

U.S. DEPARTMENT OF STATE  
THIRD ANNUAL CONFERENCE ON PROGRAM EVALUATION:  
NEW PARADIGMS FOR EVALUATING  
DIPLOMACY IN THE 21ST CENTURY  
June 8-9, 2010

Democracy and Governance Track

PowerPoint presentation from workshop on  
Evaluating Good Governance and Rule of Law Programs

Session transcript:

<http://www.state.gov/s/d/rm/rls/rm/2010/148031.htm>



MILLENNIUM  
CHALLENGE CORPORATION

---

UNITED STATES OF AMERICA

# Evaluating MCC Threshold Programs:

*Evaluations of Programs in Rwanda, Tanzania  
and Zambia*



MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Presentation Outline

- Methods: ex post, pre-post, and experimental methods
- Ex post evaluation: weaknesses and opportunities (Tanzania and Zambia)
- Enduring questions: cost effectiveness and tangible impact of D/G assistance

# Why Experimental?

- Permits causal conclusions and testing of theories
- Isolates the intervention; does not conflate with spurious changes (positive or negative)
- Pressing need for evidence in this field

# Need for Evidence

*Three interventions that focus on increased civic participation as a means to achieving their goals*

Evaluation	Finding
<b>Uganda Health Project</b>	Community monitoring via scorecards resulted in improved wait times and quality of care (increase in immunization rate and decrease in child mortality)
<b>India Education Project</b>	Providing communities with scorecards rating school qualities did not result in improved learning outcomes, teacher effort, or community participation
<b>Indonesia Community Driven Development Project</b>	Citizen participation in decision making related to local government expenditures did not lead to decreases in corruption (as compared to top-down audit reforms)

# *Rwanda Program Facts*

- \$24 million program administered by USAID
- Duration of activities ranges from 2 to 3 years; started in 2009
- Activities:
  - Increase civic participation *and* train government staff on improving community outreach in 30 districts
  - Install over 200 police complaints/commendation boxes

# ***Rwanda IE***

- Outcome of interest: increased perception that local budgets reflect their priorities; increased participation; improved perception of police accountability/responsiveness
- Evaluation Method: Clustered randomization approach; adapted to project realities

## ***Tanzania Program Facts***

- \$11 million program administered by USAID
- 2-year program ended in late 2008
- Primary objectives (↓ corruption and ↑ ROL):
  1. Train prosecutors and investigators
  2. Build civil society and media capacity, particularly to track public expenditures
  3. Conduct audits of procuring entities

# *Tanzania*

## **Basic Evaluation Facts**

- Ex post evaluation of program results using quantitative and qualitative methods
- Limited monitoring data
- Look for evidence of impact to reject the null hypothesis

# ***Tanzania* Threshold Program**

## **Ex Post Evaluation Methods**

- Police/prosecutors – quantitative analysis of phased training
- Procurement/PETS – compare audit findings from before and after the project
- Media – article quality analysis

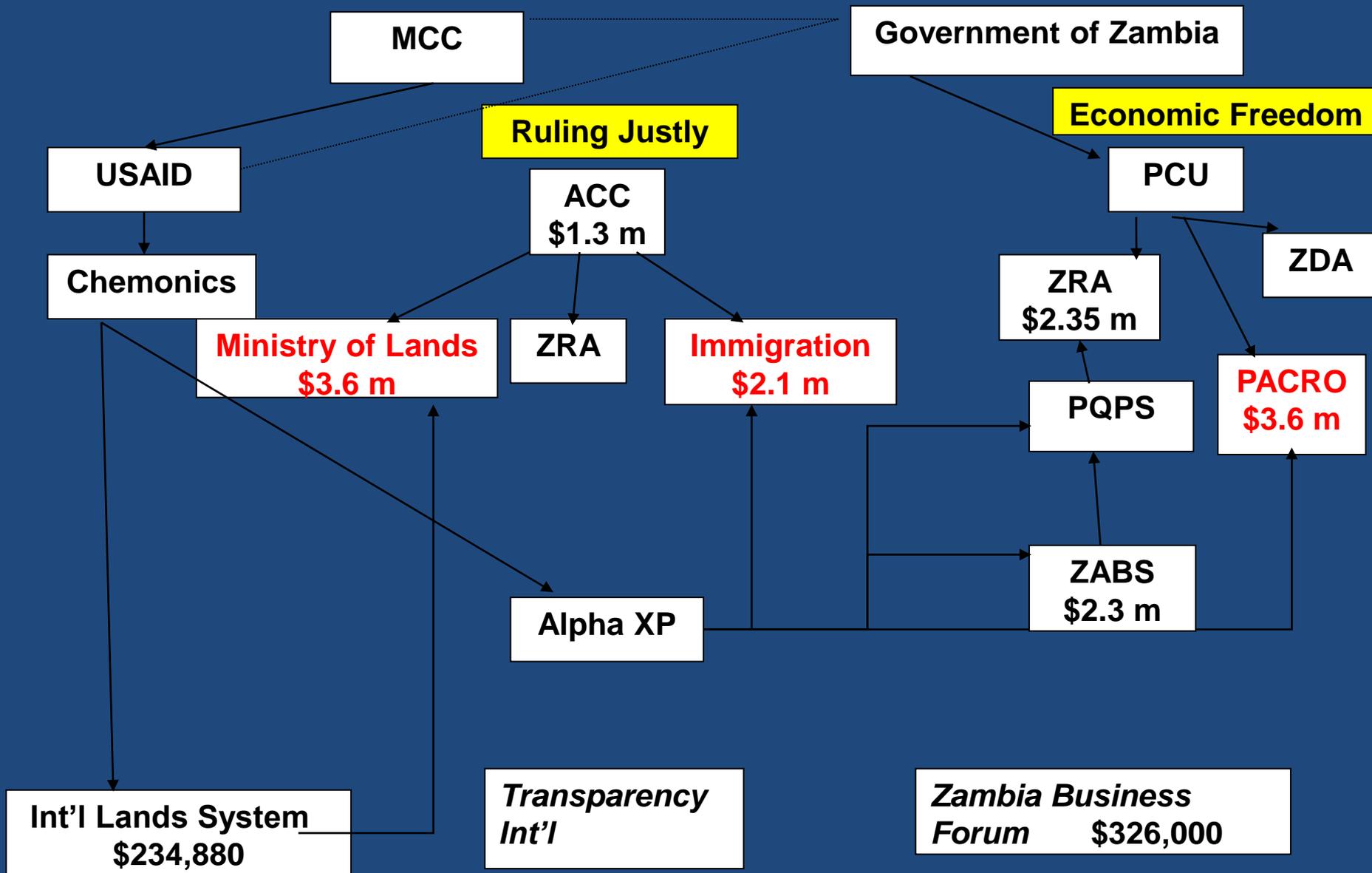
# ***Zambia* Threshold Program at a Glance**

- \$22.75 million program administered by USAID
- 2-year program ended in early 2009
- Primary objectives:
  1. Reduce administrative corruption
  2. Improve business environment



MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Zambia's Threshold Program: Organization



# Basic Evaluation Facts

- Ex post qualitative evaluation of program results and lessons learned one year after program end
- No counterfactual
- Limited baseline and monitoring data
- Look for evidence of impact to reject the null hypothesis



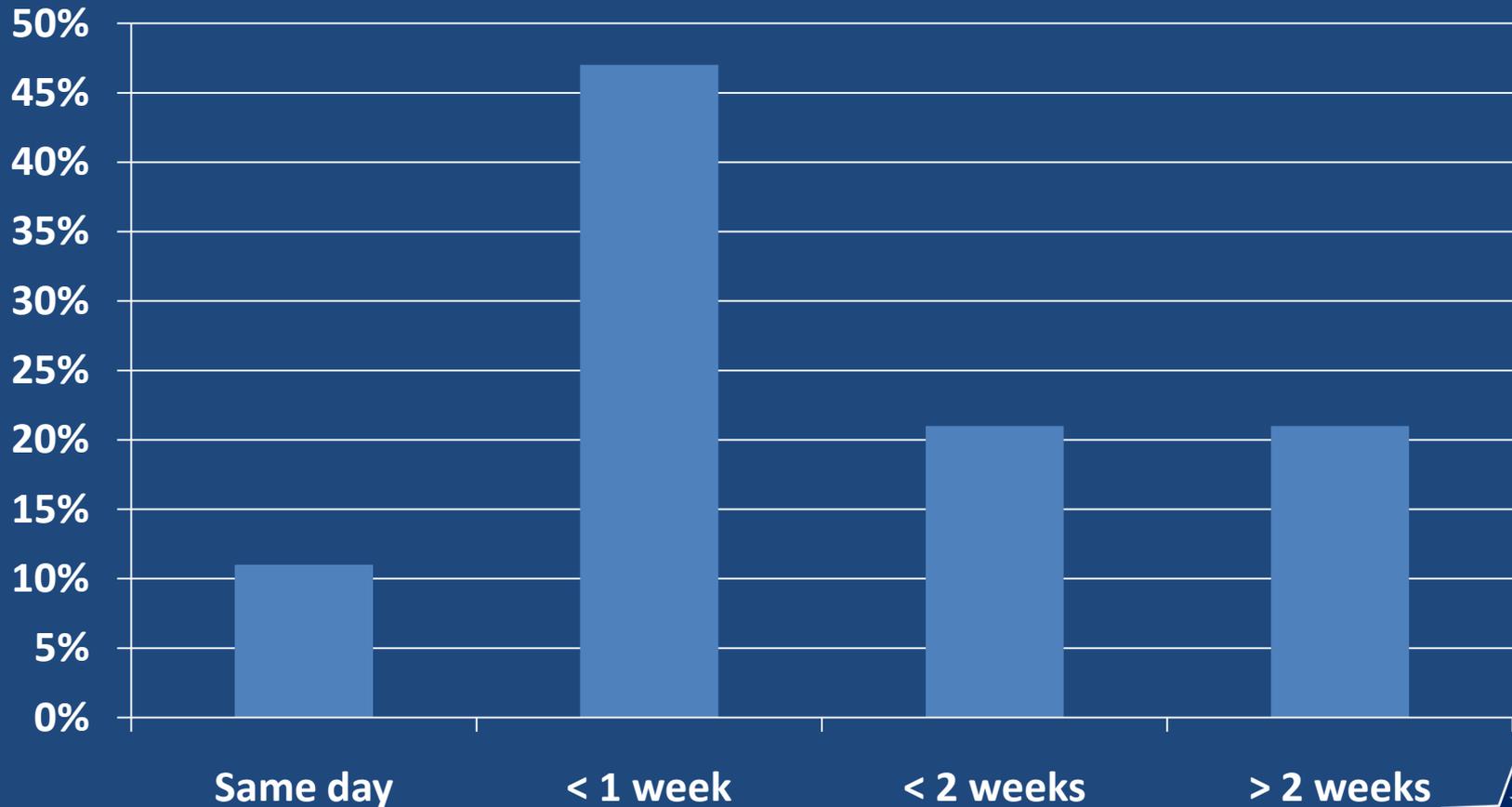
# Business Registration

- Two Activities:
  - Creation of four one-stop shops
  - Automation of manual procedures
- Two Goals:
  - Reduce days to register a business
  - Improve transparency
- Reported Findings:
  - Decrease in registration time
  - Increase in satisfaction with services

# Evaluation Data

- Evaluation (some recall data):
  - Exit survey of 40 applicants in Lusaka, 15 in Livingstone;
  - In-office survey of 15 “bulk filers”;
  - Interviews with GoZ and implementers
- Baseline data: Survey of 77 applicants based on PACRO lists by implementer

# Findings in Lusaka Exit Survey

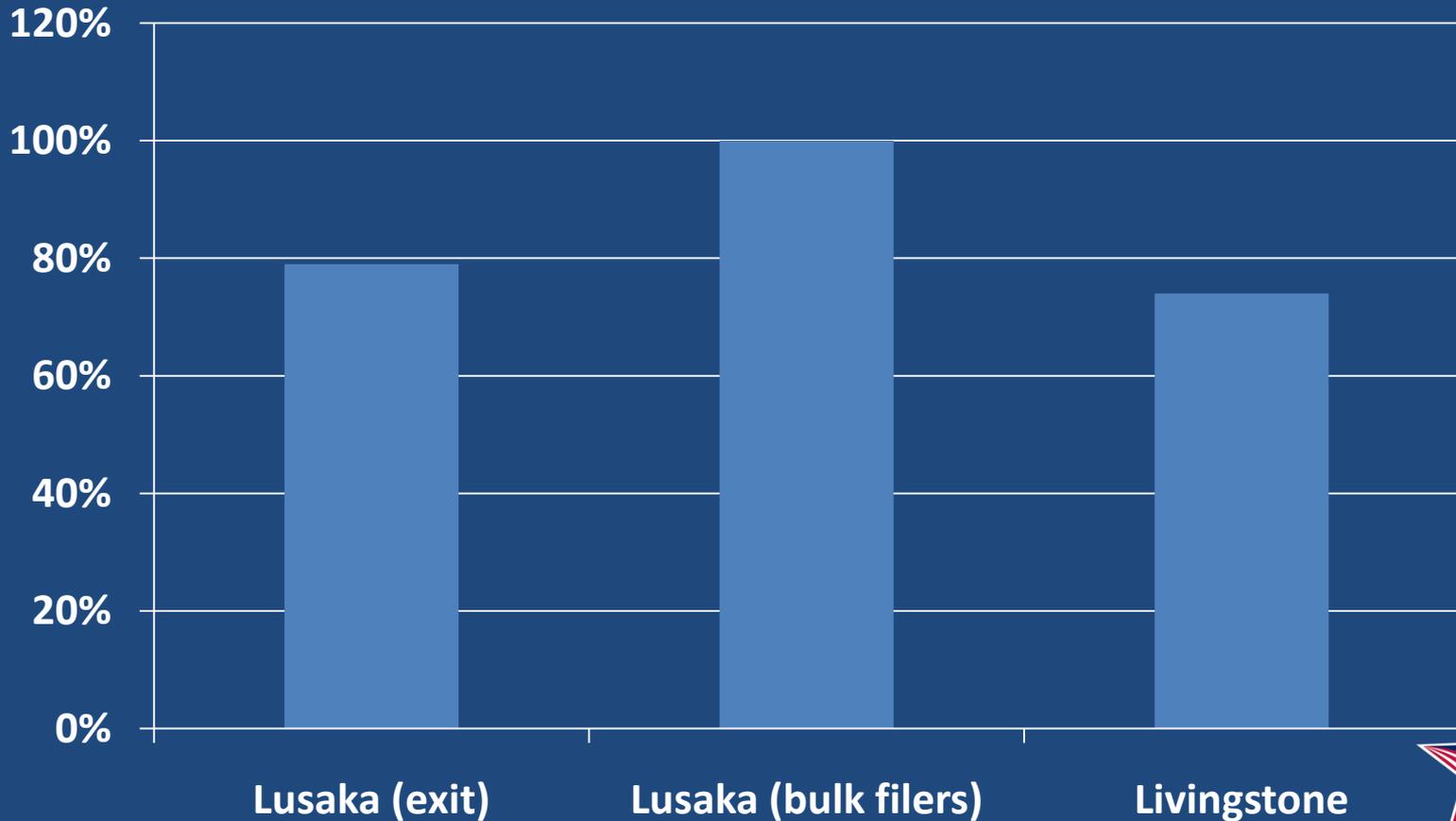


**Time to Register a Business (2010)**



MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Findings in Lusaka and Livingstone

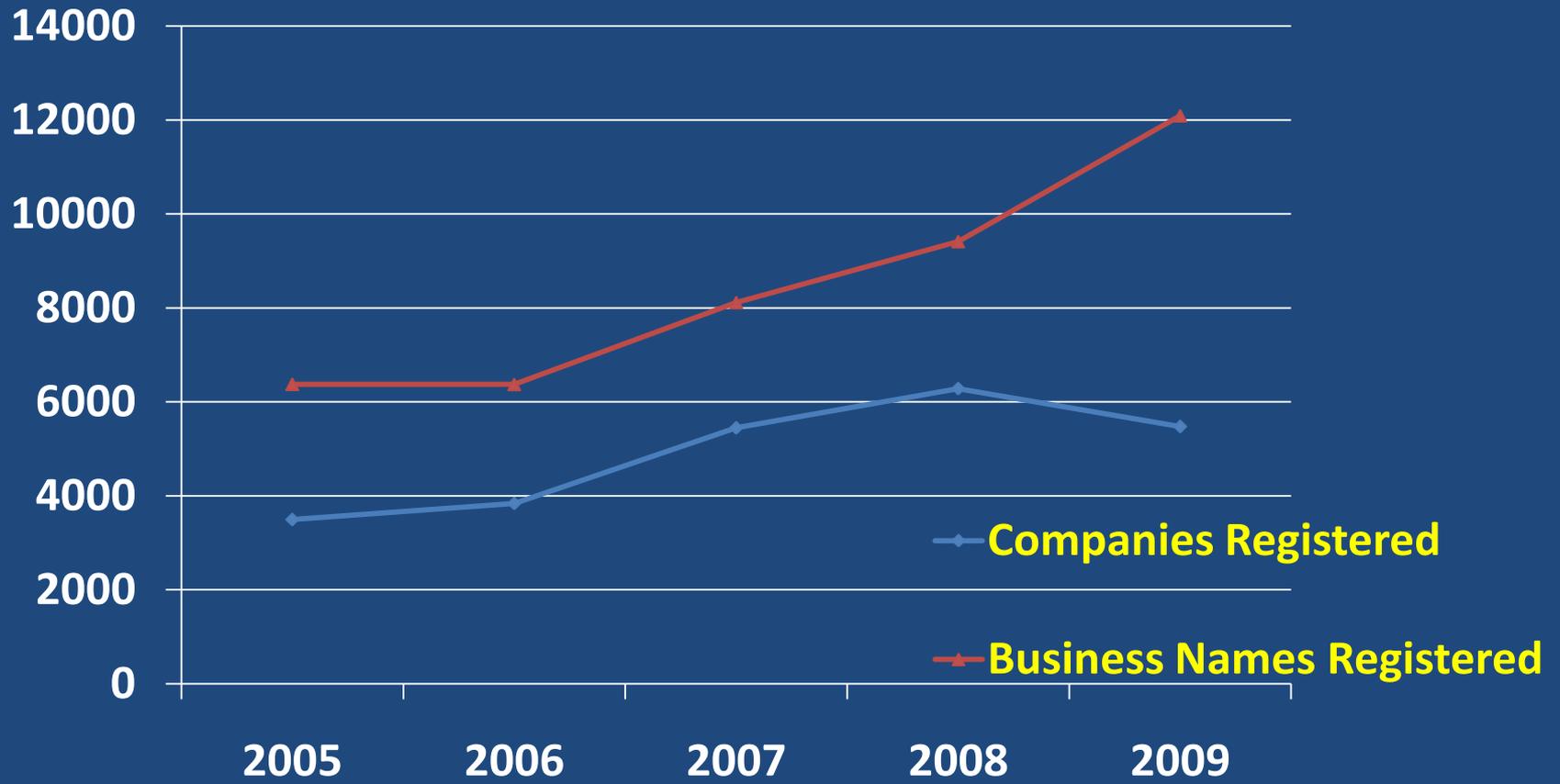


**Less Than 2 Weeks to Register a Business (2010)**



MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Increased Business Registration at PACRO



Number of Businesses Registered at PACRO

# Drawing Inferences

- Pre- and post-comparison:
  - Project Survey 2006: **28 days** to register a business
  - **2010 Project Survey: 80%** responded **<2 weeks**
- **69%** of all respondents said **applications for any procedures** completed in **< 1 week**
- Of 16 firms with prior PACRO experience, **11** agreed that service is faster



# Reducing Opportunities for Corruption

- Activities:
  - Automating procedures in Ministry of Lands, the Revenue Authority and Dept of Immigration
  - Building capacity of the ACC
  - Streamlining border management
- Findings:
  - Automation: Mixed results
  - ACC: Little impact
  - Border management: Mixed results

# Evaluation Data

- Evaluation (using recall, where relevant):
  - Exit survey of 35 immigration applicants in Lusaka;
  - Exit survey of 38 land clients;
  - Exit survey of 30 revenue authority registrants;
  - 9 firms enrolled in Customs Accredited Client Program (CACP)
  - In-office survey of 17 bulk filers;
  - Interviews with GoZ and implementers.
- Baseline data by implementer:
  - Surveyed 144 customers for Lands; 156 Immigration applicants; 89 Revenue Authority registrants; 121 border agents

# Inferences on Immigration

*Q: How would you compare levels of corruption now to before the ZTP changes?*

**A: 53%** responded “**better**”, **47%** responded “**no opinion**” or “**worse**”

*Q: How would you compare the level of customer care on recent visit compared with your first visit?*

**A: 73%** responded “**better**”, **20%** responded “**same**”, **7%** responded “**worse**”



MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Inferences on Land

*Q: How would you compare levels of corruption now to before the ZTP changes?*

**A: 76%** responded “no opinion”; **6%** responded the “same”; **18%** responded “better”

*Q: How would you compare application processing times to before the ZTP changes?*

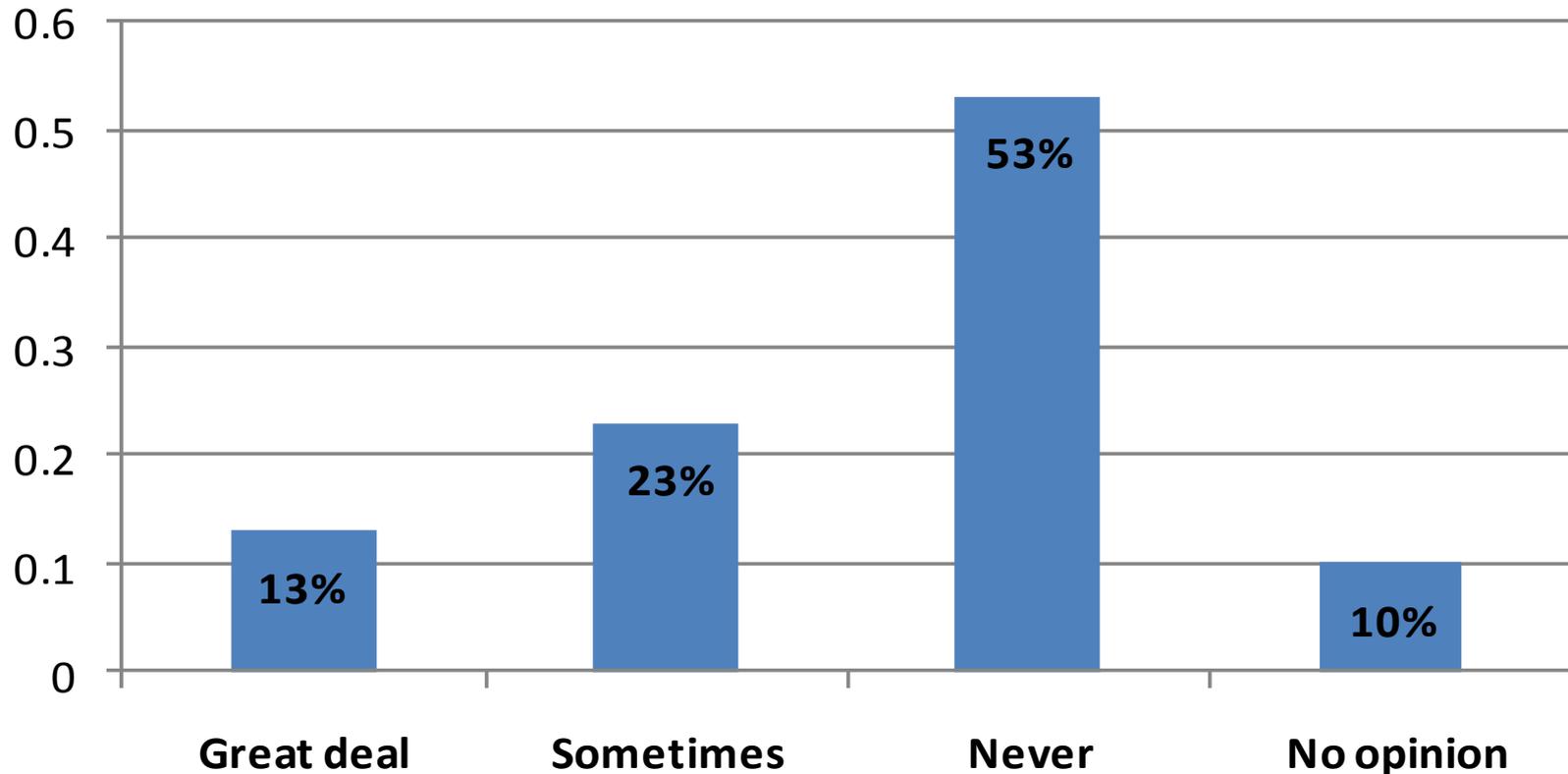
**A: 23%** responded slower; **24%** responded “same”, “slower”; **41%** responded “faster”



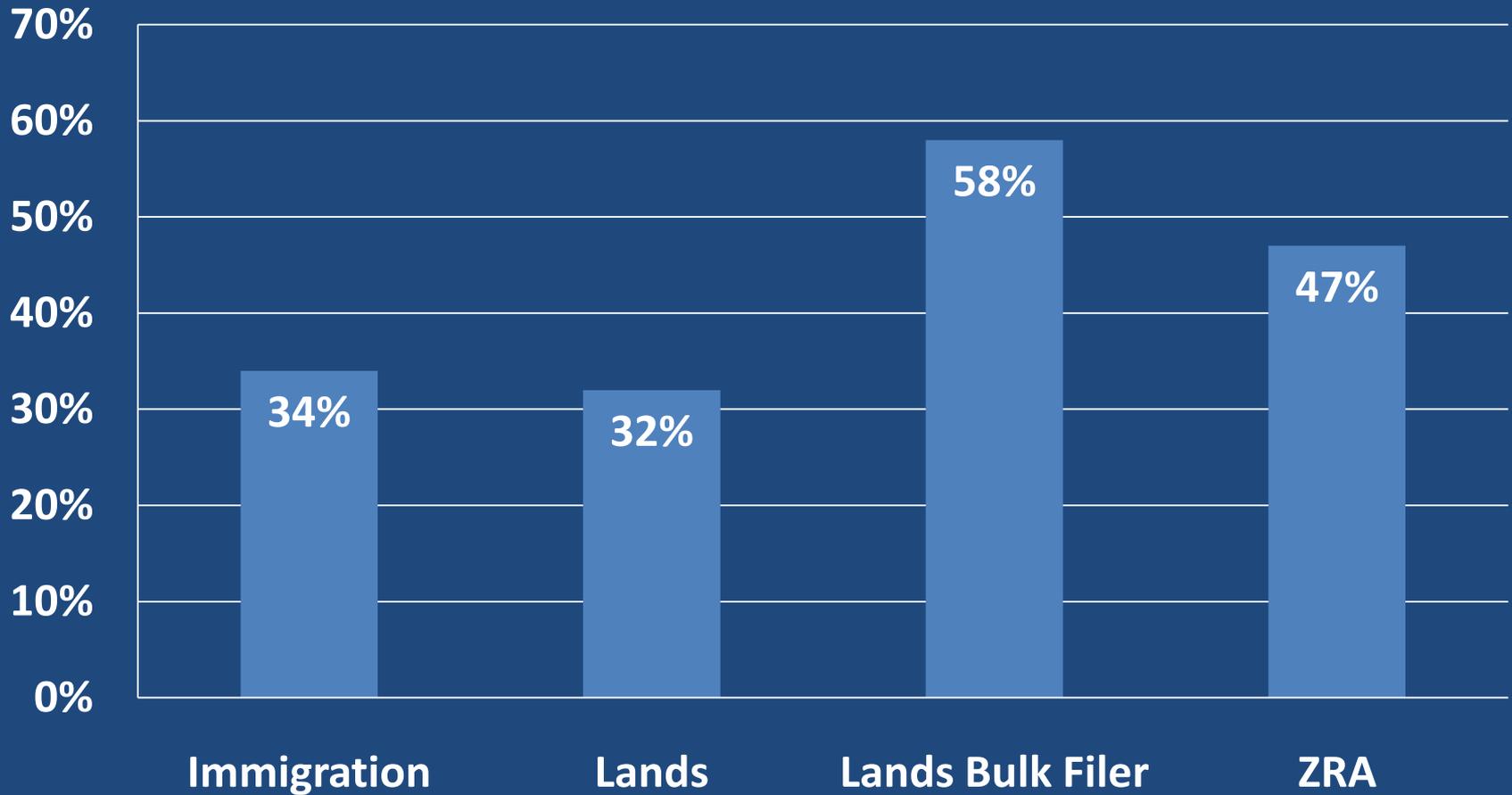
MILLENNIUM  
CHALLENGE CORPORATION  
UNITED STATES OF AMERICA

# Inferences on Zambia Revenue Authority

Are bribes required for service at ZRA



# Inferences on Customer Service Charters



# Lessons Learned

1. Identify institutions with **mid-level reformers**
2. **Narrow** program focus to facilitate oversight
3. Set **milestones** to de-politicize termination or re-programming decisions
4. Integrate IT **after** regulatory reforms
5. Collect structured **baseline** and **midterm data** to provide time series and account for possible seasonality; integrate phased roll-out of program as part of design