

Evidence Based Decision Making in Government : Strategies to enhance the use of Data in Development Planning, Management, Monitoring and Evaluation A Sri Lankan Perspective

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Road Map

- ❑ MfDR as a Strategy to enhance Evidence Based Decisions**
- ❑ Role of Monitoring and Evaluation in improving Decision Making**
- ❑ Role of National Statistical Systems to improve Resource Allocation and Budgeting**
- ❑ Issues, Challenges and Way forward**



**MANAGING FOR DEVELOPMENT RESULTS (MfDR)
AS A STRATEGY
FOR
EVIDENCED BASED DECISION MAKING**



Focus on Results

- Governments are increasingly being called upon to be more **accountable for results**.
- Citizens, parliamentarians and media expect **“National Public Management”** to focus beyond **inputs, activities** and **outputs** towards **“outcomes”** and **“impacts”**.

Results Focus

Sector	Inputs	→	Activities/ Outputs	→	Outcomes/ Impacts
Health Sector	Funds disbursed	→	No. of clinics built	→	Quality of health service delivery
Education Sector	Funds disbursed	→	No. of schools built	→	How many girls and boys are better educated

Shift in Focus: Performance Tracking

In the past performance of Ministries were judged

- largely on inputs – How they spent their budgets
- Compliance to government processes and procedures

As such Data and information were

- input and output focused
- Not outcome focused
- Not adequately supported the decision making.

Shift in Focus:

“ The aim of MfDR/RBM is to change the culture of National Public Management from one that is process oriented (rule focused) to one focusing on the **results that matter to citizens**”

MfDR is not just a performance measurement process – not just collecting data but also a thinking process (performance management) with focus on

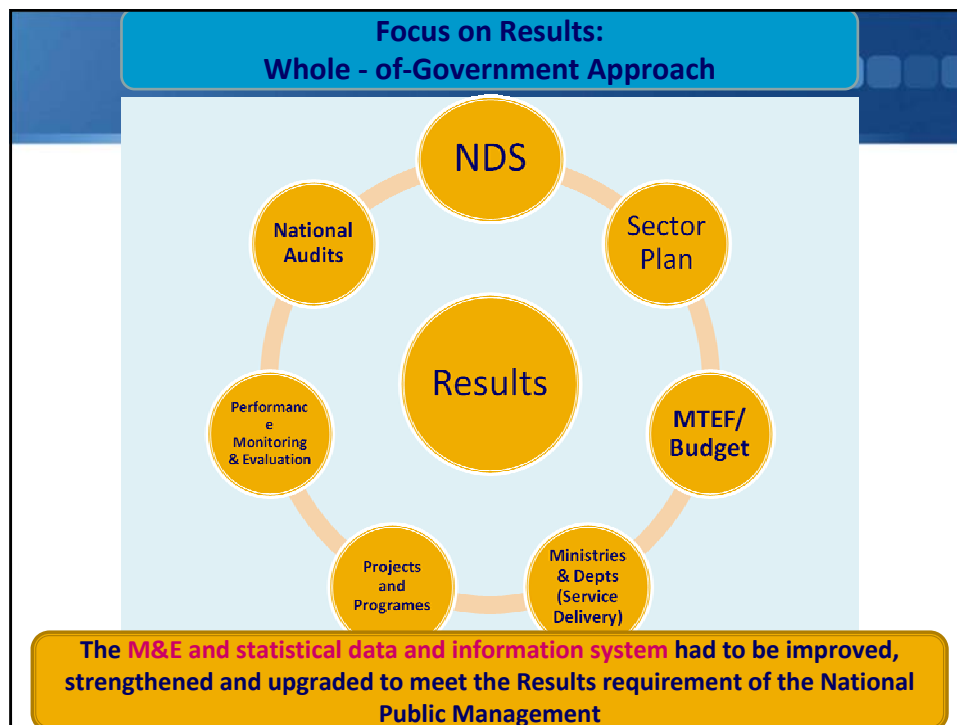
- on the logic of the intervention
- constantly keep the big picture in the mind

Shift in Focus

The Modern Public Management underwent radical reforms in development planning, budgeting, management, monitoring, evaluation, auditing and statistics with the integration of MfDR. It implies ;

- Setting clear objectives
- Translating objectives into measurable goals and targets using Key Performance Indicators (KPIs) - (Results Based Planning)
- Allocating resources to activities that will contribute to the achievement of desired results – (Results Based Budgeting)
- Measuring and reporting on results – (Results Based Monitoring and Evaluation)
- Providing feedback to facilitate evidence based decisions

(Second International Roundtable on MfDR)



Institutionalizing MfDR in Sri Lanka

- The Centerpiece of the government's MfDR are
 - The Agency Results Framework (ARF)
 - The Agency Scorecard (ASC)
- ARF sets out
 - the vision and mission of the Ministry
 - it's core business (Thrust areas)
 - Goals with Key Performance Indicators (KPIs) setting out the baselines and the medium term targets.
- ARF provides a common understanding of what the organization aims to achieve (expected outcomes) and how you will measure and report results.
- Targets set should be realistic and challenging.

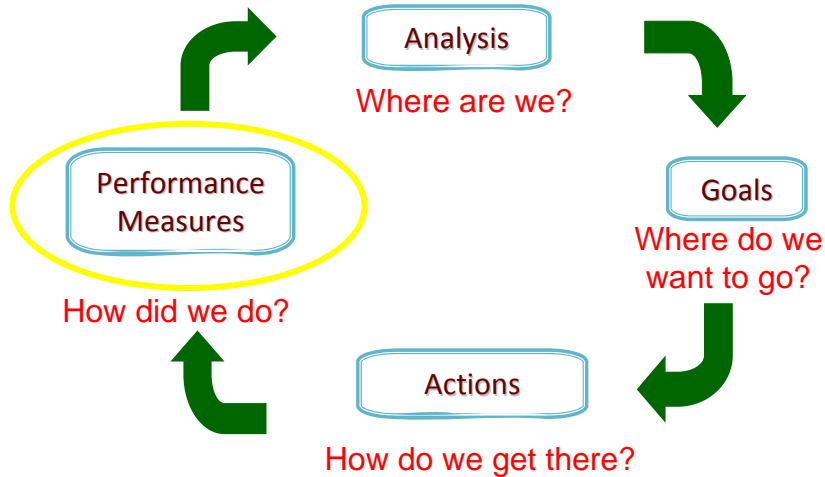
Institutionalizing MfDR in Sri Lanka Cont..

- ARF is developed through a stakeholder consultation process. Hence, it is **owned** by the Ministry.
- ARF should identify and select relevant and suitable **output and outcome level KPIs** . Factors such as data source, collection methods (surveys etc.), frequency and timing, cost and responsibility are important.

Agency Results Framework Ministry of Health Thrust Area: Curative and Preventive Care								
No	Goal	Key Performance Indicators	Base line 2006	2007	2008	2009	2010	Dimension
01	Reduce of infant mortality	Infant mortality rate	11.2/1000LB(2002)	11.0	10.8	10.6	10.4	Effectiveness
02	Reduction of under five mortality	Under five mortality rate	4.4/1000 under five population 1997 (AHB 2003)	4.0	3.8	3.6	3.4	Do
03	Reduction of maternal mortality	Maternal mortality rate	38/100,000 LB (2004) (FHB)	36	35	33	31	Do
04	Reduction of prevalence of underweight children (malnutrition) children under five years	% of underweight children (Wt/Age) under five years	29.4% (2000) DHS	25%	24.5%	24%	23%	Do
05	Reduction of incidence of low birth weight babies	% low birth weight babies	17.6 (2005) AHB	16.5	16	15.5	15	Do

Managing for Results

Performance measures assess progress



15,000 ft view

Agency Scorecards

- Scorecards are maintained to **measure achievements** against targets using KPIs.
- The scorecards employs a **Red-Yellow-Green grading system (traffic light signals)** to track performance of institutions – Early Warning Signals.
- The scorecard on the overall performance serves as a “**Dashboard**” to guide and manage institutions (**Management by Exception** and avoid information overload).

Linking MfDR to Budget

- In Sri Lanka the Department of National Budget under its **Budget Call 2010** directed all Line Ministries to identify 3 thrust areas and develop **5 to 6 key performance measures** that will be used to **evaluate the success** in achieving the Ministry's Mission and objectives and indicate the **desired direction of change**.
- Few KPIs were used so that priorities will be clear and focused.
- Use ARF with KPIs should justify budgetary provisions. KPIs should include both output and outcome measures.
- Outputs can be attributed and can be made accountable. Outcomes and impacts are not only difficult to measure but even more difficult to **attribute**. Requires **collaboration** in working environment

Fundamental Prerequisites

- **Political will** and Policy environment – Govt.Policy on MfDR
- **Champions and Change Agents** to lead the change management process
- Strategy
- **Buy-in** (LM/NB/NPD/AG)
- Country Level **Community of Practice** to facilitate peer to peer dialogue.
- **Statistical information**
- **Capacity Building**

Issues and Challenges:

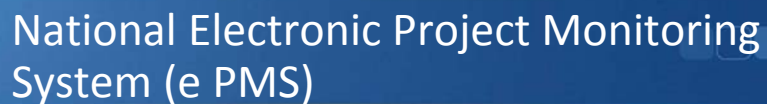
- **Attribution** limits the application of “Outcome Indicators”.
E.g. Police Department – Crime Rates.
- **Unrealistic Expectation**: Realistic expectations are vital but sometimes lacking. Performance levels may slip due to lack of resources and unrealistic targets such as “No child left behind”.
- Need both “**stick**” and “**carrot**” (incentives)
- Weak link between “**Agency Performance**” and “**Individual Performance**” (performance Contract)

Issues and Challenges Cont..

- RBM Systems often overwhelmed Decision Makers with data – which they could not absorb. (**Information Overload**). But value added information is essential.
- **Fear of being held accountable** for performance when cooperation and assistance of outside the organization are necessary for success.
- Good performance reporting should be simple and smart (**KISS**)
- Managing for Results and not Managing by Results
- It is a Mixed bag: It has opportunity but not without risk (It has the good, bad and ugly)



ROLE OF MONITORING AND EVALUATION IN IMPROVING DECISION MAKING



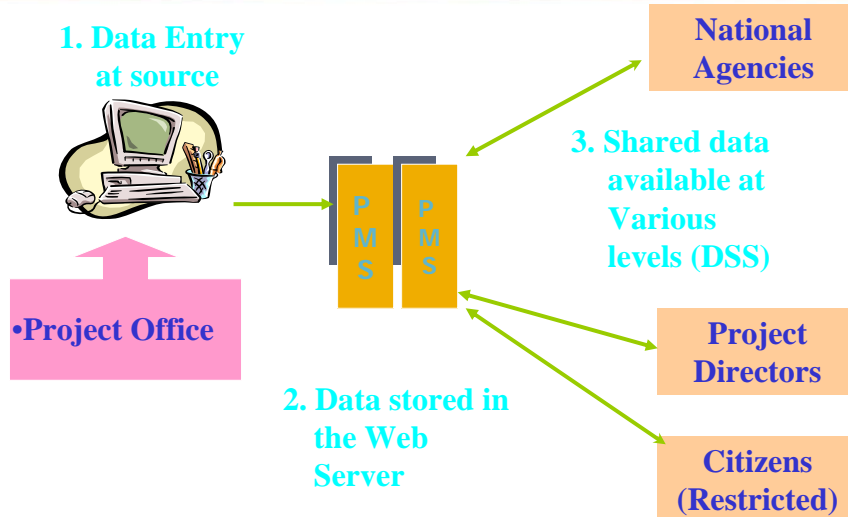
National Electronic Project Monitoring System (e PMS)

- It is an electronic web based monitoring to assist all Line Ministries and Agencies to monitor the implementation of development project and programs under the Mahinda Chintana Ten Year National Development Framework

- It helps to track
 - the implementation progress of the projects
 - the achievement of development objectives (the results)

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Data Captured At Source – Project Office feeding Information to PMS



Salient Features

- Paperless Project Monitoring Capabilities
- Data Captured at Source
- Early Warning signals and Alerts (on sick projects) – Proactive System
- It provides pictorial proof of status
- On-line information anywhere, anytime.
- Information is projected on to large screen and used for discussions at meetings for trouble shooting and informed decisions

Evaluation to improve Evidence Based Decision Making

- On-going, Ex-Post and Impact Evaluation (selectively)
- Accountability and Lesson Learning
- Dissemination and Feedback - EIS
- Outsourcing Evaluations
- Joint Evaluations- ownership and learning
- Project Submission Format Captures Evaluation Lessons
- SLEVA – enhancement of evaluation culture
- Evaluation of the Implementation of PD

Key Aspects

- Cover – Planning and design, implementation and results
- Independent , Impartial, Objective
- Findings should be credible, useful and evidence based supported by data
- Considers the DAC criteria (Relevance, Efficiency, Effectiveness, Impact and Sustainability)
- Ensure quality assurance (Process and Product)
- Cover expected and unexpected results
- Not only ex-post (Postmortem) but also on-going
- Wider dissemination, readable report with executive summary.
- Feedback and management response

Criteria's used for selecting projects for evaluation

As Evaluation is an expensive exercise it is necessary to carefully select projects for evaluation.

- Projects that are likely to be replicated.
- Projects of an innovative nature or unusual nature where feedback is sought.
- Project that may be running into problems (decision to terminate or re-adjust).
- Projects which may throw light on new or upcoming policy initiatives.

Evaluation Methodology : Rating System

Criterion	Weight	Rating Description	Rating Value
1. Relevance	20%	Highly Relevant	3
		Relevant	2
		Partly Relevant	1
		Irrelevant	0
2. Efficacy	25%	Highly Efficacious	3
		Efficacious	2
		Less Efficacious	1
		Inefficacious	0
3. Efficiency	20%	Highly Efficient	3
		Efficient	2
		Less Efficient	1
		Inefficient	0
4. Sustainability	20%	Most likely	3
		Likely	2
		Less Likely	1
		Unlikely	0
5. Institutional Development and Other Impact	15%	Substantial	3
		Significant	2
		Moderate	1
		Negligible	0
Overall Assessment (Weighted average of A1, A2, A3, B and C)		Highly successful (HS): Overall weighted average (OWA) is > 2.5 and none of the 5 criteria has a score of less than 2; Successful (S): OWA is between 1.6SS ≤2.5 and none of the 5 criteria has a score of less than 1; Partly Successful (PS): OWA is between 0.6≤PS<1.6 and number of criteria receiving a rating of less than 1 should not exceed	

Importance of Feedback

- ❑ Utility of any evaluation is a prime criterion for judging its worth, regardless of the technical, practical and ethical merit
- ❑ Making Evaluation Report “Effective”
- ❑ Evaluation to have an impact, needs to be disseminated and communicated – to ensure behavioral changes and action

Evaluation Information System (EIS) – to support evidenced based decision making and learning

- ❑ **A Data Base** of Evaluation Information
- ❑ Inability to access evaluation information of projects has been a key problem.
- ❑ Online access to project wise **synopsis** (one page summary) and sector wise **synthesis and high level abstraction** to busy senior officials
- ❑ **Integrate lessons** into planning, budgeting, policy process and project formulation (Avoid repetition of past mistakes)

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Issues and Challenges

- Demand for Evaluation- Advocacy and Sensitization of Policy Makers
- Supply side constraints – ECD
- Feedback and Dissemination
- Poor Management Response
- Use of evaluation findings to improve project quality (to avoid repetition of past mistakes.)
- Findings integrated into Planning, budgeting and policy making process

ROLE OF NATIONAL STATISTICAL SYSTEMS TO IMPROVING RESOURCE ALLOCATION AND BUDGETING

National Statistical System – It's Role in Development Planning and Resource Allocation

- Sri Lanka reduced poverty only by very marginal 3% during 1995 to 2005 (10 years), despite an average annual GDP growth rate of 5%. –Disappointing
- Economic Growth was not translated into poverty reduction- Benefits of economic growth has not trickled down to the poor.
- High incidence of poverty (18%-33%) in districts such as Badulla (23.7%), Monaragala (33.2%), Rathnapura (26.6%), Kegalle (21.1 %) N'Eliya (33.8%) and Matale (18.9). Incidence of Poverty is high in Estate Sector and Rural Sector than Urban sector

National Statistical System – It's Role in Development Planning and Resource Allocation

- Government's 10 Year National Development Plan (2006-2016) and the National Budget heavily focused on
 - pro poor economic development
 - focus on rural and regional development programs –
 - Gama Neguma (Village reawaking program),
 - Maga Neguma (Rural Roads),
 - Rural Livelihood Dev. Programs
 - Mahinda Randora (infrastructure dev. Programs),
 - Vadakkinn Wasantham (Flourishing North),
 - Naganahira Navodaya (Eastern Revival)
- Helped to reduce poverty from
 - 1995/96 – 28.8%
 - 2002 – 22.7% to
 - 2006/07 to 15.2%

National Statistical System – It's Role in Development Planning and Resource Allocation

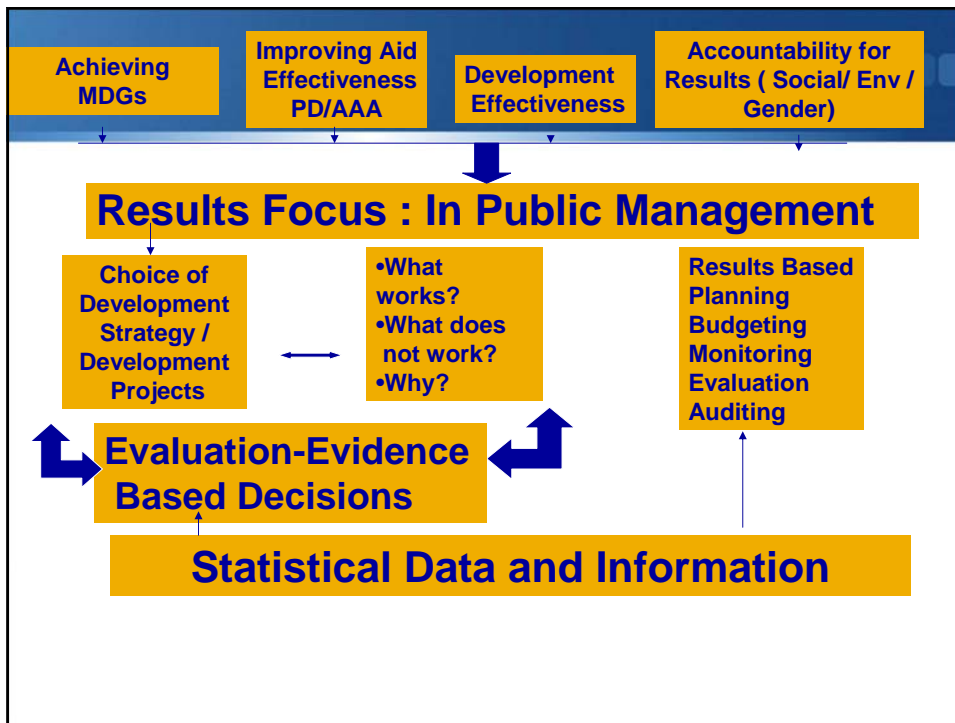
- With the emphasis of Aid effectiveness and Development Effectiveness (results), there is gradual and increased use of data for planning and resource allocation – hence evidence based decision making has become the driving force for public management.

Poverty Headcount Ratio

% of population below District official Poverty Line			
District	2006-07	1995-96	2002
Colombo	5.4%	12%	6%
Gampaha	8.7%	14%	11%
Kalutara	13%	29%	20%
Kandy	17%	37%	25%
Matale	18.9%	42%	30%
Nuwara Eliya	33.8%	32%	23%
Galle	13.7%	32%	26%
Matara	14.7%	35%	27%
Hambantota	12.7%	31%	32%
Kurunegala	15.4%	26%	25%
Puttalam	13.1%	31%	31%
Anuradhapura	14.9%	27%	20%
Polonnaruwa	12.7%	20%	24%
Badulla	23.7%	41%	37%
Monaragala	33.2%	56%	37%
Ratnapura	26.6%	46%	34%
Kegalle	21.1%	36%	32%
National	15.2%	28.8%	22.7%

Safe Drinking Water	
% of Households	
District	2006/07
Colombo	97.5%
Gampaha	93.7%
Kalutara	89.4%
Kandy	81.7%
Matale	83.2%
Nuwara Eliya	46.1%
Galle	83.2%
Matara	89.2%
Hambantota	83.2%
Kurunegala	93.8%
Puttalam	83.9%
Anuradhapura	84.3%
Polonnaruwa	79.4%
Badulla	79.4%
Monaragala	76.3%
Ratnapura	72.7%
Kegalle	73.2%
Ampara	84.7%

- ## Issues and challenges
- Analysis at a disaggregated level is very important—otherwise regional differences are hidden-(Geographical, Income group, and Gender) – Regions Lagging behind
 - Identification of “hot spots” where heavy targeting/intervention is needed.
 - Data Generation, frequency and time lag (DHS/HIES – Once in 5 years) – More frequent value added outcome / impact data is fundamental.



Thank You