

THE MATURITY OF MONITORING AND EVALUATION SYSTEMS OF THE BRAZILIAN PUBLIC ADMINISTRATION

In 2013, the Federal Court of Accounts – Brazil (TCU) carried out an audit of 27 agencies belonging to the Direct Federal Public Administration with the purpose of characterizing their government programs evaluation systems and provide a diagnosis of the capacity of such agencies to monitor and evaluate programs.

Evaluation, monitoring and direction are the three main functions of public governance. The evaluation and monitoring systems, developed to support implementation and management of public policies, produce evaluative knowledge and assist the decision making processes in organizations.

In order to measure the perception of public managers regarding the maturity of the evaluation systems of Direct Public Administration, TCU created a Maturity Index for the Government Programs Evaluation Systems (iSA-Gov).

The work done by the Court was based on the perception of the managers in charge of implementing thematic programs that express and guide government actions related to the delivery of goods and services to society. 750 managers who occupy positions with decision-making power in the Ministries (DAS levels 4 to 6) answered the survey.

In order to produce the iSA-Gov, the method chosen was the Multi-Criteria Decision Analysis (MCDA), which is used to measure the perception of managers based on a set of criteria.

The evaluation model consists of four foci of analysis:

FOCUS 1) evaluative demands;

FOCUS 2) production of evaluative knowledge – supply;

FOCUS 3) organizational learning capacity; and

FOCUS 4) use.

Integrating the answers to the MCDA made it possible to estimate the level of maturity of the evaluation systems of the agencies that were surveyed, according to the following criteria:

Level of maturity of the Government Programs Evaluation Systems

Maturity Level	Status of mechanisms and tools used to characterize evaluation systems
Not structured (<50)	Partially present, not sufficient and not meeting regularly the needs of the role players.
Incipient (≥ 50 e ≤ 60)	Present, partially sufficient but not meeting regularly the needs of role players.
Intermediate (> 60 e ≤ 70)	Present, partially sufficient and meet regularly the needs of role players.
Improved (>70 e ≤ 80)	Present, sufficient and satisfactorily meet the needs of role players.
Advanced (> 80)	Present, sufficient and adequate and fully meet the needs of role players.

Source: Own elaboration.

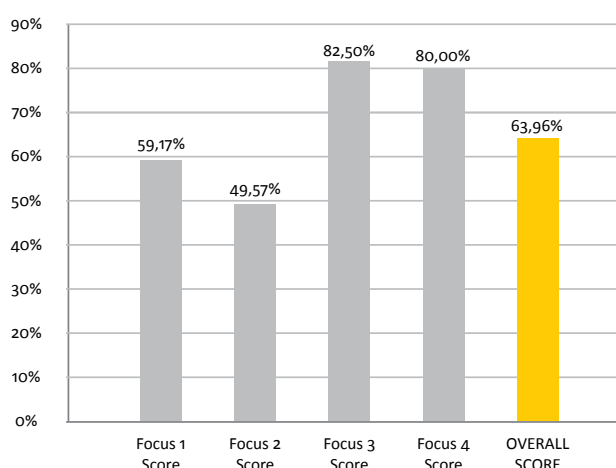
Main results

The overall iSA-Gov index was 63.69, corresponding to an intermediate level of maturity. This shows that the mechanisms and tools needed to characterize the evaluation systems are present, are partially sufficient and meet regularly the needs of role players.

In summary, 85% of the agencies (23) have an intermediate level of maturity. Only one agency had an improved level of maturity, with a grade of 73.09. Two agencies had an initial level of maturity and one was classified as not structured, with a grade of 44.81.

The overall evaluation by Focus showed that the managers perceived the Direct Administration agencies as having a high organizational learning capacity (Focus 3 – 82.5) and also high capacity to use evaluative knowledge (Focus 4 – 80.0). However, the Units have a low level of development of evaluative capacity (Focus 2 – 49.6), that is, capacity to produce information on the performance and results of programs and policies executed by them.

Graph - Scores regarding Maturity of Evaluation Systems, by Focus



Source: own elaboration.

Among the evaluated agencies, only 33% (9) had an evaluation score of more than 50 regarding their evaluative capacity (Focus 2). That is, although the demands are structured or partially structured in the agencies that were surveyed (Focus 1) the evaluative capacity of 67% of the agencies is not sufficiently developed to meet this demand. Therefore, even when there are mechanisms and tools for the demand of evaluative information and they are partially sufficient, they are not capable of promoting the necessary production of information on performance and results of programs and policies.

It was also noted that 70% of the units (19 agencies) do not have adequate organizational structure nor definition of the responsibilities and mandates to produce information related to the performance and results of the programs.

The assessment of personnel and means (budget resources and IT infrastructure) available to produce evaluation knowledge, can be considered incipient in over 50% of the Unites surveyed because they do not meet regularly the needs of managers.

It is worth highlighting that, when analyzing the profile of the respondents, 57% of the managers have been in office for two years or less in their present positions. This fact is significant since the turnover could compromise the development of the evaluative capacity of the units surveyed

Expected benefits

The iSA-Gov can contribute to the improvement of management capacity since it indicates opportunities for improvement of mechanisms and tools needed to produce information to support the decision-making processes in the organizations.

Robust and well-structured evaluative systems are essential elements for governance to the extent that they provide information that is relevant to making decisions that ensure the achievement of the objectives.

Decision

Decision: 1209/2014-Plenário
Rapporteur: Minister José Jorge
TC 007.590/2013-0