

# Symposium on International Experience with Monitoring and Evaluation (M&E) in Government

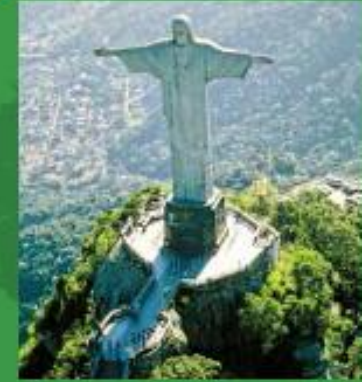
September 18, 2015, Hyderabad



## Symposium on

# International Experience with Monitoring and Evaluation (M&E) in Government

September 18, 2015, Hyderabad



BRAZIL

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# Presentation Outline

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- 1. Brief Description of Brazil**
- 2. The M&E System**
- 3. Similarities with Indian M&E System**
- 4. Dissimilarities with Indian M&E System**
- 5. Lessons for India**

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- A world map with a light green tint. The country of Brazil is highlighted in a darker shade of green. The word "Brazil" is written in a light green font to the right of the highlighted area.
- **Capital:** Brasilia
  - **Government:** Federal Presidential Constitutional Republic
  - **Population:** 200.4 million (2013)
  - **Area:** 8,515,767 KM<sup>2</sup> (5<sup>th</sup> in the World)
  - **GDP:** \$ 2.24 Trillion (2013)
  - **One of the biggest Democracies in the World** (Like India)

Brazil

# Administrative Set up

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## Federal government

- Exercises control over the central government
- Divided into three independent branches:
  - Executive
  - Legislative
  - Judiciary

## State Government

- Autonomous sub-national entities
- Each has own constitution & Government
- 26 States

## Municipalities

- Minor federal units
- Each municipality has an autonomous local government
- Comprises of a mayor, directly elected by the people

# Evolution of GPMS in Brazil

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1985

- Military government

1995

- Minister of Administrative Reforms (Luiz Carlos Bressor-Pereira)
- Civil service recruitments been based on merit

1996-98  
& 2002  
Onwards

- Bressor-Pereira (well-known economist and Minister,)
- New Public Management and Administrative Reforms

2003

- Second wave reforms - *'Management Shock' at State level*



# The M&E System in Brazil

- **At Federal Level :**
  - No PAs
  - Allows Ministry of Planning and Finance more flexibility
  - Performance is evaluated mainly through 4 – year plan documents reflecting political and organizational priorities
  - 'Contratos de Gestao' or 'Administration Contracts '
    - Between Federal Ministry of Industry and Commerce with two of its agencies
    - For a four-year period with year-wise break up
    - PAs are also signed with NGOs implementing government programmes

# Minas Gerais is a Brazilian state with large dimensions

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- ✓ **587.000 km<sup>2</sup>**  
(Larger than France and Spain)
- ✓ **20 million inhabitants**  
(Comparable to Australia)
- ✓ **853 municipalities**  
(More than any other state in Brazil)
- ✓ **Third economy in Brazil**  
(GDP - US\$ 200 billion (2010) - 9.3% of Brazil) Growth of 2.5% in 2011 and 2.3% in 2012





# **The M&E System in Minas Gerais**

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- A. What is evaluated?**
- B. Special features of evaluation**
- C. How it is evaluated?**
- D. Process of Evaluation**
- E. Who evaluates?**
- F. Has it sustained?**

# The M&E System in Minas Gerais

## A. What is it evaluated?

- Initially, employed harsh fiscal adjustment measures and setting of development targets
- Eventually, matured towards emphasizing collaborative and participatory management
- Primary focus is Performance Contracts – **Results Agreements (RAs)**
- RAs aim to align the government strategy established in the Integrated Development Plan (PMDI)

# The M&E System in Minas Gerais

## B. Special Features of the Evaluation

- Minas Gerais even went to the extent of RAs with NGOs in addition to other executing agencies.
- They also have Performance Agreements in the context of Public Private Partnerships which helps in
  - Having realistic expectations
  - Avoid unnecessary disputes



# The M&E System in Minas Gerais

## C. How is evaluated?

### Level 1

- Between the Governor and 22 groups of secretariats denominated operating systems
- Targets are agreed on four parameters:
  - Development Results (outcomes)
  - Priorities Portfolio (programme outputs)
  - Strategic Initiatives (regional, cross-cutting, institutional development)
  - Quality of Expenditure (quality of budget planning, execution and control),

### Level 2

- Between the heads of the secretariat and its operating units
- Internal management tools, with a view to directing the efforts and resources of each work team, ensuring better quality of service

# The M&E System in Minas Gerais

## D. The process of Evaluation

### Level 1

- The Secretariat of Planning and Public Management (SEPLAG) is responsible for developing and initiating agreements.
- The draft is prepared based on the governor's guidelines and the Development Plan
- Negotiation happens with the Strategic Management Advisory Offices (AGEI) of each agency.

### Level 2

- SEPLAG prepares an Adhesion Matrix and sets guidelines for implementation
- Once the targets, conditions and obligations are agreed upon during a meeting, the RA document is signed
- The RAs provide more flexibility and autonomy in terms of organization restructuring, resource utilization, and management of operational activities.

# The M&E System in Minas Gerais

## E. Who evaluates?

- **SEPLAG** and the **AGEIs** play a pivotal role:
  - Develop Implementation Reports comparing the performance achieved against the established targets along with the reasons thereof.
- **Results Committees**
  - Review the performance of all Structured Programs
  - Quality of spending in Minas Gerais.



# The M&E System in Minas Gerais

## E. Has it sustained?

- It is still being followed in Minas Gerais
- The results-oriented system is also being extended to certain city governments.
- Additional features:
  - Evaluation of results is also published to enable suggestions for improvement
  - A structured performance incentive system was framed to incentivise the state employees

# Similarities with Indian M&E System

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- PAs cover Ministries and responsibility centres quite comprehensively
- PAs are available on the websites of the concerned government ministries
- PAs against the agreements is monitored by the Performance Management Division of the Cabinet Secretariat in India and the SEPLAG in Minas Gerais

# Dissimilarities with Indian M&E System

## (Brazilian Experience)

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- Ministries are not subject to Performance Agreements at federal level
- RAs extend to over four years, with yearly reviews
- RAs are published documents and available to the public through the websites in Minas Gerais
- In Minas Gerais , RAs are extend to city administrations
- In Minas Gerais, performance reviews also cover the quality of expenditure by the secretariat and associated operating unit
- Result Agreements contain provisions for performance-related pays



# Dissimilarities with Indian M&E System (Indian Experience)

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- Mandatory only at federal level
- RFDs are negotiated for one year at a time
- Few states (Kerala, Karnataka & Mizoram) have declared the result publicly so far
- Yet to go beyond the state level RFDs
- Performance reviews focus only on the Key Performance Indicators identified under RFD
- Yet to incorporate performance-related pay at the federal or state level

# Lessons for India

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- Political and bureaucratic buy-in
- Better alignment with strategic plans, flexible HR policies and performance related pays
- Explore possibility of RFDs with all implementing agencies including NGOs, Pvt. Firms, etc.
- Replace plethora of monitoring instruments through comprehensive reviews with Performance agreements
- Move from mere routine 'utilisation' certificates to actual impact analysis

# Lessons for India

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- Customise reforms based on study of core Government functioning
  - Restructure bulky ministries
  - Implement agencification
- The two-level Result Agreements - at Secretariat and operating units
  - Cascades the implementation targets from the Secretariat to the respective operating units.
  - Should be implemented in India, both at the federal and state level.



# Minas Gerais State Government is recognized by Its Efficient and Innovative Public Management

## Management Shock

an international benchmark  
recommended by IBRD

## Investment Grade

in 2012

Moody's and Standard & Poor's



## Best Public Private Partnerships program in the world

(World Finance Magazine, 2012)



## Member of the MIT Media Lab

only sub-national state government in the  
world

obrigado

Thank You