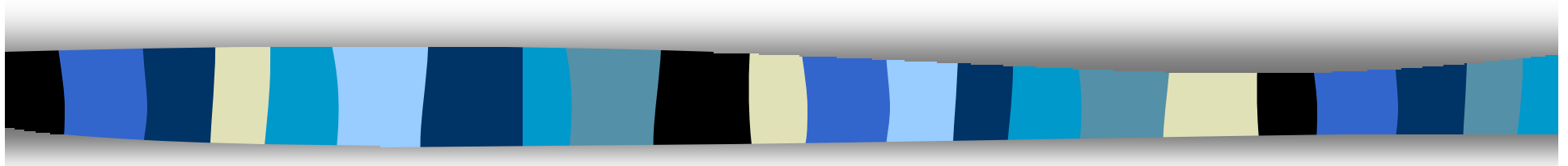


Participatory Monitoring and Evaluation



Principles, Action Steps, Challenges:

**Karen Sirker, World Bank Institute
and Kene Ezemenari, PREM**



Why Participation?

- World Development Report 2000/1
- Community Driven Development
- The PRSP Framework



Participation

- **Participation** is a process through which stakeholders including the poor and marginalized influence and share control over development initiatives and the resources and decisions that affect them.
- **Intensity** of participation
 - information** = one-way flow of information
 - consultation** = two-way flow of information
 - collaboration** = shared control over decision making
 - empowerment** = transfer of control over decisions and resources



What is participatory monitoring and evaluation (PME)?

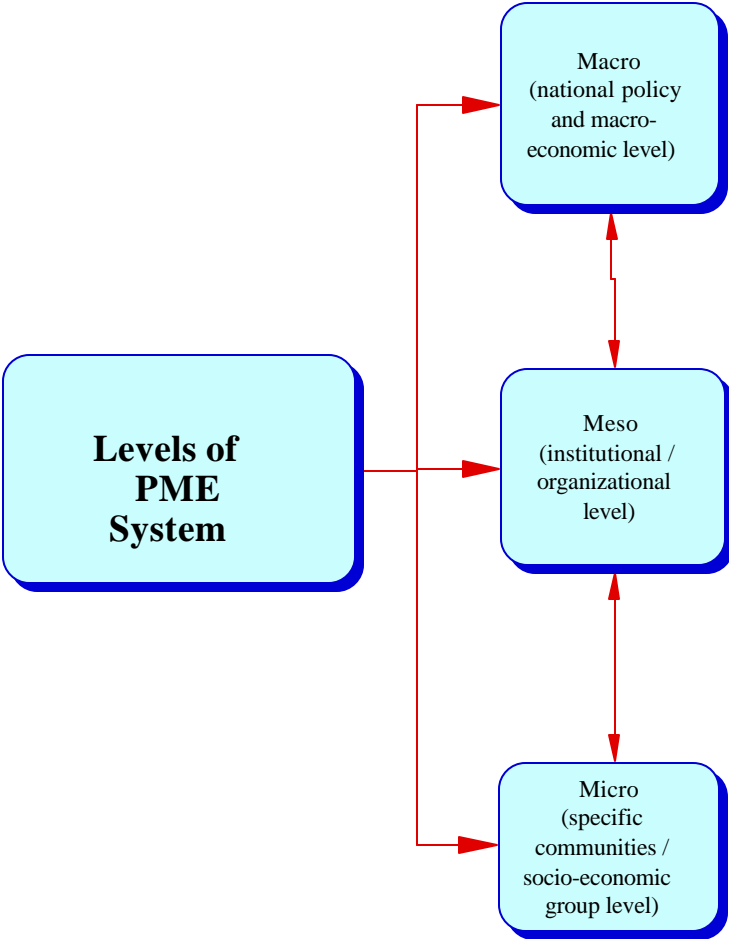
- a process through which stakeholders at various levels
 - engage in monitoring or evaluating a particular project, program or policy
 - share control over the content, the process and the results of the M&E activity
 - engage in taking or identifying corrective actions.
- focus on active engagement of primary stakeholder



PME Principles

- primary stakeholders are active participants – not just sources of information
- building capacity of local people to analyze, reflect and take action
- joint learning of stakeholders at various levels
- catalyzes commitment to taking corrective actions

Fig. 1 Levels of the PME System



Why PME?

- increases ownership, autonomy and self-organization
 - = > institutionalization of participation/ empowerment
- better information
- joint learning improves performance and outcomes
- increases accountability and transparency
- strengthens commitment to implement corrective actions

Learning



Accountability



Purposes of PME

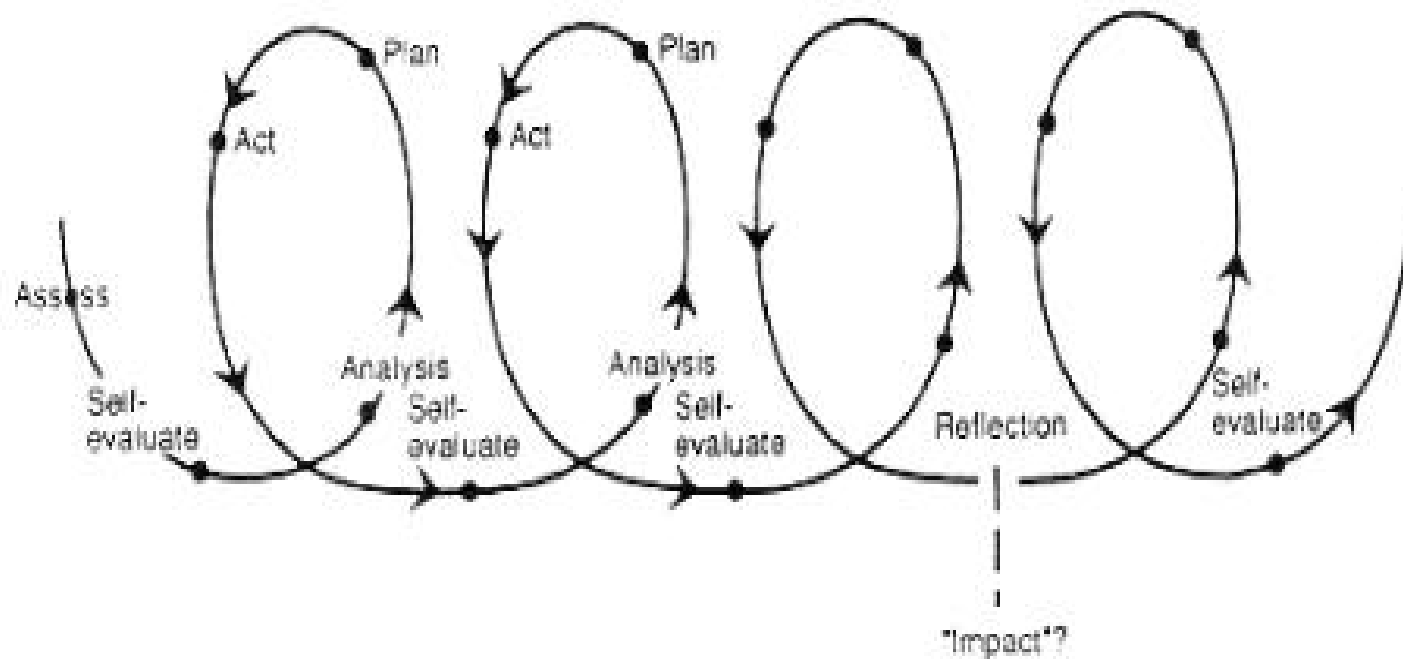
- Improves capacity building
- Increases efficiency and effectiveness
- Combines quantitative and qualitative methods
- Fosters Decentralization
- Promotes transparency and accountability
- Encourages coordination of data collection and supervision
- Creates new partnerships
- Leads to empowerment
- Promotes sustainability



Purposes of PME

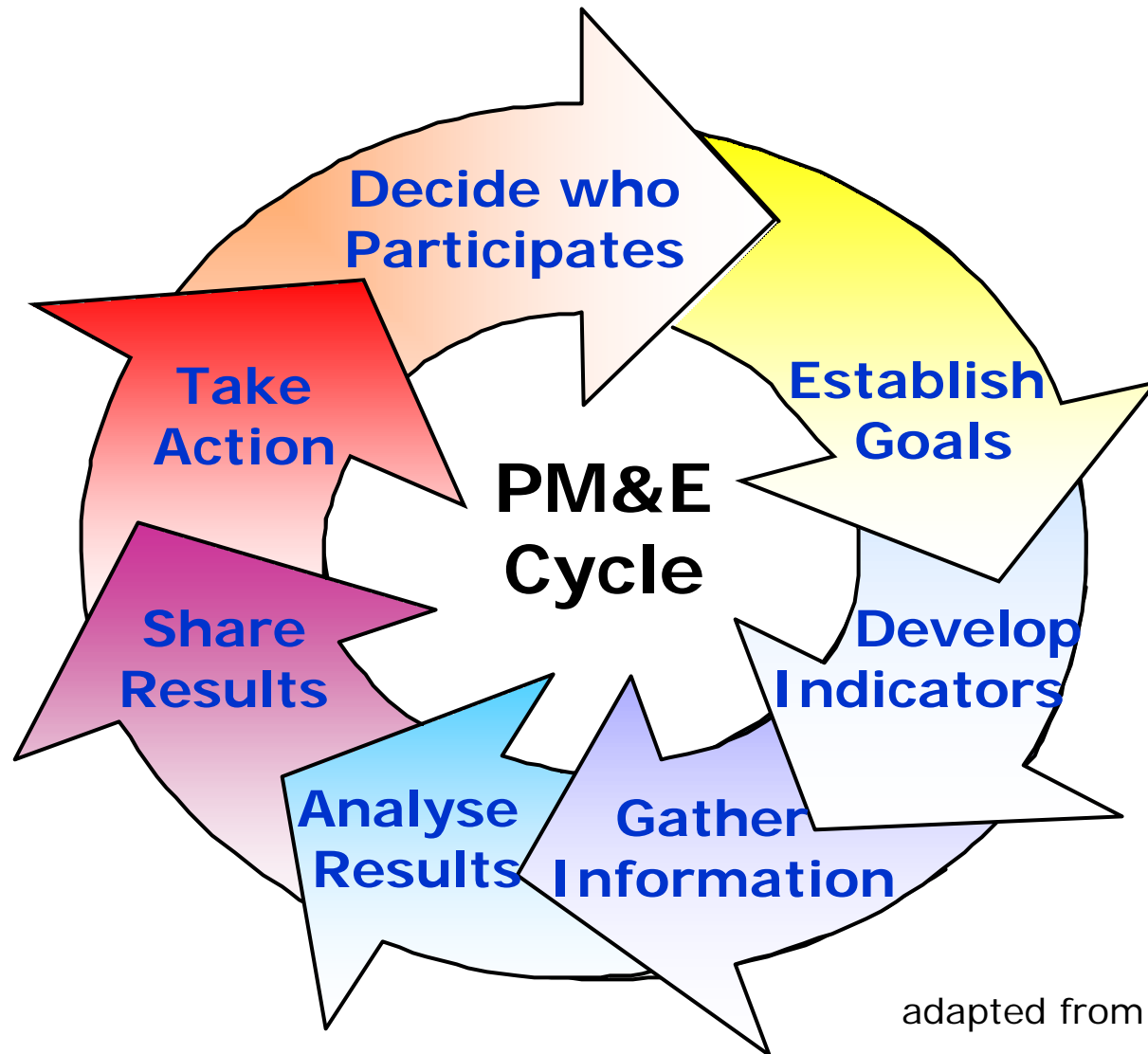
- Furthers social inclusion
- Promotes dissemination of information and consensus-building about poverty-reduction interventions
- Project management and re-planning
- Impact assessment: early warning and unintended effects
- Institutional learning: improving client focus and performance orientation
- Understanding and negotiating stake-holder perspectives
- Public accountability

Action orientation of PME



taken from Jacob Pfohl, 1986, from an evaluation report by Ron Sawyer, Bangladesh, 1978

The PME Cycle



adapted from Gaventa/ McGee



Tools and Techniques

- Qualitative and quantitative methods
- Often participatory methods, e.g.
 - ranking
 - Seasonal calendars
 - Focus groups
 - SWOT analysis
- Stakeholders must feel comfortable and able to express!



Bank Experience with PME

- 11% of Bank projects/ programs make use PME (OED, 1998)
- experience rather scattered
- often limited to 'consultations'
- found mostly in
 - Social Funds, CDDs,
 - Natural resources management, water
 - Rural infrastructure
 - Health
- limited experience on policy level, though changing



Constraints to Participation in Many Countries

- governance problems
 - policy management, implementation and monitoring capacity: often weak!
 - public accountability systems: weak
 - downward accountability hardly existing
 - low responsiveness of public institutions
- 'democracy' gap
 - lack of information and transparency
 - institutional arenas for pluralistic debate and negotiation of interests missing
 - collective interests of poor and vulnerable not well articulated and organization
 - low penetration of State and Society
 - dysfunctional systems of representation



Why Stakeholder Participation in PRS Monitoring?

- moving out of the exclusive circle of MoF and some sector Ministries
- bring PRS and its implementation into public domain/ public debate
- amplify voice and agency of the weak and usually unheard
- increase accountability and transparency of public actions



Added-Value of Multi-Stakeholder Process

- Increased public awareness by demystifying policies, budgets
 - contribution to more inclusive public policy debate
- Better and more complete information for decision making
 - direct feedback from citizen
 - consultation with multiple perspectives
 - representation of interests (winners/ losers)
- Greater transparency and public accountability
- Contribute to performance and client orientation of public sector



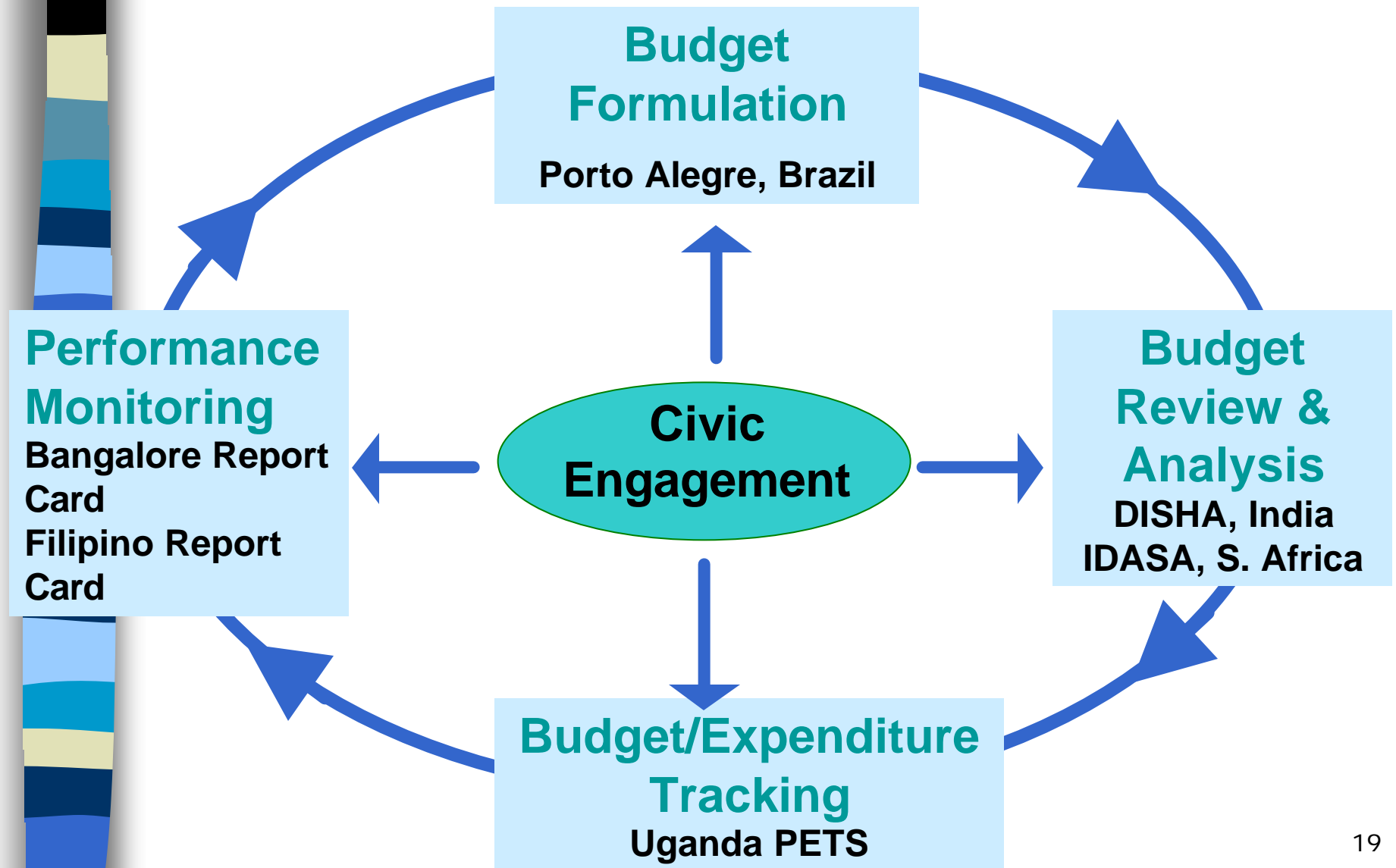
How?

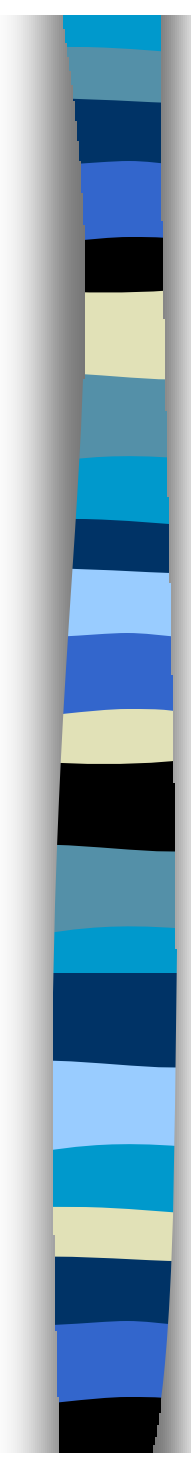
- forms of stakeholder participation
 - Government led consultations
 - independent citizen monitoring
 - joint Government and Civil Society initiatives
- multitude of applications in the PRS monitoring framework
 - on macro-, meso-, micro-level
 - in different sectors
 - at different levels of impact chain

Participatory Monitoring Arrangements for the Implementation of PRS

	Policy Reforms	Public Action Choices	Public Services	Investment Programs	Institutional Capacity Building
Inputs		Participatory Expenditure Tracking			
Outputs		Citizen Report Cards			
Outcome	Qualitative Policy Impact Monitoring, PPA's				
Impact					

Participatory Tools for Monitoring Public Action





Challenges for Participatory Monitoring of PRSP

- methodological innovation
 - how much participation of the poor is possible in policy monitoring?
 - combinations of qualitative/ participatory approaches with quantitative poverty monitoring
- how to find entry points, how to constructively engage and how to create alliances?
- institutional arrangements for influencing decision making
 - strategic choice: Government led poverty monitoring or independent citizen monitoring?
 - how to build self-sustaining feedback systems?
 - involve decision-makers/ stakeholders from the beginning to strengthen the actual use of results



Challenges for Participatory Monitoring of PRSP

- stimulate civic engagement and public debate around results
 - engaging forms of public information
 - local public action forums
 - policy dialogues
 - targeted dissemination and debate of results
 - parliamentarians
 - journalist seminars
 - role of the media
- capacity development for civil society groups and other stakeholders
 - in M&E and new approaches/ tools



PME Challenges for the Bank

- how to go beyond consultations in large programs
 - = > support local PME process and capacity
- how to build flexibility and adaptive planning in project design
- institutional learning to adjust procedures, tools and attitudes in support/ donor agencies
- new challenges for PME on policy and macro-level
 - limits to participation of the poor?
 - joint learning vs. entering the political arena
 - how to stimulate public debate/ negotiation