

The System for Evaluating and Monitoring Social Development Programs and Policies: the case of the Ministry of Social Development and the Fight against Hunger in Brazil

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PRESENTATION

It is with great satisfaction that UNESCO Brazil now publishes, within the scope of the *Management of Social Transformations Programme* (MOST), the first edition in a special series on Brazilian government experiences in the area of public policies in the social sector.

This publication, prepared in partnership with the Secretariat of Evaluation and Information Management of the Ministry of Social Development and the Fight against Hunger (SAGI/MDS), is the first of this series, an initiative of the Human and Social Sciences Sector at UNESCO Brazil. The preparation of this series of publications will take place in partnership with different Brazilian government agencies.

As it acknowledges the value of these experiences, the Human and Social Sciences Sector puts into practice one of its main missions – to expand knowledge and foster intellectual cooperation to facilitate social transformations related to the universal values of justice, liberty and human dignity. UNESCO believes the use of tools like the MOST makes it possible to increase the potential of results achieved through this mission.

Created by UNESCO in 1994 within the Social and Human Sciences Sector (SHS), the MOST is a social investigation program whose main objective is to create bridges to link research, policy and decision makers, and practices, subsidizing the development of efficient public policies which can truly transform the reality of countries.

In this regard, this publication is closely related to the mission and objectives of this program. It is a report on one of the most successful experiences developed by the Federal Government in terms of knowledge production, and it is now being widely shared not only with the Brazilian society but with other UNESCO Member States.

Monitoring and evaluation systems are one of the most sensitive stages in the management of public programs and policies, especially in the area of social development, but their relevance is unquestionable. Quotidian monitoring and the development of specific studies are relatively new procedures in Brazil; as a consequence, they have not yet been adequately established in government agencies with the exception of those created to perform this specific function.



SAGI/MDS's experience can help change this tradition. By using it as an example, other government agencies – and even civil society organizations – will be able to implement monitoring and assessment processes focused on issues like transparency in the development of actions, tools to correct paths, and the availability of trustworthy information, always seeking to increase the potential of resources and results.

UNESCO is convinced that sharing the experience of creating an assessment and monitoring system such as this with other countries, and establishing this system as an integral part of social program management processes, is a great opportunity for policy makers and managers – both at the governmental and at the non-governmental level – to get to know a promising form of social technology which might help increase the efficacy of different types of public policies. The more innovative a policy proves to be, the greater its conditions to strengthen the struggle for the achievement of the goal of social rights for all.

VINCENT DEFOURNY
Director of UNESCO in Brazil *a.i.*

Introduction

*Patrus Ananias de Sousa*¹

The mere conception of UNESCO Brazil's initiative to set up and edit a series of publications on government experiences in the social area is meritorious: it seeks to establish itself as yet another tool for transparency and for the democratization of access to information and knowledge produced by the agencies in charge of the implementation of public policies. By focusing these publications on the systems for evaluating and monitoring policies, this initiative has the additional potential to reinforce the work we have developed in the country in terms of implementing, strengthening, and broadening the tools for the production of consistent social indicators, which can be used effectively as a basis for decision-making and for guiding our policies, programs and actions.

In this piece, we present, at the invitation of UNESCO Brazil, the evaluation and monitoring system of the Ministry of Social Development and the Fight against Hunger (MDS) in Brazil, whose establishment has been ongoing by Secretariat of Evaluation and Information Management (SAGI) since the Ministry was created in the beginning of 2004. This system is a government action to update the management of public policies, and it has established itself as an effort for the improvement of government actions.

In addition to its vast territory, Brazil has a highly decentralized administrative system, which further increases the challenge of implementing public policies in any given sector. The creation of a decentralized, participatory Brazilian social protection system in all 5,564 municipalities through a set of policies, programs, and actions can no longer make do without decision-making based on information and evidence. For this reason,

1. Minister of Social Development and the Fight against Hunger.

since the establishment of the MDS, we have valued the need to create and implement an evaluation and monitoring policy which makes it possible to provide feedback to policies through the use of data and information. We believe strengthening a culture of transparency and accountability in public management and using the results of monitoring and evaluation to improve the performance of policies are the only way to increase efficiency and efficacy in the use of public resources. The principle of dealing with public resources requires zeal, but zeal is even more important when one deals with money whose recipients will be those in greater need. We must employ all efforts to make sure the investment effectively reaches those in need, thus making a difference in the lives of individuals and their community.

There are several challenges to be faced in the creation and operation of this system. This text briefly describes some of these challenges, including the institutional context and the procedures adopted, which have been decisive steps towards the establishment and integration, in the area of public administration, of technical knowledge and the management of public policies. Sharing experiences, initiatives and questions on this work, in our opinion, may be an important step towards perfecting and strengthening our social protection network, in synch with the extremely precious principles of transparency, public discussion, and political and administrative responsibility.

Abstract

The System for Evaluating and Monitoring Social Development Policies and Programs in Brazil

This paper discusses the process and methodology for the creation of the evaluation and monitoring system of the Ministry of Social Development and the Fight against Hunger in Brazil. The creation of this system is part of a broader process for the establishment of organizational and institutional conditions to improve the efficiency, efficacy and effectiveness of government actions. It is a two-pronged innovation: first, it establishes the evaluation and monitoring function, incorporating it into the management of programs; it is also innovative in regards to accountability, as it publicizes monitoring indicators and the conclusion of evaluation studies.

Several challenges were faced in the creation and operation of this system. The first part of the text deals with the organizational and institutional context upon which the system was built, as well as the conditions for its implementation. The second part discusses the concept of evaluation and monitoring utilized and the procedures for the creation of the system: the creation of a database structure, the establishment of indicators, the development of informational tools, the creation and implementation of evaluation studies and the dissemination of information on these studies.



The System for Evaluating and Monitoring Social Development Programs and Policies: the case of the Ministry of Social Development and the Fight against Hunger in Brazil

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Introduction

This paper seeks to provide a step-by-step description of the creation of the Evaluation and Monitoring System of the MDS. The creation of this system is part of an effort to improve the management of information regarding programs and policies for social development, the broader objective being the improvement of their performance. This has been a two-pronged innovation: first, it establishes the role of the evaluation and monitoring function as part of the process for managing programs; it is also innovative in regards to accountability, as it publicizes monitoring indicators and the conclusions of evaluation studies and makes microdata obtained through research available to the scientific community.

Several challenges were faced in the creation and operation of this evaluation and monitoring system. The context is one in which a number of organizational and institutional conditions are at play both within and outside the Ministry of Social Development. This work discusses the process through which this system was created from the establishment of the Ministry of Social Development in the beginning of 2004 to the first semester of 2006, at which time this record was created. In the first part of the text, we deal with the context upon which the system was built as well as the conditions for its implementation. In the second part, we present the concept of evaluation and monitoring we utilized. In the third part, we discuss the creation of the system, describing first the monitoring

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subsystem: the manner in which the database was structured, the creation of indicators and the development of informational tools. Next, we discuss the creation and establishment of the evaluation subsystem, and we then proceed to our final considerations.

1. Institutional and Organizational Context

Institutional Context

Brazil is a federal republic divided into 27 states and 5,564 municipalities. The country occupies an area of over 8,514,215.3 km² and has a population of approximately 180 million individuals, of which about 44 million are poor and among them 18 million live in extreme poverty. Despite a reduction in poverty levels over the past few years, the Brazilian society remains one of the most unequal in the world. Nevertheless, in 2004 there were a few encouraging results: the poverty level decreased by about 8%, and the Gini index, which measures income inequality, went from 0.573 in 2002 to 0.559 (NERI, 2005).

In 2005, resources invested by the Ministries of Health, Education and Social Development reached approximately R\$ 76 billion, or US\$ 33,7 billion⁵, the equivalent of 3.9% of the GDP. From this total, investments in Health accounted for 1.9%, investments in Education accounted for a little over 1% and those in Social Development accounted for 0.9% of the GDP⁶ gross.

The establishment of the MDS in January 2004 brought about a significant increase in investments in policies for social protection, assistance and development. These investments took place in the form of programs and actions in the areas of income transfer, nutrition and

5. The exchange rate used for the conversion was R\$ 2,25 per US\$.

6. The budget for the Ministry of Social Security was not considered since most of its resources derive from contributions from beneficiaries themselves. Social security expenses in 2005 accounted for almost 8% of the GDP.

food security, social assistance and productive inclusion.⁷ This resulted in a substantial increase in the coverage provided by services and in the social protection network, and in two years approximately 50 million poor and/or vulnerable people benefited from MDS programs.

Bolsa Família Program, the most comprehensive conditional cash transfer program, benefited 9,2 million families in May 2006, thus accounting for the provision of services to 83.2% of poor families in Brazil. The Federal Government has prioritized conditional cash transfer programs since the creation of the *Bolsa Família* Program in 2003 and the resulting unification of previously existing income transfer programs, and this caused a 20% increase in MDS's share of Federal Government social expenditure between 2003 and 2005.

Food security, income, citizenship and social assistance policies were implemented within a decentralized federative system whose configuration was established by the Constitution of 1988, promulgated after a 20 year authoritative regime. States and municipalities gained a new role, particularly in regards to the management of social policies. Municipalities were recognized as federative entities whose mandate began to include the establishment and provision of different types of local-interest public services, either directly or by concession or permission. The federal level began transferring – to states but mainly to municipalities – a set of responsibilities and prerogatives related to the management of policies and programs and to the provision of social and assistance-based services.

The decentralized implementation of programs developed by the requires coordination and even integration at the family, community and territory levels. This means that the management and the operation of programs are dependent upon coordination involving not only sectors within a single government level but coordination among all government levels – the Union, States and Municipalities.

7. The MDS was established by Provisional Measure n. 163 of January 23, 2004. The Provisional Measure was converted into Law n. 10.868 of May 13, 2004 and fused the Ministry of Social Assistance (MAS), the Ministry of Food Security and the Fight against Hunger (MESA) and the Executive Secretariat of the *Bolsa Família* Program, which had a direct link to the Office of the President. In May of the same year, the organizational structure of the new Ministry was established, and it took over the duties of all three organizations.

Organizational Context

The MDS became then responsible for national policies in the areas of social development, food and nutritional security, social assistance, income and citizenship. Responsibility over these areas fell under the following secretariats, created from pre-existing agencies: the Secretariat of Food and Nutricional Security (SESAN), the National Secretariat of Social Assistance (SNAS) and the National Secretariat on Citizenship Income (SENARC). Two secretariats were also established as links for the development of coordination activities: the Secretariat of Institutional Articulation and Partnerships (SAIP) and the Secretariat of Evaluation and Information Management (SAGI).

SAGI became the Secretariat responsible for evaluating and overseeing social development policies and programs developed by the Ministry of Social Development. This was an innovation in public management in Brazil since, until that point in time, there had never been, in any ministry, a secretariat with this sole purpose – especially a unit which is horizontally located in relation to other high-level secretariats rather than vertically, which is often the case with monitoring and evaluation units.⁸

The figure 1 presents the main programs, projects and actions developed by the Ministry of Social Development. Their summarized description can be found in ANNEX I⁹. Their full content can be accessed at <www.mds.gov.br>.

8. A proposal for the creation of a Secretariat with this purpose had been presented in 2003 by Ricardo Henriques, Executive Secretary of the Ministry of Social Assistance; he was, however, unable to implement it at the Ministry of Social Assistance due to internal resistance. After the incorporation of the Ministry of Social Assistance into the Ministry of Social Development, the proposal was defended by Adriana Aranha, assistant to Minister Patrus Ananias, who wholeheartedly supported it, ensuring the conditions for its implementation.
9. The terms “programs”, “projects”, and “actions” overlap to a certain degree, and this common ground is an expression of the history of the creation of a program, which might begin with certain objectives within a certain scope and be modified over time. That which is ordinarily referred to as a “program” at the MDS – and will therefore be referred to as such in this text – is often “officially” referred to as a “project” or “action”. In addition, several programs, projects and actions are generally part of larger programs, under different titles, within the Pluriannual Plan – PPA – 2004-2007.

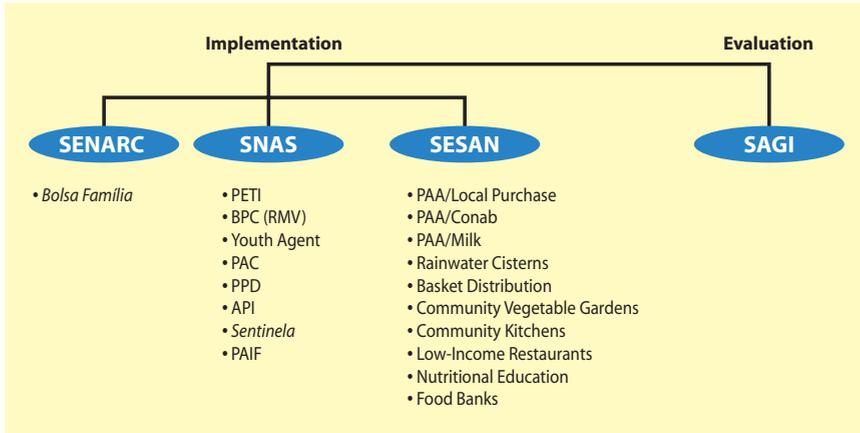


Figure 1: MDS – Program Implementation and Evaluation/Monitoring

The first challenge faced by the managers of the new evaluation and monitoring unit of the new ministry was how – and where – to start organizing a system to evaluate and monitor programs implemented by other secretariats, which were also still structuring or restructuring themselves based on their former functions. The context presented both adversities and favorable aspects.

Adverse conditions included, first and foremost, the unification of different organizations and the resulting combination of differing organizational pathways, fields of knowledge, and scopes of action; each of these organizations had its own world view, modus operandi and solutions to apply to the development of activities and to the resolution of issues. Secondly, none of the previously existing agencies had an evaluation culture, that is, a set of practices and beliefs which viewed evaluation as a legitimate part of the management of programs and policies. On the contrary, there was a lack of knowledge not only in regards to the meaning of evaluation and monitoring but in terms of the function itself. In Brazil, the integration of this function into government planning and management, which involves a transparent, result-oriented concept of public management, has not yet been established as a “normal” practice¹⁰.

10. The term “normal” is used here in the sense attributed by Kuhn (1992) to the idea of “normal science”, which consists of a set of values, practices, procedures, methods and worldviews which characterizes the practices and discourses accepted as legitimate and necessary within a scientific paradigm at a given historical time.

This would involve the incorporation of this concept into the worldview of a certain community, in this case both government managers and other stakeholders involved in specific policies and programs.

In addition to the aforementioned lack of knowledge, a certain degree of resistance was encountered. As Wildawsky observed several years ago, organizations do not enjoy being evaluated (1979). Mix-ups involving evaluation, on the one hand, and monitoring and control, on the other, were common, and this created a certain degree of resistance in regards to the role of the SAGI. Evaluation was not regarded as a necessity, let alone a priority. To the individuals responsible for the programs, the main objective was to meet physical-financial targets even under adverse circumstances. In addition, because political time does not coincide with knowledge production time, the idea of research was often viewed as an “academic” activity, not as a practice for the production of knowledge which, due to the observance of the appropriate methodological steps, may be a lengthier process.

Therefore, a policy by SAGI was necessary to convince managers – the agency’s internal clients – that the information gathered through monitoring and evaluation would make it possible not only to improve the performance of programs but also to verify whether expected results were being achieved. As time went by, SAGI’s role became clearer, and it was recognized and legitimated by the other secretariats.

In 2005, to reinforce the process of establishing monitoring and evaluation as an institutional function, the Executive Secretariat of the Ministry of Social Development established a an Evaluation Monitoring Work Group made up of members from all other secretariats. The purpose was to outline the Monitoring and Evaluation Policy of the Ministry of Social Development. The minute of the Ministerial Order which became the framework for evaluation and monitoring activities developed by the Ministry of Social Development can be found in ANNEX II.

Within the same context, the Technology and Information Management Committee was established. This Committee, made up of members from all of the secretariats, is responsible for information policies and establishes rules and standards related to managerial and executive information systems, the technologies utilized, and the integration of databases and infrastructure.

There were also advantages to the fact that the system was built practically from the ground. In addition to being an innovation in the

governmental landscape, SAGI took a step forward by systematically establishing a set of practices which, until then, had either not been utilized or had been used in a fragmented fashion. There was no proven recipe, no “how-to” guide. Because the MDS was a recently-established structure with no set procedures for the creation of an evaluation and monitoring unit (with the exception of a Ministerial Order setting out the duties of the secretariat and its departments), there was great latitude for the use of initiative and creativity in the definition of paths to be taken. It is important to recognize that this was done through a process that often involved trial and error.

Another favorable aspect was the hiring policy established by SAGI and accepted with no objections whatsoever by the higher levels within the MDS (the Executive Secretariat and the Minister). The criteria adopted were exclusively based on the merit and training/professional experience of the individuals hired, be it for supervisory positions or for technical and administrative functions. SAGI’s three departments – Information and Technological Resources Management, Evaluation and Monitoring and Training for Public and Social Agents – recruited recent college graduates with experience in different lines of action and knowledge: social and human sciences, information technology, demographics, statistics, economics, nutrition, social work, agronomy, etc. Investments were made in technical competency and multidisciplinary training, and a staff of fifty was formed, counting both technical and administrative staff, including 7 Ph.D. and 20 Master’s Degree holders. ANNEX III presents the professional training and titles of staff members in May 2006.¹¹

Resources to cover SAGI costs came from several sources: the National Treasury and loans from the World Bank (IBRD) and the Inter-American Development Bank (IDB). Some of the resources from the Treasury

11. Some staff members were very young, some having just graduated from college or finished their Master’s Degrees. Some were still getting their Master’s. This fact, in addition to the inexistence of a tradition in the area of evaluation and monitoring of social programs in the public sector, resulted in the need for training staff. Over the course of just over two years of existence of the MDS, SAGI has invested in training not only by allowing staff members to attend training sessions but also by funding their participation in different courses on the evaluation of policies and social programs available in the country and even abroad. In addition, SAGI itself also funded a course entitled Training in the Evaluation of Social Programs in partnership with other institutions and universities. The participation of specialists in national and international seminars and congresses has also been fostered.

(the national budget amount approved by the National Congress and allocated yearly to the Ministry of Social Development) were used through cooperation projects involving multilateral organizations such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Food and Agriculture Organization (FAO) and the United Nations Development Program (UNDP).¹²

With the exception of government employees from previously existing agencies, employees requested from other public agencies and “specialists in public policy and government management”¹³, the MDS did not have its own staff. In light of this fact, this cooperation was crucial to the implementation of policies, including the evaluation and monitoring policy.

In regards to costs with the Secretariat for Information Evaluation and Management, considering the fact that the unit was built practically from the ground in about two years, the following resources were invested: approximately R\$ 3.8 million reais (US\$ 1.7 million) were invested in personnel (government employees, contractors, and national and international consultants performing different functions; this amount includes travel and per diem expenses). Approximately R\$ 1 million (US\$ 440 thousand) was spent until April 2006 in computer equipment, (costs with network installation and maintenance not included since costs with this network are covered by the budget for the Ministry as a whole). The amount includes costs with the acquisition of servers, computers, printers and software. About R\$ 400 thousand (US\$ 176 thousand) have been invested in training courses. Since 2004, research which has been carried out or is undergoing the engagement process has totaled a little over R\$ 35 million (US\$ 15.9 million), and this figure accounts for the greatest percentage of SAGI investments, the total of which has reached 40.6 million (US\$ 18.4 million). This, however, accounts for less than 1% of the resources invested in the programs which have been implemented. ANNEX IV presents resources invested in research and programs.

12. The lack of infrastructure and qualified human resources in ministerial agencies and the difficulties which result from the sluggishness of the government machine have made the development of projects through multilateral agencies a systematic occurrence within more dynamic government agencies as a tool to use resources more nimbly and to hire qualified staff for the development of projects.
13. These employees are part of a career group created in 1989 to foster professional training in the government sector. They are Ministry of Planning staff, but they may be transferred to any federal public agency.

2. Conceptual and Methodological Agreement

In light of the diversity of SAGI staff in terms of background and the lack of specific experience in the area, it was necessary to establish a minimum common conceptual framework regarding evaluation and monitoring. The number of available works on evaluation and monitoring is great, and it encompasses different concepts and conceptions. This required a definition by the Secretariat of that which was understood as monitoring and evaluation and an agreement on how these functions should be conducted as part of the programs and policy cycle.

Monitoring consists of continuous, routine supervision by managers of the development of programs and policies in relation to their goals and targets. This function is inherent to the management of programs. It should be able to provide managers with information, thus making it possible for corrective actions to be taken to improve program operations. This function is carried out through indicators which are provided regularly based on different sources of data. These indicators provide managers with information on the performance of programs, thus making it possible to verify the extent to which goals and targets are being achieved.

The concept of monitoring encompasses an ambiguity of sorts and might refer to two different processes (although these processes may be interrelated). On the one hand, as a form of program monitoring, it is an internal activity performed by the organization, a “distance procedure”. On the other hand, monitoring also refers to “on-site” processes, local checks, which are a form of quick, qualitative research through which managers, researchers or agents can verify the manner in which the implementation

is being carried out, as well as whether or not its objectives are being achieved. They can also check which problems are interfering with actions and processes and with the achievement of expected objectives.

An indicator is a value used to measure and follow the progress of a given phenomenon or the results of social processes. An increase or decrease in this value makes it possible for subsequent changes in the condition of this phenomenon to be observed. SAGI's monitoring indicators were divided into the following groups: "structure" – values related to physical-financial aspects, to infrastructure, etc; "processes" – values related to stages/relations which are part of the implementation of the program; and "results" – values related to the achievement of program objectives.

Indicators may also be created based on the results of evaluation research. Nevertheless, this is only effective if research can be repeated so that indicators can be compared over time; if they are comparable to similar indicators in other databases; or if they can be interpreted in light of a given objective. Evaluation indicators also express certain conditions related to "structure", "processes", and "results". The last category encompasses "impact" and "effect" indicators, according to the areas covered by the study which serves as the basis for the production of such indicators. Evaluation studies may have the following areas as their subject matter (Draibe, 2001):

- a) *Processes*: studies on matters that favor or hinder processes for the implementation of a policy or program, including its outline and its organizational and institutional dimensions.
- b) *Results*, which include:
 - *outcomes*, which refer to the "products" expected from the program as defined under its goals;
 - *impact*: changes in the condition of beneficiaries caused directly by the program. Impact evaluations seek to compare two similar population groups through quasi-experimental designs, measuring the differences observed between the two groups which result from exposure or non-exposure to a given program;
 - *effects*: other results of the program, either social or institutional in nature, expected or unexpected, which ensue from the development of the program.



Evaluation is often carried out through specific studies which seek to analyze aspects such as the relevance, efficiency, results, impact or sustainability of programs and policies in accordance with that which is set forth in their goals. The goal is to improve activities in progress and subsidize planning, programming and future decision making.

Generally speaking, evaluations are carried out by outside institutions through research studies which seek to answer specific questions, propose corrective measures and guide decision makers, managers and other participants in the processes of formulation and implementation. The objective of an evaluation may be to improve the quality of implementation processes or to reap results.

Depending on the objectives and on the subject being evaluated, studies may use different methodologies and refer to different fields of knowledge. A good practice in the area of evaluation of social policies and programs is the development of interdisciplinary studies which combine quantitative and qualitative methodologies. This makes it possible for a correlation to be drawn between different areas within a program or policy, but it is not always possible or applicable for several reasons.

From a public management point of view, the examination of pros and cons related to the designs and methods for research engagement presents at least four elements to be considered: 1) the goals of the research, or what one seeks to find out about the program; 2) available financial resources; 3) available sources of data; 4) the time frame for obtaining results.

The selection of the design and the resulting choice of methods will depend on the questions which need to be answered, the resources and sources of data which are available, and the amount of time after which results will be expected. The amount of time necessary for completion and the amount of resources spent will be greater the broader the research, the greater its representativeness, its combination of methods and the number of strata included in a sample.

Impact evaluations carried out by means of quasi-experimental designs which seek to establish causality relations utilize quantitative data gathering methods. Statistic and econometric models are then used to analyze data. These designs are widely recognized as legitimate by the international evaluation community, and they make it possible for comprehensive studies to be conducted involving large population samples. However, this

type of research is more expensive and time-consuming in terms of the achievement of results for decision makers.

In a “pragmatic” perspective, that is, one which is focused on problem resolution, evaluation is a crucial tool for the improvement of the program. This is true for process and outcome evaluations. In the case of both process and outcome studies, designs and methods are adapted to the context, to the issue being researched and to the scope of the research. They often combine quantitative and qualitative methods: surveys involving closed-ended questions, semi-structured and open interviews, observation, and other strategies. One of the advantages of these studies is the fact that they can, depending on their scope, be concluded more rapidly, providing managers with useful information and results which are more directly related to contextual situations.

Other types of studies developed by SAGI do not directly perform the evaluation function. Their purpose is to gather information for planning and programming the policies themselves. This was the case, for instance, with the survey on the beneficiaries of the Child Labor Eradication Program (PETI). Because the secretariat responsible for the program, the SNAS, only had data regarding resources allocated to municipalities, having no information whatsoever on the target audience, a survey was conducted involving the municipalities. They provided data which served as a platform for outlining a profile of beneficiaries and subsidizing the management of the program.

Other examples include two research studies on the social assistance network in Brazil. These studies were conducted in partnership with the Brazilian Institute of Geography and Statistics (IBGE), and their purpose was to subsidize investment and planning for the implementation and management of the Single Social Assistance System (SUAS). The first of these research studies mapped out all of the public structure according to which the policy was organized (associations, councils, institutions) and the service provision structure in Brazilian municipalities. The second mapped out the assistance network in the private sector, including information on the provision of assistance, the types of services offered, and human resources.

Some studies measure a certain phenomenon for the first time, and its results become a baseline which can be monitored through repetition of the

research after some time to verify whether the phenomenon investigated has changed in any way. This was the case with the Supplement on Food Security – a research study on the manner in which the population perceived the conditions of access to sufficient, good-quality food products. Data for this research was collected by the IBGE through the 2004 National Household Sample Survey (PNAD). Repeating this research, carried out for the first time in the country, will make it possible to monitor these conditions over time. Another study, also developed in partnership with IBGE, is a National Household Sample Survey 2006 Supplement on Child Labor, which will make it possible to monitor this phenomenon, which had already been measured in 2001 through use of a similar methodology.

Evaluation studies are always conducted in the form of applied research. Their results serve as a tool for both management improvement and policy accountability once they make it possible for the results of public investments to be judged based on empirical evidence.

3. The Evaluation and Monitoring System

The Evaluation and Monitoring System developed by SAGI is made up of two subsystems: one for monitoring and one for evaluation. These two subsystems are related, but they are independent from each other. Their setup is based on different procedures, methodologies and tools. An evaluation and monitoring system is not equal to a managerial information system even though data from the latter is a source for the establishment of the former. Below are the components and methodologies for the creation of both subsystems.

The Monitoring Subsystem

One of the goals of the creation of a monitoring system for programs developed by the Ministry of Social Development was the establishment of a continuous process to follow up on the performance of programs in relation to their targets. Through this process, it would be possible to measure results through the use of indicators provided regularly based on different sources of data and made available online.

One of the defining characteristics of the monitoring system is its high level of complexity and magnitude. Before the system could be established, it was necessary to set forth a series of definitions regarding data gathering procedures and sources to be used. Setting up the system required the creation of a database, the establishment of indicators for the programs, and the development of informational tools to deal with data, as described below.

Creation of the Database

The main type of raw material for a system to oversee social programs is operational data on these programs. In the case of the Ministry of Social Development, this information is not only produced internally by the agency's own departments and secretariats; it is also produced externally by other Ministries, mayor's offices, agencies at different federal levels (in states and municipalities), and civil society organizations.

When SAGI was established, the situation encountered in regards to data was that information was not integrated. It was necessary to identify the programs in progress which stemmed from the former ministries or had already been created under the management of the recently established MDS. It was also necessary to gather data on the information systems which provided technological support to these programs. Then, an exploratory and investigative path had to be followed, locating and mapping out all of the data available on these programs and the flow of this information through the Ministry.

The first step towards the development of this survey was checking which information was available and where it was available. The individuals responsible for the production of data in other secretariats within the MDS were identified, as were the agencies responsible for producing/managing data, the flow of information, and its main users.

Tool Development

The second step was an assessment on which tools and information systems were available at the MDS. This assessment followed an outline which contained four dimensions: structure, system, data input and data output. The result was the identification of twelve different information systems within the Ministry of Social Development, among which were the Single Registry of Social Programs (CadÚnico); the Information System for Physical and Financial Monitoring of Social Assistance Actions (SIAFAS-Web), which oversees the physical-financial aspects of continuous action programs in the area of social assistance; and the Review System of the Continuous Cash Benefit Program (REVAS-BPC-LOAS), related to low-income elderly and physically/mentally-challenged beneficiaries, in addition to spreadsheets for payments and resource reallocation.

This survey found out that, because they were created within different administrative structures and for different purposes, the systems vary greatly

in regards to the number and types of variables utilized, magnitude, scope, and level of maturation. For instance, while REVAS-BPC-LOAS and CadÚnico encompass the records of millions of beneficiaries in a decentralized fashion for the purpose of income transfer, some of the systems developed under the former MESA (the Special Ministry of Food Security) were managerial tools with aggregate-level information for internal use (BRITTO *et al.*, 2004).

With the exception of systems from the former MESA, generally smaller in scope, the main systems found within the Ministry of Social Development had been conceived by other organizations or were under their management. SIAFAS-Web, for instance, was outlined by the Getúlio Vargas Foundation (FGV) as part of an unfinished project for the creation of the Coordinated Network of Information on Social Assistance. This system is currently hosted by the Social Security Technology and Information Company (DATAPREV). Cadúnico, the *Bolsa Família* Program Payroll and REVAS BPC-LOAS are managed by outside agencies: CadÚnico is managed by Caixa Econômica Federal (CEF, a state-owned bank), and REVAS BPC-LOAS, is managed by DATAPREV as shown in the figure 2 below:

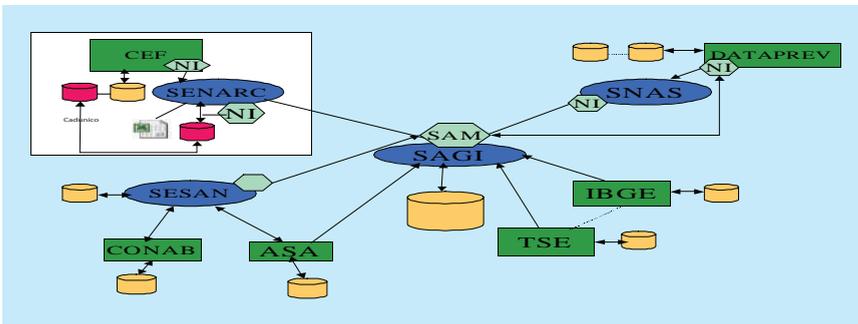


Figure 2: Data Repository of the MDS – organizational aspect

The figure 2 shows the current scenario in terms of the operation of SAGI's Social Information Evaluation and Monitoring System. The operation of this system follows the decentralized implementation of social programs. Data can be obtained in two ways: the first occurs when the information is produced at the local level in the municipalities, which send data directly and periodically to the secretariats responsible for management of the programs. The other manner occurs when managing or partner agencies such as Caixa Econômica Federal, the DATAPREV, the National Supply

Company (CONAB) and the Semi-Arid Coordination Group (ASA) take over data gathering, including information from municipalities and states.

Secretariats in charge of the programs receive data through information and managerial systems which are already available. SENARC (Income Transfer), SNAS (Social Assistance) and SESAN (Nutrition and Food Security) are the main sources of data for the Evaluation and Monitoring System. These secretariats send data to SAGI, the secretariat responsible for the creation of indicators for the programs and for the management of information. SAGI, however, has direct access to information from institutions like the IBGE and the Superior Electoral Court (TSE), among others.

Because most of the 5,564 municipalities in Brazil are small and have limited administrative and managerial capacities, several technological scenarios may be encountered depending on municipal capabilities. Most mayors' offices do not have unrestricted access to high-speed Internet, and this fact has provided the opportunity for different technological solutions to be employed to meet the unique institutional needs of municipalities and states. Consequently, in order for the responsibilities of each municipality to be promptly fulfilled, custom-tailored solutions are necessary in the collection of data used by the managerial systems which oversee programs.

The Development of Indicators

The development of monitoring and evaluation indicators for social development programs and policies takes place based on the collection of primary data on the several spheres to which the policy pertains: municipal, state and federal agencies which provide governmental and non-governmental services, social control organizations, etc. Primary data is provided by several different sources, and often it is the case that SAGI and the MDS have no control whatsoever over these sources. This results in one of the critical knots in the production of reliable indicators, one of the necessary conditions for the effectiveness of monitoring and evaluation.

The establishment of indicators requires great clarity in regards to the objectives and logic behind each program. It is always possible that too many indicators will be set forth, and these indicators may not always be capable of expressing the phenomena or the most significant conditions within the program. Data should also be produced at pre-defined intervals

and levels of aggregation so that indicators can be compared. The indicators were defined based on the following attributes:

- a) *validity*: the indicator's capability to measure the phenomenon which needs to be gauged;
- b) *reliability*: the quality of the data which will serve as the basis for calculation of the indicator;
- c) *sensitivity*: the indicator has to be sensitive enough to capture the necessary characteristics in relation to people or phenomena;
- d) *disaggregation*: the territorial level to which the indicator refers;
- e) *periodicity*: time intervals after which the indicator is updated. This depends on the periodicity with which the raw data is fed into the original database.

A new database which included the variables selected for the creation of indicators had to be prepared. A survey was then conducted on the variables related to programs which had already been entered into the Ministry's databases and systems, and this survey also included information on how often new data is received. For this survey, a spreadsheet on the following areas was filled out:

- a) *level of territorial aggregation*: information inferred from the data, such as municipality, state, Brazil, etc;
- b) *unit of reference*: unit on which data provides information, such as beneficiary, family, etc;
- c) *periodicity*: how often data is generated and entered into the information system, for example: monthly, bimonthly, annual;
- d) *source*: information system which provided the received data, for instance: CadÚnico, the National Household Sample Survey of the IBGE, etc.

Indicators were created based on this survey. Another spreadsheet was elaborated with space for the following elements: the title of the program, the title of the indicator, its description, the level of aggregation, classification, how often data is entered into the system and the calculation formula. This began with the simpler indicators, that is, those which could be created based on data from information systems available at SAGI.

The indicators were validated by the responsible secretariats. For their calculation, a short/ medium/long-term strategy was established, and their selection would depend on difficulties related to the collection of primary data. The first – short term – indicators to be calculated were the most obvious and basic ones, that is, those related to physical-financial aspects. The participation of the Evaluation and Monitoring Work Group in the process made it possible for a commitment to be made: secretariats, which held data on the programs, would send SAGI primary data at pre-established intervals of time so indicators could be calculated and the monitoring system could begin operating. The figure 3 is a template of the indicator spreadsheet.

The calculation of indicators depends not only on the conceptual definition and the formula but also on data treatment and programming, and the last two were performed by approximately 40 different banks, several secretariats and outside agencies (CEF, DATAPREV, etc) in different formats. An effort was made to achieve uniformity, maintaining, at the same time, only the variables which were necessary for the calculation of indicators. Unifying the banks was a laborious task due to the volume of data and the fact that the variables had been previously formatted according to different standards and patterns.

Development of Informational Tools

The calculation of indicators requires the use of computing tools to collect and process data and to make information available in several different formats, according to the type of program to be monitored. SAGI developed two tools for dealing with information: the Dictionary of Program Variables and Indicators (DICI-VIP) and the Social Information Matrix – MI Social.

Dictionary of Program Variables and Indicators – DICI-VIP

The DICI-VIP is a tool developed for online access. It stores information on variables, programs and indicators for all programs developed by the Ministry of Social Development. With this information, it is possible to retrieve data used by the Ministry in the calculation of monitoring and evaluation indicators. The DICI-VIP comprises several dictionaries:

Program	Indicator	Description	Disaggregation	Classification	Periodicity	Unit	Formula
Bolsa Família	Coverage of the <i>Bolsa Família</i> Program according to poverty estimates	Expresses the level of coverage of the <i>Bolsa Família</i> Program in a given geographic location, according to periodicity and level of disaggregation, based on the estimated number of families whose <i>per capita</i> income is no higher than R\$100.00.	Brazil/Region/Greater Region/Microregion/State/Municipality	Result	Monthly	Percentage	$i0019 = (\text{number of families receiving the } \textit{Bolsa Família} \text{ benefit} / \text{number of families whose } \textit{per capita} \text{ income is no higher than R\$100.00}) \times 100$ (one hundred) during the period considering reference disaggregation
Bolsa Família	Percentage of achievement of enrollment goals for the <i>Bolsa Família</i> Program	Expresses the relation between the number of families enrolled in CadÚnico whose <i>per capita</i> income is equal to or lower than R\$100.00 and the estimated number of families whose <i>per capita</i> income is no higher than R\$100.00.	Brazil/Region/Greater Region/Microregion/State/Municipality	Process	Monthly	Percentage	$i0016 = (\text{number of families enrolled in CadÚnico whose } \textit{per capita} \text{ income is equal to or lower than R\$100.00} / \text{estimated number of families whose } \textit{per capita} \text{ income is no higher than R\$100.00}) \times 100$ (one hundred)
Construction of Rainwater Cisterns	Number of rainwater cisterns built in each municipality served by the program	Expresses the number of rainwater cistern built in the municipality served by the program.	Brazil/State/Municipality	Result	Annual	Units	$i0020 = \text{Number of rainwater cisterns built}$
Construction of Rainwater Cisterns	Resources spent, on average, per rainwater cistern	Expresses the average cost of each rainwater cistern built.	Brazil/Region/Greater Region/Microregion/State/Municipality	Structure	Monthly	Reais	$i0119 = \text{amount allocated for the construction of rainwater cisterns} / \text{number of rainwater cisterns built}$

Figure 3: Indicator Spreadsheet



Dictionary of Variables

This dictionary records variables provided by several different sources, including the Ministry. Some of the sources utilized are forms, questionnaires and databases related to social programs developed by the Ministry of Social Development. For each variable in the dictionary of variables, there is an entry containing information on type (numerical, alphabetical, etc.); size (number of characters of the variable); whether the values of the variables are discrete or continuous; and the meaning of the variable to those who utilize it. In addition to these characteristics, each variable was classified as either atomic or compound. Atomic data cannot be broken up into other pieces of information. Compound data can be defined as a structure which comprises several pieces of information.

Dictionary of Indicators

This dictionary describes the purpose and use of social indicators. In addition, it stores mathematical formulas created based on variables from the dictionary of variables.

Dictionary of Programs

This dictionary records programs developed by the Ministry of Social Development. Several characteristics of each program are described, such as name, description, target audience, significant dates, and other information.

Dictionary of Sources

This dictionary lists the sources of all information included in the dictionary of variables and the dictionary of indicators. Each and every source from which data was utilized for any social program is stored in this dictionary, including information systems and electronic forms.

Desenvolvimento Social
Ministério do Desenvolvimento Social e Combate à Fome

Destaques do governo

MDS 0800 707 2003 FOME ZERO

DICI-VIP Dicionário social de Variáveis, Indicadores e Programas

DICI-VIP
Glossário
Tutorial
Sobre...

Dicionário de...
Variáveis
Indicadores
Programas
Fontes

Pesquisa avançada

Visite o Portal SAGI

O DICI-VIP Dicionário social de variáveis, indicadores e programas foi desenvolvido para armazenar, organizar e disponibilizar dados sobre as variáveis, indicadores e programas sociais do Ministério do Desenvolvimento Social e Combate à Fome.

A construção deste dicionário permite que se estabeleça uma base de conhecimento, a partir de dados básicos utilizados em questionários, formulários eletrônicos, documentos técnicos, planilhas de micro-dados e várias outras fontes. O DICI-VIP então, pode ser usado para organizar um repositório de dados que reúne estruturalmente em tabelas: nomes identificadores, significados e várias outras características, que descrevem com razoável precisão as variáveis e indicadores sociais, tão relevantes para os processos de avaliação e monitoramento dos Programas Sociais do MDS.

No caso dos programas sociais em particular, o DICI-VIP possibilita a caracterização das variáveis utilizadas para coleta, processamento e geração de informações, a fim de que se possa formular os indicadores sociais. A elaboração do dicionário de indicadores está vinculada à existência do dicionário de variáveis, uma vez que as fórmulas destes utilizam as variáveis elencadas segundo o desenho de cada programa social.

Informes

12/5/2006 - Apresentação da MI Social no evento de Inteligência Organizacional realizado em Brasília

12/5/2006 - Solução Utilizando Software Livre no MDS será apresentada no I Ensol

05/5/2006 - Dados do BPC e da SENARC do mês de março já estão disponíveis na Matriz de Informação Social 2006

RSS

Figure 4: DICI-VIP Tool

The figure 4 above shows the tool's main screen. In addition to the four dictionaries, the tool has a glossary of terms and a tutorial. On the right, news on the development of the tool is presented, as well as information which is relevant to the Secretariat and the Ministry.

The figure 5 shows the subsystem structure which supports the four dictionaries. This setup was created to organize the use of dictionaries through the use of tools which generate questionnaires and collect and export data. It should be observed that the creation of the dictionary of indicators is linked to the existence of the dictionary of variables. Moreover, the dictionary can be used to define the basic organization of a centralized or distributed data depository: the structure of the tables, using the names and characteristics of each information element (variables and indicators).

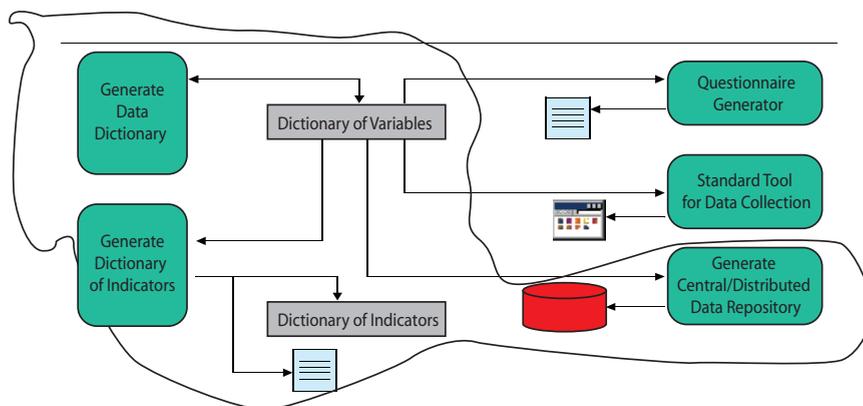


Figure 5: Monitoring and Evaluation Tools

Particularly in the case of social programs, the data dictionary makes it possible to characterize variables used for collecting, processing and generating information for the creation of indicators. For this purpose, it is necessary to have a set of variables linked through a formula calculated according to the logic of each indicator.

Social Information Framework

The Social Information Framework is a computing tool which makes information available in the form of indicators which can be visualized by area to seek information on the presence of social programs. It is also possible to use the tool to find out where a certain program is available in certain areas.

Social information may be visualized at several levels of disaggregation, including states, microregions, municipalities and special areas. Information is available, for instance, on rural and urban populations, constitutional funds, and social-economic data in all areas.

The Social Information Framework is connected to the DICI-VIP. Social indicators shown in the Social Information Framework originate from program variables and indicators stored in the DICI-VIP. The calculations reflect the fact that social data is frequently updated.

In addition to indicators and basic information on social programs developed by the Ministry of Social Development, demographic and social-economic information is also available for consultation through use of the tool at different levels of territorial aggregation. The information may be obtained in a variety of formats: spreadsheets, reports, tables, graphs, statistical maps, and theme maps, as shown in figures 6 and 7.

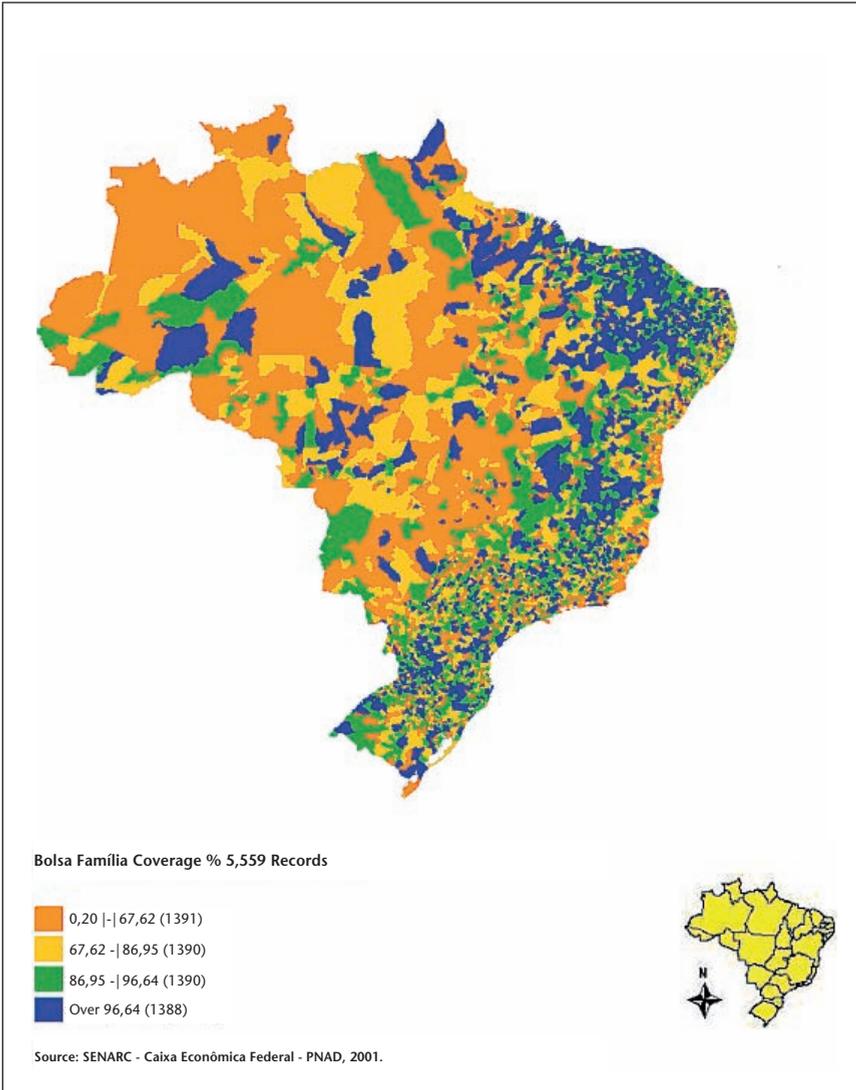


Figura 6: Social Information Matrix. Bolsa Família Coverage by Municipality 3/2006

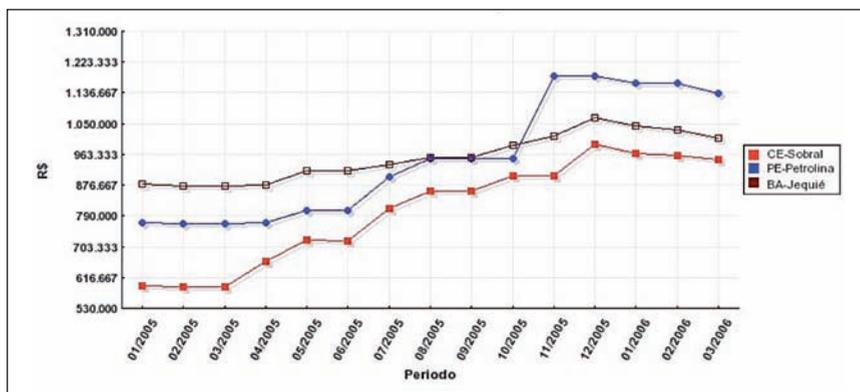


Figura 7: Bolsa Família - amounts allocated

The figure 6 presents a map of the coverage of the *Bolsa Família* Program in all Brazilian municipalities. Figure 7 exemplifies the monitoring of financial allocations in three municipalities. These results can be obtained in real time, and information is provided based on data entered into managerial information systems by the municipalities.

This information is made available to Ministry executives in order to provide transparency to the management of public policies and to facilitate decision-making within the MDS.

The Evaluation Subsystem

The decision on which studies should be carried out depends on the aforementioned equation, which must consider what has to be known about the program, which data and financial resources are available and the time frame for the achievement of results. Because 21 programs are directly managed by the MDS – in addition to a set of other actions which are not at this time structured as programs – the first criterion used to decide “where to start” and how much to invest in a study was based on the budget allocated for the program. In general, programs for which more resources were available utilized more resources in research. This can be verified in ANNEX IV. The list of research studies already engaged or in the process of being engaged is presented in ANNEX V.

Terms of Reference

After the selection of the program to be evaluated, a discussion is held involving a member from the secretariat in charge of the program in regards

to which aspects of the program will be included in the research. Next, SAGI begins the elaboration of the Terms of Reference (TOR), the tool used by national and international public organizations to establish the technical, legal and administrative parameters for solicitation notices to select and hire institutions to conduct research studies. Technical parameters define the scope, objectives, methodology, design, and costs of the program. Legal and administrative parameters pertain to prerequisites established by the Ministry of Social Development, Brazilian law or international organizations in relation to selection and hiring procedures. Among these prerequisites are MDS ownership of microdata and the profile and technical experience of the executing team. TOR minutes are submitted to the member from the secretariat in charge of the program for final validation.

The TOR is then submitted to the international cooperation agency in charge of managing the resources allocated to the project. The international cooperation agency verifies whether all requirements have been met and the TOR is published so the institutions which meet the specifications set forth in the solicitation notice may submit their bids to conduct the research. After the selection is made – according to the guidelines set forth in the solicitation notice and the decision of a technical committee set for this purpose – the institution which presented the best bid in regards to quality and price is selected.

Supervision of Studies

All phases of the studies are supervised by SAGI staff members. Even though the terms of reference define the area of the program to be evaluated (process or results) and a few methodological parameters (regional or national representative samples), details on the design, sample, and tools for data collection are established at a later time by the institution hired with SAGI's follow up and approval.

The research design and samples are defined considering the available resources and sources of data. The random selection of representative samples depends on the existence of and the access to records. However, there are cases in which the MDS does not have a registry of program beneficiaries. This occurs when resources are allocated directly to municipalities, which in turn transfer them to beneficiaries. Another instance at which this may occur is when programs are developed through outside organizations rather than

the Ministry of Social Development. This makes some databases which are relevant to the research unavailable to the Ministry, and access to them has to be obtained through negotiations with these organizations.

Once the sample has been defined, a proposal for a data collection tool (questionnaire, interview script) is elaborated by the contracted institution based on issues to be investigated. This proposal is then submitted to SAGI for discussion and approval. In general, the methodology for the research, including the sample and the data collection tools, is the first product set forth in the disbursement schedule for contracted studies.

During data collection, a staff member from SAGI seeks to make at least one field visit with researchers from the contracted institution.¹⁴ The objective is to oversee the development of field work, understand the local context, talk with beneficiaries and foster the staff's own learning. Because SAGI is a unit which contracts out research services, the staff develops work primarily internally, in the "office". Unlike managers in the secretariats in charge of the programs, SAGI professionals do not often have the opportunity to get to know the operation of the programs at the local level. Going to the field is a learning moment for the staff because specialists can participate, together with more experienced researchers, in the field work experience, which contributes to, among other things, the improvement of their ability to supervise the development of the research.

Results

Publicizing research results involves the following stages: submitting the final report to the managers, presenting results at the MDS, launching publications and making microdata available to the public. When the final report is approved, the results "belong" to the managers responsible for the program – after all, they are SAGI clients. In some cases, meetings are held with responsible managers and researchers so discussions on issues pointed out in the reports can be deepened. Data, information and recommendations in the final reports are then evaluated by managers so

14. There was an exception in the cases of the Impact Evaluation for the *Bolsa Família* Program and the Implementation Evaluation for the *Bolsa Família* Program, carried out in the same municipalities as the Impact Evaluation. It was agreed that the MDS would have no knowledge of which municipalities would participate in the research in order to prevent any possibility for interference on the part of the management of the program.

the necessary actions can be taken, this last step being especially applicable to process evaluations.

Research results are presented by the researchers who conducted the research to MDS personnel and guests from outside organizations involved in the theme. Research results are also made public through publications such as the Social Development Journal and books, as shown in ANNEX VI. The objective of these publications, in addition to publicizing the results of evaluations, is to subsidize technical and political discussions on social development policies and programs.

The last stage involves making microdata available to the public. According to contract guidelines, this data belongs to the Ministry of Social Development. Four months after the results of the research are made public, microdata – without any personal identification on interviewees – is to be made available to the Social Information Consortium (CIS)¹⁵. Because microdata is an important source for research, making it available to the scientific community is a way to increase the efficiency of public resources invested in research while at the same time fostering transparency and accountability in relation to the results of these investments. In addition to describing and documenting the databases it receives, CIS informs the donor of requests for information transfers, which makes it possible to evaluate the impact of studies on the scientific community.

15. The Social Information Consortium resulted from a project developed by the Center for Support to Research on the Democratization and Development of the University of São Paulo (NADD-USP) in partnership with the National Association of Graduate Studies and Research in Social Sciences (ANPOCS).

1- Discussion	2- Terms of reference	3- Hiring
<p>SAGI/SIC</p> <ul style="list-style-type: none"> • Definition of the evaluation to be carried out • Relevance of the proposed study 	<p>SAGI/SF</p> <ul style="list-style-type: none"> • Elaboration of the TOR by the SAGI • Revision of the TOR by the SIC 	<p>International Cooperation Agency</p> <ul style="list-style-type: none"> • Approval of the TOR • Hiring the executing institution (EI) which presents the best project
4- Meeting/ Important decisions	5- Research monitoring	6- Final results - Recommendations
<p>SAGI/SIC/EI</p> <ul style="list-style-type: none"> • Definition of issues relevant to the study • Making data necessary for the development of the research study available 	<p>SAGI/EI</p> <ul style="list-style-type: none"> • Development of research tools • Field visits • Evaluation and approval of partial reports and of the final report 	<p>SAGI/SF/EI</p> <ul style="list-style-type: none"> • Recommendations based on the evaluation (EI) • Meetings with managers • Feedback to programs
7- Publicizing results	8- Publications	9- Making microdata available
<p>SAGI/SF/EI</p> <ul style="list-style-type: none"> • Presenting final results to the Ministry of Social Development • Seminars open to the outside public 	<p>SAGI</p> <ul style="list-style-type: none"> • Journals • Research Reports • Books 	<p>SAGI</p> <ul style="list-style-type: none"> • Sending files containing research microdata to CIS
<ul style="list-style-type: none"> • SAGI = Secretariat of Evaluation and Information Management • SIC = Secretariat in Charge of Programs • EI = Executing Institution • CIS = Social Information Consortium 		

Figura 8: The Evaluation Cycle

4. Final Considerations

In Brazil, the creation of a horizontal unit within a ministerial structure for the evaluation and monitoring of social assistance policies and programs is, in several ways, an innovation. The incorporation of evaluation and monitoring into management and decision making, in addition to adding quality to management and to the development of programs based on information and data analysis, strengthens a culture of transparency and accountability in public management. As a Ministry of Social Development initiative to modernize policy management, it is also part of a process whose purpose is the improvement of the efficiency, efficacy and effectiveness of a set of actions developed by the government.

SAGI took on a specific role in the social division of work in the field of evaluation: contracting agency. Even though staff members often conduct studies and surveys and analyze specific issues¹⁶, the role of research developer was never taken. This would not be feasible within a ministerial structure and having the evaluation of the set of MDS programs and policies as the goal.

SAGI's role as a contracting agency for studies resulted in at least three different types of gain: an improvement in regards to scale, since it was possible to contract out a significant number of research studies over a relatively short period of time; diversity, since the strategy which was established involved the engagement of different types of studies with differing designs, approaches and methods; and quality, once it was possible to select the institutions which were more adequate for the development of each kind of study. The studies ranged from large national research studies, developed in partnership with the Brazilian Institute of Geography (IBGE)

16. These analyses are generally done in the form of Technical Notes to provide the MDS with a platform from which to discuss certain themes.

and Statistics, to quasi-experimental, longitudinal impact evaluations, as well as case studies utilizing an anthropological approach.

The success of this strategy, however, is owed to the decision to engage a small and qualified multidisciplinary staff with enough experience in the area of research to make the right choices regarding contractors and enough theoretical and methodological knowledge to evaluate the final products. A non-bureaucratic, flexible management, focused on the recognition of individual capabilities, autonomy and staff responsibility, was a decisive element in the creation of a significant set of research studies, tools, publications, and courses over such a short period of time. Even in other areas within the social policy sphere which have been consolidated for a longer period of time, units which are equivalent to the SAGI, when integrated into ministerial structures, are smaller and do not have the same capacity in regards to execution and aggregated technical capability.

SAGI developed its own institutional evaluation model, including a procedural routine for the evaluation cycle which involves the definition of the issue, the elaboration of the terms of reference for research, the solicitation process, monitoring, information distribution and the regular publication of results.

From a monitoring standpoint, the creation of the Social Information Matrix had two main consequences: the first was the fact that it became a powerful management tool, having aggregated information at the municipal level for the first time in the social protection area; the second was the fact that the operation of the Social Information Matrix led to the resolution of at least three types of problems related to information in the MDS: production, standardization and data updates.

The systems and programs inherited from the three governmental structures from which the current ministry originated were not a system per se, and they did not include the evaluation and monitoring function. When the function and the guidelines for an evaluation and monitoring policy were established, ensuring the provision of physical, financial and human resources to the activities, the organizational and institutional conditions were created for the construction and implementation of the system.

One of the great challenges in the area of social development in Brazil today is the establishment of a social protection system. Facing this challenge involves the integration of actions and programs developed

by the MDS starting at the family and at the territorial level, and it also involves complex coordination between different participants, agencies and organizations. The establishment of an evaluation and monitoring system which is sensitive to this complexity is a requirement for the effective integration of the several areas and programs which currently converge in the field of social development policies. The Ministry of Social Development has, throughout the process of implementation of the policy, created the technical and operational conditions necessary for management effectiveness. In order for evaluation and monitoring to no longer be an innovation, and for these elements to be effectively incorporated into our culture – beliefs and practices – in the field of policies, it is necessary to ensure their continuity.

The establishment of evaluation and monitoring in the social area, a field in which there is great demand for the engagement of career government employees and staff training, is leading to an increase in the qualifications of human resources. The fulfillment of the system's operational capacity, guided by indicators and shared concepts on areas which are common to all programs (such as target audience, coverage, benefits, etc.), fosters the creation of a common identity in the area, especially at a time when the intention is to implement a paradigm shift, expanding coverage and improving the quality of the services offered.

After a little over two years of operation, the experience and the evaluation and monitoring model developed at the Ministry of Social Development are being studied by the World Bank and the FAO. International discussion has strengthened not only with multilateral agencies but also with public and private research institutions, independent researchers, managers, and specialists; this type of partnership between the government and institutions was previously practically inexistent in the area of evaluation and monitoring.

The establishment of evaluation and monitoring as part of government agencies brought the technical sphere closer to the management of policies. There are certainly several challenges to this closeness since these two areas have different time frames, needs, practices, forms of discourse and evaluation criteria. A manager needs to provide quick answers to solve problems and thus has much less time than that which is necessary to produce knowledge on a certain issue.



The results of studies validated by the scientific community are tools which have the capability to lead to some form of agreement between different stakeholders (implementers, policy and decision makers, opinion formers, the civil society, legislators), who often have diverging interests and ideas regarding the results of programs and policies. In this regard, the great innovation brought about by the MDS in the evaluation and monitoring area was the creation of institutional tools that make possible not only the interaction between technical and scientific knowledge and policies but their effective use in the provision of feedback to these policies.

List of Abbreviations

- ANPOCS** – National Association of Graduate Studies and Research in Social Sciences
- ASA** – Semi-Arid Coordination Group
- BPC** – Continuous Cash Benefit Program
- CadÚnico** – Single Registry of Social Programs
- CEF** – Caixa Econômica Federal
- CGU** – Federal Anti-Corruption Office
- CIS** – Social Information Consortium
- CONAB** – National Supply Company
- CRAS** – Social Assistance Reference Center
- DATAPREV** – Social Security Technology and Information Company
- DFID** – Department for International Development
- DICI-VIP** – Dictionary of Program Variables and Indicators
- FAO** – United Nations Food and Agriculture Organization
- FGV** – Getúlio Vargas Foundation
- IBGE** – Brazilian Institute of Geography and Statistics
- IBRD** – World Bank
- IDB** – Inter-American Development Bank
- IUPERJ** – Rio de Janeiro University Research Institute
- LOAS** – Social Assistance Organic Law
- MAS** – Ministry of Social Assistance
- MDS** – Ministry of Social Development and the Fight against Hunger
- MESA** – Ministry of Food Security and the Fight against Hunger
- MI Social** – Social Information Matrix
- MOST** – Management of Social Transformations Programme
- MPU** – Office of the Attorney General
- NAAD-USP** – Center for Support to research on the Democratization and Development of the University of São Paulo
- PAA** – Food Procurement Program
- PAIF** – Family Attention Program
- PETI** – Child Labor Eradication Program
- PNAD** – National Household Sample Survey

PPA – Pluriannual Plan

REVAS-BPC-LOAS – Review System of the Continuous Cash Benefit Program

SAGI – Secretariat of Evaluation and Information Management

SAIP – Secretariat of Institutional Articulation and Partnerships

SENARC – National Secretariat on Citizenship Income

SESAN – Secretariat of Food and Nutricional Security

SIAFAS-Web – System for Physical and Financial Monitoring of Social Assistance Actions

SNAS – Nacional Secretariat of Social Assistance

SPOA – Subsecretariat of Planning, Budget and Management

SUAS – Single Social Assistance System

TCU – Brazilian Court of Accounts

TOR – Terms of Reference

TSE – Superior Electoral Court

UNDP – United Development Program

UNESCO – United Nations for Educational, Scientific and Cultural Organization

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Annex I – Summarized Description of MDS Programs

SENARC – National Secretariat on Citizenship Income

Bolsa Família Program: this is a cash transfer program with conditionalities in the areas of health and education for poor families whose monthly per capita income does not exceed R\$ 120,00 (US\$ 53.33). This program links access to basic social rights – health, food, education and social assistance – to the provision of this financial benefit. The amount transferred varies from R\$ 15,00 (US\$ 6.67) to R\$ 95,00 (US\$ 42.22) per month, depending on the social condition of the family and on the presence of school-age children, pregnant women or nursing mothers.

SNAS – National Secretariat of Social Assistance

Child Labor Eradication Program (PETI): this program seeks to eradicate child and adolescent labor (among youths aged less than 16 years) through the provision of a R\$ 40,00 (US\$ 17.78) monthly stipend per child performing urban labor activities and a R\$ 25,00 (US\$ 11.11) monthly stipend per child performing rural labor activities. Families, in turn, have to enroll their children in school and see that they attend after-school sessions under the Jornada Ampliada (Extended School Day) Program.

Continuous Cash Benefit Program (BPC): constitutionally-ensured benefit which establishes the provision of one minimum salary per month to individuals over 65 years of age and physically-challenged persons whose monthly per capita family income is below $\frac{1}{4}$ of the minimum salary.

Youth Agent: for at-risk youths aged 15 to 17. A stipend of R\$ 65,00 (US\$ 28.89) for theoretical and practical training so that youths will remain in school and prepare for entry into the labor market through the development of specific activities.

Basic Social Protection for Children Aged 0 to 6 (PAC): technical and financial support to programs and projects developed by states, municipalities and social agencies to serve children, valuing social-familial interaction.

Attention to Disabled Persons (PPD): technical and financial support to states, municipalities and institutions which develop actions for the basic and special social protection and social inclusion of disabled persons (as well as their families) who are vulnerable due to poverty or personal and social risk.

Attention to Senior Citizens (API): technical and financial support to services for basic and special social protection and to social organizations which serve elderly individuals in poverty-related vulnerable conditions.

Program to Combat the Sexual Abuse and Exploitation of Children and Adolescents (Sentinela): Specialized and multi-professional social actions for children and families of children victimized by sexual violence and abuse.

Family Attention Program (PAIF): social-assistance service to monitor vulnerable families, developed by Social Assistance Reference Centers (CRAS).

SESAN – Secretariat of Food and Nutrition Security

Food Acquisition Program (PAA): this program seeks to foster the production of food products through family-based agriculture, allowing the purchase, through several methods, of products valued at a maximum of R\$ 2,500 (US\$ 1,111.11) per small farmer/year, and the subsequent distribution of these products to individuals in a situation of food insecurity. It also seeks to provide support to social programs developed by states and municipalities and to create a stock of food products.

Construction of Rainwater Cisterns: construction of rainwater cisterns for low-income families living in municipal rural areas who have no water wells or other means to store water adequately.

Basic Food Basket Distribution: Distribution of basic food baskets to families in a situation of nutrition risk, families in camps, indigenous communities,

the remainders of maroon communities, communities affected by dam breakages and others in emergency situations. Some of the products in these baskets are those purchased from family agriculture farmers through the PAA.

Community Vegetable Gardens: Implantation of community vegetable gardens, nurseries, crops and orchards to improve food security conditions within poor communities.

Community Kitchens: Implantation of small units to produce meals in densely populated areas, including subnormal settlements (defined as locations with more than 50 inhabitants where homes are precariously built and there is a lack of infrastructure and services).

Low-Income Restaurants: Increase in the supply of nutritionally-balanced, safely-made, ready-to-eat meals at low prices through the establishment of partnerships between restaurants and state and/or municipal governments.

Nutrition Education: Distribution of information on food security practices through different tools, valuing the improvement of consumption and eating habits and the valorization of regional/local foodstuffs.

Food Banks: Organization of food donations from farmers and local businesses involving products which are improper for sale but appropriate for human consumption, and allocation of these products to institutions which make and distribute free meals to individuals in a situation of nutritional vulnerability.

Annex II – Minute of the Ministerial Order on the Evaluation and Monitoring Policy of the MDS



MINISTRY OF SOCIAL DEVELOPMENT AND THE FIGHT AGAINST
HUNGER

MINISTERIAL ORDER NUMBER nnnn, OF mm dd, 2006

Establishes and regulates the Evaluation and
Monitoring Policy of the Ministry of Social
Development and the Fight against Hunger.

THE STATE MINISTER OF SOCIAL DEVELOPMENT AND THE FIGHT AGAINST
HUNGER, in the exercise of his legal attributions established by Article 87 of the
Federal Constitution; item 2 under Article 27 of Law number 10.683, dated May
28, 2003; and Decree number 5.550, dated September 22, 2005, sets forth:

Title I

Object and Goals of the Evaluation and Monitoring Policy

Article 1. The purpose of the Evaluation and Monitoring Policy is to analyze the
processes, products, and results related to programs and actions developed or
funded by the Ministry of Social Development and the Fight against Hunger.

Article 2. Monitoring actions are those which seek to monitor the implementation and development of programs and actions, with the purposes of obtaining information to support day-to-day management and decision-making and identifying possible issues early on.

Sole Paragraph – The following activities can be defined as monitoring actions (no damages are implied to other actions which follow the definition herein):

I - establishment of a minimum set of indicators which must be monitored by each program or action;

II - establishment of the minimum set of data which must be collected by each program or action;

III - systematic supervision of the physical and financial development of programs and actions;

IV - creation and implementation of information systems for the programs and actions;

V - systematic collection or receipt of data related to programs and actions;

VI - on-site supervision of programs and actions developed by the Ministry of Social Development or its governmental/non-governmental partners;

VII - production of indicators related to the programs and actions;

VIII – analysis of the indicators related to the programs and actions.

Article 3. The Ministry of Social Development shall demand, in exchange for funding programs and actions developed by governmental and non-governmental partners, that these partners regularly submit to the Ministry all data necessary for the development of monitoring activities.

Article 4. Any study or research related to the programs and actions will be considered an evaluation activity if its objectives include any of the goals mentioned under this article:

I - analysis of the implementation of programs and actions;

II - analysis of the immediate results of programs and actions;

III - analysis of the impact or effects of programs and actions;

IV - analysis of the efficiency, equity, efficacy or effectiveness of programs and actions;

V - analysis of the profile of beneficiaries of the programs and actions;

VI - elaboration of diagnostic evaluations on the profile of the demand;

VII - evaluation of the level of satisfaction among beneficiaries/users;

VIII – evaluation of the quality of services provided;

IX - elaboration of baseline studies.

Sole Paragraph – The evaluation actions described under items III, IV, VII and VIII of Article 4 will be carried out, preferably, in partnership with universities and research institutions.

Article 5. Evaluation actions are different in regards to their nature and objective from supervision and auditing actions, and must be distinguished from the latter.

Title II

Principles and Guidelines for the Evaluation and Monitoring Policy

Article 6. The Evaluation and Monitoring Policy of the Ministry of Social Development and the Fight against Hunger is based on the principles of ethics, transparency, impartiality, and non-bias.

Article 7. From an organizational standpoint, the establishment and the development of all evaluation and monitoring actions are guided by the principles of cooperation, coordination and integration between agencies within the MDS.

Article 8. The tenets of the Evaluation and Monitoring Policy are to contribute to the betterment of public management, strengthening elements which contribute to an increase in the accountability, efficiency, efficacy, and effectiveness of public policies, and to foster social control over public policies.

Sole Paragraph – Evaluation and monitoring actions shall contribute to the supervision of Pluriannual Plan Programs.

Article 9. The elaboration and implementation of MDS programs and actions shall take into consideration the need for monitoring and evaluation and provide the necessary means for their development, especially in regards to the definition of indicators and to the regular provision of necessary data by the developers of the program or action.

Article 10. The Ministry of Social Development holds all proprietary rights over information and data collected through studies or research funded by it. Information and data shall therefore be passed on to the MDS in its entirety, regardless of who carried out the studies or research.

Title III

Tools for the Development of the Evaluation and Monitoring Policy

Article 11. The development of the Evaluation and Monitoring Policy shall be ensured, among other means, by the set of tools defined in the items under this article.

- I - annual Evaluation and Monitoring Plan;
- II - monitoring System;
- III - physical/Financial Execution Evaluation Report;
- IV - specific Evaluation Reports;
- V - biannual Reports on Monitoring Indicators;
- VI – annual Report on Funding for Social Aid in Brazil;
- VII – annual Report on Monitoring and Evaluation Actions.

Article 12. The Annual Evaluation and Monitoring Plan shall be outlined according to the definitions set forth in the items under this article:

- I – the Plan shall indicate which MDS programs and actions should be prioritized by evaluation actions to be developed during the year subsequent to that of its elaboration;
- II – the Plan shall take into consideration evaluations done previously by the MDS or other institutions during its elaboration;
- III – the Plan shall propose initiatives for the betterment of monitoring activities;

IV – a Work Group with representatives from the secretariats, the executive secretariat, the Zero Hunger Program, and the Minister’s Office shall elaborate the Plan in a participatory manner under coordination of the SAGI;

V – the Plan shall be elaborated and approved by the Work Group by August of the year before its implementation;

VI – the Plan shall record information on monitoring and evaluation actions developed under the responsibility of the Secretariat for Information Evaluation and Management, and it shall also record information on evaluation actions developed by any other agency within the Ministry.

Article 13. The Annual Monitoring and Evaluation Plan shall set forth provisions for periodic revisions during which actions might be included or excluded. The inclusion or exclusion of actions will, however, be contingent upon relevant justification and agreement on the part of Ministry agencies affected by these changes.

Article 14. Specific Evaluation Reports shall be presented to and discussed with the internal agency responsible for the program, service, or action evaluated.

§1 A public report shall be prepared on all studies and research for which specific financial resources are used.

§2 Reports on studies and evaluations shall, when applicable, present recommendations for the policies and programs in question.

Article 15. The Monitoring System establishes the minimum set of indicators to be used for monitoring programs and actions developed by the Ministry and makes information on their current values available periodically.

Sole Paragraph – The periodicity of indicator updates shall depend on the periodicity of data updates by information sources.

Article 16. Biannual Monitoring Reports shall be prepared based on data received and processed by the Monitoring System, and they shall include

a qualitative and quantitative analysis of the performance of programs and actions developed by the Ministry.

Article 17. The Annual Report on Monitoring and Evaluation Actions shall present a summary of the main conclusions, results, and recommendations of studies and research developed over the course of the year.

Sole Paragraph – The Report shall be submitted to the Executive Secretariat no later than January of the following year.

Title IV

Scope of Action and Responsibilities of MDS Internal Agencies in the Execution of the Monitoring and Evaluation Policy

Article 18. The Secretariat for Information Evaluation and Management is the agency responsible for coordinating the Monitoring and Evaluation Policy.

Article 19. Monitoring and evaluation actions carried out by SAGI, or by the institution hired by SAGI for that purpose, shall follow the guidelines set forth in the Annual Plan for Evaluations.

Sole Paragraph – In order to detail the technical-operational aspects of the objectives and methodologies for each evaluation and monitoring action set forth in the Annual Plan, SAGI shall act in coordination with the high-level secretariats responsible for the development of a given program or action.

Article 20. SAGI, observing the competencies established by Decree number 5.074 of 2004, shall be in charge of the actions and responsibilities set forth in the items under this article:

- I – coordinating the elaboration of the Annual Monitoring and Evaluation Plan;
- II – evaluating the quality of Specific Evaluation Reports;
- III – validating the indicators that make up the Monitoring System;
- IV – preparing Biannual Reports on Monitoring Indicators;
- V – preparing the Annual Report on Monitoring and Evaluation Actions;
- VI – developing, either directly or in partnership with other institutions,

the evaluation activities set forth in the Annual Monitoring and Evaluation Plan, with the exception of those explicitly under the auspices of another internal agency within the Ministry;

VII – developing, in partnership with the Zero Hunger Program and the Subsecretariat of Planning, Budget and Management (SPOA), activities to monitor Zero Hunger actions within the scope of action of the Ministry;

VIII – developing monitoring actions to complement those developed by other Secretariats, especially those cited in Items I, II, VII and VIII of the Sole Paragraph under Article 2;

IX – providing other internal agencies with information on monitoring and evaluation activities under its responsibility whenever this information is requested;

X – making information on printed materials, events, and seminars, as well as the results of studies and research set forth in the Annual Plan, available on the Internet;

XI – maintaining a public documentation center with all studies and evaluations produced by the MDS.

Article 21. Each internal agency shall be responsible for monitoring programs and actions under its responsibility, especially in regards to the activities cited in Items III, IV, V and VI of the Sole Paragraph under Article 2.

§1 The agencies responsible for the management of programs and actions shall request SAGI’s support whenever the activities developed are related to those described in Items I, II, IV and VII of the Sole Paragraph under Article 7.

§2 It is mandatory that the development of activities related to Item IV of the Sole Paragraph in Article 2 be analyzed by the Technology and Information Managing Committee, established by Ministerial Order 556 of November 11, 2005.

Article 22. Every agency within the MDS shall be responsible for providing SAGI with documents, information and data necessary for the development of Monitoring and Evaluation actions.

Article 23. Agencies within the MDS shall be responsible for submitting copies of every study and research they develop to SAGI, with no need for advance requests, so the studies and research can be incorporated into the collection of the documentation center cited in item XI of Article 20.

Article 24. The SPOA shall be in charge of monitoring the physical-financial execution of programs and actions developed by the Ministry and preparing the reports cited in items III and VI of Article 11.

Sole Paragraph – SPOA shall make data, information, and documents related to the physical-financial execution of programs and actions available to all other agencies within the Ministry when these documents, data and information are necessary for the development of the monitoring and evaluation activities developed by these agencies.

Article 25. The Executive Secretariat shall be responsible for ensuring cooperation between agencies involved in the development of the Monitoring and Evaluation Policy.

Article 26. This Ministerial Order shall enter into effect upon publication.

Annex III – Human Resources

Staff at the Secretariat of Evaluation and Information Management, according to function and degree:

Function	Degree					Total
	High School	Undergraduation	Specialization	Master's	Ph.D.	
Direction		2	1	3	5	11
Administration/Management		2	1			3
Administrative Support	2	3				5
Professionals	3	13	1	9	2	28
Professionals in Training	3					3
Total	8*	20**	3	12	7	50

Source: SAGI, 2006.

* All currently enrolled in college.

** Four currently enrolled in a Master's Program.

Staff at the Secretariat of Evaluation and Information Management, according to major and degree:

Major	Degree				Total
	Undergraduation	Specialization	Master's	Ph.D.	
Law		1			1
History	2				2
Social Service			1		1
Social Science/Political Science	3		3	2	8
Economics	2		2		4
Pedagogy	1				1
Psychology	1				1
Medicine/Public Health				3	3
Chemistry/Nutrition			2	1	3
Agronomy		1	1		2
Statistics	2		2		4
Information and Communication Technology	5		1	1	7
Administration	2				2
Library Science	1				1
Architecture		1			1
Office Administration	1				1
Total	20	3	12	7	42

Source: SAGI, 2006.

*This category includes degrees in the areas of Information System Management, Computer Science, and Telematic and Engineering Technology.

Annex IV – Resources Invested in Research and Programs

MDS Social Programs	Resources Invested (US\$)		Relation between resources invested in research and resources invested in programs (a)/(b) (%)
	Research (a)	Program (b)	
<i>Bolsa Família</i>	8,863,499.09	4,310,657,583.64	0.206
BPC	265,909.09	6,039,257,161.89	0.004
Sentinela	129,545.45	27,809,127.27	0.466
PETI	1,495,454.55	426,190,622.73	0.351
Youth Agent	239,714.77	53,035,616.98	0.452
PAIF	3,377,727.27	56,497,363.64	5.979
PAA	680,545.45	91,801,216.70	0.741
PAA-Milk	115,863.64	76,631,793.64	0.151
Rainwater Cisterns	225,301.72	53,319,197.35	0.423
Low-Income Restaurants	63,869.55	40,059,543.25	0.159
Nutrition Education	159,090.91	6,256,411.36	2.543
Basic Food Baskets	209,090.91	61,434,895.36	0.340
Food Banks	90,909.09	2,848,377.09	3.192
Total	15,916,521.50	11,245,798,910.89	0.142

Source: Ministry of Social Development and the Fight against the Hunger.

a. Resources invested in programs in 2004 and 2005

b. Includes all evaluations (2004-2006)

Annex V – Studies Engaged

Program	Research		International Cooperation Agency	Description	Expected Conclusion
<i>Bolsa Família</i>	1	Study on the importance of income transfers to municipalities		Analysis of the importance of the volume of income transferred by the <i>Bolsa Família</i> Program according to the type of municipality.	Concluded
	2	Longitudinal Household Study – Impact of the <i>Bolsa Família</i> Program on family expenditure and consumption – First Phase	UNDP	Evaluation of the program's impact on expenses related to food, education and health; anthropometric measurements and malnutrition indicators; gender relations and intra-familial allocation of resources.	2nd semester 2006
	3	Evaluation of the implementation of the <i>Bolsa Família</i> Program	World Bank/UNDP	Evaluation of the local management of the <i>Bolsa Família</i> Program and its relation to the results of the program within the municipality.	2007
	4	Service Provision and Local Economy	World Bank/UNDP	Evaluation of the management of the program and its impact on the institutional capacity of municipalities, local economy, and the provision of social services.	2007
	5	Survey involving <i>Bolsa Família</i> beneficiaries	UNDP	Research on how beneficiaries see the <i>Bolsa Família</i> Program: the degree to which beneficiaries know about the program and their evaluation regarding the importance of the initiative in the improvement of their living conditions.	Concluded
	6	Evaluation of the Single Registry – Focus on the Northeastern Region	World Bank/UNDP	Evaluation of enrolment levels and recent re-registration in the Single Registry.	2007

Program	Research		International Cooperation Agency	Description	Expected Conclusion
<i>Bolsa Família</i>	7	Case studies on social control	World Bank/UNDP	Evaluation of the program's operation in terms of social control and its effects in regards to social capital.	2007
	8	<i>Bolsa Família</i> Impact Evaluation – Second Phase	World Bank/UNDP	Evaluation of the program's impact on expenses related to food, education and health; anthropometric measurements and malnutrition indicators; gender relations and intra-familial allocation of resources.	2007
	9	Evaluation of the results of the <i>Bolsa Família</i> Program on gender relations	DFID	Evaluation of the program's effects on gender relations and the empowerment of beneficiary families through qualitative case studies conducted in 10 municipalities.	2nd semester 2006
	10	Evaluation of the impact of the <i>Bolsa Família</i> Program in terms of empowerment in gender relations	DFID	Evaluation of the program's impact in terms of the empowerment of female beneficiaries.	2007
	11	Evaluation of the impact of the <i>Bolsa Família</i> Program on the school performance of children in beneficiary families	World Bank/UNDP	Data collection and evaluation of the impact of income transfers carried out under the <i>Bolsa Família</i> Program on the school performance of children and adolescents in beneficiary families.	2007
	12	Research involving <i>Bolsa Família</i> beneficiaries on Food and Nutrition Security conditions	UNDP	Measurement of the perceptions of Program beneficiaries in regards to the improvement of their living conditions, especially in relation to changes in the quality and the amount of food consumed by beneficiary families.	Concluded



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Program	Research		International Cooperation Agency	Description	Expected Conclusion
<i>Bolsa Família</i>	13	Social-epidemiological impact of the <i>Bolsa Família</i> Program	UNDP	Evaluation of the impact of the <i>Bolsa Família</i> Program considering its results in relation to the nutritional situation of children in beneficiary families.	2nd semester 2006
	14	Impact of <i>Bolsa Família</i> on nutritional conditions, done in partnership with the Ministry of Health and the Federal University of Pernambuco.	UNDP	Quantitative transversal study, this being the third follow up, carried out one year after the transformation of the Food Assistance Program into the <i>Bolsa Família</i> Program.	2nd semester 2006
	15	Study on the result of audits done by outside organizations unrelated to the MDS – The Brazilian Court of Accounts (TCU), the Federal Anti-Corruption Office (CGU), and the Office of the Attorney General (MPU)	World Bank	Analysis of the issues and critical matters identified by the TCU, the CGU and the MPU, as well as the Ministry of Social Development, in the implementation and management of the <i>Bolsa Família</i> Program in 2005, at applicable federal levels.	2nd semester 2006
BPC	1	Study on the implementation of the program and its impact on beneficiaries	UNDP	Evaluation on the program's management process (flux stages, concession and revision processes, decision-making processes, training, chokepoints, innovations, etc) and the direct and indirect effects of the benefit on beneficiaries in the Southeastern Region.	Concluded
	2	Study on the budgetary impact of changes to the LOAS - PL 3055/97	UNDP	Identification of the budgetary impact caused by the changes proposed by PL 3055/97 in regards to the modification of income criteria for qualification for the BPC.	Concluded
	3	Estimates on the increase in BPC's target audience from 2005 - 2010	UNDP	Estimates on the increase in BPC's target audience from 2005 – 2010.	2nd semester 2006

Program	Research		International Cooperation Agency	Description	Expected Conclusion
BPC	4	Study on the level of coverage of the BPC and current potential demand	UNDP	Calculation and analysis of the level of coverage of the BPC and current potential demand.	2nd semester 2006
	5	Study on the potential impact of the BPC on the Brazilian social security system	UNDP	Analysis of possible impacts of the BCP on the Brazilian social security system.	2nd semester 2006
	6	Study on the importance of transfers to municipal income		Analysis of the importance of the volume of income transferred by the BCP according to type of municipality.	Concluded
	7	Evaluation of the system used for eligibility recertification and presentation of a proposal for a new system	UNDP	Identifying and systematizing the structure, process, chokepoints, opportunities, and institutional and management mechanisms to guide the BPC Review Process.	2nd semester 2006
Program to Combat Sexual Abuse and Exploitation against Children and Adolescents (Sentinela)	1	Study for the creation of the eligibility index (vulnerability, risk and infrastructure)	UNDP	Development of a methodology for the creation of an "Eligibility Index" for Brazilian municipalities for the implementation of the Sentinela Program.	Concluded
	2	Case Studies on the Program to Combat Sexual Abuse and Exploitation	UNDP	Evaluation of the implementation and of the effects/results of the program through interviews with municipal/state authorities, beneficiary families and members of social control agencies.	1st semester 2006
Homeless Population	1	Document on the 1st National Homeless Convention	UNDP	Systematization of the discussions held with participants on the main challenges and strategies for the creation of national public policies for the homeless population.	Concluded
	2	Counting of the homeless population in 60 Brazilian municipalities	UNESCO	Obtaining information to outline the characteristics of the homeless population and provide a platform for the establishment and/or review of the scope of public policies for this group.	2007



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Program	Research		International Cooperation Agency	Description	Expected Conclusion
Child Labor Eradication Program (PETI)	1	Survey on beneficiaries - PETI	SAGI/MDS	National survey conducted to collect a minimum set of data on the beneficiaries of the Program for the Eradication of Child Labor, in partnership with the mayors' offices in all 2,788 municipalities which develop the program.	Concluded
	2	Child labor supplement to the National Household Sample Survey 2006	IDB	Supplement to monitor and provide current national data on child labor.	2007
	3	Qualitative study to evaluate and improve the PETI	IDB	Establishment of "minimum quality standards" for the Extended School Day Program; establishment of indicators to evaluate and oversee the Extended School Day Program; identification of "good monitor" for extended school days; creation of pedagogical guidelines and proposals for the development of social-educational and interaction activities under the Extended School Day Program.	2007
	4	Quantitative study to evaluate and improve the PETI	IDB	Investigation on the values and attitudes regarding child labor among PETI beneficiary families, as well as their opinion and evaluation on the results of the program; identification of the profile of municipal staff involved in the implementation of the Extended School Day Program; collection of data on the characteristics of physical structures used for the development of the Extended School Day Program.	2007
Youth Agent	1	Evaluation on the impact of the Youth Agent program on former beneficiaries and qualitative studies on training actions	UNDP	Evaluation of the impact of the program based on a study involving former beneficiaries with the use of questionnaires and evaluation of theoretical and practical training actions offered to program beneficiaries.	2nd semester 2006

Program	Research		International Cooperation Agency	Description	Expected Conclusion
PAIF	1	Qualitative and quantitative studies on the Family Attention Program (PAIF)	IDB	Evaluation of the level of satisfaction among users, managers and technical staff in regards to the quality and diversity of services offered through the program.	2007
Social Assistance Service Network	1	Supplement on the Management of Social Assistance - MUNIC – done in partnership with IBGE	IDB	Mapping the public structure which provides Social Assistance services in all Brazilian municipalities, identifying the capacity and nature of the services provided.	2nd semester 2006
	2	Research on non-profit institutions – PEAS – done in partnership with IBGE	IDB	Identifying the legal nature and the relationships to social assistance councils and outlining the characteristics of the funding sources and services provided to the target audience.	2007
Productive Inclusion	1	Evaluation on the Program for the Promotion of the Productive Inclusion of Youths	UNDP	Evaluation of the results of the program in regards to the productive inclusion of beneficiary youths.	2007
Food Procurement Program (PAA)	1	Comparative study of the different forms of development of the PAA – Northeastern Region	FAO	Evaluation of the program's effectiveness through a comparison of the chain of implementation of the different forms of development of the program, mapping out the flow of every implementation stage and evaluating the views of farmers who make up the program's target audience.	Concluded
	2	Study of the impact of the program on local economic arrangements – Northeast and South	FAO	Evaluation of the market potential generated by public purchases made by the PAA; analysis of PAA effects on participants involved in the commercialization of family agriculture products in the two regions.	Concluded



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Program	Research		International Cooperation Agency	Description	Expected Conclusion
PAA	3	Evaluation of the impact of the PAA on family agriculture at the national level	FAO	Evaluation of the medium-term effects of the program from the standpoint of beneficiaries, production and family units and local development.	2nd semester 2006
PAA - Milk	1	Study on program beneficiaries (farmers and consumers)	FAO	Evaluation of the process for the selection of program beneficiaries and their views regarding the program.	Concluded
Low-Income Restaurants	1	Outline of the characteristics of existing low-income restaurants	FAO	Identification and outline of the characteristics of the different forms of implementation of low-income restaurants in municipalities whose urban population is over 100 thousand inhabitants, mapping out existing restaurants and outlining their characteristics in regards to different implementation methods.	Concluded
	2	Study on the profile of low-income restaurant users	FAO	Investigation on the profile of the users of the main low-income restaurants operating in the country to subsidize the expansion of the network of low-income restaurants and the increase in the supply of quality food at accessible prices to vulnerable population groups in Brazilian urban centers.	Concluded
Rainwater Cisterns	1	Study on the impact of the program on the lives of beneficiaries and the quality of water	FAO	Evaluation of the use of rainwater cisterns built through use of MDS funds in the Brazilian semi-arid region and of the water supply utilized by families.	Concluded
	2	Study on the implementation, selection and training of beneficiaries	FAO	Evaluation of the program in regards to the criterion of equity in the selection of beneficiary families and the existence of clear selection criteria.	2nd semester 2006

Program	Research		International Cooperation Agency	Description	Expected Conclusion
Nutrition Education	1	Evaluation of the strategies for the implementation of the Nutrition Education Program, focusing on the materials distributed by the Booklet Network Project and the level of satisfaction of users (teachers)	FAO	Implementation and results of this program in a national representational sample of rural and urban schools based on the analysis of the distribution, content and use of educational materials.	2nd semester 2006
Food Basket Distribution	1	Evaluation of the profile of beneficiaries and of the distribution of food baskets by the emergency action program, focusing on the selection and profile of beneficiaries and their level of satisfaction	FAO	Finding out about the coverage of the program Emergency Service – Distribution of Food Baskets, the profile of its beneficiaries, which products are included in the baskets, the views of beneficiaries in regards to quantity, quality and regularity of the products provided and the impact of the program on the reduction of food insecurity.	2nd semester 2006
Food Bank	1	Outline of the characteristics and evaluation of Food Banks implanted in the country	FAO	Mapping all Food Banks in the country and establishing a comparative analysis of the advantages and disadvantages of different modalities.	2nd semester 2006
Community Vegetable Gardens	1	Outline of the characteristics and evaluation of community vegetable gardens implanted in the country	FAO	Identification of community vegetable gardens implemented in partnership with the MDS, outlining the characteristics of their different implementation methods and forms of management.	2nd semester 2006
Community Kitchens	1	Outline of the characteristics and evaluation of community kitchens implanted in the country	FAO	Identification of community kitchens in operation in the country and those supported by the MDS, outlining the characteristics of their management and the profile of their target audience.	2nd semester 2006

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Program	Research		International Cooperation Agency	Description	Expected Conclusion
Nutrition Call	1	Evaluation of the nutritional profile of children under five years of age in specific socially vulnerable population groups – maroon communities, communities in the semi-arid region, and rural settlements in the northeast.	UNDP	Evaluation of the nutritional profile of children under five years of age in specific socially vulnerable population groups in the semi-arid region and rural settlements in the northeast.	Concluded
	2	Maroon Nutrition Call: Zanauandê Project	UNDP	Estimating the prevalence of protein-energetic malnutrition, obesity and low birth weight, and identifying the provision of social benefits to maroon families.	2007
	3	Nutritional Survey with Indigenous Communities	UNDP	Estimating the prevalence of malnutrition and obesity in indigenous communities and outlining the characteristics of their situation in regards to nutrition and food security.	2007
Specific Population Groups	1	Evaluation of the effectiveness of the <i>Carteira Indígena</i> Project (a project to foster food security and sustainable development in indigenous communities)	FAO	Identification of the communities which received funds from the <i>Carteira</i> project, outlining the theme lines which received support.	2nd semester 2006
	2	Structuring actions for maroon communities	FAO	Evaluation of the implementation of Partnership number 006/2003, established between the Ministry of Social Development and the Palmares Cultural Foundation for the development of structuring actions in maroon communities.	2nd semester 2006
	3	Access of traditional communities to MDS programs	UNDP	Evaluation, mapping and georeferencing of basic social assistance tools and social assistance services, and verification of the access of maroon communities to MDS programs.	2007

Program	Research		International Cooperation Agency	Description	Expected Conclusion
Food Security	1	The Food Insecurity Supplement to the National Household Sample Survey 2004		Identification of the degree of food insecurity among the Brazilian population, defining food insecurity as limited access to enough good-quality food for proper human development.	Concluded
	2	Analysis of the Food Insecurity Supplement to the National Household Sample Survey 2004		Analysis of the food insecurity supplement to the National Household Sample Survey 2004 through the plan for the analysis of the Food (In)Security Scale.	2nd semester 2006
Opinion Surveys	1	Survey on MDS programs	UNDP	Investigation on the understanding of the Brazilian public in regards to social policies and programs implemented by the MDS and fight against Hunger. Measurement of the degree of knowledge and the opinion of the Brazilian population on MDS programs.	Concluded
	2	Survey on MDS programs	UNDP	Investigation on the understanding, over time, of the Brazilian public in regards to social policies and programs implemented by the MDS and fight against Hunger.	Concluded
	3	Evaluation of the views of the beneficiaries of MDS programs in the Central-West region	FAO	Investigation on the understanding of the population in the Central-West in regards to policies and programs developed by the MDS, with the purpose of measuring their degree of knowledge and evaluation of the social policies of the federal government.	2007
All	1	Evaluation of the management of MDS programs in 10 municipalities	UNESCO	Development and validation of an internal quality-control methodology to monitor social programs developed by the MDS.	2nd semester 2006
	2	Evaluation of the impact of social programs developed by the MDS – Vale do Jequitinhonha (MG)	UNDP	Evaluation of the impact of social programs developed by the MDS, comparing beneficiaries and non-beneficiaries in the microregions Alto, Médio and Baixo Jequitinhonha.	2007



Annex VI – Publications

Item	Publication	Description	Copies	Status
Periodicals Journals – Discussions on Social Development*	1. The Importance of the <i>Bolsa Família</i> Program in Brazilian Municipalities. 2004. Author: Rosa Maria Marques	A study on the <i>Bolsa Família</i> Program – PBF which compares constitutionally ensured transfers such as the FPM to the resources transferred to poor families through benefits.	1,600	Concluded
	2. Malnutrition and Obesity in Developing Countries: An International Experience with the Food Insecurity Perception Scale. 2004. Authors: Rafael Perez Scamilla and Benjamin Caballero	The articles deal with issues related to the paradox of malnutrition and obesity in developing countries.	2,000	Concluded
	Supplement to number 2: Texts for the 5th National Conference on Social Assistance. 2004.	Texts especially prepared for the 5th National Conference on Social Assistance.	2,000	Concluded
	3. PAA (Food Procurement Program) Northeast	This periodical discusses the econometric model developed during the implementation of the PAA – Milk Northeast.	1,000	Concluded
	1st Supplement to number 3: Contributions made by the Ministry of Social Development to the National Conference on the Rights of Disabled Persons. 2006.	Texts especially prepared for the 1st National Conference on the Rights of Disabled Persons.	1,300	Concluded

*The purposes of this publication are to distribute information on research and results and to serve as a platform for discussions and evaluations on social policies and programs.

Item	Publication	Description	Copies	Status
Periodicals	2nd Supplement to number 3 Contributions made by the MDS the National Senior Citizen Conference 2006.	Texts prepared for the 1st National Conference on the Rights of Senior Citizens.	700	Concluded
	4. Nutrition Call	These texts describe the research on the nutritional state of children aged 0 to 6 in the Semi-Arid region.	1,000	Concluded
Research Studies	PETI Report. 2005.	Profile of PETI beneficiaries developed in partnership with all 2,788 municipalities that develop the program.	5,130	Concluded
	Opinion survey involving low-income restaurant users. 2005. (SAGI/IBOPE)	Report on the opinion survey conducted by IBOPE in 5 capitals with low-income restaurant users.	1,030	Concluded
	CADÚNICO Profile of Families enrolled in the <i>Bolsa Família</i> Program - Brazil and Regions. 2005. (SAGI)	Survey based on secondary data regarding the profile of PBF beneficiary families whose information is available on the Single Registry – CADÚNICO.	150	Concluded
	CADÚNICO Profile of Families enrolled in the <i>Bolsa Família</i> Program - Regions and States. 2005. (SAGI)	Survey based on secondary data regarding the profile of PBF beneficiary families whose information is available on the Single Registry – CADÚNICO.	570	Concluded
Manuals	SAGITec User Manual 2004.	Manual for the utilization of the SAGITec tool.	100	Concluded
	MI Social Manual. 2006.	Manual for users of the MI Social tool.	1,000	In progress

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Item	Publication	Description	Copies	Status
Books	Report on research studies conducted by SAGI (partnership MDS-SAGI/ UNESCO/FAO/UNDP/ BIRD, IDB)	Papers on the main research projects developed by SAGI.	-	In progress
	Methodological guide to research tools. (partnership MDS – SAGI/UNESCO/FAO/BIRD/ IDB)	Organizing all research tools and methodologies used by SAGI.	-	In progress
	Dictionary of indicators and variables (partnership MDS – SAGI//UNESCO/UNDP/ FAO/BIRD)	Systematizing the indicators produced by SAGI for monitoring MDS programs.	-	In progress
	Social Development Atlas	Converting data on the execution and expansion of the coverage of MDS programs into georeferencing format.	-	Not started.
Folders	Folder Data 2004	Statistical information on the main programs implemented by the Ministry of Social Development in 2004.	25 thousand	Concluded
	Folder Data 2005	Statistical information on the main programs implemented by the Ministry of Social Development in 2005.	30 thousand	Concluded
	Folder to publicize the “Journals”	Information on the next editions of the series “Journals – Discussions on Social Development”.	5 thousand	Concluded
Newsletters	Newsletter for the Seminar “Income Transfer: What Has Changed?”	Summary of the main studies on income transfer presented during the Seminar “Income Transfer: What Has Changed?”.	300	Concluded

Item	Publication	Description	Copies	Status
Newsletters	Newsletter for the International Seminar "The Paths of Nutritional Transition in Brazil: Hunger and Obesity within the context of Social Exclusion"	Summary of the main studies on the matter presented during the Seminar "Income Transfer: What Has Changed?".	500	Concluded