Participatory Monitoring and Evaluation

Principles, Action Steps, Challenges:

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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

Levels of PME System

Micro (specific communities / socio-economic group level)

Meso (institutional / organizational level)

Macro (national policy and macro-economic level)
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

- Decide who Participates
- Establish Goals
- Develop Indicators
- Gather Information
- Analyse Results
- Share Results
- Take Action

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

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**Institutional Capacity Building**

- Policy Reforms
- Public Action Choices
- Public Services
- Investment Programs
- Institutional Capacity Building
Participatory Tools for Monitoring Public Action

Performance Monitoring
Bangalore Report Card
Filipino Report Card

Budget Formulation
Porto Alegre, Brazil

Civic Engagement

Budget Review & Analysis
DISHA, India
IDASA, S. Africa

Budget/Expenditure Tracking
Uganda PETS
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