

Integrating Impact Evaluation into Decision Making: The Mexico Experience

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* With valuable inputs from Gonzalo Hernández Licona's presentation

Outline

- I. Introduction
- II. Legal and Institutional Framework
- III. Building an M&E System
- IV. Using Evaluation Results
- V. Concluding Remarks

Social policy-making process

- Identification of social problems
- Analysis
- Program design
- Program operation and resource allocation
- **Monitoring and Evaluation**

Accountability

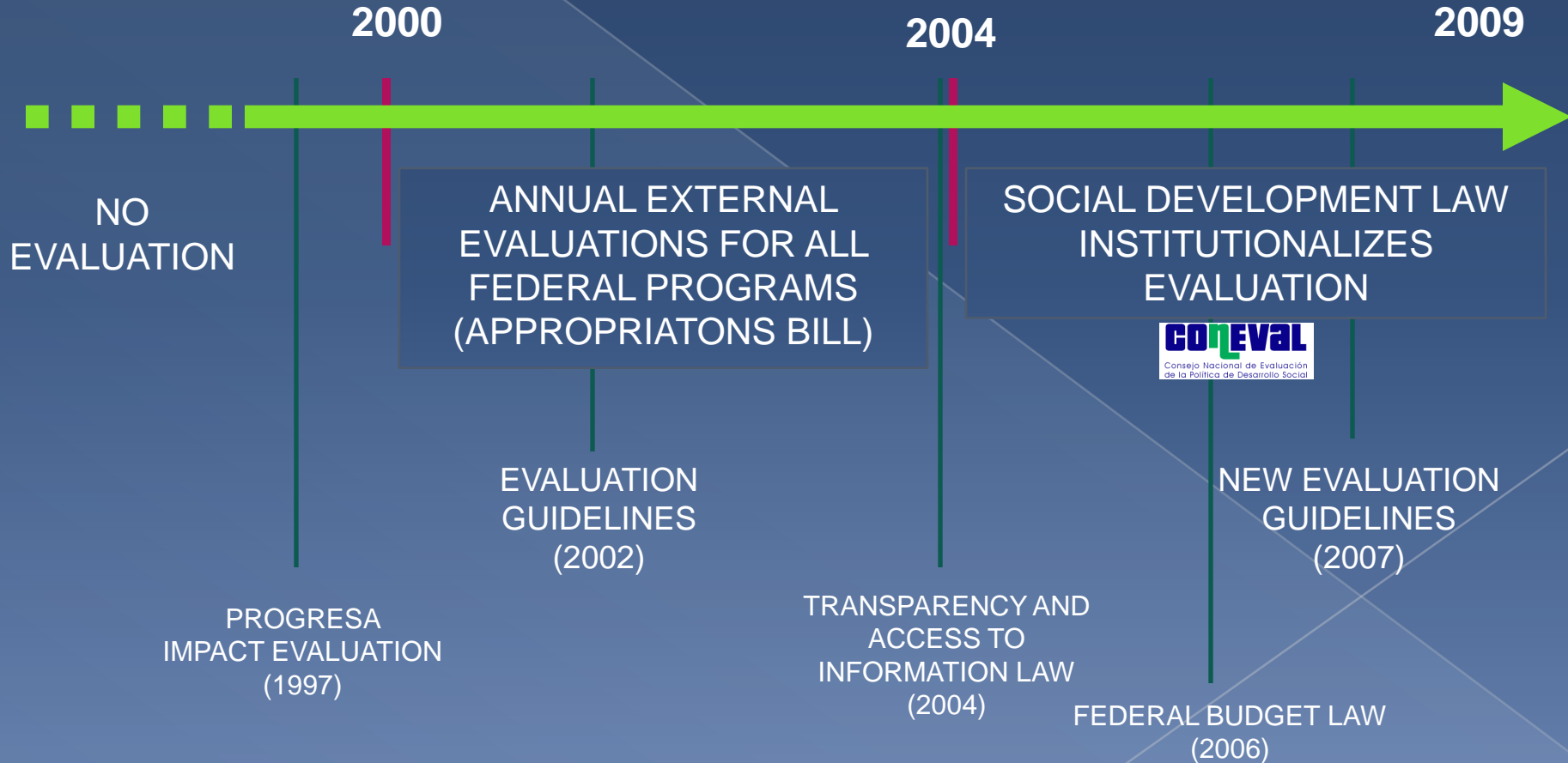
The diagram illustrates the social policy-making process as a sequence of five steps: Identification of social problems, Analysis, Program design, Program operation and resource allocation, and Monitoring and Evaluation. The last step, Monitoring and Evaluation, is highlighted in white. Red arrows indicate feedback loops from the Monitoring and Evaluation step back to each of the four preceding steps. Additionally, a red arrow points from the Monitoring and Evaluation step to the word 'Accountability'.

Why evaluate?

- ▶ Supports **learning** about programs
- ▶ Helps **re-designing** and **improving** programs
- ▶ Encourages comparison among programs and supports **efficient use of public funds**
- ▶ Improves **planning, operation and budgeting**
- ▶ Promotes **transparency** and **accountability**
- ▶ Enriches **policy discussion** incorporating rigorous evidence

Legal and Institutional Framework

Changes in Institutional Setting



New Institutional Framework

- Creation of the National Evaluation Council (CONEVAL)
 - > Autonomous institution in charge of poverty measurement and social policy and program evaluation
 - > Integrated by 6 independent academic researchers elected by the National Commission of Social Development; an Executive Secretary appointed by the President; and the Secretary of Social Development
 - > Broader scope for action including federal as well as state and municipal programs

New Institutional Framework

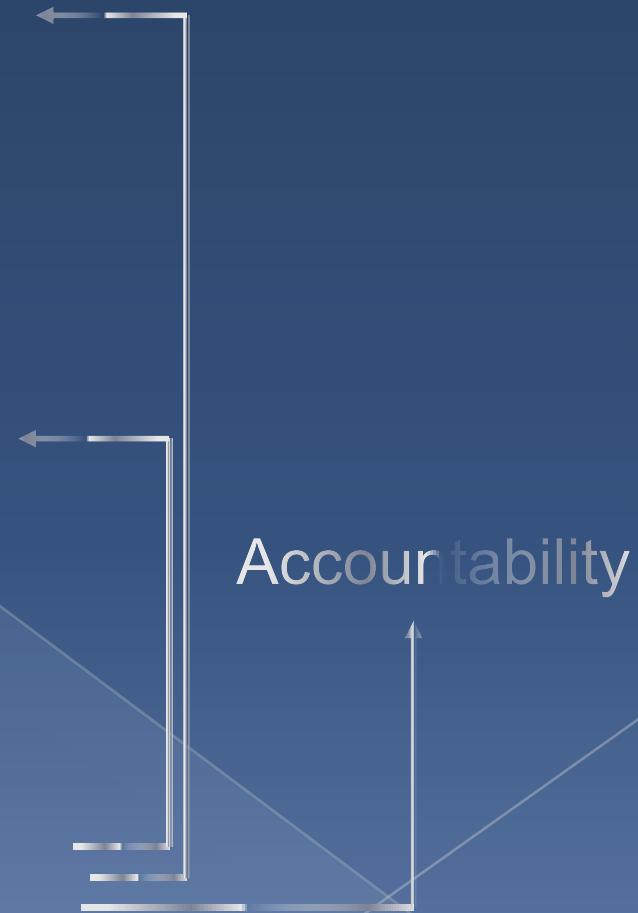
- ◎ Performance Evaluation System
 - > Formalizes linkage between planning, budgeting, and monitoring and evaluation
- ◎ New evaluation guidelines
 - > Better institutional coordination (Ministry of Finance, Ministry of Public Management and CONEVAL)
 - > Institutionalizes use of logframes (results matrix)
 - > More realistic evaluation requirements
 - > Multi-year evaluation agendas

Building a Results-based Monitoring and Evaluation System

Social Policy Planning: Typical Situation

PLANNING

- Identification of social problems
- Analysis
- Program design
- Budget allocation
- Program operation
- Monitoring and Evaluation



Strengthened focus on Results



Performance Evaluation System

PLANNING

NATIONAL DEVELOPMENT PLAN

INSTITUTIONAL STRATEGIC OBJECTIVES

PROGRAM LOGFRAMES



RESULTS



EVALUATION

ANNUAL EVALUATION PLAN (PAE)

CONSISTENCY AND RESULTS EVALUATION

IMPACT EVALUATION

PROCESS EVALUATION

POLICY EVALUATION



EVALUATION FEEDBACK



PERFORMANCE EVALUATION



Logframe (Results Matrix)

- ◉ Structured summary of agreed program goals, outcomes, outputs , activities and inputs (results chain), as well as their corresponding performance indicators
- ◉ Basis for the Performance Evaluation System
- ◉ Indicators linked to budget allocation

Consistency and Results Evaluation

- Desk review -similar to Program Assessment Rating Tool (PART), USA- of
 - > Program design
 - > Strategic planning
 - > Targeting and coverage
 - > Operation
 - > Beneficiary assessments
 - > Results
- Standardized TORs and evaluation criteria allow comparissons across programs and in different time periods
 - > 2007 – baseline

Impact Evaluation

- ◉ Complement ongoing results-based monitoring and other types of evaluation
- ◉ Assess causality of a particular intervention
- ◉ Selective and strategic – Annual Evaluation Plan (PAE)
 - > More time and resources
- ◉ Focused on supporting learning and decision-making to improve policy effectiveness

Example: Milk Distribution Program

- ▶ Operated since 1940s
- ▶ Redesigned to strengthen nutrition outcomes through milk fortification (iron, zinc and vitamins)
- ▶ Impact evaluation: Experimental design assessing impact on child anemia, growth and cognitive development
- ▶ Results: 26% reduction in child anemia, at a cost of US\$ 0.7 per child; need to improve targeting
- ▶ Use of results: fortified milk used in other federal and state programs



Using Evaluation Results

Feedback Process

- ▶ Program manager together with evaluation and planning and budget units **develop action plan** to address evaluation recommendations at the program and institutional (ministry) level
- ▶ CONEVAL prepares a report to Congress on evaluation results and government-wide recommendations
- ▶ Progress is revised in forthcoming evaluations
- ▶ Evaluation reports and action plans are available in the internet (www.coneval.gob.mx)

Feedback into Policy-making



Concluding Remarks

Moving Forward

- First phase (2000-2006): systematic evaluation starts, but unrealistic scope and expectations; impact evaluation and use of results is *ad hoc*
- New era: improved institutional framework
 - CONEVAL plays a key role in setting guidelines, promoting quality and discussing results based on cross-sector comparisons
- Despite substantial progress, a number of challenges lie ahead...

Technical Issues

- ◎ Right balance on what to evaluate, what for, and how
 - > From almost no evaluation to annual evaluation of all programs required by law
- ◎ Lack of data
 - > Weak administrative records for results monitoring
- ◎ Analysis quality
 - > Evaluation results reliability depends on objective, rigorous analysis

Institutional and Administrative Issues

- ◉ Reduced evaluators market
- ◉ Capacity building in ministries evaluation units
- ◉ Institutional arrangements to ensure coordination within and between ministries
 - > Planning, budgeting and evaluation units
 - > Finance Ministry, Public Management Ministry, and CONEVAL
- ◉ Cumbersome procurement process
 - > No incentives to better quality proposals
 - > Hard to finance multi-year studies

Political Issues

- ◉ Role of Congress
 - > Evaluation only as an accountability exercise vs. management tool too
- ◉ Effective policy response to evaluation results
 - > Use of evaluation limited by political constraints
- ◉ Generating broader demand for evaluation (public expenditure efficiency and transparency)
 - > Academia, media, tax payers

Hvala