

Key Elements of PRS Monitoring and Evaluation Systems

The experience of using Conventional and
Imaginative approaches in Malawi

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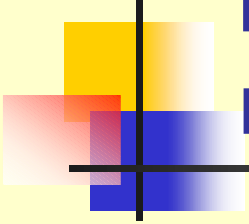
Conventional systems

- Background - 1996 – Poverty Monitoring System to *"monitor the progress of poverty-oriented policies, programmes and projects in terms of their impact, effectiveness and efficiency"*
- Three specific elements
 - Administrative monitoring system
 - Impact monitoring system
 - Statistical poverty measurement system
- Undertake a number of studies and data collection exercises at the impact end of the spectrum
 - Integrated Household Survey (field work 1997-8)
 - Qualitative Impact Monitoring (field work 1997 and 2000)
 - Pilot Vital Registration System (1998 – 1999)



Using the results – historical perspective

- Outputs of the Poverty Monitoring System did not inform policy as much as hoped for
- Data collection largely supply driven
- Entire process outside the normal system
 - Dependent on a Presidential Council that never met
- Focus has been on impact monitoring – of little benefit to those who make day-to-day decisions
- PRSP has opened a door to change this



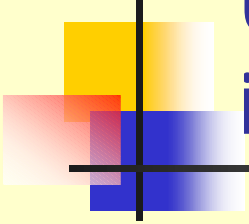
Monitoring in the MPRS – what is being monitored and how (2002)

- Government M&E system for MPRS based on existing systems
- Inputs and Outputs - responsibility of MoF
 - Controlling officers responsible for providing data on “actual expenditure and output levels” on a monthly basis
 - Annual Public Expenditure Review (PER)
 - Allows space for civil society involvement, but not clear on what this entails
- Outcome and Impact - analysis and reporting responsibility of MEP&D but collection and processing of quantitative data NSO
 - Sources of data varied
 - Primarily from administrative data and MISs
 - Surveys and studies – CWIQ, IHS, DHS
 - More open ended and explorative research - QIM



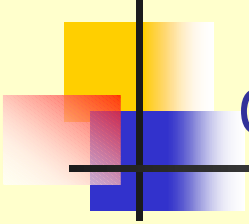
Monitoring in the MPRS – what is being monitored and how (2002)

Overall	Consumption GDP per capita Nutrition status Morbidity Mortality Life expectancy Composite Welfare Index	Impact Impact Outcome Outcome - Impact	IHS, QIM Natl income statistics DHS, IHS, administrative records, QUIM All sources
Agriculture	Food production Cash crop production Animal production	Outcome	Crop estimates, NSSA, PPI
Health	Access to potable water Access to sanitation Access to health services Total fertility rate HIV infection	Output Outcome	DHS, IHS , QIM HIS Administrative records
Education	Literacy rate Net enrolment Education attainments	Impact Outcome	IHS Administrative data and IHS



Using the results – what will be different in the PRS

- MoF will withhold funding from those who do not return satisfactory activity based reports
- Shift away from solely impact monitoring should also contribute to demand
- Politically utilising existing systems rather than creating parallel ones
- Building accountability through disseminating findings to all stakeholders, including the general public
- Much stronger demand now from Civil Society as active participants in the process
- Demand from donors for information on the utilisation of HIPC resources



Imaginative approaches - Participatory data collection and qualitative information

- Even though the desire for statistics and large scale surveys still predominates there is evidence of a shift towards a new way of thinking
- Government efforts
 - Qualitative Impact Monitoring (QIM)
- Civil Society efforts
 - Budget Monitoring and
 - Service Delivery Satisfaction Survey (SDSS)



What is QIM

- QIM is designed to support policy and decision makers
 - Fill info gaps about the impact of their work on the ground
 - Improve formulation of anti-poverty policies and increase their effectiveness and efficiency
- Basic Idea – elicit feedback from the primary stakeholders (the poor) on the effects of policy and programmes
 - Include their perceptions and assessments in decision making
 - Support communication between various levels
- Monitor outcomes and impacts of policy
 - PPA style use of RRA and other qualitative methods at community level ⇨ it is an open and non-directive approach
 - Uses interview guidelines and checklists
 - Multi-disciplinary teams spend a week with the community



QIM's strengths and weaknesses

- Provides actionable information (and recommendations) to decision makers
- Helps linkages between different levels of development – national, district and community
- Through in-depth exploration it provides depth of information
- Uncovers the unexpected – and draws links between various elements
- Provides early indications of outcomes
- Is not nationally representative – does not give figures ⇒ Making generalisations is hard
- Needs to address issues of combining qualitative and quantitative information more
- Personnel turn-over in implementing institutions v.high
- Generating expectations amongst participants
- Ensuring the use of the results in Policy and Decision Making ⇒ stimulating informed public debate



Civil Society and MPRS monitoring

- PRS commits itself to "*encouraging the development of other external monitoring systems, for example through civil society institutions*"
- CS are viewed as a means of disseminating information and are allowed some role in Public Expenditure Review (PER)
- Represented on Technical Working Committee (TWC)
- Experiences of PRS Formulation has created opportunity for CS involvement
 - Birth of Malawi Economic Justice Network (MEJN) and sector groups in education, health and agriculture
- Civil Society have their own monitoring plans outside government proposal
 - Input Monitoring
 - Service Delivery Surveys
- Academic institutes carrying out large amounts of independent research



Civil Society budget monitoring exercise

Identification of 12 Priority Poverty Expenditures (PPEs) in MPRSP - want to track what happens to budget allocations

- Apparent differences between actual release and delivery of funds
 - Very difficult to track the PPEs in the budgets
 - Budget fails to give clear output targets (even with ABB)
- Timing - Jan – March 2002 and Jan – April 2003

Implementing the Survey

- Worked on health, education and agriculture (covered 9 PPEs)
- Volunteers visited schools, health centres and extension workers
- Checked whether the resources were filtering down

Findings of the Survey

- amount budgeted is not the same as what happens - commitments need protection

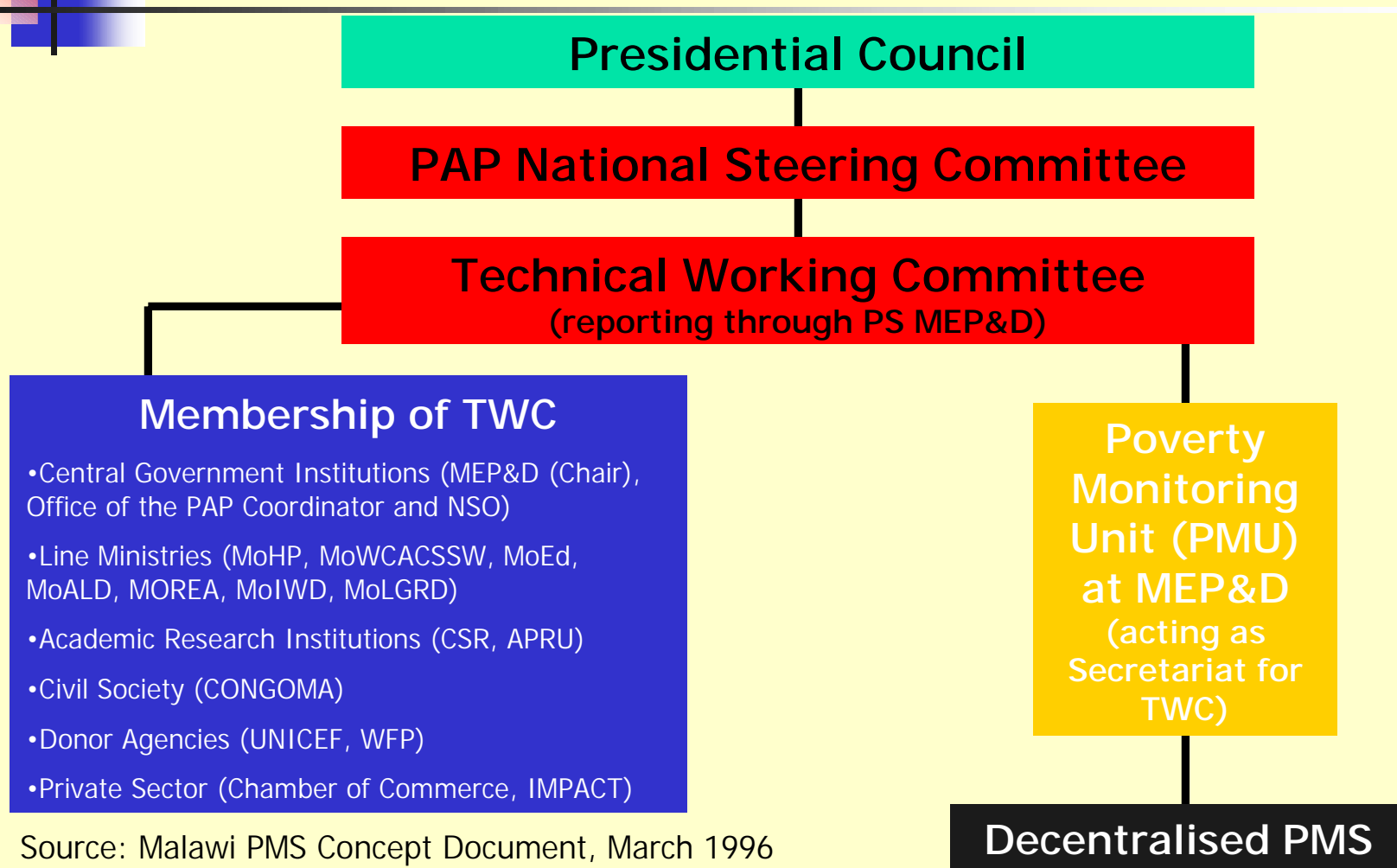
Releasing the Findings to Maximise Impact



Output – Outcome monitoring: The SDSS

- Representative survey from six districts of the country
- Asked questions on perceptions of qualifications of staff and satisfaction of services offered
- Used civil society network established initially as part of the consultation process for PRSP
- Capacity problems for analysis – utilised research institute at University of Malawi
- Results produced in time to start a dissemination campaign before the budget – report presented in simplistic style so many could understand
- “Quick and Dirty” but more timely than big surveys – more relevant for monitoring

Who was involved– the PMS (96–02)



Source: Malawi PMS Concept Document, March 1996
4th June, 2003

Who is involved – the PRS (2002)

