Production of Information and Knowledge for Social Development and Anti-Hunger Policies: what we have learned about what really makes difference to program improvement and its effectiveness

Paulo Jannuzzi
Secretariat for Evaluation and Information Management
SAGI/MDS
Summary

1. Preliminary notes on Conceptual aspects and Roles of M&E Systems

2. The Policies and Programs of Ministry of Social Development

3. The role and strategies of Secretariat of Evaluation and Information Management
What is M&E role to improve better Policies?

• M&E Systems can be defined as a set of structured and articulated processes for gathering, organizing and disseminating information and knowledge for different stages of the public policy cycle. They produce evidences on three main – and competitive- purposes:

  – To accountability of public expenses and efforts such as Parliament agencies or NGO´s practices -> society : “What is government doing for us ?”

  – To evaluated public performance and budget allocation such Ministry of Hacienda and Planning usages -> high level decision makers: “Who is doing better with less money”

  – To improve program design and management such as Social Ministries do -> high to street level bureaucrats “How can we improve our programs to deliver more and better services”
What is M&E role to improve better Policies?

- M&E Systems produce evidences about three main – and complementary - levels:
  
  - Policies -> one or overall efforts towards to social problem -> institutional analysis -> years to produce evidence
  
  - Programs -> medium level strategic actions towards to social dimension -> empirical techniques of social sciences -> 6 to 12 months
  
  - Products, Persons -> deliveries of Social Policies such as books, services etc -> empirical techniques of social and “marketing” research -> 3 to 6 months
What is M&E role to improve better Policies?

- M&E Systems should focus on few objective and levels to produce good, timely and relevant information & knowledge:

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<tr>
<th>Policies</th>
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Social Reports to Society
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More Technical Reports to Decision Makers
What is M&E role to improve better Policies?

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Customized Reports, Panel of Indicators and Training to Strategic and Street-level Bureaucrats
Producing Information and Knowledge to improve their usage

• Evidence based Policy makers, managers and programme staff do not need exhaustive data, studies or highly sophisticated research design about their programmes

  – They need information that is clear, relevant and consistent, connected to an Intervention Framework
  – The need the best relevant information for timely decision-making
  – And, above all, they need answers to questions relating to the programme’s implementation stage
  – So, we need to listen to them since the main questions to investigate and to improve their usage
Producing Information and Knowledge to improve their usage

• M&E Systems should produce evidences, using the appropriated technique, to help decision makers improve the program design and management, such as
  – Data to diagnose social problems
  – Qualitative information to design programs
  – Indicators to monitor the program operations
  – Evidence on the merits and effectiveness of programmes.
Producing Information and Knowledge to improve their usage

- The development of Monitoring and Evaluation Systems and also Statistical Data to Social Policy making depends on the stage of the Social Protection System and Social Policy in each country.

- As broader and more structured is the Social Protection System more information and knowledge are demanded to implement and improve policies and programs.

- As complex is Social Policy, more complex are the planning and strategies to monitor and evaluate them.
Policy making is a complex task

• Social Policy making and its management is a complex task, so as the information required to it

• Policy making is a technical, political and value oriented task, made by many different agents, with different points of view and commitments

• Social problems depend on many causes and effects, some of them are known, others not

• Designing programmatic solutions to social problems should be done with good information and evidences in a timely and costly basis
Policy making is a complex task

Policy cycle is not sequential stage process but a more a muti-entry black box

Social problems

Agenda Setting
A broad set of indicators to quantify, qualify and localize the food problem

Formulation
Ad hoc Indicators to help program design

Information & Knowledge needs

Design decision
Multicriteria or composite indicators to help choosing alternatives

Evaluation
Specific measures built by surveys designed to evaluate the program impact and its improvements

Implementation
Timely indicators to monitor implementation process
Policy making is a complex task

- Public policies produces mainly services, but also benefits (cash transfers) and products (books, remedies)
- Program operations involve many different agents, which one with own way to implement the activities
- The implementation capabilities may be very different over the territory, specially in federative operational framework to produce programs and services
- The effects, impacts and costs depend also on external context (economy, political situation, etc.)
Policy making is a complex task

Policies and Programs are Muti-institutional and Organizational Task: need Goals, Institutions and Capabilities

Feasible Goals

Institutional Setting

Technical persons and instruments
The usage of Information and Knowledge

• Depends on how good M&E Systems deliver their products - information and knowledge - to their different users: society, high level public officers, program managers and street level staff

• Depends on how customized are Information and Knowledge delivered to their different users, since they are complex to understand and even more to guide the action

• Depends on how good, specific and viable are the results brought by M&E Systems

• Depends on how social programs managers believe and feel committed to use it

• Depends on the political context, budget constraints and the political wills of the Strategic Decision maker
Dissemination Information and Knowledge to improve their usage

• M&E Information and Knowledge produced need to be customized to different types of users, from the strategic level to street-level staff, if we want improvements at the design and management aspects of public intervention
  – What helps most to our users? A table, a result from a model or a brief indicators report?
  – Are we conducting courses to explain the logic framework of the program?
  – Are we conducting courses to explain the indicators and evaluation results?
  – Are we using different participatory strategies to disseminate?
Summary

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Social Development Policies

- Articulate laws, regulations and Cash Transfer Programs, Social Assistance, Food and Nutritional Security and Productive Inclusion, coordinated by MDS, created in 2004

- Integrate the set of social policies that structure the Social Protection System (in continuous process of developing), particularly after the 1988 Constitution

- Represent programmatic innovations that seek to overcome the fragmented strategy of actions aimed to vulnerable groups in health and nutrition and access to food by the distribution of food baskets, which operated in the 1980s
Social Development Programs in the Brazilian Social Protection System

- **Social Assistance Services**: PAIF, SCCA, SCI
- **Productive Inclusion**: QP, MEI
- **Poor and vulnerable Families**: PBF, BPC, Aids
- **Food and nutrition security**: PAA, ESAN
- **Cash Transfer**: PBF, BPC, Aids

- **Education**
- **Health**
- **Labour**
- **Social Security**

- **Agrarian Development**
- **Racial Equality**
- **Policies for Women**
- **Human Rights**
Social Development Policies

- Redistributive, emancipatory and compensatory policies, with a strategy of implementation aimed at vulnerable populations by different aspects: hunger, food insecurity, insufficient income, irregular employment and lack of opportunities for income generation, violence, etc.

- Structured in federative arrangements of implementation, with agreed roles and responsibilities between the federal government, states and municipalities, and supported by the social assistance entities

- Got a new meaning after the Plan “Brazil Without Extreme Poverty” (Plano Brasil Sem Miséria), initiated in 2011, in order to enhance and promote access to structuring social policies of the Brazilian Social Protection System - Education, Health, Labour, Social Security - and seeking to overcome the challenges of inter-sectoral and federative coordination aiming to the implementation of the Social Policies
The Public Policies for Social Development

- Poor Population
- Rural workers
- Homeless
- Unemployed and underemployed in urban areas
- Family farmer
- Quilombo communities
Brasil Sem Miséria Plan - Axes of action

Poverty is deprivation of access to the rights

Guarantee of means for survival, access to the public services and opportunities for personal emancipation

Income Guarantee

Urban and Rural Productive Inclusion

Access to Public Services

Enhancing income
Increase of the conditions of well-being
Plano Brasil Sem Miseria involves the development and articulation of more than a hundred actions and programmes in Brazil, within more than 10 social sectorial areas, in cooperation with 27 states and 5,570 municipalities organized in three programmatic axes:

- **Cash Transfer**: to ensure social protection to families in the form of monetary resources for their survival in a situation of loss of ability to generate income, by means of Bolsa Família Program, Continued Cash Benefit and Pensions.

- **Access to Public Services**: to promote the elimination of poverty through access to universal services and programmes in health care, education and social assistance as well as those created with specific focus on the poorest and on beneficiaries of Bolsa Família such as Nurseries, Full-time schools, Construction of Health Care Units in the poorest areas, and social assistance services.

- **Productive Inclusion**: enable people to overcome the condition of poverty through access to capacity building programmes, services and resources to develop individual or collective potentials such as: professional qualification programmes, job intermediation services, technical assistance to family farmers, access to microcredit, formalizing micro entrepreneurs and freelancers, etc.
Plan “Brazil Without Extreme Poverty” (Brasil Sem Miséria) is a 3rd generation of Anti-Poverty Policy, based in a programmatic, pragmatic and broader concept of Poverty

• In a democratic and solidarity based society, in an urbanized and wealthy world, no one should be deprived of means to guarantee its surveillance, deprived of means to access social rights and services and deprived of means of information and access to opportunities to self improvement.

Extreme Poverty

- Insufficiency of monetary resources for adequate feeding
- Lack or Limited access to public services, in education, health, social assistance and pensions.
- Ignorance or Lack of access to opportunities in the Labor Market, Credit and Productive Inclusion.
Summary

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Structure of MDS: Secretariat to produce information and knowledge to its Policies and Programs

MDS

Minister’s office

Executive Secretariat

National Secretariat of Citizenship Income

National Secretariat of Social Assistance

National Secretariat of Food Security and Nutrition

Special Secretariat for Overcoming Extreme Poverty

Secretariat for Evaluation and Information Management
Institutional Mission / Products

• The Secretariat for Evaluation and Information Management of the Ministry of Social Development and Fight Against Hunger is responsible for the actions of evaluation, monitoring, information management and policies qualification and programs of the Ministry and the Plan “Brazil Without Extreme Poverty”
  – Conducts research of evaluation, technical studies, informational tools and panels for monitoring
  – Develops training courses and short, medium and long term, and distance learning
  – Publishes informational products with contents of the various themes of the Ministry, distributed in printed publications and digital format
  – Support technicians and managers of the three levels of government - federal, state and municipal - to improve their activities, design and management of programs
Production of information and knowledge by SAGI

Sources requesting information and knowledge to improve policies and programs developed
- Policies Regulatory Frameworks
- Government Agenda
- Plan “Brasil Without Extreme Poverty”
- Minister’s Office
- MDS National Secretariats
- GTMA and CGTI
- Communication Advisory

Products and deliveries
- Structured data of Programs
- Informational tools
- Surveys via web
- Indicators for monitoring
- Studies and technical notes
- Research and evaluation studies
- Training courses
- Distance learning
- Training programs

Sources of data, information and knowledge consulted
- Program records and information systems of MDS and other ministries
- Unified Registry (CadÚnico)
- National Statistical Agency surveys
- IPEA and universities studies
- Publications of International organizations
- Reports of the Ministry of Planning, TCU, CGU

Tools, information and knowledge to management and improvement of policies and programs developed
- Cash transfer
- Social Assistance
- Food and Nutritional Security
- Social and Productive Inclusion

M&E Agenda
SAGI
M&E Sources
The Information and Knowledge (I&K) produced are at www.mds.gov.br/sagi
I&K products: Documentation of Social Programs with different levels of information: from objectives to Logical Framework

Matrix of Program and Indicators

One Page Program Presentation
- Objectives
- Coverage
- Budget
- Main actions

Brief description of Program
5 to 10 pages Documentation
- Historical notes
- Actions
- Institutional Framework
- Indicators

Detailed description of Programs
Up to 50 pages Documentation
- Logical Framework
- Management tools
- Evaluations

World Without Poverty Initiative
I&K products: Technical reports and meta-evaluations from studies and reports produced or published by Universities, Academic Reviews, Books, Think Tanks, other Ministries and Multilateral Agencies

Technical notes concerning the main questions relating the Policies and Programs
I&K products: General Purpose Reports on Social Indicators produced by main Statistical Agencies

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**School Attendance Rate**
*Tasa de Frecuencia en la Escuela*

- Up to 2 years: 10.6, 55.1, 95.3
- 4 or 5 years: 21.3, 78.2, 98.3
- 4 or 5 years: 81.1, 83.8

**Unemployment Rate** (Unemployment Population / Economically Active Population)
*Tasa de Desocupación* (Población Desocupada / Población Económicamente Activa)
- 2001: 9.3, 9.1
- 2002: 9.7
- 2003: 9.0
- 2004: 9.4
- 2005: 8.5
- 2006: 8.2
- 2007: 7.2
- 2008: 6.8

**Population in Extreme Poverty**
Población en Extrema Pobreza*
- 2001: 14.0
- 2002: 11.3
- 2003: 12.8
- 2004: 9.7
- 2005: 8.1
- 2006: 8.1
- 2007: 6.1
- 2008: 4.8
- 2009: 4.7
- 2010: 12.8

**Child Mortality Rate by Region** (per each 1,000 born alive)
*Tasa de Mortalidad Infantil por Región* (por mil nacidos vivos)
- Brazil: 26.1
- North: 15.7
- Northeast: 28.3
- Southeast: 36.7
- South: 18.3
- Midwest: 25.2

*MDG Goal Meta ODM

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SAGI | Secretaria de Avaliação e Gestão da Informação

Ministério do Desenvolvimento Social e Combate à Fome
I&K products: Organized, Relevant and Customized Social Data and Indicators at National, State and Local level in Web Tools to make easier to get relevant data

![Data SOCIAL](ds.gov.br/sagirmps/METRO/metro_ds.php?p_id=70&p_ibge=2&p_search=)

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<tr>
<th>Localidade</th>
<th>Quantidade pessoas inscritas no CadÚnico de cor/raça branca</th>
<th>Quantidade pessoas inscritas no CadÚnico de cor/raça preta</th>
<th>Quantidade pessoas inscritas no CadÚnico de cor/raça amarela</th>
<th>Quantidade pessoas inscritas no CadÚnico de cor/raça indígena</th>
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02/2013
I&K products: Web Interactive tools to present maps and specific indicators to help and guide technical staff to target their efforts at sub municipal levels
I&K products: Microdata processing Tools to help technical staff to gather their specific table

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<th>Tab Social</th>
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<td>Tab SUAS</td>
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Dados do Centro Pop - 2012

Seleção Geográfica:
- UF/Município
- Área Especial

Variável na linha:
- 8.1 Acesso principal adaptado com rampas e rota acessível desde a calçada até a recepção da Unidade

Variável na coluna:
- 1. Indique abaixo as estratégias existentes na localidade para assegurar acesso à alimentação aos usuários deste Centro

Gerar tabela apresentando:

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<tr>
<th>Valor Absoluto</th>
<th>Total</th>
<th>% por Linha</th>
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<td>7</td>
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<td>2. SIM, Mas não estão de acordo com a Norma da ABNT</td>
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<td>19</td>
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<td>0. Não possui</td>
<td>7</td>
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<tr>
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<td>66</td>
<td>10</td>
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I&K products: Panels of Indicators produced by surveys of Statistical Agencies, National Registers and Cadastro Único integrated by geographical or individual levels.
I&K products: Panels of Indicators organized to Strategic, State and Street level Bureaucrats

Number of Bolsa Familia Program beneficiaries

Attendance of Health conditionalities

People enrolled in Single Registry who formalized as Micro entrepreneurs

School Attendance for children aged from 6 to 15 years old
I&K products: Panels of Indicators presenting information at National, State and Local levels

Families that received Gap Cash Transfer

Extreme Poverty Headcount

Extreme Poverty Gap

Indicadores Analíticos de Extrema Pobreza de Beneficiarios do Programa Bolsa Família

São Gonçalo do Gurguéia - PI

MONIB BRASIL SEM MISÉRIA
Panel de Monitoramento do Brasil Sem Miséria

SAGI | Secretaria de Avaliação e Gestão da Informação
I&K products: Tools to help Analytical Monitoring, that is, on-line analysis of indicators over time for a single territory or the same indicator from different territories.
I&K products: 130 specific evaluations studies and surveys, over more that 40 programs, since 2004, with results and microdata presented at Web.

Public dissemination
- Technical form
- Executive summary
- Questionaries
- Microdata for further analysis from universities and any citizen
I&K products: Rossi´s different types of evaluations according to the Program Implementation sage, including Scenarios Studies, Program Prospecting and Meta-evaluations
I&K products: Triangulation of methods is the gold standard. The objective of evaluation study guides the technical strategy - qualitative, quantitative, quasi-experimental and longitudinal panels- not the contrary.

National and population specific Surveys
From Stat. Agency or Contrated

Impact Quase-experimental studies

Program

Qualitative evidences:
Structured interviews with families and officials
Focus groups
Structured analysis of Letters from people
I&K products: Triangulation of evaluators is also the gold standard. External, Internal and Participatory evaluations brings different and complementary perspectives. Credibility of results comes before supposed Independence.
I&K products: Innovative strategies to collect data in costly and timely basis. If it is bad not having data to decision making, it is surely worst having an late, not consistent or badly done survey.

- Sustainable and Credible M&E Systems depends on robust and timely data from Statistical Agencies
  - Funding Statistical Agency to include new variables or additional questionnaires in the national surveys
  - Contracting Statistical Agency to specific surveys

- Using data form Program Registers, Administrative Forms and Information Management Systems

- Integrating data at local or individual level from National and Program Registers (Cadastro Único)

- Designing cross-sectional or longitudinal survey using subsets of survey sample, applying different questionnaires
I&K products: Innovative strategies to get credible and independent evaluation studies in a affordable and timely basis. If it is bad not having an evaluation study to decision making, it is surely worst having a not credible or defective done study.

**Reference on Material concerning Social Developing Policies:**
- Master’s dissertation
- PhD Thesis
- Publications
- Books
- Reports
- Seminars

**Social Development Policies Virtual Library (DSpace Plataform)**
I&K products: Technical Studies written by internal staff concerning specific questions on E&M agenda
I&K products: Customized Site to make easier to gather data and reports of Plano Brasil Sem Miséria to program managers and street level operators.
I&K products: The mosty accessed product: Customized Reports for every 27 States and 5.565 municipalities, updated every 2 to 3 months

O Plano Brasil Sem Miséria

O Plano Brasil Sem Miséria foi lançado em junho de 2011 com o desafio de superar a extrema pobreza no país. O público definido como prioritário foi o dos brasileiros que, a despeito dos avanços sociais e econômicos do país nos últimos anos, continuavam em situação de extrema pobreza, ou seja, com renda familiar mensal inferior a R$ 70 por pessoa.

Considerando que a extrema pobreza se manifesta de múltiplas formas além da insuficiência de renda, o Plano foi estruturado em três eixos: garantia de renda, inclusão produtiva e acesso a serviços. São mais de 100 ações, programas e políticas distribuídas nos três eixos, que envolvem 22 ministérios. O Ministério do Desenvolvimento Social e Combate à Fome (MDS) coordena o Brasil Sem Miséria. Todos os estados brasileiros aderiram ao Plano.

Mas, para que o Brasil Sem Miséria funcione de verdade, é fundamental que haja forte envolvimento dos municípios. Um dos motivos para a centralidade dos municípios é o Cadastro Único, porta de entrada para o Brasil Sem Miséria. Afinal, o responsável pelo registro das famílias no poder público municipal, que também tem papel de destaque no funcionamento das redes de saúde, educação e assistência social, essenciais para a superação da extrema pobreza.
I&K products: Customized Reports matching graphs, texts and tables in a easy talking, not complex analysis
I&K products: Customized publications to all different potential users of evalutions studies: Presenting annual results of SUAS Census to Street level staff

Eletronic version: Graphs and headlines

Publication: Selected data
More descriptive
I&K products: Customized publications to all different potential users of evaluations studies: summary and more detailed presentation of results of evaluations
I&K products: Customized publications to all different potential users of evaluations studies: Contributions to disseminate E&M culture by Brazilian Review of Monitoring and Evaluation and funding Academic Seminars

Academic and Technical Seminars sponsored

Third International Conference on National Evaluation Capacities 2013
29 Sep - 2 Oct 2013, São Paulo, Brazil

Brazilian Review of Monitoring and Evaluation

Secretaria de Avaliação e Gestão da Informação
### Course Details:

<table>
<thead>
<tr>
<th>Course</th>
<th>Objective</th>
<th>Timetable</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Diagnostics for programme formulation</strong></td>
<td>Develop capacity to use information sources from programmes and official statistics to diagnose a situation and propose a public programme.</td>
<td>20 to 40 hours</td>
</tr>
<tr>
<td><strong>2. Tools and indicators for programmes monitoring</strong></td>
<td>Prepare participants to use information systems, and to develop methodologies to build indicators for public programme monitoring.</td>
<td>20 to 40 hours</td>
</tr>
<tr>
<td><strong>3. Introduction to research methods and evaluation studies</strong></td>
<td>Develop skills essential for the understanding of evaluation results and methodologies, their potential and limitations.</td>
<td>40 hours</td>
</tr>
</tbody>
</table>

**I&K products:** Offering Customized Distance and Presential Courses on M&E Matters, using basic manuals and multimedia written to program managers
I&K products: Offering Distance and Presential Courses on M&E Matters, using basic manuals, multimidia and virtual tools
I&K products: Developing a monthly Newsletter to present the main products, activities and also results of evaluation studies.
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M&E Information and Knowledge may bring us relevant photos of the social problems and its advances or resiliences.
A good photo depends on the camera, the light, the perspective....
But the best ones depend on the skills and sensibility of the photographer (or analyst) to get the relevant picture (or information) that can make the difference to improve the actions that could change people’s life.
Thank you !!

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