

**The value of impact evaluation from a
Government's perspective: The experience of
the Spanish–World Bank Impact Evaluation Fund
(SIEF)**

**Managing Migration for Development: Policymaking, Assessment
and Evaluation**

**PART 2: BUILDING THE EVIDENCE BASE FOR COHERENT POLICY-
MAKING: ASSESSMENT & EVALUATION OF MIGRATION
MANAGEMENT INTERVENTIONS**

Session VI: Applying Evaluation to Migration Interventions

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Marseille, 15 de June de 2011

First remarks...


Not specialist in Migration

...I know something about “the art” of Evaluation (a “process” that implies a political, ideological, methodological position and technical skills)

The position of my Evaluation Division “tries” to mainstream the PD in our evaluation processes

...Flexible and adaptative approach:I have changed my presentation to adjust to the ongoing process of the workshop...

The SIEF as an excuse to show the great picture of the evaluation choices...sorry if boring or theoretical but nothing more practical than a good theory



Outline of the presentation:

A. Impact Evaluation from the Government's perspective

1. Impact evaluation within the evaluation framework
2. Evaluation from the Government's perspective

B. Spanish Impact Evaluation Fund

1. The Context of Impact Evaluation and SIEF
2. SIEF approach and strategies to Impact Evaluation
3. The SIEF Impact Evaluation program on Human Development sectors
4. Some products, results and lessons learnt

C. Final remarks



A.1 Impact evaluation within the evaluation framework

Complexity vs Causality

Different models (intended/real), objectives,
hidden agendas, interests, information needs

Contribution & Attribution analysis

Program Theory driven evaluation

Joint evaluations to adjust the different
demands



Complexity: attribution & contribution analysis for impact assessment

...Complexity: NO LINEAR RELATIONS (CAUSE EFFECT)

Bidirectional links between Migration and Development

Bidirectional Links between Migration Flows and Migration Policies

Bidirectional Links with so many Contextual cause and effects

For understanding a complex model a contribution analysis could be needed (more qualitative than quantitative met. choices)

For responding to channelled relationships between a homogeneous input and a little number of measurable outcomes produced by a clear process an attribution analysis could be used (more quantitative than qualitative meth. choices)

But mixed methods could mix contribution and attribution analysis...



Program Theory of social policies

Usually a social policy has (1) a motivation and a rationale; (2) a story to count

The Motivation and rationale form a “Theory”: inputs, activities, processes and services that produce changes that improve the life conditions of the target population

The story of how a social policy works, implies a “Program Theory”: assumptions, hypothesis that contribute to this kind change

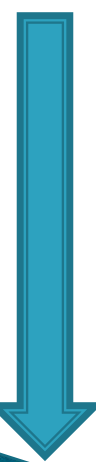
This program theory helps to consider what, who, how and when to evaluate (what questions to ask)

The question of what could have happened without the social policy can introduce alternative stories that we should control (IE)

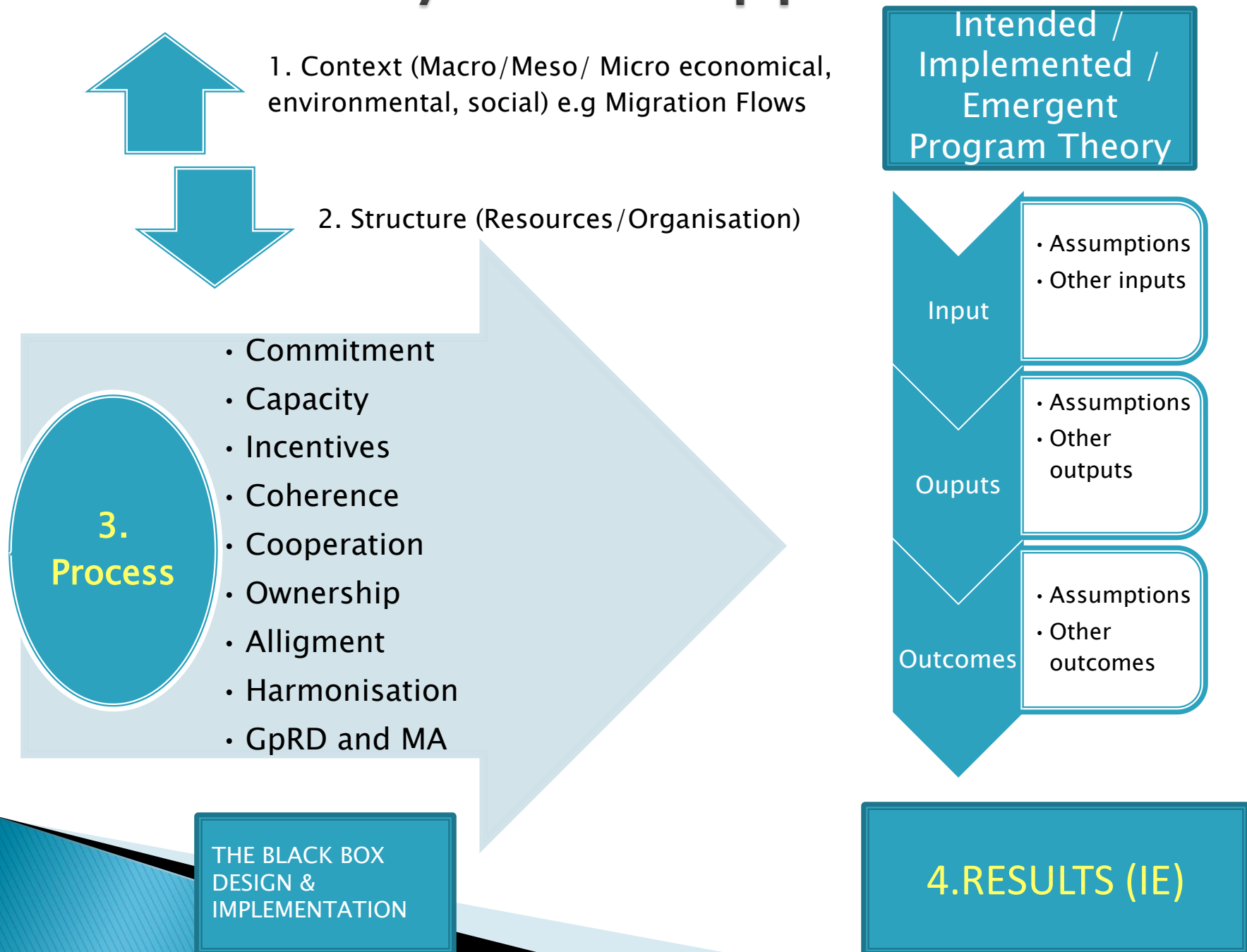


Evaluation Internal Coherency

The evaluation must start with policy relevant questions (and not with evaluation tools or indicators): data and information do not speak by themselves, good answers only if good questions.

- 
1. Evaluation questions (objectives / information needs on the agree program theory or model)
 2. Evaluation Methods / Models (methodological choices)
 3. Evaluation tools (indicators)

Evaluation Systemic approach



Focusing in different policy dimensions

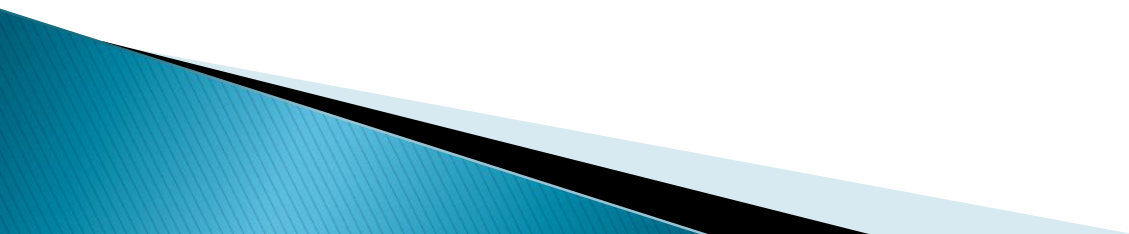
Considering the Context, Structure and Processes...and not only focusing on results

Why/How are we expecting results
if the initial design/model is not
correct/realistic?

if the processes are not well implemented?

if the structure is weak?

if the context is letal for our program theory?



Paris Declaration Evaluation Key Messages

Largest Joint evaluation (June 2011)

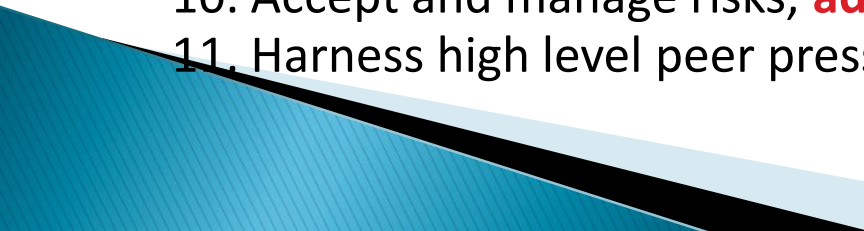
For both partner countries and donor countries and agencies

1. Secure high level **political engagement**
2. Reaffirm and reinforce the principles for the future
3. Move to strong **country leadership** with independent facilitation and a less elaborate international superstructure
4. Welcome and involve **other forms of aid and other actors**
5. Sustain the advances in **joint international processes and accountability requirements**

For policymakers in partner countries

6. Take **full leadership and responsibility** for further aid reforms in their own countries
7. Set out priorities for strengthening capacities and steering donor support
8. Put political priority and focused action on poverty, exclusion and corruption

For policymakers in donor countries

9. Close the **gap between high stakes in aid** and reform and a slow and wavering record of change.
 10. Accept and manage risks, **admit failures**
 11. Harness high level peer pressure for better collective donor performance
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A.2. Evaluation from the Government's perspective

The evaluation from...

...the perspective of the Government and Public administrations

The need of (a) asking good questions from the correct actors and (b) managing the process of response to these questions...



...from a Government perspective...Which perspective and which Government? (Joint evaluations)

THREE DIFFERENT PUBLIC ADMINISTRATIONS / COOPERATIONS...

...different information needs and questions

A) COOPERATION OF THE CENTRAL STATE ADMINISTRATION (MoFAC, MoF, MoA, MoT...)

B) DECENTRALISED COOPERATION:

1) 17 AUTONOMOUS COMMUNITIES (REGIONS) -AGENCIES

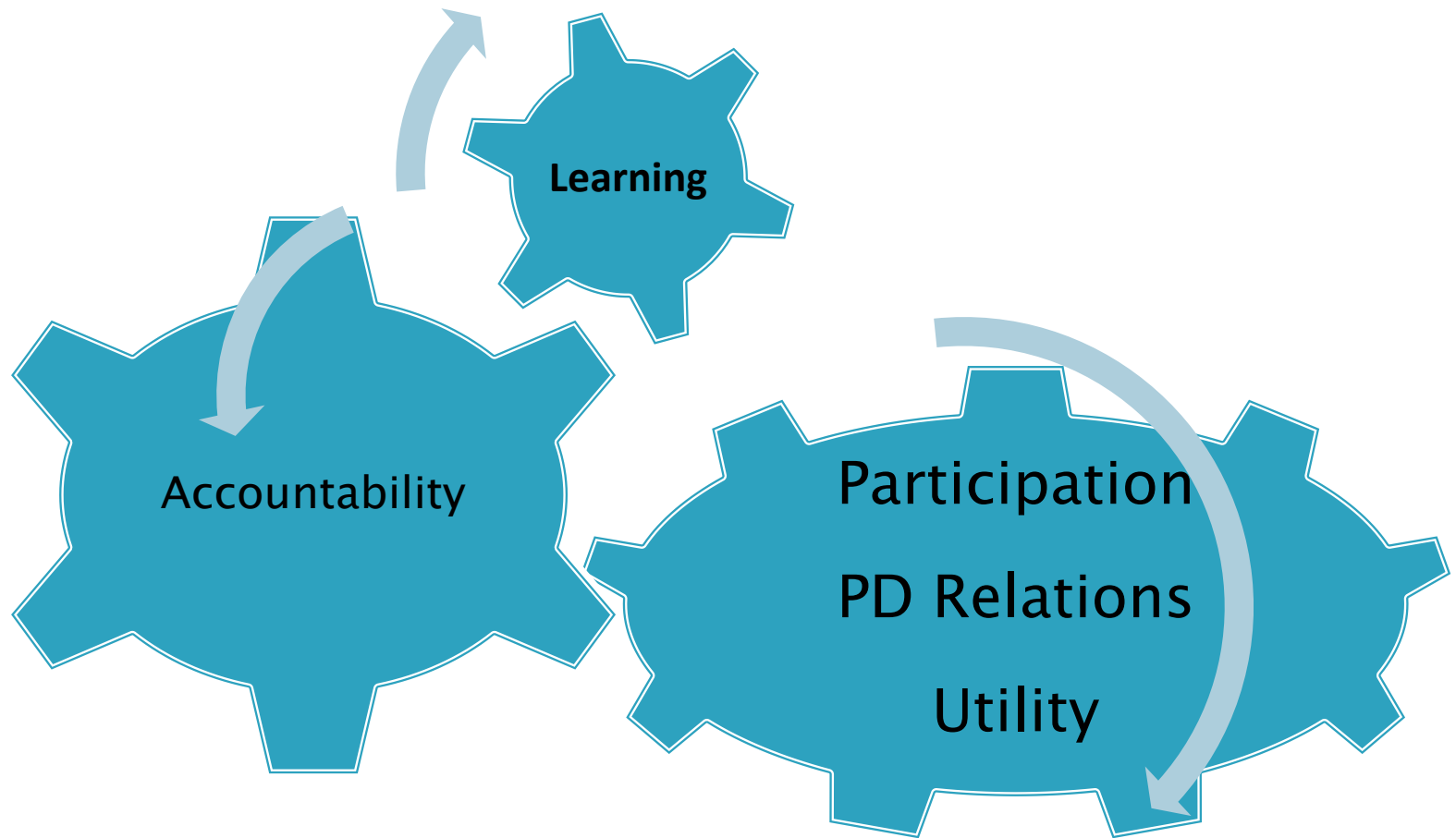
2) 8.115 MUNICIPALITIES (LOCAL ENTITIES)

3) OTHERS: PROVINCES, REGIONAL FUNDS, UNIVERSITIES...

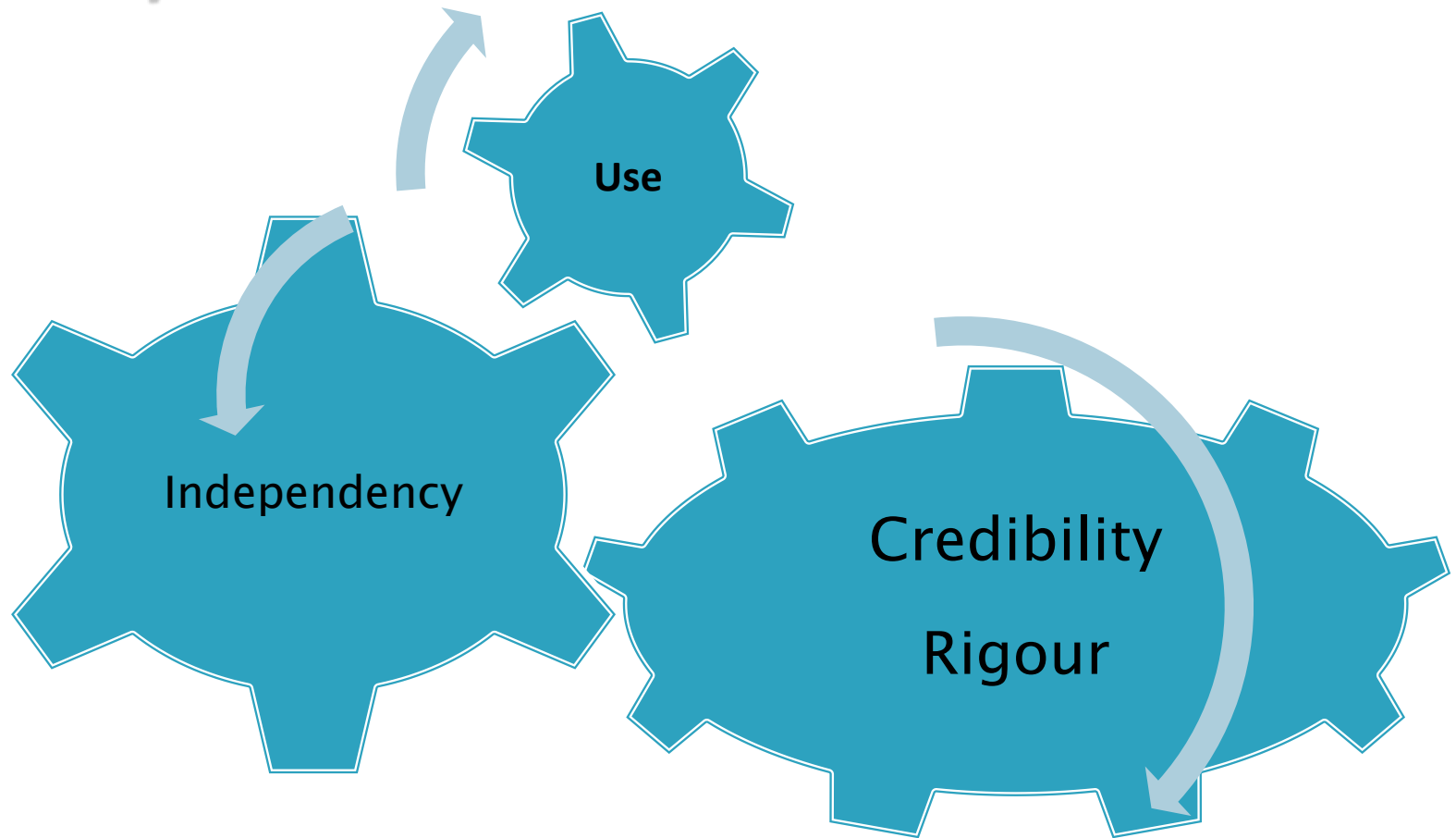
Each stakeholder (public administration) is a microcosmos

HOW CAN WE GIVE COHERENCE, COORDINATION AND COMPLEMENTARITY TO THIS SYSTEM?

The value of evaluation: Mechanisms in the evaluation processes (evaluation culture)

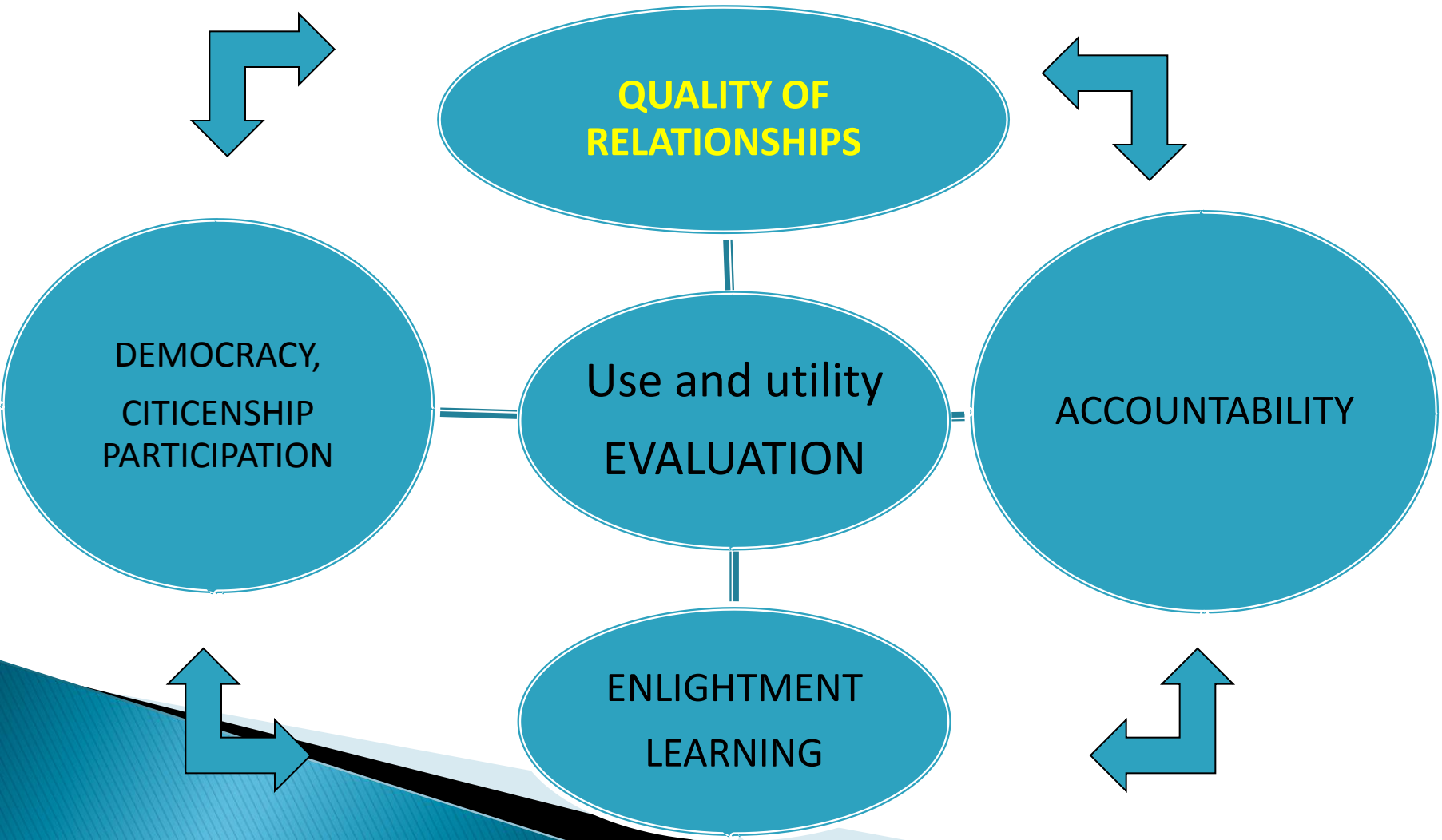


The value of evaluation: Mechanisms in the evaluation processes (evaluation culture)



THE VALUE AND THE CHALLENGES OF THE EVALUATION OF THE PUBLIC POLICIES

(Spanish case: Principles for evaluation management)

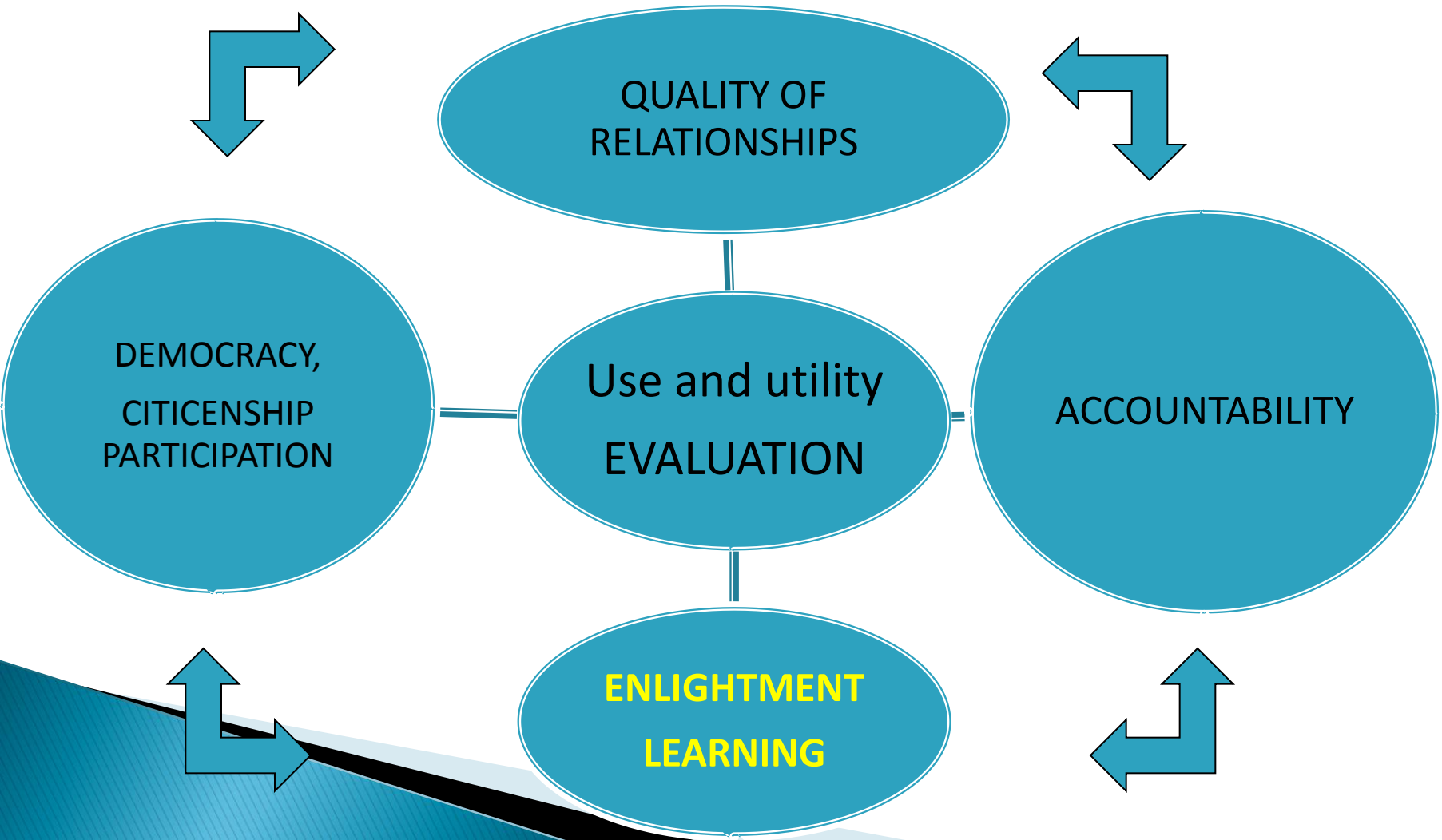


QUALITY AND EFFECTIVENESS AGENDA IN THE PUBLIC POLICIES

Paris Declaration processes	Implications for the Monitoring and Evaluation of interventions and policies (e.g Migration policy)
Management for Development Results	<ol style="list-style-type: none">1. Centering dialogue on results2. Simple information systems3. Flexibility and adaptation4. Use of information for learning and decision making
Mutual Accountability	<ol style="list-style-type: none">1. Agreeing on a shared agenda (action)2. Monitoring progress (evidence)3. Debate dialogue negotiation (incentives)

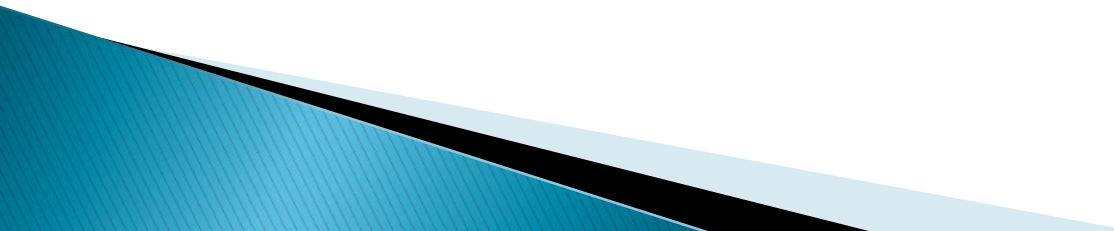
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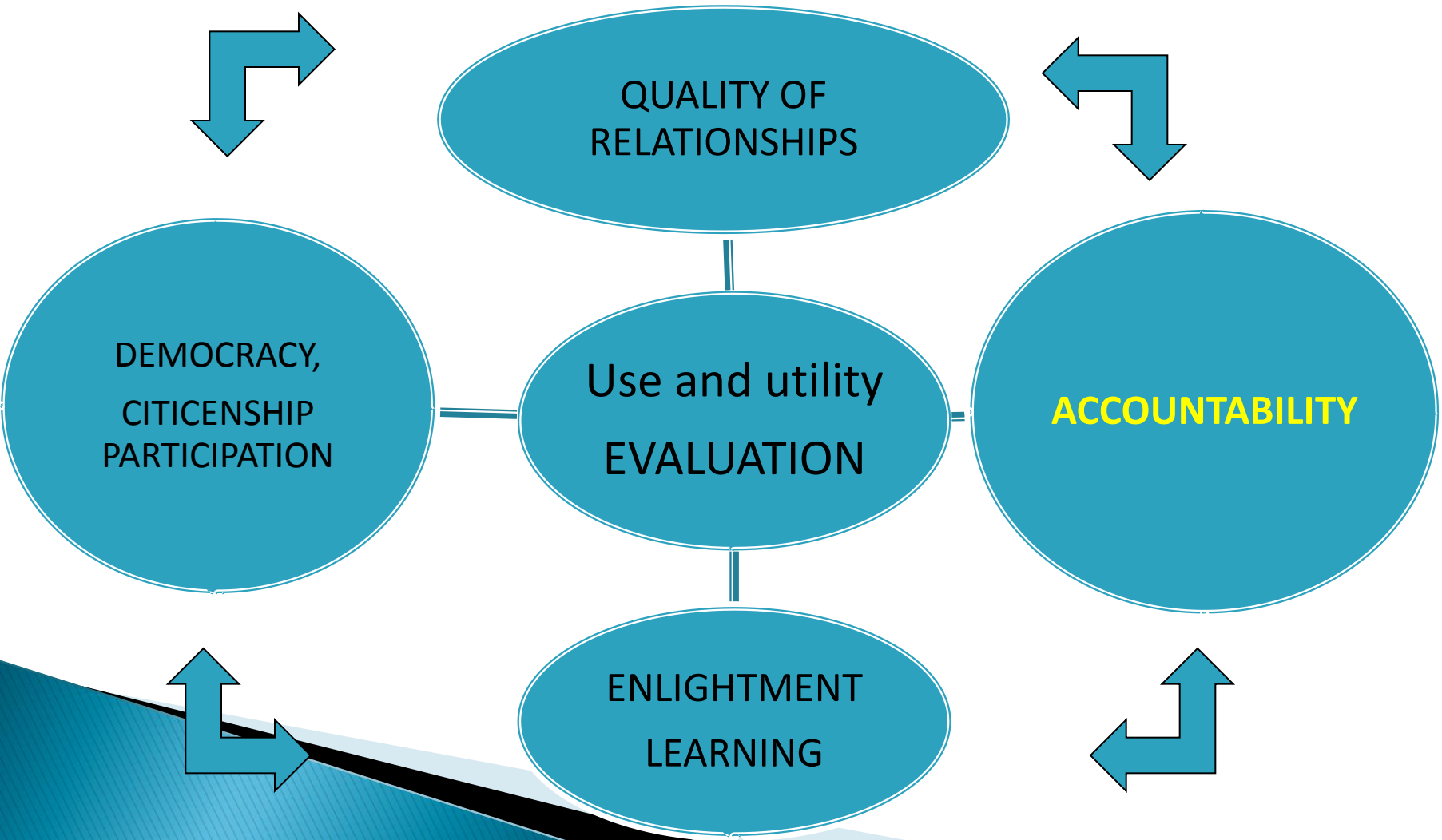
ENLIGHTENMENT / LEARNING

Drivers of change in the organizational learning

1. Communities of Practice
 2. Leadership: “champions of change”
 3. Creating spaces and times for reflection
 4. Team and Networking: The improvement of relations increases the legitimacy
 5. From Paris to a shift to the Southern context
 6. Change of the role of the agents
- 

THE VALUE AND THE CHALLENGES OF THE EVALUATION OF THE PUBLIC POLICIES

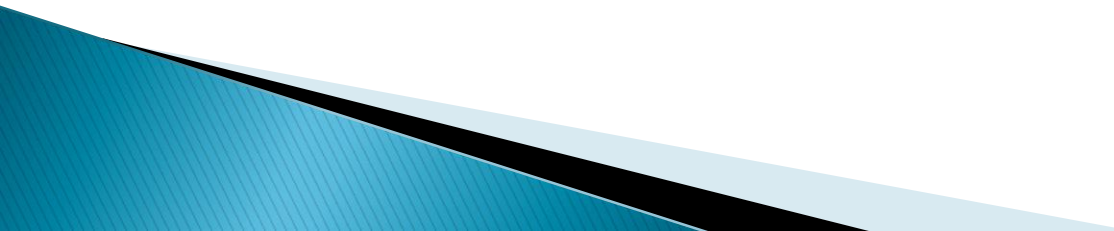
(Spanish case: Principles for evaluation management)



Accountability

Evaluation of the implementation of the Paris Declaration: the achilles' heel


Accountability is a virtuous circle in which interact in a cycle of life:

- (1) **Standards / norms**
 - (2) **Transparency** (provision of information based on certain mechanisms).
 - (3) **Evaluation** (process of comparing the commitments made to the scope of the proposed objectives)
 - (4) **Sanction** (mechanisms by which actors (dis)approve the performance of the organization).
- 

Awareness of the civil society

As important as the aid efficiency is the challenge of having a informed and sensible Civil Society. Awareness to the development policy and to the poverty problem, to the migration causes and implications...

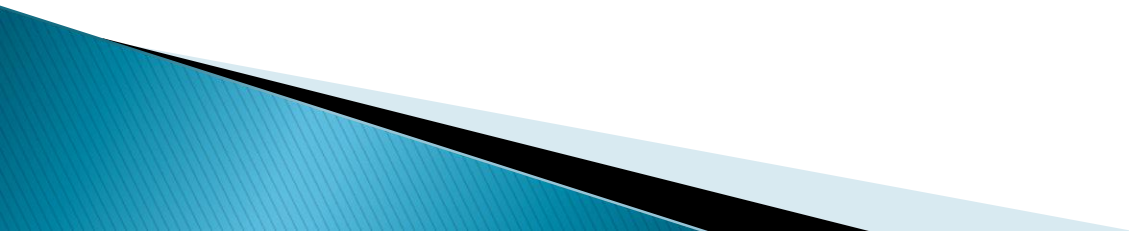
Thus (organised and non organised) civil society **should demand and support** effectiveness in the national and international Agenda, in the migration models and policies...



Learning/Accountability are two sides of the same coin...

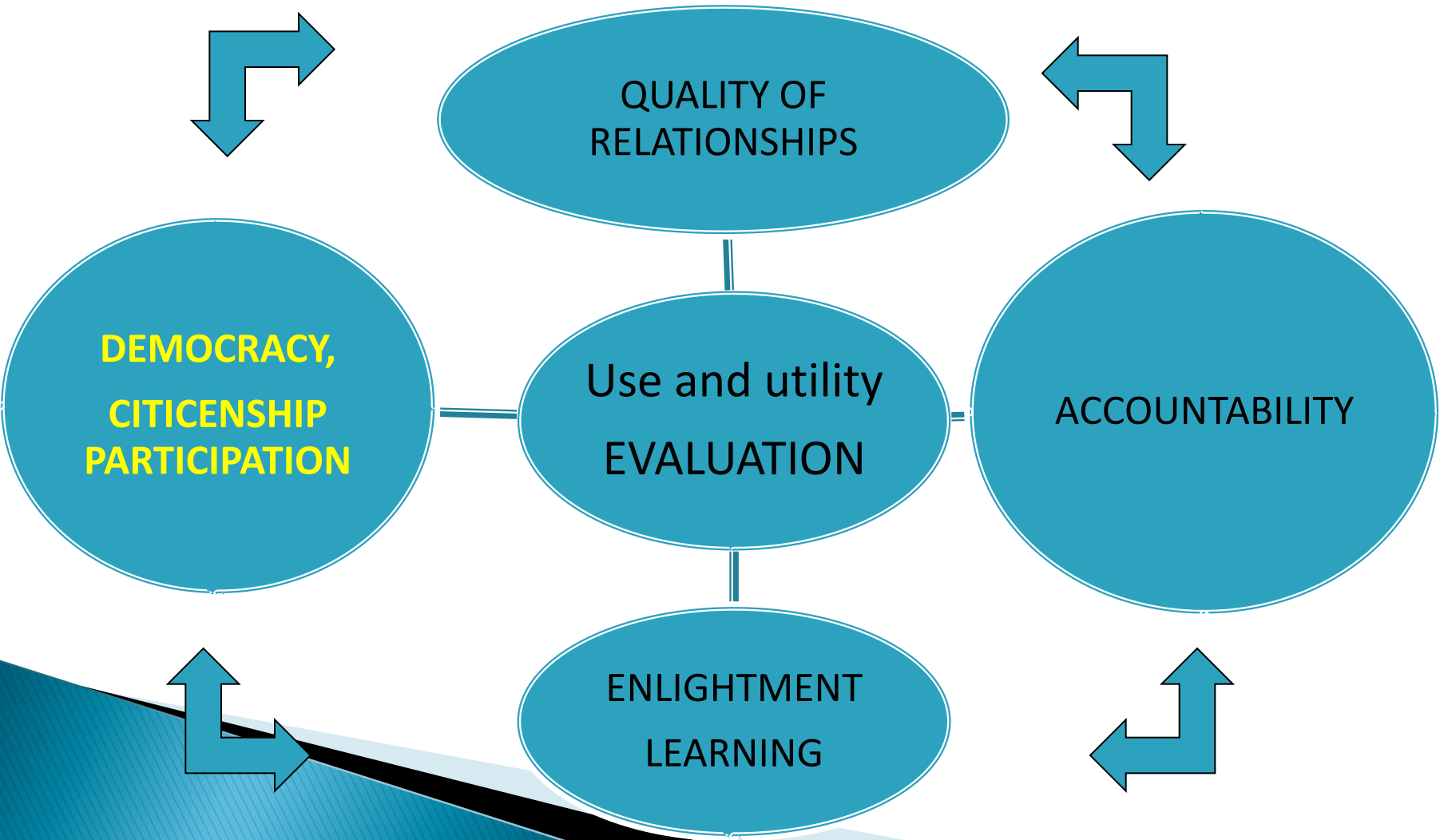
Without some kind of accountability there is no incentives for learning...

Without some kind of learning, the accountability loses utility, direction and sense...




THE VALUE AND THE CHALLENGES OF THE EVALUATION OF THE PUBLIC POLICIES

(Spanish case: Principles for evaluation management)

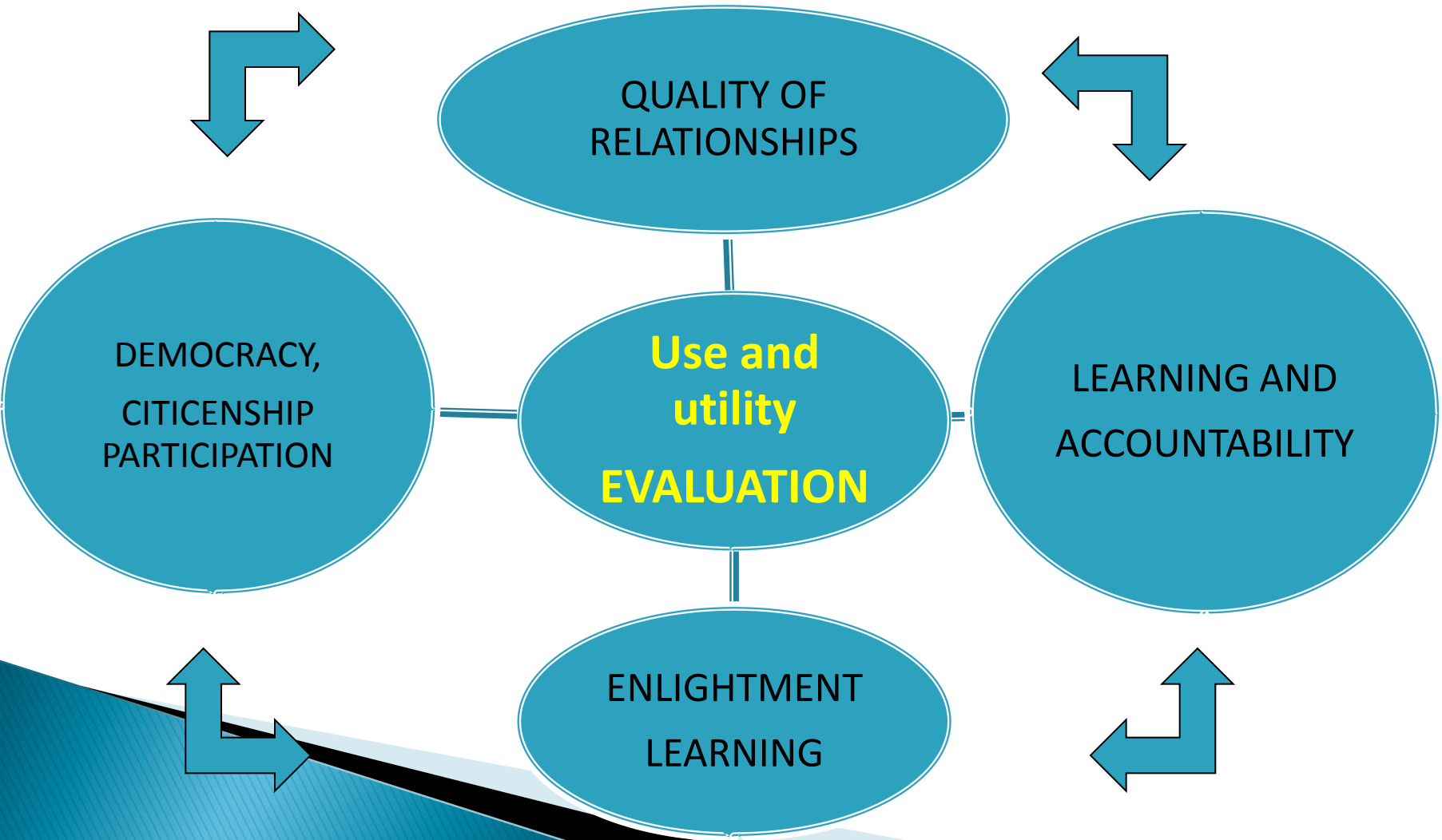


Sometimes participation is an antipolitic machinery, when:

- i) Not consider necessary resources or just looking to increase efficiency
 - ii) It is rhetorical in practice
 - iii) Gives emphasis to the local without going to a global and political thought
 - iv) It is a form of control (manipulative legitimation)
 - v) It is not open to dispute and does not consider that there may be unforeseen consequences (lose of power, of security...)
- 

THE VALUE AND THE CHALLENGES OF THE EVALUATION OF THE PUBLIC POLICIES

(Spanish case: Principles for evaluation management)



UTILITY AND USE

The evaluation report is not the end of our job...

Communication and use...NOT STILL SOLVED PROBLEM

*“Why policy makers need better evidence for
policymaking ?*

*How do we get better, more useable evidence from
evaluation? “*

(DAC SLM April 2011)



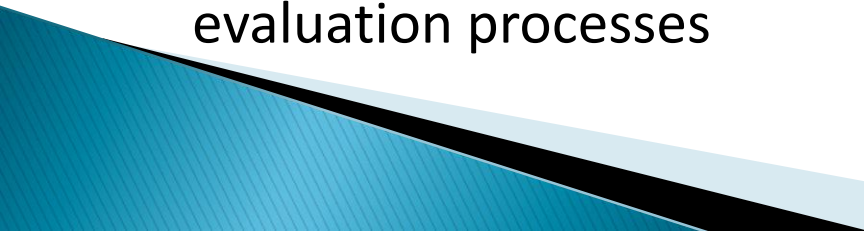
The evaluation use and The dynamics of the design and implementation of policies

- ▶ POLITICAL ARENA:
- ▶ (1) policies based on opinions
- ▶ (2) policies influenced by evidence, and
- ▶ (3) evidence-based policies.

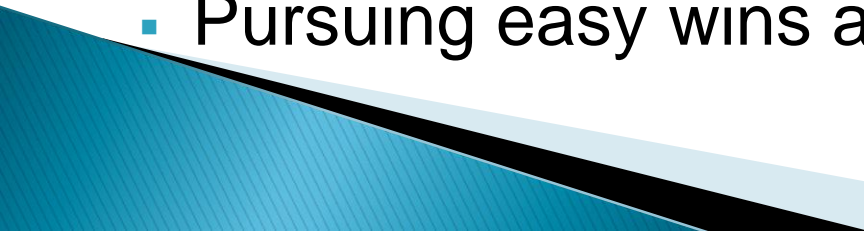
The policy process is essentially political (not technical), so it must be able to balance between the political power and the technical knowledge so as to generate evidence.

For using evidences the key point is not the method but the question to respond

The evidence comes not only from the monitoring and evaluation processes



Factors affecting evaluation utilisation and influence

- Timing and focus on priority stakeholder issues
 - Effective dissemination
 - Clear and well communicated messaged
 - Active engagement with national counterparts
 - Demonstrating the value of evaluation as a political and policymaking tool
 - Credibility and independency of the team
 - Positive and non threatening findings
 - Evaluation capacity development
 - Pursuing easy wins alongside harder challenges
- 

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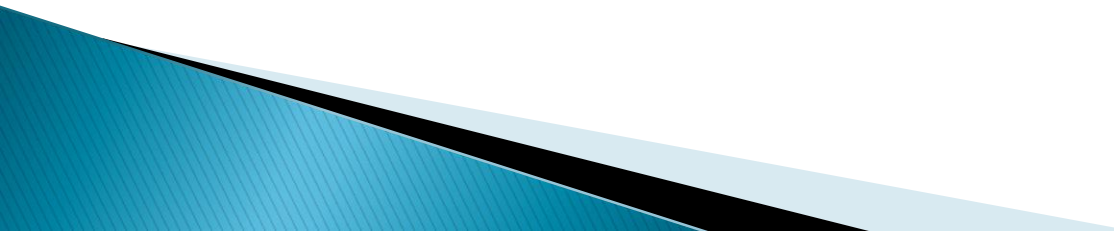
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The different conceptions of “Impact Evaluation”: We need to agree the definition and scope before discussing about methodology process, indicators and results

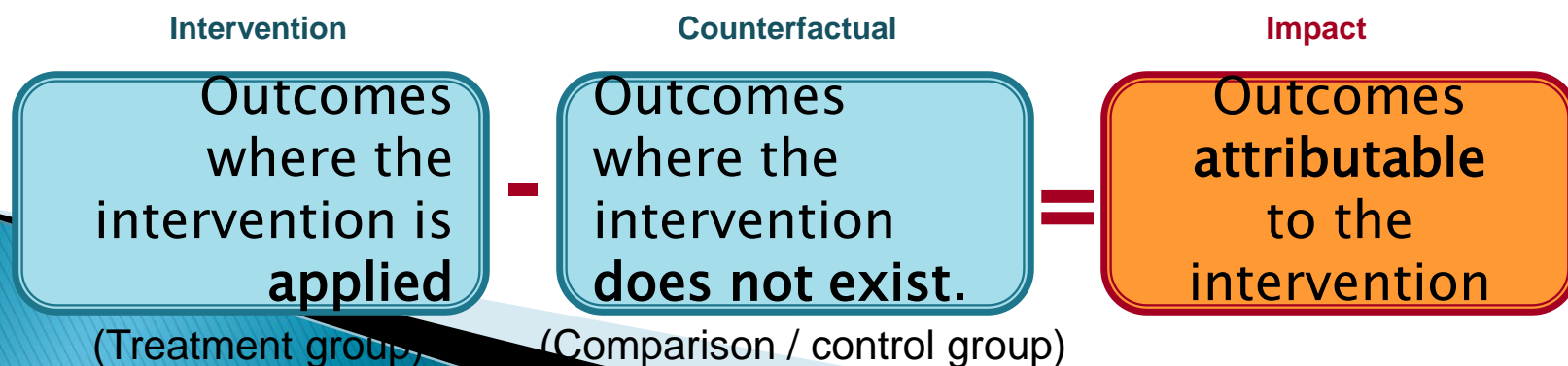
Different definitions:

DAC: “primary or secondary effects, produced by a development intervention, positive and negative, directly or indirectly, intended or not intended

WB...

The World Bank approach to IE:

- Rigorous **impact evaluations** assess the specific **outcomes attributable** to a particular intervention or program.
- The key to evaluating the **impact** of an intervention is to construct a valid **counterfactual**
- By comparing the counterfactual with the situation of the group that is affected by the intervention, the impact evaluation seeks to provide direct **evidence** of the extent to which the intervention changes outcomes.



What works through Impact Evaluation ?

A bilateral donor perspective on Randomise Control Trials (AfD)

(Bernard, Delarue and Naudet, 2011)

	Objective	Evaluated	Type of study	Use mechanism	Audience ,	Type of use
Classical evaluation framework	To judge	Program	Summative evaluation	Accountability	Direct decision makers	Policy decision (allocate means)
	To improve	Program	Formative evaluation	Instrumental	Program stakeholders	Modification, redesigning
Research framework	To promote	Pilot program	Demonstration	Persuasive	Development community	Scaling up, replication
	To understand	Causal relationship , hypothesis	Experiment	Conceptual	Scientific community	Evidence, accumulation , theory building

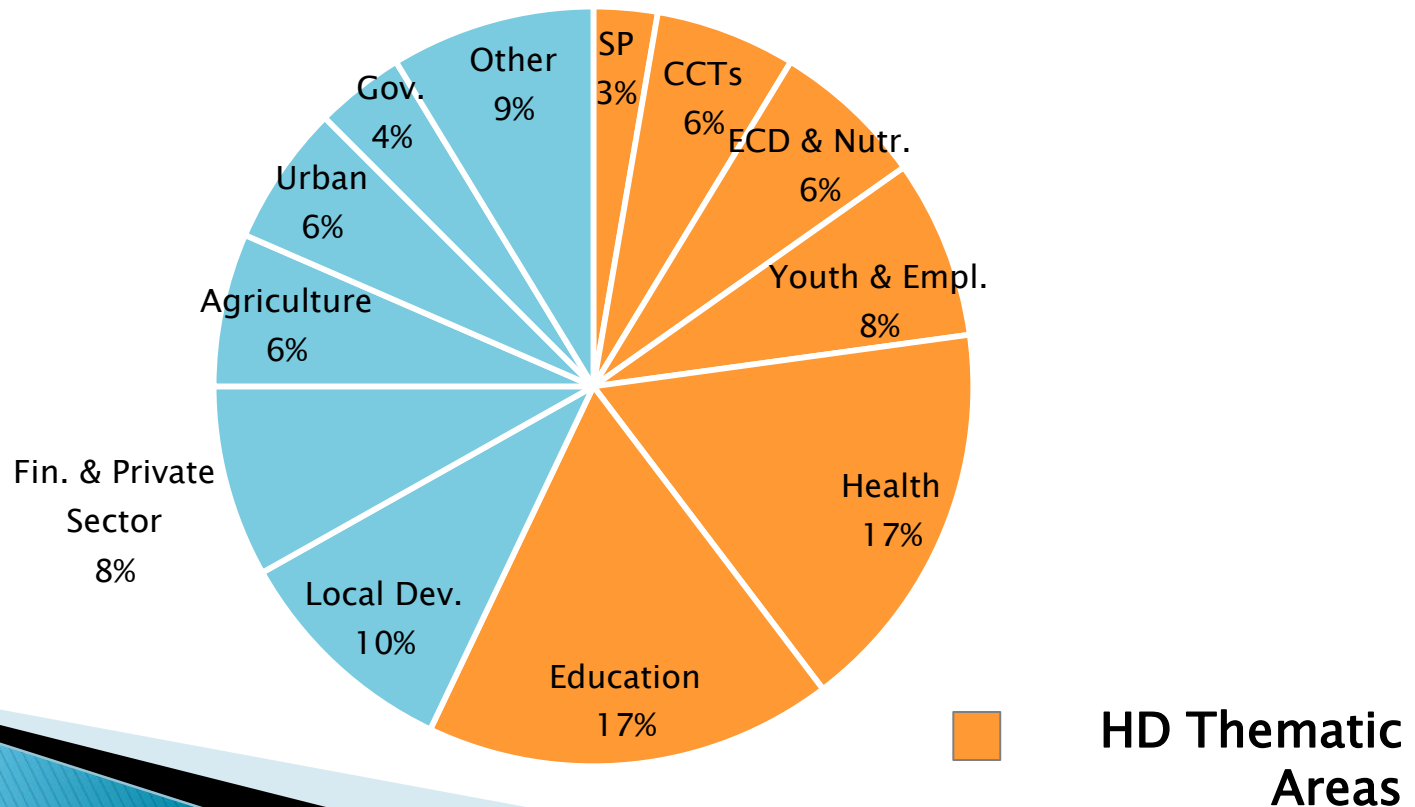
SIEF IE program on HD sectors:

Program overview

- Established in **2007** thanks to the **support** of:
 - ▣ **Spain**: \$14.9 million for 2007–2010.
 - ▣ **United Kingdom**: \$2.5 million since 2008.
- **Main Goal**:
 - ▣ To increase the quality of development programs through the generation and sharing of actionable **knowledge** about the **effectiveness** of programs affecting Human Development outcomes.
- **Focus on**:
 - ▣ Building global knowledge on **what works** to improve HD outcomes
 - ▣ **Policy relevance** is key criteria
 - ▣ Test **innovative** approaches/new questions
 - ▣ Developing **communities of practice** around thematic *clusters*
 - ▣ Favor prospective evaluations with **experimental & quasi-experimental** methods.

Why the WB? Wide range of thematic areas.....with strong focus on Human Development programs

The World Bank Impact Evaluation Program: Thematic Areas



Human Development Network (HDN)

approach to Impact Evaluation

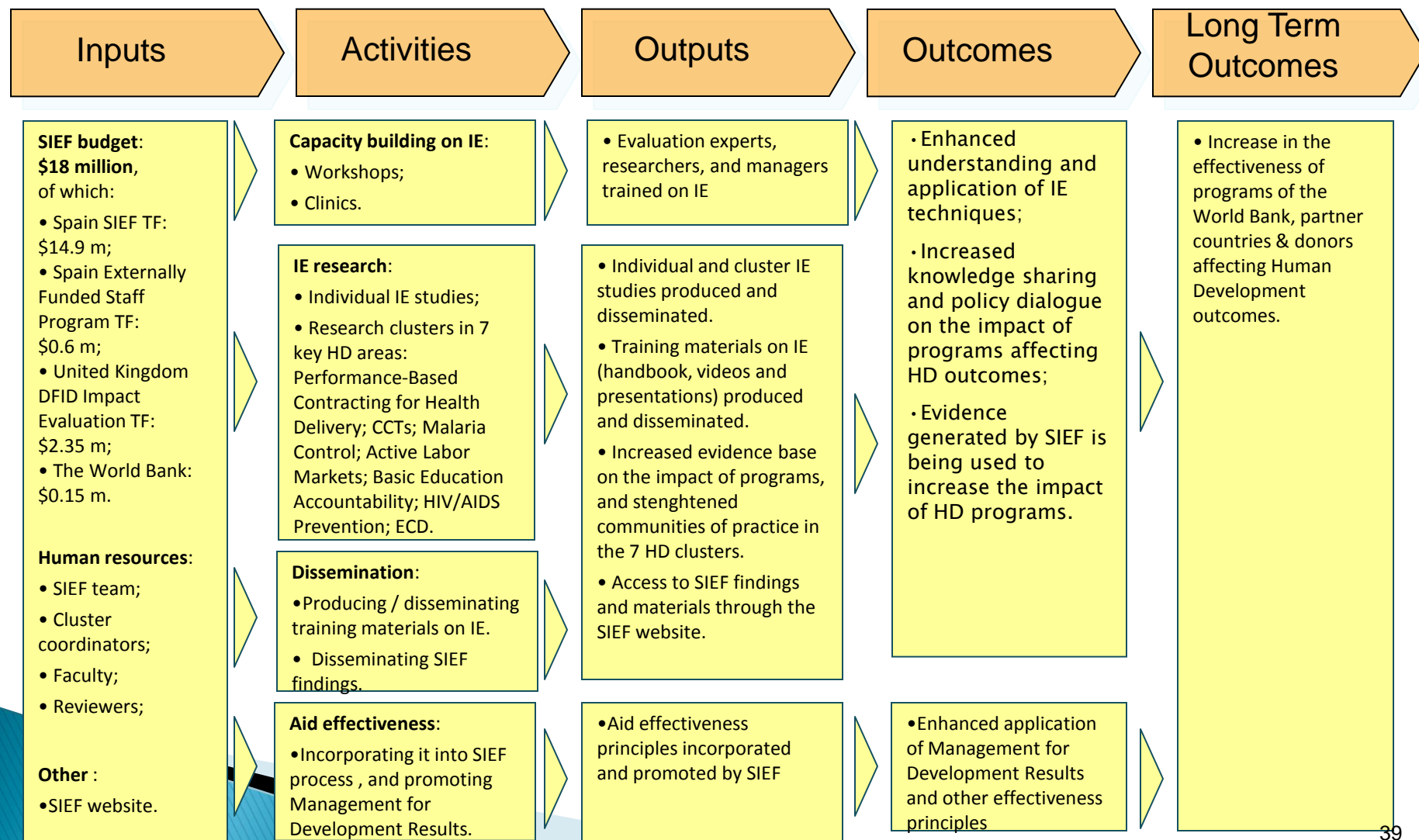
Focused on strategic HD themes...

- ▶ **Human Development** = all social sector work.
- ▶ **Rigorous approach** to Impact Evaluation.
- ▶ **105** Impact Evaluations in HD, of which:
 - Education (30%)
 - Health (30%)
 - Social Protection (18%)
 - Cross-cutting (22%)
- ▶ HD IE is coordinated with broader efforts (DIME, 3IE)

SIEF Impact Evaluation program on Human Development sectors

- ▶ Program overview
 - Results strategy
 - Core areas of activity
 - Capacity building
 - IE research: cluster approach
- ▶ Early results and lessons learnt

SIEFIE program on HD sectors: Results strategy



SIEF IE program on HD sectors:

Core areas of work

- **3 core areas of work:**

- **RIGOUR AND CREDIBILITY:** Direct Support to **Impact Evaluation** research:

- Direct support to **51 impact evaluations**, 36 of them grouped in **7 thematic clusters**.

- Impact Evaluation Clinics

- **CAPACITY: Capacity Building** on Impact Evaluation:

- Regionally-based workshops

- **POLICY WINDOW: Results Dissemination & Knowledge Sharing:**

- Publications,

- Training materials

- Website:

- www.maec.es www.worldbank.org/sief

- Conferences

Capacity building on IE

Regional workshops on Impact Evaluation(2010):

Location	Date	Countries Attending	Participants	Project Teams
El Cairo, Egypt	January 13-17, 2008	12	164	17
Managua, Nicaragua	March 3-7, 2008	11	104	15
Madrid, Spain	June 23-27, 2008	1	184	9
Manila, Philippines	December 1-5, 2008	6	137	16
Lima, Peru	January 26-30, 2009	9	184	18
Amman, Jordan	March 8-12, 2009	9	206	17
Beijing, China	July 20-24, 2009	1	212	12
Sarajevo, Bosnia	September 21-25, 2009	17	115	12
Cape Town, South Africa	December 7-11, 2009	14	106	12
Kathmandu, Nepal	February 22-26, 2010	6	118	15
Total 2010		86	1,530	143
Total 2011			2200	

Capacity building on IE

- Workshop features:
 - ▣ Each, 150–200 participants: government, academic, IE experts, NGOs and other development partners.
 - ▣ Technical/policy track sessions.
 - ▣ Hands on: organized around project teams that develop their own impact evaluation concept note on projects they are working.
- Training toolkit, including videos on IE techniques being developed.
- *Challenges:*
 - ▣ Sustainability.; enhancing regional capacity.

The cluster approach

- Strategically improve knowledge base in **selected** thematic areas – **clusters**
- Generate a **global “evidence body”** of knowledge across different country context
 - ▣ Basis for meta-analyses; generating cross-country evidence on development effectiveness in key areas
- **Build communities of practice:**
 - ▣ Common questions, measurement tools
 - ▣ Cross-fertilization evaluation and policy teams
- **Enhance quality:**
 - ▣ External peer review to access funds
 - ▣ Cluster leaders provide Technical Assistance to evaluation teams and coordinate activities in their cluster

SIEF IE program on HD sectors: Strategic clusters

- **Seven HD clusters:**
 - ▣ Conditional Cash Transfers (CCTs)
 - ▣ Health Contracting / Paying For Performance (P4P)
 - ▣ Basic Education Accountability
 - ▣ Active Labor Market Programs / Youth Employment
 - ▣ Malaria Control
 - ▣ HIV/AIDS
 - ▣ Early Childhood Development (ECD)
- ***Challenges:***
 - ▣ **Effective results dissemination & knowledge sharing**
 - ▣ **Measuring results: Are IE findings applied?**

SIEF IE program on HD sectors:

Lessons learnt – Some examples Validating stories (I)

Do Scholarships help students continue their education after completing primary school even in a low income setting? Yes, but this did not translate into measurable better learning outcomes

Does linking teacher pay to student performance improve results? Yes, even modest bonus payments to teachers can boost education outcomes.

SIEF IE program on HD sectors:

Lessons learnt – Some example Validating stories (II)

Can computers help students learn? Yes BUT it may require policymakers to do more as incentives to make sure the technology into the education process.

Do food supplements help children in times of economic crisis? Yes for 12–24 months children. The program was not so successful for older children and for infants

SIEF IE program on HD sectors: Lessons learnt: Process(III)

- ▶ **The importance of mixed methods: qualitative and quantitative methodological choices**
- ▶ **Considering the time and resource constraints**
- ▶ **Launching** an IE program **takes time and capacities** to: develop the infrastructure, design strategic tools, recruit the team, communication, use.
- ▶ Impact evaluations are **long-run** projects highly **dependent** on programs being evaluated.
- ▶ **Dialogue** with partners and donor countries is **essential**.

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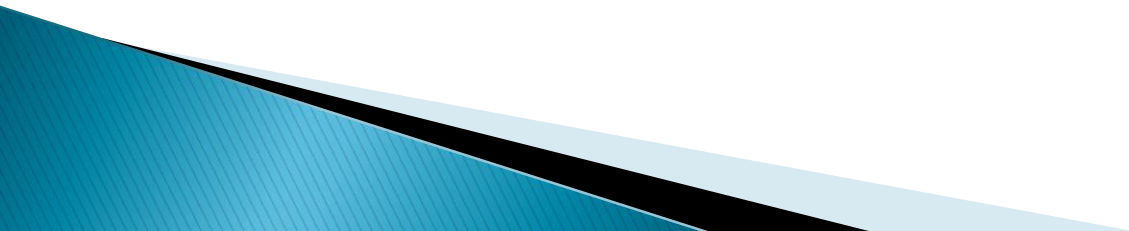
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Learning...Why a crime? Strategies for fighting against the crime of learning (Britton, 2005)



...Motive, Means and the Opportunity to learn?

- ▶ Motive = Incentives to learn
- ▶ Means and Opportunity = Capacity and Enabling Environment to learn

Committing with the crime of learning

	Strategies for organisational learning
Motivation	Share, show and explain failures and success Identify barriers for learning
Means	Interpersonal relationships and trust building Develop team working
Opportunity	Introduce reflection periods Create spaces for learning Build learning into existing systems and procedures

From Evidence to policy...

From policy to practice...

	Paris Declaration and Accra Agenda of Action	Constraints in Institutions and Organisations
Power	Participation and Voice	Hierarchy and respect to the norm (Accountability? Democracy?)
Approach	Learning Organisation	Financial Accountability
Use	Evidence Decision Making	Perception Decision making
Relations	Ownership Alignment Harmonisation	Lack of awareness Lack of coordination Lack of standardisation

Final remarks

Start with policy relevant questions (and not with evaluation tools or indicators): data and information do not speak by themselves, good answers only if good questions.

Quantitative Impact evaluation is valued as one of the alternative methodological choices.

Evaluation culture and use imply spaces for Accountability, Learning, Participation and PD like Relationships

Sometimes Complexity (Development & Migration flows and policies) (a) does not permit “attribution”; (b) needs of a mixed methods approach and a contribution analysis

Planning, Monitoring and Evaluation as part of a coherent cycle

Evaluation is a field of specialization. Need of mixed evaluation teams. Evaluations are (a) political and technical; (b) processes - not only reports-; (c) context specific; (d) weakness of the evaluation processes (information needs (questions), communication and use)

Proposals for not reinventing the wheel: joint evaluations (evaluation networks/divisions –experience of the implementation of the Paris Declaration), standards, Evaluation capacity building, IL Handbooks,...

What sort of data is required?

“It depends” on the program model, questions and methodological choices...

What should policymakers be requiring of technical experts? All they want if possible...but some pre conditions (political matters are more challenging than technical ones):

What should experts be requiring of policymakers?

Real leadership and commitment with a planning, monitoring and evaluation culture (failure/success):

- Agreeing on the political models, objectives, questions
- Common knowledge and agenda on realistic incentives and capacities

Gracias
Merci
Thank you

