

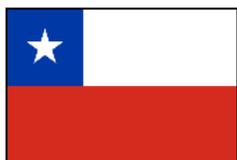
Using Evidence to Improve Policy Implementation

A Peer Learning Workshop for Government Policymakers
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Policy Briefs from Participating Government Teams

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TEAM CHILE

Agencies Represented: The Ministry of Education Directorate of Public Education and The Education Quality Assurance Agency

Problem: Challenges with education equity and quality in Chilean public schools

Policy: The New Public Education System Law, signed into law in 2017

Objective: Understand what to measure and evaluate when shifting responsibility for public education from 345 municipal governments to 70 new Local Educational Services



TEAM GHANA

Agencies Represented: The Environmental Protection Agency, The Ministry of Environment, Science, Technology and Innovation, and Zoomlion Ghana Ltd

Problem: Over 76% of households rely on improper waste disposal methods

Policy: National Environmental Policy, approved in 2014. Source Waste Segregation Program, pilot ongoing

Objective: Enhance data collection and analysis to refine implementation of the solid waste separation and disposal pilot program



TEAM KENYA NASCOP

Agencies Represented: The Ministry of Health National AIDS and STI Control Program

Problem: 80% of HIV exposed infants (HEI) will die by their 5th birthday; only 50% of infants are tested for HIV in their first 2 months

Policy: Early infant HIV diagnosis through point of care testing, currently a pilot program

Objective: Improve the use of data to inform and communicate the value of a pilot program to reduce turnaround time for HIV test results and facilitate follow-up and early treatment



TEAM KENYA NCPD

Agencies Represented: National Council for Population and Development and Ministry of Health

Problem: Only 58% of women use a modern family planning method, while 18% have an unmet need for family planning; the population is growing at a rate of 2.9%

Policy: Population Policy for National Development, under review for a new 5-year plan

Objective: Better utilize evidence to increase coordination and gain political support and funding for the next iteration of the Population Policy



TEAM MALAWI

Agencies Represented: The Ministry of Gender, Children, Disability and Social Welfare and The Ministry of Finance, Economic Planning and Development

Problem: Extreme poverty among vulnerable and labor-constrained households in Malawi; challenges targeting social service beneficiaries, resulting in high inclusion and exclusion errors

Policy: The National Social Support Policy, re-launched in 2018

Objective: Improve the implementation, monitoring and evaluation of the social cash transfer program in Malawi



TEAM MEXICO

Agencies Represented: The National Council for Education Development and The National Council for the Evaluation of Social Development Policy

Problem: Only 14.6% of indigenous children in Mexico completed high school in 2015; the illiteracy rate for indigenous people over 15 years old was 17.8% compared to 5.5% for the rest of the country

Policy: Mobile Pedagogical Tutors Strategy, begun in 2009

Objective: Measure and evaluate the lasting impacts of the tutoring strategy, and gain a better understanding of the resources required to scale up nationwide



TEAM NIGERIA

Agencies Represented: Federal Ministry of Science and Technology and Abia State Government

Problem: the average Nigerian generates about 0.49kg of solid waste per day; households and commercial centers generate approximately 90% of total urban waste and there is no effective system of waste collection and disposal

Policy: National Policy on Solid Waste Management; National Waste-to-Wealth Management Via Appropriate Technologies Program

Objective: Better understand the use of data and evidence to improve the coordination and implementation of the National Waste-to-Wealth Management Program



TEAM RWANDA

Agencies Represented: The Ministry of Health and The Rwanda Biomedical Center

Problem: 48% modern contraceptive prevalence rate and 19% unmet need for family planning

Policy: Reproductive Maternal Newborn Child and Adolescent Health Policy, 2018-2024, expected to begin implementation in July

Objective: Use data and evidence to better understand the slow increase in family planning uptake and how to respond, including evaluating which interventions are most effective



TEAM SOUTH AFRICA

Agencies Represented: The Department of Social Development, The Department of Planning, Monitoring and Evaluation, and UNICEF

Problem: 1 in 3 children in South Africa experiences sexual violence; in some regions, up to 77% of women report having experienced some form of violence

Policy: The Program of Action to Address Violence Against Women and Children, under revision

Objective: Revise the Program of Action with an increased focus on evidence and coordination; prioritize a few clear and concrete indicators and improve data collection

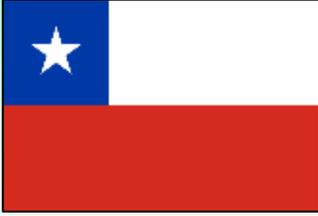


TEAM UGANDA

Agencies Represented: The Office of the President, The Cabinet Secretariat, and The Ministry of Finance, Planning and Economic Development

Problem: Low levels of social sector development in part due to weak capacity and coordination, and data challenges across the government

Objective: Focus on clarifying roles within the government and creating a process to systematically use data and evidence in the oversight functions of the Office of the President



TEAM CHILE

Agencies Represented: Ministry of Education Directorate of Public Education and Educational Planning Division, and Education Quality Assurance Agency
Problem: Challenges with education equity and quality in Chilean public schools
Policy: The New Public Education System Law, signed into law in 2017
Objective: Shift responsibility for the administration and provision of public education services from the 345 municipal governments to 70 newly created Local Educational Service agencies
Funding: Government funding allocated to schools via the new Local Educational Services

THE PROBLEM:

Chilean public schools, which have belonged to municipalities since the 1980s, experience both equity and quality challenges. While academic performance as measured by PISA scores has improved over the years, Chile still falls behind countries with similar incomes and has a significant achievement gap by household income. Chile's school voucher program has contributed to the widening inequality in educational attainment and a decline in public school enrollment, with students and families preferring private schools that receive vouchers and partial support from the government, though education quality is not always higher than in public schools. Although a new law ending family co-payments and eliminating selection processes that disadvantaged poor students has led to some improvements, public schools remain under-enrolled and face severe resource shortages and management challenges. It was within this context that former President Bachelet and the Senate passed a 2017 law to create a new public education system, entailing a monumental shift in roles and responsibilities that represents the most significant public-sector reform in Chile's history.

THE POLICY:

The 2017 New Public Education System Law (21.040) mandates that between 2018 and 2025, responsibility for Chile's 6,500 public schools and over 200,000 employees will shift from 345 municipalities to 70 newly created Local Educational Services. The newly established National Directorate of Public Education within the Ministry of Education will allocate resources to and monitor the functioning of all Local Services, which will oversee the schools and early childhood education centers in their territories and manage all technical, pedagogical, administrative, and financial matters. The law ends the previous dichotomy between administrative and managerial control from the municipalities, and technical-pedagogical leadership from the Ministry of Education. In other words, the Local Educational Services will lead all aspects of education, from finances to curriculum, which is meant to create greater consistency and higher quality.

The New Public Education System Law also creates a National Education Council tasked with approving the national curriculum, learning standards, and national educational quality indicators, as well as with leading the development of a new National Public Education Strategy every 8 years. Other key stakeholders include local education officials and professionals; public school principals, teachers, students, and families; and the Local Education Council members. The latter are community members tasked with advising the Executive Director of each Local Educational Service.

These Services will increase the number of public sector institutions by 50%, representing a massive undertaking for the Government of Chile. According to the *Santiago Times*, this Law increases funding for public education in Chile by 5.9%, primarily aimed at increasing teacher pay and offering more

university scholarships.¹ However, the New Public Education System Law will not change the way in which the education system and specific schools are funded. The Government will provide financial and other resources to the new Local Educational Services, which will then distribute the funds to schools. The Services will receive additional resources for operations and intermediate expenditures.

To oversee the evaluation of the new system over the next eight years, the government will create an Evaluation Board comprised of six well-known national education experts from a balance of the major political parties. The Board will advise the President on the evaluation and analysis of the Local Educational Services implementation process, and complete a final evaluation in 2025. That is likely to include a qualitative process evaluation, using interviews, focus groups, and other data from schools and educational actors, as well as a quantitative impact evaluation, using primary survey data from schools and secondary administrative data from the Ministry of Education and the Education Quality Assurance Agency.

IMPLEMENTATION PLAN AND STATUS:

This law is marked by a rapid transition from policy to practice: it was approved in November 2017 and the first Local Educational Service was created in March 2018. The law mandates that 11 Local Educational Services be established by 2021, at which time a committee of experts will conduct a midterm evaluation. This midterm evaluation will not only evaluate implementation, but will also define the schedule, process, and best practices for the second part of the transition, the creation of the remaining 59 Local Services. This approach allows the evaluators to compare key indicators for schools that have and have not undergone the reform. According to the Evaluation Plan,² results of interest include: educational development (including test scores), enrollment in public schools, inclusion and equity, promotion of participation from the local education community, financial management, and technical pedagogical support. A baseline evaluation was conducted in 2017, which will be used as a point of comparison for the 2021 midterm evaluation and 2025 final evaluation. Data collection will be led by the Ministry of Education and Public Education Directorate, the Education Quality Assurance Agency, the Education Superintendents, and the Local Educational Services, among others.

The response from the municipalities has been varied. While some mayors welcome the opportunity to give up responsibility for schools and education, others are less supportive. Many mayors are accustomed to receiving significant resources for education, which they sometimes redistribute to other sectors and services depending on their own priorities.

KEY CHALLENGES:

- Human resources: the Government of Chile is looking to hire new staff to run the Local Educational Services, as it sees this as an opportunity to attract high quality talent and establish a new results-oriented culture. However, there is a significant human resources shortage, and the government is experiencing difficulties finding and retaining qualified individuals, and building existing staff's knowledge and skills for successful implementation. There are also challenges around creating a shared vision and new organizational policies and practices.
- Resistance to change: certain community members and municipal administrations are resistant to change. There have been strikes, community backlash, and non-compliance from some municipalities. These are often reactions to a lack of information or insecurity around jobs.
- Technological infrastructure and data management: currently, there is not a common system or set of standards across municipalities for collecting data, issuing contracts, investing in

¹ Bachelet signs new Public Education Law, *Santiago Times*, November 2017. <http://santiagotimes.cl/2017/11/17/bachelet-signs-new-chiles-public-education-law/>

² CEPPE UC & DESUC (2018). Diseño del Modelo de Evaluación de la Nueva Educación Pública y Levantamiento de Línea Base. Informe Final, CEPPE UC. Santiago, Chile.

infrastructure, and other fundamental aspects of education service management. This complicates the transition to management by new institutions.

- Public sector growth: by creating 70 new agencies, this policy will increase the number of public service agencies under the Chilean Government by one third, creating an impact on the entire public bureaucracy, not just the education system. Establishing the Local Directorate Committees and Local Education Councils has been particularly challenging.
- A presidential transition in 2018 has added further complexity and required some re-negotiating with the new political administration.

ACCOMPLISHMENTS:

- Implementation of the policy is led by a team of committed people with a clear vision for success, a concrete theory of change and results chain, and a 2017 baseline evaluation with which to compare the results of the new education system.
- Four Local Educational Services have been successfully created in a matter of months, in addition to the new National Directorate of Public Education, which is tasked with oversight and resource allocation. The two have already begun building a positive relationship, marking a major shift from a decentralized to a mid-level education system in a very short time.
- New policies and practices have been created to help restructure the national public education system.

WHAT'S NEXT:

- Four Local Educational Services have been already been established, with seven more to go to hit the target of eleven by 2021.
- This law mandates the creation of an eight-year Public Education National Strategy, which presents a unique opportunity to select key indicators for monitoring success. The team hopes to gain a better understanding of what needs to be measured throughout the transition process to provide the Government of Chile with accurate and complete information about implementation.
- The team has relevant data in some fields (academic achievement, management, and finance) but not in others (community involvement, efficiency, or to what extent the spending is oriented to educational quality). They are looking for insights into how the external committee can better collect and analyze relevant data. Discussion during development of the 2017 law emphasized leveraging administrative data wherever possible.
- The team is also looking for guidance on how to recruit quality candidates for the new agencies, especially Local Services in more remote and less desirable locations.
- Finally, the team is interested to learn from other reform efforts that have moved management from the local level toward the national level.

Written in consultation with Patricio Andres Leiva Irigoyen, Chief of the Economic and Financial Affairs Division, Chile Ministry of Education Directorate of Public Education, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact info@results4all.org.



TEAM GHANA

Agencies Represented: The Environmental Protection Agency, The Ministry of Environment, Science, Technology and Innovation, and Zoomlion Ghana Ltd

Problem: Over 76% of households rely on improper waste disposal methods

Policy: National Environmental Policy, approved in 2014

Program: Source Waste Segregation Program, pilot completed

Objective: Enhance data collection and analysis to refine implementation of the solid waste separation and disposal pilot program

Funding: Public-private partnership

THE PROBLEM:

In Ghana, over 76% of households rely on improper waste collection and disposal methods. Ghana is marked by widespread littering and indiscriminate dumping of waste in drains and open spaces, and the use of wetlands and water sources as waste disposal sites. The growing economy and related life-style changes exacerbate swelling waste levels. If the population continues to increase, waste generation and related problems will remain a major challenge for the government, unless meaningful action is taken.

THE POLICY:

To comprehensively address the challenge of waste disposal and deal more effectively with the underlying causes of poor environmental sanitation, Ghana's Ministry of Environment, Science, Technology and Innovation launched a National Environmental Policy in 2012, and a revised version in January 2014. This policy promotes a holistic environmental management system, with a specific focus on improved sanitation. Key goals of the policy include the promotion of sustainable resource use and impact management, enhanced participation and coordination in environmental management, and increased access to and use of environmental information for decision making.

The Environmental Protection Agency (EPA) is the lead implementing agency operating under the direction of the Ministry of Environment, Science, Technology and Innovation, and provides guidelines and technical inputs for waste management and sanitation policy development and implementation. In 2013, the EPA began the Source Waste Segregation Program, a pilot intervention under the broad 2012 National Environmental Policy, to address the serious waste issue and related disease burden in Ghana's capital, Accra. The program intended to engage communities in the separation of different types of solid waste into color-coded bins, creating awareness around waste reduction, recycling, recovery, and reuse. Waste separation at the source would allow organic waste to be turned into compost, paper and plastics to sold to recycling companies, and bottles to be returned to beverage companies, for example. The program was originally piloted in 60 institutions within the public and civil service, and approximately 40 primary and secondary schools. Two private waste disposal companies and EPA partners, Jekorah Limited and Zoomlion Ghana Limited, were responsible for collecting the waste in different geographical areas of Accra, as well as educating staff and students how to use of the bins and monitor the program.³

The pilot program was funded by the Government of Ghana with support from private waste management partners. In addition to the EPA, Zoomlion, and Jekorah Limited, the Ministry of Local Government also played a key role in ensuring that local authorities oversaw the infrastructure and facilities for managing waste.

³ Implementation of Source Waste Segregation Program Begins, Government of Ghana.

<http://www.ghana.gov.gh/index.php/media-center/news/3702-implementation-of-source-waste-segregation-programme-begins>

IMPLEMENTATION PLAN AND STATUS:

Implementation of the Source Waste Segregation Program is still ongoing. The EPA has requested resources to scale up the program after a formal, third-party evaluation is completed.

The EPA has already learned several critical lessons from an initial review of the pilot program: focal persons were not fully committed to the program, there were issues with the bins, and despite training and sensitization, people were not separating waste properly. Furthermore, the private companies did not have the capacity or facilities to ensure proper collection and disposal of all separated waste: in some cases, they had to pick up and mix contents from the different bins, and re-separate it again later. Most importantly, the EPA found that the program was designed without a monitoring and evaluation framework, with insufficient data and evidence from previous programming and an inadequate understanding of behavior patterns. For example, the pilot revealed much less food waste in schools than had been anticipated; better scoping research beforehand would have shown that students in Accra often leave the campus to eat lunch, and dispose of food waste outside of school grounds. This type of research and data would have better informed the distribution of waste bins and their collection by waste management companies, which were unprepared to handle the variation in waste volumes across different sites.

Nevertheless, unforeseen challenges uncovered by the pilot program actually catalyzed greater political commitment for waste education. Now, the President of Ghana aims to make Accra the cleanest city in Africa, and the EPA is in the midst of a stakeholder engagement process to solicit inputs, ideas, and additional funding to make that goal a reality.

KEY CHALLENGES:

- The National Environment Policy and the subsequent Source Waste Segregation Program were developed without robust baseline data or a monitoring and evaluation framework. This led to incorrect assumptions about human behavior and waste disposal patterns, and a flawed program design and logistics to implement it.
- Some implementing partners had insufficient capacity to gather, process, and analyze data from field reports and community feedback. This affected decision making and impacted the delivery of the key policy outcomes, such as the provision and distribution of household bins and the development of transfer stations to collect and reroute waste streams.
- Inconsistency, incompleteness, and unreliability of data provided by key stakeholders during program implementation presented major challenges, impeding data aggregation and analysis to inform program decisions. Implementation status reports are presented periodically to the EPA Board of Directors, and implementing organizations have shared field observations during joint workshops, but there is no formal platform for sharing evaluation findings and other information with key stakeholders.
- Initial awareness campaigns and community engagement efforts did not generate the desired support and participation from all stakeholders. Efforts to raise awareness and educate the public about the importance of proper waste separation and disposal should have been sustained throughout the program.

ACCOMPLISHMENTS:

- Ghana has successfully created a broad environmental policy to provide context and impetus for more specific programming.
- The Ministry of Environment and EPA have built strong relationships with private waste management companies; many previous programs and successes would have been impossible without this collaboration.

- Many civil society organizations are implementing small-scale waste management programs in their communities, presenting opportunities for the EPA to collaborate and expand its reach.
- A number of universities and other public institutions have expressed interest in adopting the waste separation program, and the Ghana armed services has already joined, which is telling of the successful shift in public norms and culture.
- Waste separation has been discussed in the national media and at various fora, and public awareness of the issue has been raised.

WHAT'S NEXT:

- The EPA would like to do a third-party evaluation of the pilot Source Waste Segregation Program, to supplement its learning and inform the next steps for expanding the program. The procurement process for the evaluation will be done this year, funded by EPA general support funds.
- Meanwhile, the EPA seeks to build additional relationships with state and non-state actors, to both participate in the program and make the most of the available evidence and research capacity in the environment sector, enhancing their ability to draw on diverse types of quality evidence from a range of sources to effectively respond to issues of sanitation, waste management, and environmental protection.
- Currently, relevant data is primarily collected by the waste management companies and local authorities, but not integrated into one system. The EPA hopes to change that, aggregating all data into an integrated system that can be analyzed to inform future policies and programs. Ghana's new Ministry for Sanitation and Water Resources was created in 2017 to act as a focal point for data management and sanitation programs. The EPA will need to coordinate responsibilities for integrating data collection with the new Ministry, and help to define clear roles for the Ministry of Sanitation and the Ministry of Environment. The latter will continue to manage decisions regarding plastic waste, for example.
- The 2014 National Environmental Policy contains a section on waste management, but the EPA sees value in a separate policy specific to solid waste separation and disposal by households. More work is needed to conceptualize the value and content of this potential policy.

Written in consultation with Ebenezer Appah-Sampong, Deputy Executive Director, and Samuel Quaye, Program Officer, Ghana Environmental Protection Agency, Ministry of Environment, Science, Technology and Innovation, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact info@results4all.org.



TEAM KENYA NASCOP

Agencies Represented: Ministry of Health National AIDS & STI Control Program (NASCOP)

Problem: 6.9% of women and 4% of men in Kenya aged 15-49 are infected with HIV; 80% of infants exposed to HIV will die by their 5th birthday; only 50% of infants are tested for HIV in their first 2 months

Policy: Early infant HIV diagnosis through a point-of-care testing pilot program

Objective: Move the equipment required to conduct infant HIV diagnostic tests from central laboratories to local clinics (at the point-of-care) to reduce turnaround time for test results, increase follow-up, and facilitate early treatment and care for HIV+ infants

Funding: The Global Fund to Fight AIDS, TB, and Malaria; PEPFAR; and the Government of Kenya

THE PROBLEM:

In Kenya, 6.9% of women and 4% of men aged 15-49 are infected with HIV, and over 120,000 children under the age of 14 are living with HIV.⁴ Currently, the mother-to-child transmission rate is 6.1%. Without treatment, 80% of infants exposed to HIV will die by their 5th birthday.⁵ To prevent this, all HIV-exposed infants should be tested for HIV within 2 months of their birth, ideally when they visit the clinic to receive vaccinations 6 weeks after birth. However, early infant diagnosis of HIV (EID) is only happening 50% of the time.⁶ Even when infants do undergo testing, it can take up to 30 days to receive the test results, because the blood samples must be shipped from the local clinic to a central lab with the right equipment to perform the test and read the results. Due to that long timeframe, families may not visit the clinic again to inquire about the results, and clinic staff may be unable to track down the families. Worse, that long turnaround time for test results means up to 30 more days before HIV+ infants start antiretroviral treatment, which may be too late.

THE POLICY:

The National AIDS & STI Control Program (NASCOP) at the Ministry of Health is responsible for training health care workers to test infants for HIV at their 6-week immunization visits. However, because of the low frequency of early infant HIV testing, and the long turnaround time to receive test results and start treatment for HIV+ infants, NASCOP searched for a new strategy. Currently, health care workers take blood samples from HIV-exposed infants at local clinics and send them to central laboratories in the major cities, because only these large laboratories have the expensive equipment needed to process the samples and read the test results. NASCOP hypothesized that bringing more of these machines closer to the local clinics where infants are actually tested could reduce the turnaround time to read test results, to the same or the following day, which would facilitate earlier treatment for HIV+ infants. This is known as point-of-care testing.

To oversee HIV testing and treatment, each of Kenya's 47 counties has an HIV Prevention and Control Director, who conducts monthly surveys and gives results to the County Health Director. Results from every HIV test conducted by the central laboratories are automatically uploaded into a central data dashboard that allows users, including the County Health Directors, to track anonymized HIV test results by county and even by clinic. The data is relatively complete, easily available, and of good quality. NASCOP can use this data to understand the characteristics of mothers who seek testing, and

⁴ UNAIDS Kenya Country Profile. <http://www.unaids.org/en/regionscountries/countries/kenya>

⁵ Newell, Marie-Louise, et al. "Mortality of infected and uninfected infants born to HIV-infected mothers in Africa: a pooled analysis." *The Lancet* 364.9441 (2004): 1236-1243. <https://www.ncbi.nlm.nih.gov/pubmed/15464184>

⁶ eid.nascop.org

whose infants test positive for HIV. Some counties have been able to use this data to pinpoint areas with higher likelihood of HIV+ infants, and mobilize resources to conduct testing during targeted home visiting. Despite the availability of this data, following up on test results to start treatment for HIV+ infants remains a challenge. The NASCOP pilot project will assess whether point-of-care testing, by making more testing machines available at local clinics that serve areas with a high prevalence of HIV+ infants, can address these challenges and reduce infant mortality from HIV.

IMPLEMENTATION PLAN AND STATUS:

The point-of-care pilot project uses a hub and spoke model, identifying clinics in areas with prevalence of infant HIV, or clinics with high volumes of infant HIV testing, to serve as testing hubs. These clinics will house the necessary equipment to conduct the diagnostic tests and read the results. Since it does not make financial sense to purchase this expensive equipment for every clinic, lower-volume clinics, the spokes, will send tests to the hubs, which will be closer (within 60 to 100 km) than the central laboratories in major cities, ensuring that test results get back to the local clinics and families faster than in the current model. With the new model, NASCOP seeks to optimize the use of each testing machine, the number of health care workers who must be trained to use them, and the distance and time it takes to send test results from the spokes to the hubs and back.

In 2017, NASCOP rolled out the pilot project with 3 testing hubs supporting 36 spoke clinics. Already, lessons from monitoring the initial group have informed the establishment of new hubs and spokes in additional counties in 2018. The pilot will end in July 2019 with an expected 45 hubs with point-of-care testing machines serving 685 spoke clinics.

KEY CHALLENGES:

- Staff capacity: Local health care workers do not always identify and encourage testing for HIV-exposed infants. Additional health care workers need training to operate testing machines in the hub facilities.
- Data use: health care workers and county health directors rarely use their own data or data uploaded by the HIV testing machines and made available on the central dashboard. Reasons include: they may not know the data is available, they may not have internet access, they may not know how to use the platform, or they may not know how to analyze the data to improve their own performance.
- Follow up: This will remain a challenge even after reducing the turnaround time to receive test results. Too many infants diagnosed with HIV do not start antiretroviral treatment, and no data is currently collected on follow up visits.
- Pilot rollout: Long registration processes and high initial error rates weakened pilot implementation.
- Funding: Historically, funding for the expensive testing machines has come from the Global Fund, PEPFAR, and the Government of Kenya. Purchasing additional machines and operating them in local clinics, where some may be underutilized compared to high-volume central laboratories, will require convincing funding partners of the value of the point-of-care testing model, likely using data and evidence on changes in the frequency of antiretroviral treatment and infant mortality.

ACCOMPLISHMENTS:

- The results of every early infant HIV diagnosis are automatically entered into the central database, which allows NASCOP and other stakeholders to monitor and evaluate the prevalence of infant HIV.

- So far at least, the pilot project has produced a significant reduction in turnaround time for receiving test results, and a 100% between HIV+ infants and their initiation of antiretroviral treatment.

WHAT'S NEXT:

- NASCOP will continue to expand the pilot project to new hub and spoke testing facilities, training health care workers to operate the testing machines at the relevant sites.
- NASCOP is also disseminating findings from the pilot, including via presentations in medical conferences, and plans to use evidence from pilot studies to inform policy change and the incorporation of new technologies and multi-disease platforms in early infant diagnosis.
- At the workshop, the team from Kenya hopes to learn from the successes of other policies that have integrated interventions like infant HIV diagnosis with routine services at local health clinics. Specifically, they are interested in learning how to achieve full implementation without delays. This will entail how to build the capacity of health workers, mobilize resources to scale up the pilot, and monitor and evaluate implementation.
- All HIV testing is currently funded by development partners or the Government of Kenya at the national level, but in the future, county governments will be required to contribute some funding.

Written in consultation with Dr. George Njoroge Githuka, Prevention of Mother to Child Program Manager, National AIDS & STI Control Program, Kenya Ministry of Health, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact info@results4all.org.



TEAM KENYA NCPD

Agencies Represented: National Council for Population and Development (NCPD) and Ministry of Health

Problem: Only 58% of women use a modern family planning method, while 18% of women have an unmet need for family planning; the population is growing at a rate of 2.9%

Policy: Population Policy for National Development, under review for a new 5-year plan

Objective: Better utilize evidence to improve coordination and gain increased political support and funding for the next iteration of the Population Policy implementation plan

Funding: Government funding with support from international private and public donors

THE PROBLEM:

Kenya's population grew at a rate of 2.9% between 1999 and 2009. Currently, 43% of the population is under 15 years of age, and the average Kenyan woman births 4 children, meaning that the population will continue to grow. If this high growth rate is not managed, it will be incredibly difficult for Kenya to become an upper middle-income country by 2030.⁷ Although the use of modern family planning methods has substantially increased in Kenya, from 7% in 1977 to 30% in 1998 and 58% in 2014, the number of women who have an unmet need for family planning is still high, at about 18%.⁸ Low male involvement in decisions related to reproductive health and family planning, and retrogressive beliefs and policies all slow progress in achieving demographic and population goals. The Population Policy for National Development, developed in 2012, sought to address these challenges.

THE POLICY:

The Kenyan Population Policy for National Development “aims to ensure that population growth does not impede the attainment of Vision 2030 development targets” and seeks to “attain a high quality of life for the people of Kenya by managing a population growth that can be sustained with the available resources.”⁹ The policy lays out a plan to slow the population growth rate by reducing “the number of births born to a woman, deaths that occur among children aged five years and below, and deaths that occur among women due to pregnancy related causes.” It also commits the government to providing information on population matters to the public, and providing accessible reproductive health services, including modern family planning methods. Select targets for 2030 include reducing the natural growth rate to 15 per 1,000 people, reducing the under-5 mortality rate to 48 per 1,000 live births, decreasing the average number of children per woman to 3, and increasing the use of modern family planning methods to 70% nationwide.

Implementation of the policy is cross-sectoral, involving the Government, NGOs, the private sector, and communities. The National Council for Population and Development (NCPD), a semi-autonomous government agency overseen by the Ministry of Devolution and Planning, played a major role in

⁷ Policy Brief No. 53, 2016. National Council for Population and Development. <http://www.ncpd.go.ke/wp-content/uploads/2016/11/Policy-Brief-53-Implication-of-Levels-of-Births-Across-Counties.pdf>

⁸ Policy Brief No. 51, 2016. National Council for Population and Development. <http://www.ncpd.go.ke/wp-content/uploads/2016/11/Policy-Brief-51-Engaging-Men-to-Reduce-Unmet-Family-Planning-Need.pdf>

⁹ Sessional Paper No. 3 of 2012 on Population Policy for National Development, 2012. Government of Kenya. <http://www.ncpd.go.ke/wp-content/uploads/2016/11/Population-Policy-Popular-Version-English.pdf>

advocating for and developing the population policy, and is responsible for overall coordination and advising during implementation.¹⁰ Specifically, NCPD is tasked with ensuring the optimal use of resources, harmonization of efforts by various stakeholders, and alignment of activities with the vision of the policy. NCPD also works with line ministries, government agencies, the private sector, and NGOs to develop monitoring and evaluation plans.

IMPLEMENTATION PLAN AND STATUS:

As the current 5-year implementation plan is about to expire, the Government of Kenya is developing a new 5-year plan that will advance the goals of the population policy by cutting across multiple sectors, including but not limited to the health, education, the environment, and gender. The new plan is being developed using data from a national survey, which shows that some targets were achieved while others have been challenging to obtain. Building off the targets from the last iteration of the policy, NCPD hopes to achieve a total fertility rate of 2.1 children per woman and reduce the teenage pregnancy rate to 8% by 2050.

NCPD will also be focusing on improving the policy's monitoring and evaluation (M&E) framework. As there are so many stakeholders involved in implementation, collecting and harmonizing data has been a challenge, and too often, data has been out of date or unusable. Data collection has traditionally been led by the M&E Directorate in the Ministry of Devolution and Planning. Because the Ministry is comprised of economists rather than demographers, its staff is less familiar with means of measuring population policies. The M&E unit within NCPD contributes as well, but struggles with a very small staff and low capacity. To address some of these challenges, NCPD is updating the M&E framework manual, which provides guidance to county government and Ministry staff on what key indicators to focus on and how to collect the most essential data points.

KEY CHALLENGES:

- Overall, there has been insufficient funding for population programs, particularly those focused on family planning. Although the Government of Kenya committed to mobilizing its own resources to execute the population policy, with contributions from international donors and public-private partnerships, funding has been insufficient to cover the needs of all 47 counties. Currently, funds cover only about 50-60% of programs that are meant to be implemented under the policy
- To date, there has been poor coordination between ministries, implementing partners, and donors. The latter tend to fund specific projects in specific counties, leaving gaps that NCPD and other partners cannot fill due to their own funding arrangements and limitations. This has left some counties and programs without support
- Due in part to a small staff, stretched thin between regional offices across all 47 counties, NCPD has struggled to keep track of what various development partners are implementing, hindering effective coordination
- The previous M&E framework was largely ineffective, and where indicators were clear, low funding levels made completing surveys and collecting data on all indicators a challenge

ACCOMPLISHMENTS:

- Implementation of the Population Policy for National Development has resulted in a positive focus on family planning, with a remarkable increase in the contraceptive prevalence rate, from 46% in 2009 to 58% in 2014
- Successful advocacy has garnered additional support from the Parliament, Treasury, and Ministry of Devolution and Planning. Population issues are now more likely to be integrated into

¹⁰ Sessional Paper No. 3 of 2012 on Population Policy for National Development, 2012. Government of Kenya. <http://www.ncpd.go.ke/wp-content/uploads/2016/11/Population-Policy-Popular-Version-English.pdf>

development planning, and the Ministry of Devolution and Planning has allocated additional funding to population programs. These successes should continue under NCPD's initiative to create a new network of Parliamentarians who can talk passionately about population programs and advocate for more funding

- NCPD has also engaged extensively with religious leaders, who often have influence over large followings, to ensure their support for family planning services and extend the reach of NCPD programs

WHAT'S NEXT:

- The NCPD team seeks to learn how to empower women and enhance their decision-making opportunities, especially regarding reproductive health, to increase their uptake of family planning services
- At the workshop, they would like to hear from other participants how to better communicate their policy rationale with the general public, specifically how to counter myths and negative attitudes toward family planning. Improving the use of data and evidence will help the team to develop messages and tell stories that counter the conflicting messages coming from political and religious leaders
- Improving data collection and monitoring and evaluation will also allow the NCPD to improve its coordination of the various programs implemented under the population policy umbrella, and make better use of evidence to lobby for continued political support and needed funding

Written in consultation with Peter Arisi Nyakwara, Director of Technical Services, Kenya National Council for Population and Development, with support from Ari Gandolfo and Kelly Dale.

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TEAM MALAWI

Agencies Represented: The Ministry of Gender, Children, Disability and Social Welfare and The Ministry of Finance, Economic Planning and Development

Problem: Extreme poverty among vulnerable and labor-constrained households in Malawi; challenges targeting social service beneficiaries, resulting in high inclusion and exclusion errors

Policy: The National Social Support Policy, implemented via the Malawi National Social Support Program

Objective: Improve the design, implementation, coordination, and monitoring and evaluation of the social cash transfer component of the program in Malawi, and to learn how to simplify the policy and track data to inform implementation

Funding: Social Support Fund (SSF) composed of funding from the Government and contributions from development partners, NGOs, and the private sector

THE PROBLEM:

The Ministry of Gender, Children, Disability and Social Welfare in Malawi is working to eradicate extreme poverty among vulnerable households through social protection programs. Evidence suggests that the Social Cash Transfer Program, which targets ultra-poor and labor-constrained households, has had significant positive impacts on several outcomes, including consumption, asset accumulation, and school enrollment. Now, the challenge is to improve the design, implementation, coordination, and monitoring and evaluation of social support interventions in Malawi, and to learn how to simplify the policy and track data to inform implementation.

THE POLICY:

The National Social Support Policy was originally developed in 2009. The plan to implement it, the Malawi National Social Support Program, was re-launched on June 20, 2018. The social cash transfer program (SCTP), one component of the policy, is an unconditional cash transfer specifically targeting labor-constrained, ultra-poor households. This means that to be eligible for the program, a household must be unable to meet the most urgent and basic needs, and have three times as many “not fit to work” members as “fit to work” members. Beneficiaries are selected through a community-based approach, with oversight from the local District Commissioner’s Office and the District Social Welfare Office, and transfer amounts are determined by the size of the household and the number of children enrolled in primary and secondary school.¹¹

There are a number of government, private sector, civil society, United Nations, and international non-governmental agencies and organizations involved in implementing the cash transfer program. The Ministry of Finance, Economic Planning and Development is the lead agency in policy formulation and implementation guidance; the Ministry of Gender, Children, Disability and Social Welfare provides technical support towards program planning, implementation, and monitoring and evaluation at the national level; and the Ministry of Local Government and Rural Development provides technical support at the district level. Development partners and civil society organizations help to mobilize resources and monitor compliance.

The SCTP is funded through a Social Support Fund (SSF) composed of funding from the Government of Malawi and contributions from development partners, NGOs, and the private sector. The Global Fund to Fight AIDS, Tuberculosis, and Malaria provides a large portion of the funding; other major

¹¹ Abdoulayi, S. et al. (2015). Malawi Social Cash Transfer Program: Midline Impact Evaluation Report. University of North Carolina at Chapel Hill.

donors include the German Government, Irish Aid, the European Union, and the World Bank.¹² UNICEF provides funding for evaluations.

IMPLEMENTATION PLAN AND STATUS:

The SCTP, which began as a pilot program in one district in 2006, now operates in 18 districts in Malawi, reaching approximately 175,064 beneficiaries. The aim is to cover all 28 districts in Malawi, and targeting of beneficiaries is underway in the remaining 10 districts, with support from World Bank.

Baseline data from 2010 was used to inform the targets for a recent iteration of the program, and the program was evaluated by external consultants in 2012 and 2016. Both evaluations found positive impacts of the program on children and their caretakers, evidence of behavior change within beneficiary households, and increased access to and linkages with other social services, and proved crucial in convincing stakeholders to continue to support and fund the program. Independent evaluators will continue to conduct evaluations of the program every four years. The Ministry of Gender meets regularly with donor partners and other stakeholders to examine the lessons found during implementation, including the findings and recommendations from impact evaluations, and decide whether to accept those lessons and how to program implementation and related manuals.

Currently, the Ministry of Gender is the only ministry with an established management information system, which is managed by consultants and generates reports based on program data, the Integrated Household Survey, the Core Welfare Indicator Survey, Vulnerability Assessment Committee analysis and reports, and annual and monthly reports from relevant programs. Data on program implementation, the capacity of partners and implementing agencies to conduct monitoring and evaluation, and progress and cost-effectiveness in reducing vulnerability to hunger and poverty is fed into the national monitoring and evaluation system.

Despite the relatively weak monitoring and evaluation system at the national level, increased access to evidence has strengthened the government's ability to advocate for standardization across the program. Evidence has been essential in identifying areas of improvement and has led to recommendations for simplified strategies. However, challenges with financial resources and government capacity has hindered effective implementation of those strategies and has resulted in only partial realization of policy goals. Moving forward, in addition to securing additional funding, the government will be focused on building staff capacity to execute improved strategies.

KEY CHALLENGES:

- **Inadequate M&E:** The Malawi National Social Support Program is fragmented at the national level due to weak monitoring and evaluation systems. While there is a plan for a coordinated monitoring system with agreed-upon indicators, it has yet to be established.
- **Enrollment errors:** Because of Malawi's deep poverty, there are challenges in identifying and verifying the eligibility of beneficiaries, which results in high inclusion and exclusion errors. Community-based targeting approaches are also often not understood by community members.
- **Low coordination:** The lack of a coordinated approach to implementation across different levels of government and donor partners has contributed to the low achievement of policy goals.
- **Government funding:** Inadequate financial resources and staffing, especially at the district level, have hindered effective implementation. Programs under the National Social Support Policy are largely donor-funded, and thus fragmented into specific interventions, rather than taking an integrated approach. Government funding for the programs is very limited.

¹² Abdoulayi, S. et al. (2015).

ACCOMPLISHMENTS:

- Donor support: The SCTP has successfully secured financial support from donors.
- Reliability: Payments to beneficiaries are made regularly, and there is good communication with rural communities. Targeting of beneficiaries and capacity of staff implementing the STCP have improved.
- Impact: According to the midterm evaluation, “after only one year of operation, the SCTP has already been able to have a far-reaching impact on beneficiary households [...] these impacts tend to be higher among the poorest households, highlighting the important fact that the value of the transfer matters considerably for both the range and depth of impact one can expect from the program.”³

WHAT’S NEXT:

- The Malawi team has three main priorities for the workshop and for the program moving forward, with the goal of creating a more integrated, efficient, and effective system.
- The first priority is around improved data for decision making. They are interested in discussing how to improve evidence creation and data collection with clear indicators, and how to incorporate that evidence and data into strategy and policy formulation. This will require improved monitoring and evaluation systems, and harmonized targeting and data collection across all levels of the cash transfer program. For improved accountability, the Malawi team is also hoping to learn how to derive evidence from routine program implementation and how to motivate higher level policy makers to utilize that evidence.
- The second priority is learning how to more efficiently use available resources to realize policy goals, including how to more effectively target beneficiaries. The Government of Malawi recently adopted the Unified Beneficiary Registry (UBR), which will offer one integrated source of information on households that are eligible for various programs and services that fall under the National Social Support Policy. The UBR will not only strengthen coordination between the various programs, but will also help improve targeting, data sharing, and distribution of programs and benefits.⁴ The social cash transfer program is currently the only program feeding data into the UBR, however the Ministry of Local Government and Rural Development is in the process of developing and integrating a monitoring information system. The Malawi team hopes that the UBR will allow for common identification, payment, and case management systems; increased financial integration; and the ability to shift beneficiaries across programs based on needs, vulnerabilities, and capacities, and recognizes the challenge and importance of ongoing data collection to update the UBR over time.
- The final priority is around strengthening institutional coordination of the social protection sector. The Malawi team hopes to clarify the roles and responsibilities of cash transfer coordination structures at the community, district, and national levels, and create single coordination structures where relevant.

³ Abdoulayi, S. et al. (2015).

⁴ “About the UBR in Malawi.” http://www.ubr.mnssp.org/?page_id=2

Written in consultation with Anastazio Matewera, Chief Social Welfare Officer responsible for Social Protection Programs, Malawi Ministry of Gender, Children, Disability and Social Welfare, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact

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TEAM MEXICO

Agencies Represented: The National Council for Education Development and The National Council for the Evaluation of Social Development Policy

Problem: Only 14.6% of indigenous children in Mexico completed high school in 2015; the illiteracy rate for indigenous people over 15 years old was 17.8% compared to 5.5% for the rest of the country

Policy: Mobile Pedagogical Tutors Strategy, begun in 2009

Objective: Measure and evaluate the lasting impacts of the tutoring strategy, and gain a better understanding of the resources required to scale up nationwide

Funding: Government funding with technical support from the World Bank

THE PROBLEM:

Children in very marginalized communities in Mexico, especially those with an indigenous background, display educational outcomes that are dramatically worse than students in the rest of the country. In 2015, 80 percent of 6th grade students in indigenous schools did not reach a basic level of competency in Spanish, compared to the national average of 49.5 percent. Similar gaps were found for math. Only 14.6% of indigenous children in Mexico completed a high school education, and the illiteracy rate for indigenous people over 15 years old was 17.8%, compared to 5.5% for the rest of the country.¹³

The National Council for Education Development (CONAFE) is a semi-autonomous government agency that delivers educational services to rural and highly marginalized communities, which often comprise indigenous people. The teachers in CONAFE schools are not professionals, but rather semi-trained community members, and the educational outcomes have not been encouraging: students in CONAFE schools have a higher dropout rate and far lower test scores compared to students in schools operated by the Ministry of Education.

THE POLICY:

In order to deliver educational services to highly marginalized communities, CONAFE adopts a community based model, where recent secondary school graduates receive training and serve as teachers, or “leaders for community education” in their home communities. In exchange for their service, the teachers receive a monthly stipend and a scholarship to continue their studies upon completion of at least a two-year term. The community usually provides the teachers with food and accommodation.

CONAFE initiated a mobile tutoring program in 2009 to boost the quality of teaching and education in the most remote regions it serves. The tutors, known as APIs after the program’s Spanish language acronym, Asesores Pedagógicos Itinerantes or Mobile Pedagogical Tutors, are recent university graduates hired to provide educational support services. Many of the tutors, or APIs, come from indigenous communities and the CONAFE school system, and speak indigenous languages in addition to Spanish. During their one to two-year commitment, the APIs spend about two weeks per month in each of the two communities to which they are assigned. The APIs are trained to support the local CONAFE teachers in the classroom and provide them with additional on-the-job trainings, tutor

¹³ Data from the Intercensal Survey 2015 (<http://www.beta.inegi.org.mx/proyectos/enchogares/especiales/intercensal/>), The National Commission for the Development of Indigenous Peoples (<https://www.gob.mx/cms/uploads/attachment/file/239921/01-presentacion-indicadores-socioeconomicos-2015.pdf>), and CONEVAL (https://www.coneval.org.mx/Medicion/MP/Paginas/Pobreza_2016.aspx). Accessed July 2, 2018.

struggling students, and help involve parents in their children's education. They are paid 6,000 Mexican pesos (about 296 US dollars) per month, and like the local teachers, they are typically housed and fed by community members, which builds community engagement and trust.

The goal of the API program was to improve student learning and reduce the student drop-out rate between CONAFE primary and lower secondary schools.¹⁴ However, the program as it was originally structured did not lead to the desired learning improvements or higher secondary school enrollment. Therefore, between 2014 and 2016 the Strategic Impact Evaluation Fund at the World Bank contributed funding and technical assistance for a pilot intervention and related data collection to test different ways of improving the tutoring program. The pilot was funded by the World Bank and implemented as a randomized control trial in Mexico's poorest region, Chiapas, for two school years in communities that had never received the API tutoring program. The results of the evaluation, finalized in 2017, showed that compared to the 100 schools in the control group (which received no tutoring program at all), students in the 70 schools receiving the API intervention improved their learning outcomes and the probability of transitioning from primary to lower secondary school. The effects were even larger in the 60 schools that received a modified program, where the API tutors received an extra week of training and had bi-monthly meetings to share strategies and lessons with tutors in other communities.¹⁵ The evaluation also contributed to the knowledge on how to design and implement comprehensive teacher training, and under what conditions parents' participation can effectively improve schooling outcomes.

IMPLEMENTATION PLAN AND STATUS:

The results from the evaluation of the 2014-2016 pilot intervention in Chiapas have led to a number of policy changes. Due to the positive impact of the modified program, CONAFE adapted its API tutoring strategy nationwide by extending the training of tutors from seven to ten days, using the training materials from the Chiapas pilot, and introducing "peer-to-peer" meetings for the tutors. CONAFE also began prioritizing the hiring of tutors who speak the same local language as the community. These changes could have a large impact on educational performance in indigenous schools nationwide: CONAFE currently has 2,099 API tutors working in more than 4,000 communities across Mexico, reaching over 40,000 primary school students.¹⁶

Despite the positive results of the Chiapas pilot, CONAFE believes it is essential to assess whether the impact persists once the tutors move on to different schools. To do so, CONAFE selected a random sample of schools from the 2014-2016 treatment group, to stop receiving the added components of the tutoring program beginning in September 2016. CONAFE continues to regularly collect data on student and teacher attendance and performance in all its schools nationwide. The National Council for the Evaluation of Social Development Policy (CONEVAL), a semi-autonomous government agency responsible for evaluating federal social development programs and measuring poverty in Mexico, will fund the follow-up data collection in order to help CONAFE to compare data from 2018 to the baseline data from 2014, as well as to the results achieved in 2016, when CONAFE piloted changes to the tutoring program. This will allow them to understand the lasting impacts of the pilot change to the API

¹⁴ Mexico: Increasing Education Accountability through Community-Based Pedagogical Assistants, the World Bank, <http://www.worldbank.org/en/programs/sief-trust-fund/brief/mexico-increasing-education-accountability-through-community-based-pedagogical-assistants>

¹⁵ "El impacto de corto plazo de los Asesores Pedagógicos Itinerantes: Evidencia de un piloto en Chiapas." Presentation by Ciro Avitabile and Alonso Sánchez, World Bank, February 27, 2018.

¹⁶ Mexico: Increasing Education Accountability through Community-Based Pedagogical Assistants, the World Bank, <http://www.worldbank.org/en/programs/sief-trust-fund/brief/mexico-increasing-education-accountability-through-community-based-pedagogical-assistants>

program, identify the most effective pedagogical improvement strategies, and examine the resources required to scale up relevant program changes nationwide. While CONEVAL will lead the evaluation, with full funding from the Government of Mexico and technical support from the World Bank, CONAFE is responsible for translating findings into additional program improvements.

KEY CHALLENGES:

- **Funding:** CONAFE has a relatively tight budget, but hopes that if the follow-up evaluation by CONEVAL finds positive and lasting results, it will help CONAFE secure funding and political support to continue and scale-up additional improvements to the tutoring program.
- **High turnover:** For many tutors, participating in the CONAFE program adds additional work experience to their professional resumes and provides them with an opportunity to give back to indigenous and marginalized communities. However, many tutors quit after one year due to the low pay and challenging living arrangements. CONAFE is currently not reaching its goal of an 85% year-to-year retention rate.
- **Language:** CONAFE foresees challenges finding and retaining tutors who speak the local languages of the communities.

ACCOMPLISHMENTS:

- **Positive results from program improvements:** During the 2014-2016 pilot, the progression rate from primary to lower secondary school rose by 14 percentage points in schools where the mobile pedagogical tutors had received extra training and had bi-monthly “peer-to-peer” meetings, compared to the control group schools. Student scores increased by 10% in reading and 5% in math, and socioemotional skills and parental involvement also improved in the treatment schools compared to the control group.
- **A model for social impact:** The randomized control trial shows that the API tutoring program, with the additions made during the 2014-2016 pilot, can be a cost-effective way to help children in the most disadvantaged areas of Mexico. CONAFE and CONEFAL believe that partnering with the tutors, who speak the same language as and sometimes come from indigenous and marginalized communities, strengthens trust and represents an effective model for working in hard-to-reach places, one that other countries could learn from.
- **Adaptation:** CONAFE has already had success making program modifications based on the 2017 impact evaluation results.

WHAT'S NEXT:

- The team from Mexico hopes to learn about other countries' experiences implementing programs and interventions that target remote, marginalized communities.
- They would like to learn more about how to collect data in a cost-effective way and how to use administrative data to complement impact evaluations.
- Based on the findings from the 2018 CONEVAL evaluation, CONAFE will refine the API tutoring program, attempt to secure the necessary funding and support, and consider how best to scale program changes for maximum impact.

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TEAM NIGERIA

Agencies Represented: Federal Ministry of Science and Technology, Government of Abia State, and Raw Materials Research and Development Council

Problem: The average Nigerian generates about 0.5 kg of solid waste per day; households and commercial centers generate approximately 90% of total urban waste; there is no effective system of waste collection and disposal

Policy: National Policy on Solid Waste Management; National Science, Technology, and Innovation Policy

Program: National Waste-to-Wealth Management Via Appropriate Technologies Program

Objective: Develop new skills and better understand the use of evidence to improve the coordination and implementation of the National Waste-to-Wealth Program

Funding: Government funding with support from international donors

THE PROBLEM:

Solid waste management is a large problem in Nigeria, with the average Nigerian generating about 0.5 kg of solid waste per day. Households and commercial centers generate approximately 90% of total urban waste, but there is no effective system to collect and dispose of that waste, and most cities resort to open dumping of refuse, which creates health risks. To address this challenge, the Government of Nigeria has developed the National Waste-to-Wealth Management Via Appropriate Technologies Program. However, implementation has been ineffective due to several issues, including institutional and coordination bottlenecks.

THE POLICY:

In 2016, a thorough review of previous policies led to the creation of a comprehensive National Policy on the Environment, a holistic framework to guide the sustainable management of Nigeria's environment and natural resources. Nevertheless, the indiscriminate dumping of solid waste has continued, generating concerns among a variety of stakeholders. The formulation of the draft National Policy on Solid Waste Management, which has been validated by stakeholders, seeks to close gaps identified during the implementation of the National Policy on the Environment. The 5-year policy emphasizes the need for the private sector to engage with waste management and recycling, and lays out Nigeria's expectation to ban single use plastics by 2020, which will help reduce waste and could contribute to a reduction in cancer cases. In addition, the Government of Nigeria hopes to reduce the number of illegal waste sites, incorporate waste management into school curricula, launch a national awareness campaign, and create jobs for youth within the waste sector value chain.

To achieve the objectives of the National Policy on Solid Waste Management, Nigeria's Federal Ministry of Science and Technology developed the Waste-to-Wealth Program to promote the use of appropriate technologies for integrated waste management systems. The program has a well-articulated Theory of Change, and seeks to:

1. Develop a pilot facility for waste recovery and treatment utilizing the desired technology, the Box-Type Anaerobic Digester System, developed for this pilot;
2. Develop a strategy for sustaining a culture of science, technology, and innovation within the waste management sector, using appropriate technologies to create employment and wealth across the country;
3. Develop pilot models to promote local entrepreneurship and infrastructure for technological innovation;

4. Deploy appropriate technologies for managing biomass waste, to promote climate-smart agriculture and food security;
5. Develop appropriate mechanisms to mobilize funds from local and international bodies; and
6. Develop a results-based monitoring and evaluation framework.

The policy is implemented by federal and state Ministries of Environment; state Environmental Protection Agencies; local government environmental authorities; the National Environmental Standards and Regulations Enforcement Agency; and the Federal Ministry of Science and Technology. The policy is funded by the federal and state governments with support from international donors. In Nigeria, Federal and State Ministries of Environment formulate environmental policies within their jurisdictions, while the State Environmental Protection Agencies and the National Environmental Standards and Regulations Enforcement Agency implement them and enforce laws enacted from the policies by the States and National Assemblies. The Local Government Environment Authorities are responsible for the collection, disposal, and management of the waste dump sites at the local level. To avoid overlaps and duplication, the National Council on Environment coordinates the formulation of all environmental policies in Nigeria.

IMPLEMENTATION PLAN AND STATUS:

The Federal Ministry of Science and Technology currently has approval from federal, state, and local governments to establish six Pilot Model Technology Facilities for solid waste management. Each pilot facility will be located in a different geopolitical zone of Nigeria and serve as a technology diffusion and transfer platform for public and private sector organizations. The Federal Ministry of Science and Technology will provide the technology, while the state governments are tasked with providing the land, manpower, and training to operate their respective facilities. The engineering plan for the pilot facilities and the Box-Type Anaerobic Digester System technology have been produced, and the program has been officially approved by the Honorable Minister of Science and Technology in five of the six geopolitical zones. However, construction has not taken off as planned: the pilot projects were expected to be completed in 2018, and funds are provided in the 2018 budget, but their actual release from the Federal Government remains a critical challenge.

The Federal Ministry of Science and Technology has developed a monitoring and evaluation framework for the Waste-to-Wealth program, as well as a staff training manual and clear standards for examining performance and progress. Some of the targets include a reduction in the number of illegal waste dump sites in Nigeria, an increase in the number of pilot facilities replicated by State Governments and the private sector, and a reduction in the number of reported cancer cases nationwide. As of July 2018, the Ministry is able to collect data on the type and quantity of waste in only two of the six pilot facilities. The National Solid Waste Management Policy envisages the creation of a national data bank on solid waste management, which would constitute a national system for collecting, classifying, analyzing, and disseminating solid waste data and other information.

KEY CHALLENGES:

Notable roadblocks for effective implementation of the National Policy on Solid Waste Management include:

- Inadequate institutional capacity to use technological solutions in waste management across the country
- Coordination challenges among key stakeholders and different tiers of government
- Insufficient funding and obstacles in releasing the funds allocated in the budget
- Absence of reliable data on solid waste management and program performance. This has hindered program planning and effective implementation

ACCOMPLISHMENTS:

- The current environmental and waste management policies were formulated based on in-depth reviews of previous policies and extensive consultations with relevant stakeholders
- Recycling activities are steadily increasing across the country, and plastic recycling plants exist in some states
- Waste treatment plants, composting plants, and a “waste to energy” plant have also been established

WHAT'S NEXT:

- Moving forward, the Federal Ministry of Science and Technology will need to improve data collection methodologies, develop a central database, and track common indicators to advance the implementation of the Waste-to-Wealth program
- At the workshop, the team from Nigeria hopes to gain new skills in policy coordination, especially regarding how to reconcile the role of federal and sub-national governments in implementing a nationwide policy. They are interested in hearing how other countries have navigated funding challenges and optimized resource mobilization and allocation across tiers of government
- The team also expects to better understand the use of evidence in policy development and implementation, and how feedback can inform the latter in real-time

Written in consultation with Peter Chidebe Ekweozoh, Director of Environmental Sciences and Technology, Nigeria Federal Ministry of Science and Technology, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact info@results4all.org.



TEAM RWANDA

Agencies Represented: The Ministry of Health and The Rwanda Biomedical Center

Problem: 48% modern contraceptive prevalence rate and 19% unmet need for family planning

Policy: Reproductive Maternal Newborn Child and Adolescent Health Policy. Policy is awaiting approval and implementation is expected to begin in July

Objective: Use data and evidence to better understand the slow increase in family planning uptake and how to respond, including evaluating which interventions are most effective to reach the targeted 60% modern contraceptive prevalence rate by 2024

Funding: Government funding, with support from UNFPA, USAID and other development partners

THE PROBLEM:

While the modern contraceptive prevalence rate more than quadrupled in Rwanda between 2005 and 2010 from 10% to 45%, rise in uptake has since slowed, and the unmet need for family planning remains high at 19%. Similarly, fertility rates decreased between 2005 and 2010, but have since hovered around 4.2 children per woman. Decreasing the unmet need for family planning by increasing the contraceptive prevalence rate is necessary to reverse current population growth trends. Rwanda is currently the second most densely populated country in Africa, and projections reveal that unless action is taken, population density will continue to increase by approximately 60% over the next 14 years.

THE POLICY:

Between 2018 and 2024, the Government of Rwanda aims to implement an integrated Reproductive, Maternal, Newborn, Child, and Adolescent Health (RMNCAH) Policy, the first of its kind in Rwanda, which aims to heighten the focus on family planning and reproductive health, and harmonize those activities across partners and focus areas. This integrated approach was developed partly in response to the slowed progress over the last 5 years; reversing that slowdown and achieving an ambitious target of 60% modern contraceptive prevalence rate by 2024 will require meaningful collaboration from a range of stakeholders. In addition to improved coordination and effectiveness, an integrated approach will allow the Ministry of Health to leverage funds from other programs to support family planning needs, and offer family planning services when and where other public services are provided.

The RMNCAH Policy will be primarily implemented by the Rwanda Biomedical Center (RBC), the implementing agency of the Ministry of Health, and various levels of the Rwandan Health System, including health facilities and community health workers. Additional stakeholders include the technical working groups under the RBC, other relevant government agencies, local, national, and international development partners, and community members. Designated a national priority, the Policy goes beyond its predecessors to integrate family planning into the national and local-level strategies of various ministries, such as the Ministries of Agriculture, Gender, Education, Finance, Local Administration, and Justice.

The Government of Rwanda has committed to developing a family planning strategy that strengthens the links between research, best practices, and lessons learned, utilizing evidenced-based programs and high impact interventions wherever possible.¹⁷ Interventions will be grouped under 7 main components: human resources; education and training; measurement and evaluation; quality of care;

¹⁷ Government of Rwanda FP2020 Commitment, 2018 Update. <http://ec2-54-210-230-186.compute-1.amazonaws.com/wp-content/uploads/2018/02/Govt.-of-Rwanda-FP2020-Commitment-2018-Update.pdf>

organization of services; demand creation at the community level; and commodities, equipment, and infrastructure. There will also be two integrated strategic plans under the policy, one for family planning and adolescent sexual and reproductive health, and the other for maternal, newborn, and child health.

Funding will come primarily from the Government of Rwanda, which is increasing its domestic funding for health, with support from USAID, UNFPA, and other development partners.

IMPLEMENTATION PLAN AND STATUS:

The Rwanda Biomedical Center and Ministry of Health began elaborating the RMNCAH Policy two years ago but have been awaiting the recently finalized National Strategy for Transformation, Rwanda's 7-year plan (2017-2024), to ensure that the policy is properly aligned with national priorities. The Rwanda Biomedical Center expects to begin implementing the policy in July, shortly after the Ministry of Health signs it into effect in June.

To monitor and evaluate the Policy's successes and challenges, all data are collected and integrated into a unique digital platform, the Rwanda Health Management Information System (RH MIS). Each health facility has a unique ID and enters data on a monthly basis. Therefore, the quality of data provided to the system is still a challenge in terms of accuracy, validity, and reliability. A technical working group at the Ministry of Health, composed of government, civil society, private sector actors, and national and local level service providers, provides implementation guidance based on analysis of data from the RH MIS, campaign reports, community health workers and key informants, and quarterly Integrated Supportive Supervisions. Major partners such as UNFPA and USAID-funded implementers also share their data on clients and the distribution of family planning products and services.

KEY CHALLENGES:

- Understanding the cause of the problem: collecting sufficient evidence to explain the recent slowdown in expansion of family planning services uptake presents continued challenges. This in part relates to a limited understanding of financial constraints, the capacity of community health workers, misconceptions and myths about family planning among health workers¹⁸ and communities. Collecting and using disaggregated data could help to better understand and more meaningfully address these barriers.
- Monitoring and evaluation gaps: There is no system to track each family planning user, meaning data is unavailable to understand and follow up on cases of dropout or discontinuation of family planning services. In addition, limited family planning research and monitoring and evaluation skills impede the development of new strategies and interventions. When evaluations are completed, there is no system to track management's response to the evaluation findings.¹⁹
- Policy communication: Integrating positive messaging about family planning into all national institutions and civil society organizations remains challenging, particularly among religious organizations and in schools. According to UNFPA, 40% of faith-based health facilities are not providing all available methods of family planning.⁴ In schools, family planning education must be improved in terms of quality, consistency, relevance, and cultural respectfulness.
- Female empowerment: Rwanda continues to grapple with women's lack of decision-making power regarding their own use of family planning methods, as well as insufficient support and participation, and sometimes violence, from their male partners.

¹⁸ Government of Rwanda FP2020 Commitment, Country Action Plan. http://ec2-54-210-230-186.compute-1.amazonaws.com/wp-content/uploads/2016/11/Country_Action_Opportunities-Challenges-and-Priorities_RWANDA_FINAL.pdf

¹⁹ UNFPA Rwanda, Accelerating Family Planning as a Key for the Nation's Development. <http://rwanda.unfpa.org/en/news/accelerating-family-planning-key-nation%E2%80%99s-development>

ACCOMPLISHMENTS:

- Successful stakeholder engagement: Rwanda has integrated family planning messages and community sensitization into a number platforms and mediums, including radio, community events, national advocacy campaigns, and women and youth groups.
- Government-wide support: a national family planning roundtable was held in May 2016, and political leaders at the highest level have committed to family planning as a national priority.
- Collaboration with international partners: Rwanda has made meaningful commitments at various international summits, including FP2020, and has strong collaboration with key development partners.

WHAT'S NEXT:

- Once the Policy is approved, the technical working group will develop the Family Planning and Adolescent Sexual and Reproductive Health Strategic Plan for 2018-2024. The strategy will lay out a vision to achieve three key targets by 2024: a 60% contraceptive prevalence rate (an increase from 48% in 2015), a fertility rate of 3.5 (a decrease from 4.2 in 2015) and an unmet need for family planning at 10% (compared to 18.9% in 2015).
- To meet its targets, the Government of Rwanda has increased domestic funding for the health sector, with the ultimate goal of managing health programs without support from outside donors.
- The Government of Rwanda has prioritized using data and evidence to better understand the slow increase in family planning uptake and how to respond, including identifying which interventions are most effective.⁵ To this end, the Rwanda Biomedical Center seeks strategies to mobilize citizens and communities to most appropriately participate in and contribute to funding for family planning programs.

⁴ UNFPA Rwanda, Accelerating Family Planning as a Key for the Nation's Development.

<http://rwanda.unfpa.org/en/news/accelerating-family-planning-key-nation%E2%80%99s-development>

⁵ Government of Rwanda FP2020 Commitment, Country Action Plan. http://ec2-54-210-230-186.compute-1.amazonaws.com/wp-content/uploads/2016/11/Country_Action_Opportunities-Challenges-and-Priorities_RWANDA_FINAL.pdf

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TEAM SOUTH AFRICA

Agencies Represented: The Department of Social Development, The Department of Planning, Monitoring and Evaluation, and UNICEF

Problem: 1 in 3 children in South Africa experiences sexual violence; in some regions, up to 77% of women report having experienced some form of violence

Policy: The Program of Action to Address Violence Against Women and Children, under revision

Objective: Revise the Program of Action with an increased focus on evidence and coordination; prioritize a few clear and concrete indicators and improve data collection

Funding: Government funding from various departments, with support from UNICEF and DFID

THE PROBLEM:

In South Africa, 1 in 3 children experiences sexual violence, between 33% and 45% witness domestic violence, and about 55% experience neglect. The mean age at which girls first experience sexual abuse is 14, and this abuse has negative impacts on their schooling, mental and physical health, and future risk of violence. In some regions of South Africa, up to 77% of women report having experienced some form of violence, and between 40 and 70% of female murder victims are killed by husbands or partners. These numbers likely underestimate the true scale of the problem, as domestic violence and violence against women and children go widely underreported. Such high levels of violence undermine investments in education, health, economic development, and job creation; studies show that physical and emotional violence cost 6% of South Africa's GDP. Despite several strategies to address it, including legislation, policies, programs, and services, violence remains high across the country, creating a heavy social and economic burden on the nation.

THE POLICY:

South Africa's Department of Social Development is currently reviewing the Program of Action on Violence Against Women and Children (POA VAWC), with technical support from UNICEF. The POA was developed as a five-year plan in 2013 to eliminate all forms of violence against women and children, and is articulated in three pillars: prevention, protection and response, and care and support. The completion of the initial POA timeline presents an opportunity to develop a new plan with clear policy objectives.

The government of South Africa recognized that achieving the long-term vision of all women and children living free from violence would hinge on a coordinated effort by many government agencies. As such, the Department of Social Development leads the Inter-Ministerial Committee on Violence Against Women and Children, which includes the Department of Women, the Department of Basic Education, the Department of Health, the Department of Justice and Constitutional Development, South African Police Service, National Prosecuting Authority, and the Department of Home Affairs. However, this approach led to a multitude of different policies, strategies, and programs across the government, making it exceedingly difficult to collect and harmonize data and reporting to evaluate the effectiveness of the POA as a whole. Furthermore, funding for the POA was scattered across departments implementing specific programs, and different programs were more adequately funded than others. These government departments and programs collaborate with civil society, the media, businesses, communities, and families, each creating plans for many stakeholders to work together to prevent and respond to violence. Yet, civil society interventions did not form part of the POA reporting process, leaving out crucial data and evidence from violence prevention and response services across the country.

IMPLEMENTATION PLAN AND STATUS:

A diagnostic review by the Department of Planning, Monitoring and Evaluation (DPME) found that the POA did not have a clear theory of change or logic for interventions; was disconnected from other government planning instruments such as the annual departmental performance plans; relied too heavily on administrative data; and included unclear or problematic definitions of some indicators. DPME recommended that the POA be revised. The Department of Social Development is currently updating the POA, specifically emphasizing improved and consistent data collection and collaboration between departments and other stakeholders DPME will continue to advise on how to incorporate evaluation findings into the new version.

South Africa also has a Medium Term Strategic Framework (MTSF), a set of 14 priority outcomes and indicators intended to monitor the performance of agencies and departments in key areas of national interest, which include addressing violence and violence against women and children. The current MTSF will end in 2019, and the government will issue a new MTSF after the 2019 elections that outlines its priorities for the next 5 years.

DPME, DSD, and other government departments hope to create a common set of concrete, measurable indicators between the new MTSF and POA, enabling the government to realistically track and evaluate its progress on addressing violence against women and children across government activities, sectors, and territories. The indicators should incentivize the government to provide justice to victims of violence, invest in real prevention work in communities, and encourage greater collaboration across government actors. As such, the indicators should be easily translatable into feasible programs and interventions. In addition to developing a common set of priority indicators, DPME and DSD will need to create a simplified process for each department with a program that falls under the POA to report on those priority indicators, and delineate roles and responsibilities for the collection, synthesis, and analysis of that information.

KEY CHALLENGES:

Violence against women and children is a complex policy problem that requires a comprehensive approach. This is challenging to implement, specifically in the following ways:

- **Collaboration:** Despite the establishment of the Inter-Ministerial Committee on Violence Against Women and Children and several coordination forums which meet quarterly, collaboration across government and integration of services at the community level have not improved, and the many programs falling under the broad POA remain disjointed. Collaboration with civil society organizations, which provide most of the services, is also weak.
- **Prioritization:** In an effort to be comprehensive, the previous POA was too ambitious. A challenge moving forward will be defining a few clear priorities with a greater focus on preventative approaches, and indicators to track their progress, based on research evidence.
- **Funding:** The current level of funding does not match the scale of the problem, and funding is unevenly distributed across departments and programs under the POA. Besides raising additional funds, South Africa will need to explore opportunities for more cost-effective programming. Currently, there are no resources specifically dedicated to data collection and monitoring and evaluation.
- **Collecting data to measure success:** Receiving comparable and complete data on programs under the POA has been difficult. Besides the overabundance of indicators in the initial POA, the indicators in the MTSF have been criticized for being inadequate. DPME and DSD will need to not only prioritize a set of measurable indicators common to the POA and MTSF, but simplify the process of data collection by a multitude of government departments and programs, including by moving from paper-heavy reporting processes to digitized systems linked between departments.

ACCOMPLISHMENTS:

- Impactful programs: There have been several successful programs in South Africa that fall under the POA. The Isibindi Program is a notable example that achieves far reach at low cost, due to its model of training and partnering with community members. Originally developed in response to the HIV epidemic that left many children orphaned and vulnerable, the Isibindi Program aims to strengthen families and protect children from violence and neglect.¹ The program provides in-home services to children by trained child and youth care workers (CYCWs) who provide daily practical and therapeutic support to the children at home, building relationships with the children; teaching them about nutrition, health, hygiene, and life skills; and helping with basic chores.² The Safe Parks program component creates safe spaces where children can go after school or on weekends to play, eat, study, or receive care and educational and counselling support.³ The more than 300 Isibindi projects across South Africa have reached over 100,000 children.⁴ However, like other programs tested in the country, Isibindi remains underfunded and has not yet been effectively institutionalized in the Department of Social Development service delivery model, though there are efforts to address this.
- Increasing evaluation use: The Department of Social Development has made significant investments in evaluations in the recent years, fostering a strong partnership with the Department of Planning, Monitoring and Evaluation. It is thus well poised to use evidence to inform the design and implementation of programs and plans moving forward. The growing collaboration between the departments will also help to harmonize the POA and MTSF.

WHAT'S NEXT:

- The Government of South Africa, led by DSD and DPME, will develop a unified vision for the POA and MTSF, with a focus on articulating clear, concrete, and measurable indicators. In addition to using results from the DPME diagnostic review of the POA, the departments will incorporate information and feedback from consultations with communities, NGOs, donors, and other departments.
- The team is looking forward to input on how to use evidence to clearly define a problem and how to weigh different pieces of evidence when refining a policy. This will be useful as they construct a monitoring and evaluation framework that tracks the right indicators to evaluate the POA as a whole, and capture the government's progress towards addressing violence against women and children.
- They also seek input on what types of indicators at the policy level can best be used to incentivize government to generate greater action, financing, and support.
- Finally, they are looking for insights into how to translate strategy and vision into implementable, measurable, and coordinated programs that will be carried out by a variety of different departments and organizations.

¹ Isibindi and Safe Parks, UNICEF. https://www.unicef.org/southafrica/protection_20093.html

² ISIBINDI- Creating Circles of Care, the National Association of Child Care Workers <http://www.naccw.org.za/isibindi>

³ Isibindi and Safe Parks, UNICEF https://www.unicef.org/southafrica/protection_20093.html

⁴ ISIBINDI- Creating Circles of Care, the National Association of Child Care Workers <http://www.naccw.org.za/isibindi>

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TEAM UGANDA

Agencies Represented: The Directorate of Socio-Economic Monitoring and Research in the Office of the President, the Cabinet Secretariat, and the Ministry of Finance, Planning and Economic Development

Problem: Weak policy, program, and project formulation and implementation across the Government of Uganda due to gaps in capacity, data, evidence use, and stakeholder involvement

Objective: Institutionalizing use of evidence in the oversight function of the Office of the President, and establishing and facilitating evidence-based research in policy, program, and project formulation and implementation, across government priority areas

THE PROBLEM:

Over the last two decades, Uganda's progress in reducing poverty has been a remarkable success story. According to the World Bank's 2016 Poverty Assessment Report, the proportion of the Ugandan population living below the national poverty line decreased from 31.1% in 2006 to 19.7% in 2013.²⁰ Notwithstanding the level of stability and growth realized over the years, the country is still faced with constraints towards the realization of middle income status, as projected in National Development Plan II. These include access to improved sanitation and electricity, educational achievement, child nutrition, transport infrastructure, and governance challenges. The majority of the population is still dependent on subsistence farming, while Uganda has the world's highest percentage of its national population under 30 (78%) and the highest rate of youth unemployment in Africa, according to the 2014 European Development Fund National Indicative Program for Uganda.²¹

Impeding the achievement of middle income status and other goals set out in the National Development Plan II are weak policy, program, and project formulation, design, and implementation across government, as well as an absence of active government oversight players to independently monitor and evaluate the implementation process and advise government on the results of interventions. The Office of the President believes that most of the challenges to public administration in Uganda stem from capacity, coordination, and data issues. Monitoring and evaluation activities of the National Development Plan I found inconsistencies, incomparability, and gaps in the approaches, methodologies, data, and indicators produced and used by Ministries, departments, and agencies for policymaking and implementation, and submitted to oversight agencies. The National Development Plan II Monitoring and Evaluation Strategy emphasizes strengthening oversight and monitoring of implementation as a critical success factor, and recommends the establishment of systems to facilitate timely reporting and regular evidence-based follow-up on implementation issues.

THE INITIATIVE:

Unlike the other teams, the Uganda team is not focused on a specific policy, but rather seeks to create a process for the Office of the President to systematically use evidence in its function to oversee the implementation of priority areas in the National Development Plan II. To do so, the team will establish and operationalize an Apex Platform for learning and effective utilization of monitoring and evaluation results, and build capacity within the Office of the President and other oversight actors that will, in turn, enhance the overall monitoring and evidence-based reporting for all government policies, programs,

²⁰ Uganda Poverty Assessment 2016 Fact Sheet, World Bank. <http://www.worldbank.org/en/country/uganda/brief/uganda-poverty-assessment-2016-fact-sheet>

²¹ European Development Fund, National Indicative Program for Uganda, 2014. https://eeas.europa.eu/sites/eeas/files/11th_edf_for_uganda_en.pdf

and projects. Their priority is establishing a stronger evidence base for policy formulation in order to improve the design, implementation, and effectiveness of policies across the socio-economic sphere.

The Directorate of Socio-Economic Monitoring and Research in the Office of the President reports directly to Cabinet and to His Excellency the President regarding the uptake of recommendations from various actors on any outstanding issues, for either policy direction and guidance, as well as immediate administrative action, where necessary. The Directorate has two departments, the Department of Economic Affairs, Policy, and Research, and the Department of Monitoring and Evaluation, and is mandated to monitor and independently evaluate key government policies, programs, and projects and provide evidence-based reporting to aid effective implementation.

The policy formulation process primarily originates within the Ministries, which are responsible for conducting stakeholder consultations, writing cabinet Papers, and sharing these draft policies with the Cabinet Secretariat, which falls under the Office of the President, for approval. This decentralized policy formulation process poses a fundamental challenge. Because policy analysts are recruited and trained by the Cabinet Secretariat – Office of the President and later assigned to other Ministries, their training focuses on administrative duties and operational capabilities and compliance, such as how to write professional cabinet Papers, rather than on key skills for understanding and using data and evidence in policy development and decision making. They may also have little knowledge of the particular sector to which they are assigned. Due in part to this mismatch of skills, Ministries sometimes rush to develop and propose concept notes and cabinet papers, adept at the bureaucratic process to secure approval and funding, but sometimes without solid baseline information, an adequate understanding of the problem to be addressed, or knowledge of how to create a policy that can be effectively implemented. Though they are responsible for consulting with relevant stakeholders to inform policy formulation, there is no mechanism to ensure that they identify the right ones, including community members who could be affected by the policy. Finally, Ministries may not adequately coordinate with the organizations or Local Government entities responsible for translating the policy into implementable programs, reducing the likelihood that its targets and approaches will be feasible on the ground.

IMPLEMENTATION PLAN AND STATUS:

The Directorate of Socio-Economic Monitoring and Research in the Office of the President considers research as a critical tool to inform policy decisions when it is conceived, developed, and embedded within local policy contexts. However, this has not yet been fully realized or reflected in many of the existing policies and guidelines. Monitoring and Evaluation findings and recommendations underline this challenge and point to a need for a national set of indicators to facilitate evidence-based policy interventions across government key areas, including planning, budgeting, resource allocation, and performance measurement. The proposed Monitoring, Evaluation, Learning, and Adoption Apex platform would help to facilitate the use of evidence-based tools and frameworks like Theories of Change and promote systematize processes to apply evidence and learning to decision making.

KEY CHALLENGES:

- There is currently inadequate policy, program, and project cycle management capacity across the public sector. This has resulted in weak public policy design and implementation. Inadequate capacity, coupled with a weak Public Investment Management System (PIMS), have impeded the successful realization of several policies.
- There has also been inadequate and uncoordinated monitoring and evaluation of programs and policies as well as ineffective accountability mechanisms. This has contributed to poor service delivery. Many policy guidelines lack monitoring, evaluation, and learning plans, which impedes the measurement of their effectiveness. This means that new policies are developed without evidence of why the previous ones did or did not work.

- Lastly, minimal engagement of relevant stakeholders and target beneficiaries contributes to less effectively designed policies and programs, including a lack of ownership on the part of the beneficiaries.

ACCOMPLISHMENTS:

- The Office of the President has provided strategic policy guidance on strengthening project preparation, implementation, monitoring, and evaluation, in the form of a paper titled, Strengthening the Public Investments System.
- In line with its oversight role, the Office also caused an administrative action to terminate the concessional agreement for Kilembe Mines, due to a failure to fulfil the concession terms and conditions.

WHAT'S NEXT:

- The Uganda team hopes to promote the use of evidence in policy design and implementation within the Office of the President and throughout the government, with the goal of facilitating inclusive growth and social sector development. They would like to build capacity within the Office of the President to conduct independent research and evaluations to inform policy. In addition, the team looks forward to strengthening partnerships and synergies with various research organizations, including the Economic Policy Research Center at Makerere University and the International Growth Center at the London School of Economics.
- From this engagement, the team hopes to draw lessons that will inform the finalization of the framework to strengthen Monitoring and Evaluation Mechanisms at the oversight level. This will be done through the establishment of a learning and adoption apex platform, where the state and non-state actors will also play a role.

Written in consultation with Vincent Bamugaya Tumusiime, Director, Directorate of Socio-Economic Monitoring and Research, Uganda Office of the President, with support from Ari Gandolfo and Kelly Dale. © Results for All, July 2018. For more information, contact info@results4all.org.