

# Sector Monitoring and Evaluation Systems in the context of changing aid modalities:

## The case of Rwanda's Health Sector

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# Outline

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# 1. Introduction

- Importance of M&E in new aid paradigm -> Paris Declaration 2005
- Recipients: results-oriented frameworks (indicator 11)
  - ✓ 3 sub-components:
    - stakeholder access to information
    - quality of information
    - coordinated country-level M&E
- Donors: harmonisation and alignment

# 1. Introduction (cont.)

- Progress in implementation: slow and difficult
  - ✓ 2008 PD Survey: 3 (54) adequate results-oriented frameworks
  - ✓ lack of coordination and harmonisation
- Chicken & egg dilemma (see also Holvoet and Renard, 2007, 2010)
- Solution? two-track approach
  1. building & strengthening of recipient M&E system: LT
  2. satisfaction of short-term M&E accountability & learning needs
    - ✓ 'complementary' M&E exercises conform PD principles
    - ✓ interim & adaptive

## 2. M&E in the health sector

- Sector Wide Approach (SWAp)
  - ✓ limitations of project support and programme aid
  - ✓ underlying rationale: no progress in health outcomes without improvement of health systems, including M&E
  
- Health Information System (HIS)
  - ✓ supplier of health data for M&E activities
  - ✓ fragmented and weak
  - ✓ HIS strengthening through Health Metrics Network (HMN)
    - > input
      - health information system resources
    - > process
      - indicators
      - data sources
      - data management
    - > output
      - information products
      - dissemination and use

## 2. M&E in the health sector (cont.)

### Joint Sector Reviews:

- increasingly used instrument within SWAp
- type of periodic assessment of sector performance
- broad participation of stakeholders
- broad information base (secondary & primary)
- potential to reconcile short and longer term objectives
- often focus on substance and neglect of institutional and systemic issues  
-> undermining M&E reform agenda (see Holvoet and Inberg, 2009)

## 2. M&E in the health sector (cont.)

- Before strengthening M&E systems -> assessment
- No harmonised M&E diagnostic instrument
- Our Rwanda case study -> checklist of Holvoet and Renard (2007) (adapted for sector):
  - ✓ policy
  - ✓ methodology
  - ✓ organisation
  - ✓ capacity
  - ✓ participation on non-state actors
  - ✓ use of information from M&E

### 3. Rwanda: general background

- Policy cycle
  - ✓ EDPRS 2008-2012
  - ✓ CDF scores:
    - long term holistic vision: 'largely developed'
    - results-oriented framework: 'action taken'
  - ✓ PARIS 21: National Strategy for the Development of Statistics
- Development aid
  - ✓ ODA: 25.6 % of GDP (2006)
  - ✓ budget support: 26% of ODA
  - ✓ progress on PD indicators between 2005 and 2007



## 4. Rwanda's health sector

- Improvement impact health indicators
- Health Sector Policy (2005), Health Sector Strategic Plan (HSSP II) (2009)
- Health Systems -> Rwanda Health Systems Strengthening Framework and Consolidated Strategic Plan 2009-2012 (RHSS-CSP)
- Health Financing:
  - ✓ 62% external resources
  - ✓ SWAp (2007)
  - ✓ Sector Budget Support (SBS) by three donors: Belgian government (lead), DFID and German cooperation

## 5. Assessment of the health sector's M&E system

- Scores for the six areas
  - ✓ Four point scoring system: weak (=1), partially satisfactory (=2), satisfactory (=3) and excellent (=4)

Criteria	Score
policy	2
methodology	2
organisation	1
capacity	1
participation of actors outside government	2
use of information	2

## 5. Assessment (cont.)

- Policy
  - ✓ no specific M&E policy, but attention for M&E in Health Sector Policy, HSSP II and SWAp MoU
  - ✓ M&E used for accountability and learning
  - ✓ intention to use M&E in planning and budgeting
- Methodology
  - ✓ indicators:
    - presentation of key indicators in HSSP II
    - criteria for selection not clear
    - indicators included in logical frame, but different levels (income-output-outcome-impact) not linked -> no vertical logic
  - ✓ no presentation of methodologies
  - ✓ data collection
    - Health Management Information System ->HMN support

## 5. Assessment (cont.)

- Organisation
  - ✓ monitoring and evaluation task force
    - HMIS
    - Reporting and distribution
    - training and capacity building
  - ✓ linkage with national statistical office not clear
  - ✓ 'horizontal' integration and 'vertical' integration not clear
- Capacity
  - ✓ hardly any identification strengths and weaknesses M&E system
  - ✓ Human Resources for Health Strategy Plan 2006-2010 -> M&E capacity strengthening not included

## 5. Assessment (cont.)

- Participation of actors outside government
  - ✓ development partners:
    - Sector Budget Support Group
    - Health Sector Coordination Group (HSCG) -> several TWGs
    - Joint Health Sector Review (JHSR)
  - ✓ civil society
    - HSCG and JHSR
  - ✓ parliament: not clear
- Use of information
  - ✓ use of M&E in progress reports, but no analyses of discrepancies
  - ✓ M&E outputs hardly used for decision making

## 6. Conclusions

- M&E system in Rwanda's health system weak/partially satisfactory
- Due to lack of need felt by the Government of Rwanda ...
  - ✓ financial support without satisfactory M&E system -> knowledge is a danger (see also Holvoet and Rombouts, 2008)
- ....and development partners?
  - ✓ positive results in impact health indicators
- Leadership from government of Rwanda is necessary

## 7. References

- Holvoet, N. and R. Renard (2007) "Monitoring and Evaluation Under the PRSP: Solid Rock or Quicksand?", *Evaluation and Program Planning* 30: 66-81.
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**Thank you!**

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## Annex: checklist for quality assessment of M&E system (sector)

- Policy

	Topics	Question
1	The evaluation plan	Is there a comprehensive evaluation plan, indicating what to evaluate, why, how, for whom?
2	M versus E	Is the difference and the relationship between M and E clearly spelled out?
3	Autonomy & impartiality (accountability)	Is the need for autonomy and impartiality explicitly mentioned? Does the M&E plan allow for tough issues to be analysed? Is there an independent budget?
4	Feedback	Is there an explicit and consistent approach to reporting, dissemination, integration?
5	Alignment planning & budgeting	Is there integration of M&E results in planning and budgeting

# Annex (cont)

- Methodology

	<b>Topics</b>	<b>Question</b>
6	Selection of indicators	Is it clear what to monitor and evaluate? Is there a list of indicators?
7	Selection criteria	Are the criteria for the selection of indicators clear? And who selects?
8	Priority setting	Is the need acknowledged to set priorities and limit the number of indicators to be monitored?
9	Causality chain	Are different levels of indicators (input-output-outcome-impact) explicitly linked (program theory)? (vertical logic)
10	Methodologies used	Is it clear how to monitor and evaluate? Are methodologies well identified and mutually integrated?
11	Data collection	Are sources of data collection clearly identified? Are indicators linked to sources of data collection? (horizontal logic)

# Annex (cont)

- Organisation

	Topics	Question
12	Coordination and oversight	Is there an appropriate institutional structure for coordination, support, oversight and feedback at the sector level? With different stakeholders?
13	Linkage with Statistical office	Is there a linkage between sector M&E and the statistical office? Is the statistical office in sector M&E clear?
14	'Horizontal' integration	Are there M&E units in different sub-sectors and semi-governmental institutions? Are these properly relayed to central sector M&E unit?
15	'Vertical' integration	Are there M&E units at decentralised levels and are these properly relayed to central sector M&E unit?
16	Link with projects	Is there any effort to relay with/ coordinate with donor M&E mechanism for projects in the sector?

## Annex (cont)

- Capacity

	Topics	Question
17	Problem acknowledged	Are current weaknesses in the system identified?
18	Capacity building plan	Are there plans for remediation? Do these include training, appropriate salaries, etc.?

- Participation of actors outside government

	Topics	Question
19	Parliament	Is the role of Parliament properly recognised, and is there alignment with Parliamentary control and oversight procedures?
20	Civil Society	Is the role of civil society recognised? Are there clear procedures for the participation of civil society? Is the participation institutionally arranged or rather ad-hoc?
21	Donors	Is the role of donors recognised? Are there clear procedures for participation of donors?

## Annex (cont)

- Use of information from M&E

	<b>Topics</b>	<b>Question</b>
22	Effective use of M&E in progress reports (donor oriented)	Is there a presentation of relevant M&E results? Are results compared to targets? Is there an analysis of discrepancies?
23	Effective usage of M&E (within country)	Are results of M&E activities used for internal purposes? Is it an instrument of national policy-making and/or policy-influencing and advocacy?