

***IDEAS CONFERENCE 2022: POWER OF EVALUATION:
INFLUENCING DECISION-MAKING FOR A BETTER AND MORE
EQUAL WORLD***

PANEL: POWER OF EVALUATION IN GOVERNANCE

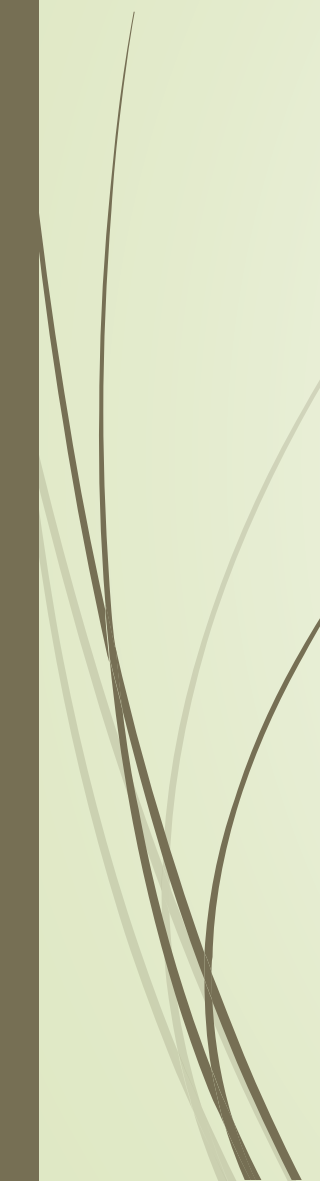
**Institutionalization of Evaluation
in Africa : case study Mauritian
Civil Service**

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Outline of presentation

- ▶ country profile of Mauritius
- ▶ overview of my research in respect of the institutionalization of Evaluation using the Civil Service of Mauritius as the case study ;
- ▶ Governance and Interplay of Evaluation and Governance
- ▶ Mauritianization/Institutionalization of Evaluation – External Push Strategy /Adoption of best fit / Implications for the International Community



Mauritius – Country profile

- ▶ Located off the southeast coast of Africa,, Mauritius is an island state of about 1.3 million people having ancestors of Indian, African, Chinese and European origin
- ▶ Mauritius is a welfare state
- ▶ Became independent on 12 March 1968 and acceded to the State of Republic within the Commonwealth on 12 March 1992
- ▶ Westminster model of Government characterized by separation of powers among the Legislature, the Judiciary and the Executive
- ▶ rated 1st in Africa for many international indicators
- ▶ July 2020 – acceded to the status of High -Income Country as per World Bank's classification system but slipped back to Upper Middle Income Status in 2021
- ▶ The most important sectors of the Mauritian economy are textiles, tourism, financial and business services, information and communication technology, seafood processing, real estate development, energy, and education/training



overview of my PhD research in
respect of the institutionalization of
Evaluation using the Civil Service of
Mauritius as the case study



TITLE: Institutionalization of Evaluation in the Policy-Making Process of the Civil Service in Mauritius

RESEARCH QUESTIONS

- How important is evaluation perceived to be to the policy-making process within the Mauritian Civil Service?
- What part does 'impact evaluation' play in the workings of the Mauritian Civil Service?
- What opportunities and challenges present themselves in seeking to institutionalize impact evaluation within the Civil Service of Mauritius?

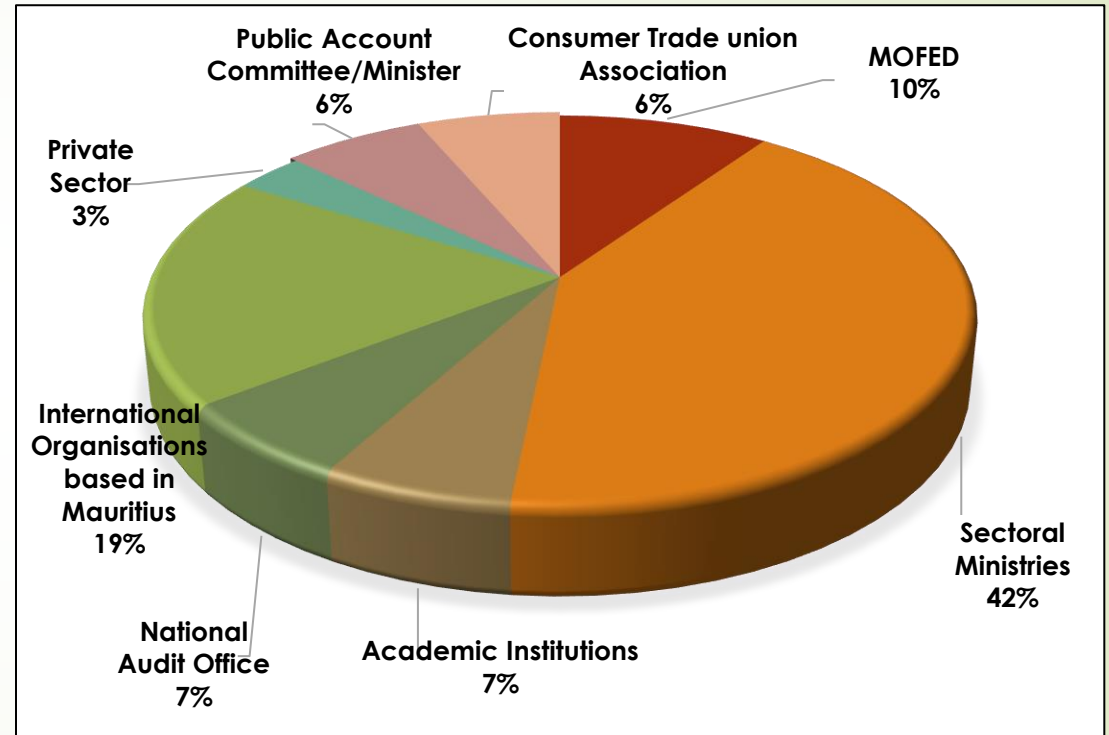
LITERATURE REVIEW

- waves of evaluation /impact evaluation/ benefits /evaluation culture
- Different approaches to institutionalize evaluation eg –Adhoc studies COLUMBIA; Sector Wise Mexico Uganda China; or whole of Govt -Chile

RESEARCH DESIGN

- Qualitative / case study Approach / Civil Service Mauritius
- Document Analysis / Purposive sampling
- Face to Face Interviews over 3 months With 31 people (Ministers/Head of Ministries /Technical officers/Trade Unions)academic and research institutions donor agencies Consumer associations

RESPONSE OF INTERVIEWEES



Data analysis

55% – compliance culture and many considered monitoring as evaluation
 25%- Conversant with evaluation systems and are in favour of its institutionalization.

Analysis of policy making process.
 Budget Process.
 Demand and Supply.
 Mapping of state of evaluation in Mauritius

Relative stable Parameters
 External System Constraints and resources
 Policy subsystems
 Actors/coalitions

ANALYTICAL FRAMEWORK

ADVOCACY COALITION FRAMEWORK (ACF)

Policy-Making Process

RIST MODEL OF POLICY MAKING

Policy Initiation

Policy Implementation

Policy Accountability

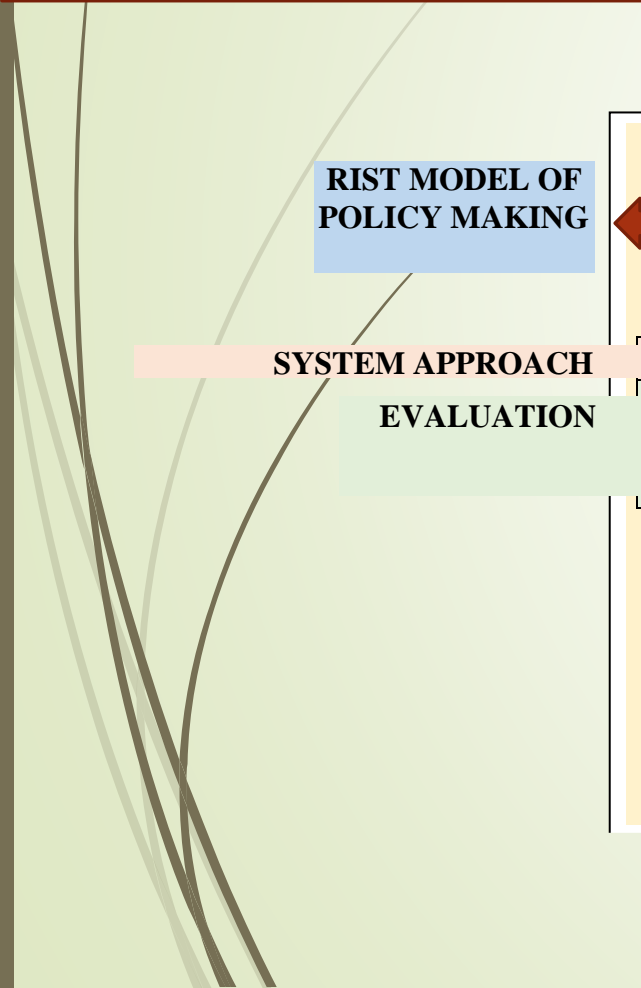
SYSTEM APPROACH EVALUATION

Input	Activities	Output	Outcome	Impact
Evaluation Ex-Anté Rapid Actions	Process Evaluation	Impact Evaluation Outcome evaluation		

Demand & Supply

Demand & Supply

Demand & Supply



Factors determining demand and Supply of Evaluation

- **Demand**
- Context /entry point
- Political system
- Evaluation systems and usage
- Windows of opportunities
- Policy actors and policy communities
- Extent of government and societal organisation
- Evaluation culture
- Information
- Interest of policy makers

SUPPLY Context

- Social science community
- Individual or organizational characteristics
- Mechanisms and communications strategies internal/external and location
- Research characteristics
- Quality and independence
- Existence and characteristics of policy communities and advocacy coalitions
- Governance, funding, research management mechanisms and communications strategies
- Funding of social science community
- Policy actors and policy communities

institutionalization of Impact Evaluation

- ▶ “...It is country led and managed by a central government or a major sectoral agency;
- ▶ there is a strong buy-in from stakeholders
- ▶ there are well defined procedures and methodologies;
- ▶ it is integrated into sectoral and national M & E systems that generate much of data use within procedures and methodologies;
- ▶ it is integrated into national budget formulation and development planning,
- ▶ and there is a focus on capacity development” (Bamberger, 2005 p.198; 2009, p. 139)
- ▶



Evaluation Culture (RIST 1990)

- ▶ evaluation takes place in many policy domains;
- ▶ there should be a supply of domestic evaluators from different disciplines;
- ▶ discussions and debates fuel a national discourse concerning evaluation;
- ▶ existence of a national evaluation society;
- ▶ existence of institutionalization arrangement in government in conducting evaluations and disseminating their results; ;
- ▶ existence of institutionalization arrangement in Parliament for conducting and disseminating their results;
- ▶ Pluralism exists within each policy domains;
- ▶ Evaluation activities occur within the supreme audit institution ; and
- ▶ Evaluations focus not only on input/output but also on outcomes.

Research question

What opportunities and challenges present themselves in seeking to institutionalize impact evaluation within the Civil Service of Mauritius ?

Opportunities	Challenges
Existing Legislative framework Existence of legal setting such as the Constitution which confers legal powers inter-alia to Parliament, Ministers , Director of Audit, Public Accounts Committee other financial legal and policy provisions for monitoring	Strong compliance culture (which is both an achievement as well a challenge)
Monitoring compliance through : Internal Control Director of Audit Public Account Committee Audit Reporting Electronic monitoring of budget Financial monitoring through Financial Management Information System	Absence of a formalized structure to carry out different types of evaluation pre- during and post budget Evaluations timing must fit in with budget preparation Other Ministries should be carrying out evaluations on sector policies like health , education , social services
Existence of national Statistical Office Availability of household and other vital data which can provide secondary data and Existence of statistical units in key Ministries eg Health , Education to facilitate evaluation	Need for comparison group/counterfactual and baseline data for Impact Evaluation to attribute any change in the “treatment” group to the program (causality)
Several entry points exist in the budgeting and the policy processes where impact and other evaluations can be integrated within the cycles	Limited time for budget cycle time frame
Demand for evaluation exists from: donor agencies for funded projects International agencies to comply with international treaties and other commitments Public Accounts Committee Director of Audit Media Citizens	Inadequate Supply of evaluation within the Civil Service; Limited training in Tertiary educational institutions through formal courses in evaluation Need for a National Evaluation Policy setting priorities for national projects for evaluation
Collaboration with International Development partners based in Mauritius Technical expertise available with donor agencies Evaluation carried out by donor Agencies	Funding Instrumental use of evaluation results . Lack of technical skills locally Absence of evaluation culture
Entry points for evaluation exists within the policy making process at different point of the policy cycle –Ex-ante, process, , outcome and impact evaluations Ministry of Finance is already monitoringthrough the budget	Limited Capacity building in various types of evaluation .

Conclusion

Based on the empirical research, the key findings are that policy evaluation including impact evaluation, is indeed potentially valuable and important at any stage of a policy's life cycle and for the budget process. There is internal pressure and demand for evidence-based policy- making. The Civil Service has a strong compliance culture but this can help to integrate evaluation within the existing monitoring and evaluation systems in place. However, insufficient technical capacity, resource capacity , and funding are potential constraints. Such findings can assist policy makers and practitioners to adopt policy evaluation as an effective instrument to promote better policy coherence ,accountability and good governance

LIMITATIONS

The survey was carried out focusing on the core Civil Service only(the core policy making body), so the findings cannot be generalized to other public/private organisations. However, the aim of the study was not to provide statistical generalizations, but rather to provide an in depth understanding of the status and application of evaluation practices within the Mauritian Civil Service



Governance and Interplay of Evaluation and Governance



Governance



- Governance in a global world is being shaped and reshaped in constellations of public and private actors that include states, international and regional organizations, professional associations, expert groups, civil society groups and business corporations

Source: ed .Stephen Osborne(2010);THE NEW PUBLIC GOVERNANCE? Emerging perspectives on the theory and practice of public governance p-31)



Public Governance

- ▶ Formal and informal arrangements that determine how public decisions are made and how public actions are carried out , from the perspective of maintaining a country's constitutional values in the face of changing problems , actors and environment .P89

Source: ed .Stephen Osborne(2010);THE NEW PUBLIC GOVERNANCE? Emerging perspectives on the theory and practice of public governance (p-89)



Evaluation to effective Governance

- Enhance oversight and executive accountability
- Address contextual appropriateness to ensure equitable practices and resources as well as appropriateness of programs across diverse settings
- Better performance
- More data – informed and innovative decision- making and development
- Make program evaluation an essential integral to manage government programs at all stages , from planning to evaluation



Characteristics of new public Governance


- 1 **dispersion of power** – government , market , other organizations –participate in public Affairs management ;
- 2 **role of government** as a coordinator through dialogue ;
- 3 **formation of a complex network** – government, market, society, public organizations,, community and individual citizens
4. **governance network** is based on social resource exchange –currency , information and technology
- 5 **governance network** relies on trust and stability of the contract and reputation of members
- 6 **role of social public organizations** to assist in solving social problems in a way of voluntary cooperation

source: Canadian Social Science Vol. 11, No. 7, 2015, pp. 11-21
DOI: 10.3968/7354



New Public Governance

- ▶ **Traditional Public Administration** – emphasis on Weber's bureaucratic principles of linear structure of hierarchical bureaucratic principles
- ▶ **New Public Administration-** based on economic and enterprise management with a focus on the privatization and the reduced size of the State
- ▶ **New Public Governance** – kind of administration mode that the governance body such as the government, social organizations and the private sector, govern public affairs through consultation, negotiation to adapt to the changing social affairs



Mauritianization of Evaluation – External Push strategy / Adoption of best fit based on context / Implications for the International Community


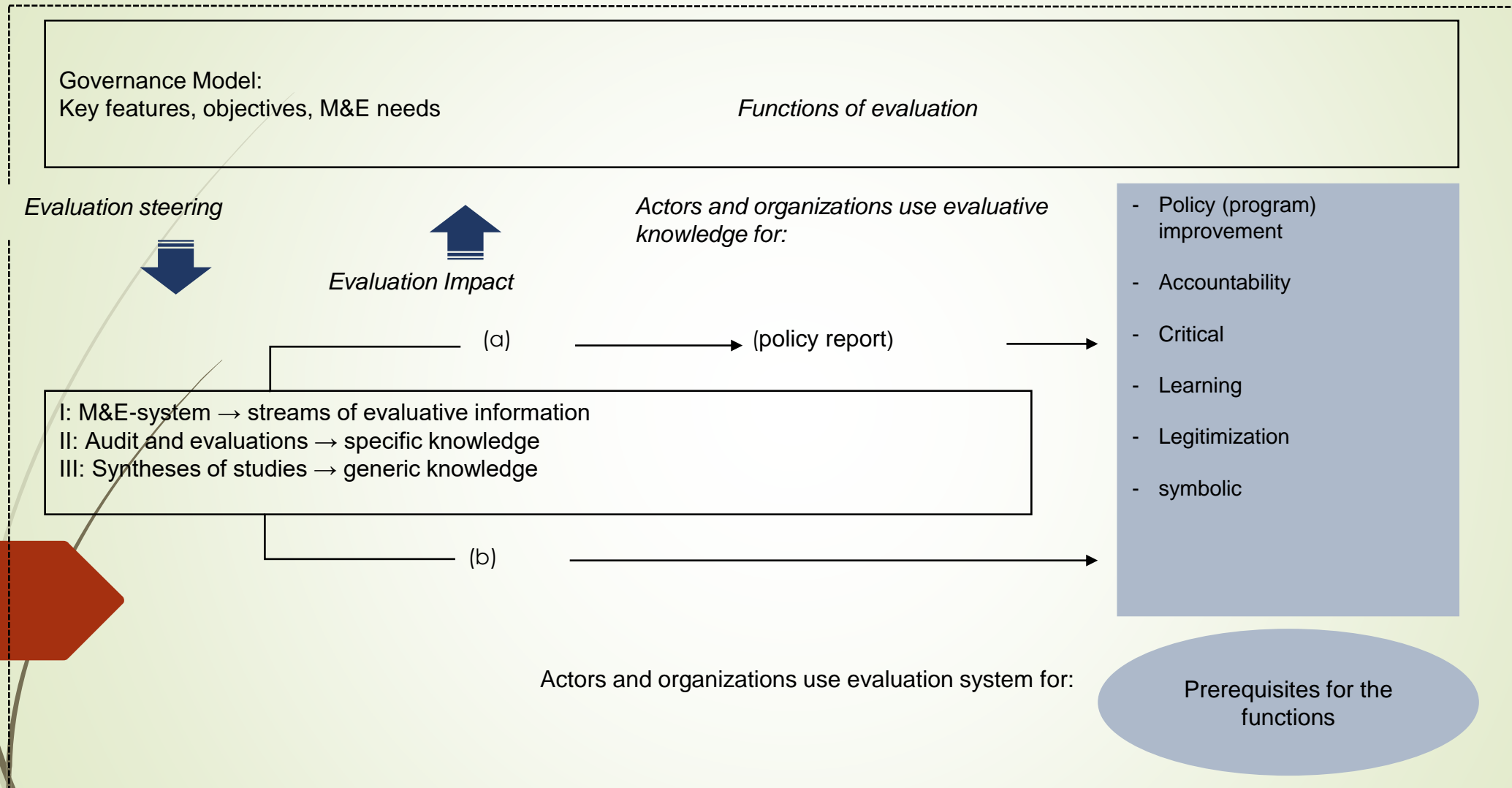


Figure 1: Framework to study functions of evaluation in democratic governance



Source: Hanberger, A (2012) Framework for exploring the interplay of governance and evaluation, *Scandinavian Journal of Public Administration*, 16 (3): 9-28 p15



Factors which impact on evaluation

- ▶ Context of a country ; social , historical , economic and political and institutional climate ;
- ▶ Impact of cultural and social diverse communities;
- ▶ relational power frames: processes of negotiation and decision- making ; competing interest and advocacy
- ▶ political power of policy making and prioritization ; network governance
- ▶ existing local settings of monitoring programs and projects
- ▶ power shared between levels of government and between non- governmental actors or institutions and hence governance in the civil and private sphere ;
- ▶ Democratic accountability – politicians , administrators and professionals

Source: American Evaluation Association: An Evaluation Roadmap for a More Effective Government .September 2019 : www.eval.org



Principles of effective governance for Sustainable Development

- **Effectiveness**- competence; sound policy- making , collaboration
- **Accountability** – Integrity , transparency, Independent oversight ;
- **Inclusiveness** –Leaving no one behind ; non-discrimination ,participation, subsidiarity , intergenerational equity

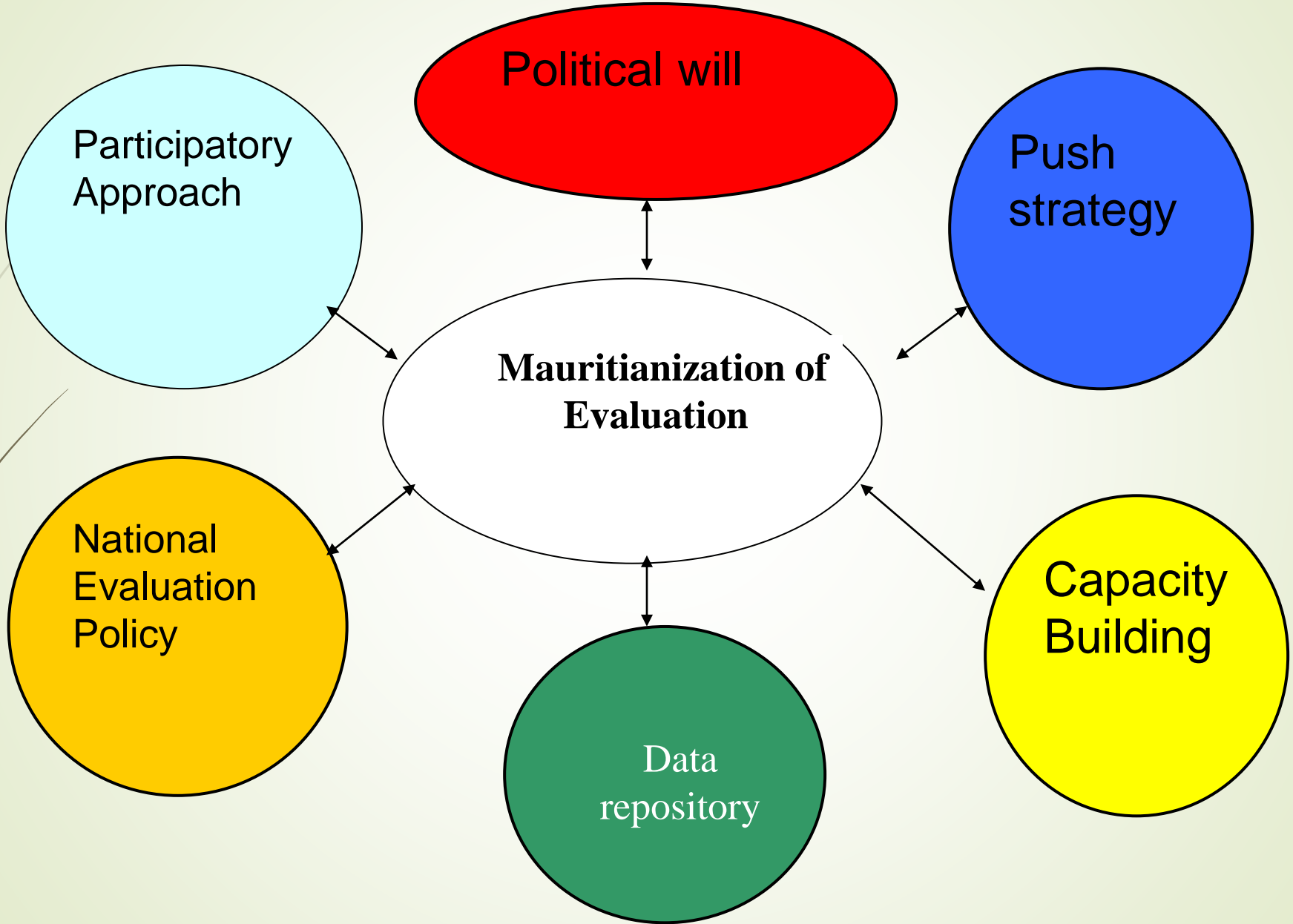
Source : Economic and Social ; Official Record 2018 ; supplement NO. 24 E/2018/44-E/C 16/2018/8. para 31



Role of the international Community

- ▶ Together international institutions such as the World bank , European Union , UNDP , WHO already doing evaluation of funded projects sector wise in Mauritius and in other countries as well as the United Nations – which declared 2015 as the International year of Evaluation- can strive to influence policymakers, public opinion, and other key stakeholders into recognizing the need for effective evaluation as a necessary tool for public governance.-
- ▶ Evaluation of the SDGs' through the next Voluntary National Reviews could trigger the adoption of evaluation based on the United Nations Principles of Effective Governance for Sustainable development
- ▶ The one –size fits all principle cannot be applied to all member countries which have various stages of development and each country has its own context to determine the best fit while benchmarking best practices and in lines with the guiding principles of the UN .

Critical success factors





Thank you

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