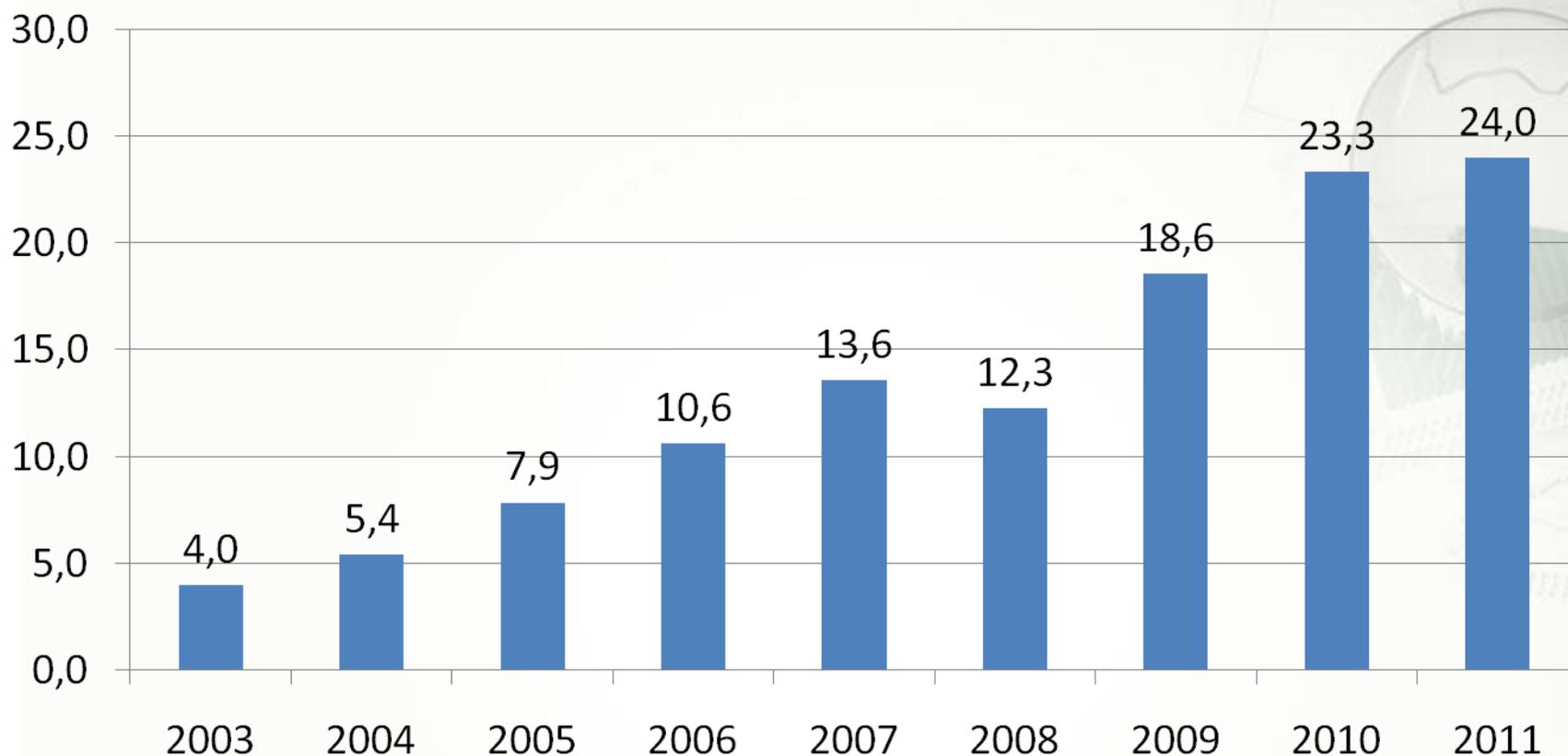


## 2. THE MINISTRY OF SOCIAL DEVELOPMENT AND THE FIGHT AGAINST HUNGER AND ITS MONITORING AND EVALUATION SYSTEM

## MDS creation and the strategy of scaling up social assistance coverage

- In 2004, Brazilian government grouped its main social assistance and food security programs into the responsibility of a single unit.
- The Ministry of Social Development and the Fight Against Hunger (MDS) was then created by merging three former governmental social public policy structures.
- This decision aimed at improving the consolidation of a more vigorous safety net by providing the administrative basis to scale up social assistance coverage and investments.

## MDS Budget Evolution, 2003-2011 (Bilion U\$)



Source: Budget data from Brazilian Integrated System of Financial Administration (SIAFI)

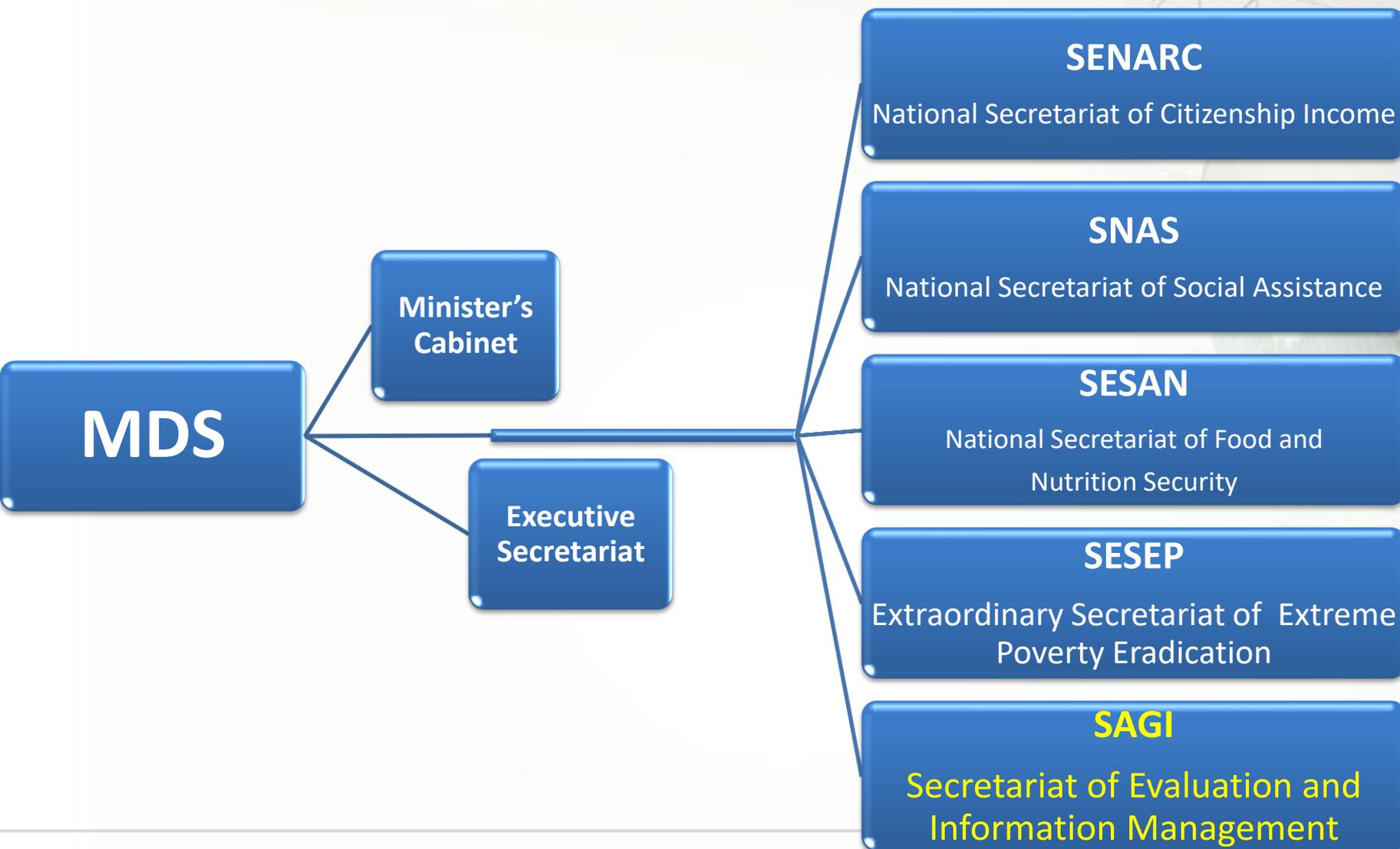
Currency conversion rates by the Brazilian Central Bank system available at <http://www4.bcb.gov.br/pec/conversao/conversao.asp>

Reference date for conversion: December, 31st of every previous year.

# The need to evaluate in order to guarantee efficiency of social assistance investment

- The integrated management of social assistance programs brought with it the will of using evaluation as a decision making tool in order to guarantee efficiency of the planned enhancement in social investment
- The Secretariat of Evaluation and Information Management (SAGI) was the first experience in the government of an evaluation unit horizontally positioned among implementation units.

# MDS organizacional flowchart - 2011

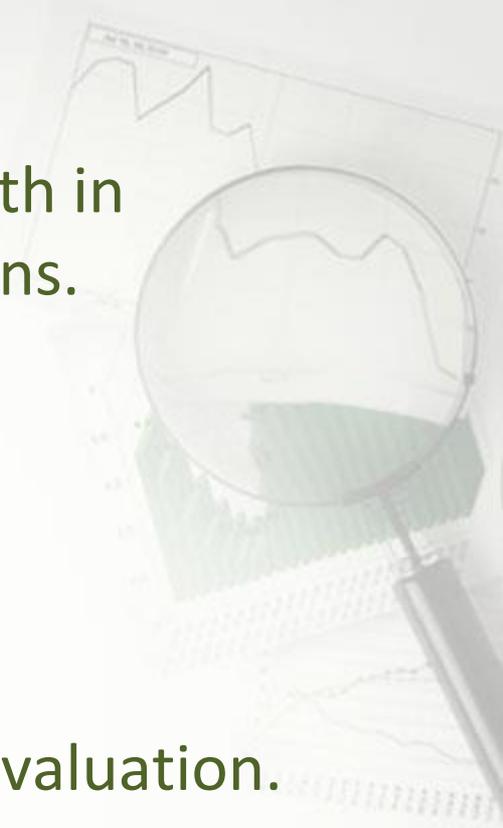


# 3. EVALUATION PROCESS AT MDS: IMPLEMENTATION AND CONSOLIDATION STRENGTHS AND WEAKNESSES



# Challenges for the implementation of MDS' M&E System

- Need to further develop the culture of M&E both in governmental and non-governmental institutions.
- Need to build an interdisciplinary team.
- Staff turnover.
- Partners convincement.
- Agenda definition.
- Different rhythms between management and evaluation.
- Administrative procurement routines vs. lack of expertise in hiring evaluation researches.
  - Terms of Reference.
  - Evaluation services as common services.



# Challenges for the implementation of MDS' M&E System

- Lack of institutions offering evaluation services: evaluation of an integrated perspective of providing social assistance.
- Dissemination of results: different formats to different stakeholders.

# SAGI Evaluation cycle

| 1. Discussion   | 2. Terms of Reference  | 3. Hiring Process   |
|---|--|---|
| <p><b>SAGI/CU</b></p> <ul style="list-style-type: none"> <li>•Definition of the evaluation to be carried out</li> <li>•Relevance of the proposed study</li> <li>•Identification of relevant partners among governmental or non-governmental institutions</li> </ul> | <p><b>SAGI/CU</b></p> <ul style="list-style-type: none"> <li>•Elaboration of the TOR by the SAGI</li> <li>• Revision of the TOR by the CU</li> </ul>   | <p><b>SAGI/SAA and/or International Cooperation Agency</b></p> <ul style="list-style-type: none"> <li>•TOR Approval</li> <li>•Public hiring process</li> <li>•Analysis of technical and commercial proposals</li> <li>•Hiring the institution to carry the study out</li> </ul> |
| 4. Conducting the studies/evaluations   | 5. Accompaniment of the study  | 6. Research findings  |
| <p><b>SAGI/CU/HI</b></p> <ul style="list-style-type: none"> <li>•Identifications/definition of the crucial questions of the study</li> <li>•Making data necessary for the development of the research study available</li> </ul>                                    | <p><b>SAGI/HI</b></p> <ul style="list-style-type: none"> <li>•Development of research tools</li> <li>• Field visits</li> <li>• Evaluation and approval of partial reports and of the final report</li> </ul> | <p><b>SAGI/CU/HI</b></p> <ul style="list-style-type: none"> <li>•Evaluation recommendations (IE)</li> <li>•Discussions with program managers and other partners about the research findings</li> <li>•Feedback to programs</li> </ul>   |
| 7. Releasing results  | 8. Publications  | 9. Microdata public availability  |
| <p><b>SAGI/CU/HI</b></p> <ul style="list-style-type: none"> <li>•Presenting final results to MDS</li> <li>•Press conferences (or seminars or other formats) opened to a broader audience</li> </ul>   | <p><b>SAGI</b></p> <ul style="list-style-type: none"> <li>•Journals</li> <li>•Research reports</li> <li>•Books</li> <li>•Multimedia</li> </ul>   | <p><b>SAGI</b></p> <ul style="list-style-type: none"> <li>•Micro data and its dictionaries or other documents are made public through the Social Information Consortium</li> </ul>  |

**SAGI = Secretariat of Evaluation and Information Management / SAA=Secretariat of Administrative Affairs / CU = Client Unit / HI= Hired Institution / CIS = Social Information Consortium**

# Evaluation outputs: institutional strengthening of the field and research findings I

- From 2004 to 2010, more than 80 evaluation researches were conducted and had its results released to managers.
- By now, it is clearer to managers that M&E can reinforce their programs so that a sum of important decisions about those has been taken according to evaluation results and recommendations.
- There was a capacity building effect related to the increasing demand for evaluations of social policy: a broader variety of institutions and individual researchers are getting expertise in the field.

## Evaluation outputs: institutional strengthening of the field and research findings II

- SAGI identified the need for some data with broader scope and regularity than the most frequently hired surveys would offer. Therefore, a strong partnership with IBGE was build and introduced new social information into the national statistics system.
- In some cases, the feasibility of the study depends on the development of a whole new strategy of evaluating. In this sense, much technical and methodological improvement has been made for the applied research.
- Development of internal expertise to hire researches with public budget rules.

## Evaluation outputs: institutional strengthening of the field and research findings III

- Dissemination has been a key aspect of the system and efforts were made to put rules into data release.
- Three ministerial protocols were signed and published to establish: i) MDS' M&E Policy; ii) criteria for the definition of the evaluation agenda; iii) criteria for datasets public release.
- Around 70 multimedia publications containing evaluation outputs were released. Most of those are available both in printed and electronic versions.
- Around 15 datasets were made available on the web, and all data sets are being unidentifed and checked for consistency in order to be disseminated.

# SAGI Evaluation studies by main field of interest and year of conclusion (2004-2011)

| Main field of interest    | YEAR     |           |           |           |          |           |           |          | Total     |
|---------------------------|----------|-----------|-----------|-----------|----------|-----------|-----------|----------|-----------|
|                           | 2004     | 2005      | 2006      | 2007      | 2008     | 2009      | 2010      | 2011*    |           |
| Conditional Cash Transfer | 1        | 1         | 6         | 1         | 1        | 1         | 0         | 1        | 12        |
| Productive Inclusion      | 0        | 0         | 0         | 1         | 1        | 1         | 0         | 1*       | 4         |
| Social Assistance         | 0        | 4         | 6         | 2         | 1        | 3         | 8         | 3        | 27        |
| Food Security             | 0        | 3         | 11        | 3         | 3        | 3         | 2         | 2        | 27        |
| Crossover                 | 0        | 2         | 2         | 4         | 2        | 4         | 2         | 2        | 18        |
| <b>Total by year</b>      | <b>1</b> | <b>10</b> | <b>25</b> | <b>11</b> | <b>8</b> | <b>12</b> | <b>12</b> | <b>9</b> | <b>88</b> |

\* Projects ended until July, 2011

# Current challenges for the consolidation of the evaluation component of MDS' M&E System

In some sense, the consolidation of the evaluation component of MDS' faces challenges similar to those of its implementation but in different deepness levels. Most persistent bottlenecks:

- Staff turnover due to spots instability vs. M&E high demand for specialists in other institutions.
- Bureaucratic and administrative demands relating to hiring processes disturbing the reduction of the management-evaluation rhythm gap.
- Need to further develop format of agenda definition.
- Need to further clarify about levels and formats of dissemination in order to guarantee public availability of research findings and, more importantly, of datasets.

**Thanks!**

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