

Corporate Development Unit

Results-based Monitoring

Guidelines for Technical Cooperation

gtz

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Deutsche Gesellschaft für
Technische Zusammenarbeit (GTZ) GmbH
Postfach 5180
65726 Eschborn, Germany
T +49 61 96 79 0
F +49 61 96 79 11 15
E info@gtz.de

Internet:
www.gtz.de

Responsible for content:
Organisational Development Section

Edited by:
Dr Arno Sckeyde, Dr Kurt Wagner

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Table of Contents

Managing for Development Results – A Company-wide Challenge	2
1. The Concept of Results-based Monitoring	5
1.1 What are results?	5
1.2 How are results generated?	6
1.3 A general results model	6
2. Tasks of Results-based Monitoring	9
2.1 Monitoring up to the objectives level	9
2.2 Monitoring beyond the objectives level	10
3. Seven Steps to Results-based Monitoring	13
Step 1: Results chains and system boundaries as a basis for monitoring	14
Step 2: Interests, expectations and contributions to monitoring	19
Step 3: Areas to be monitored	22
Step 4: Objectives indicators, process indicators and monitoring questions	24
Step 5: Monitoring structure and processes	28
Step 6: Data collection	30
Step 7: Using monitoring results	32

Managing for Development Results – A Company-wide Challenge

Anyone involved in development cooperation today will be asked about the results of that cooperation. Good planning, timely delivery of outputs and optimistic reports alone no longer provide sufficient justification. Nor can the question of results be deflected by pointing out that development cooperation does not possess the leverage to radically change the world.

Following the sobering recognition that international development cooperation was insufficiently geared to poverty reduction, the debate about efficiency and credible proof thereof culminated in the United Nations Millennium Declaration in September 2000. The ambitious Millennium Development Goals to which the international community has committed itself spawned a series of international conferences and working groups to increase the effectiveness and efficiency of development cooperation via a series of reforms.

The 2005 Paris Declaration on Aid Effectiveness defines the essential areas to be addressed:

- appropriation, ownership by the partners
- alignment with partner systems
- harmonisation of donor practices
- managing for development results
- mutual accountability.

It establishes the framework for strategic and institutional change processes in international development cooperation.

Results-based management is not only the instrument agreed upon by the OECD's Development Assistance Committee (DAC); it is also the standard procedure at GTZ agreed upon with the German Federal Ministry for Economic Cooperation and Development (BMZ) (see O+R).

But what are "project results"? How can they be measured, and how can we assess the impact of development interventions on higher aggregated objectives (indirect results)? If a project can demonstrate that it has achieved results, then it has fulfilled its contract. For this it is necessary that we can plausibly and verifiably attribute its performance, based on facts, to the measures conducted by the project and not to other factors.

The performance of a development measure is rated by the outcome (direct results) achieved and by the indirect development results. These guidelines help to examine and demonstrate how many of the results or changes as compared with the initial situation can be directly attributed to the project measures.

In any case, a distinction must be made between the results "caused" by the development measures and those caused by other factors. This is the key task of results-based monitoring (and of subsequent evaluations).

Together with our partners, our company has made results-based monitoring a hallmark of all its development measures and has anchored it in O+R, from with the following excerpt is taken:

“Results are changes resulting from an intervention. They may be intended or unintended, expected or unexpected, positive or negative. In our projects and programmes, we aim for positive development policy results. They are part of a results chain (activities, outputs, use of outputs, outcome (direct results) and indirect results) that is influenced by the project/programme measures.

At GTZ, managing for development results means that the success of our work is not only measured in terms of completed activities and the outputs but in terms of the results achieved by the projects/programmes.

Results-based monitoring is used for project steering and reporting. It establishes the basis for Project Progress Reviews and external evaluations, and contributes to the learning process.

We refer to results-based monitoring when all monitoring activities of a project or programme are directed towards observing results.

The special feature of results-based monitoring is that observation does not focus solely on completed activities, but on the changes resulting from these activities.”

This current document is a revised version of the May 2004 edition. We have incorporated essential lessons learned in the past four years and the principles of Capacity WORKS, our new management instrument, but the basic design, which proved useful, has remained unchanged.

The guidelines are divided into three sections:

- The first section describes the general concept of results-based monitoring.
- The second part identifies and summarises the tasks to be performed on the basis of the first section.
- The third section explains the seven steps from project design to the use of monitoring results.

The annex refers to documents that present the monitoring systems of various technical cooperation measures around the world. A brief bibliography lists corporate documents and other texts used in producing these guidelines and which may be useful as a source of further reading.

The Guidelines on Results-based Monitoring are meant for everyone involved in planning, implementing or evaluating¹ development measures² in German technical cooperation – seconded and national experts and managers, and experts and managers on the partner side. In addition to the German version, they are also published in English, French and Spanish.

Monitoring and Capacity WORKS

Capacity WORKS is GTZ's management model for sustainable development. The model helps us manage and steer projects and programmes in order to make these as effective and sustainable as possible.

The structured approach adopted by Capacity WORKS revolves around the five success factors (1) strategy, (2) cooperation, (3) steering structure, (4) processes and (5) learning and innovation. Based on these success factors, the implementation of and the procedure used in the project or programme are negotiated with the partners, and GTZ's inputs are designed and adjusted accordingly.

The five success factors of Capacity WORKS are closely linked with the results-based monitoring system to be developed together with the partner. Monitoring provides insight into the results of the intervention and therefore makes it possible to draw conclusions about the strengths and weaknesses of the implemented measures as well as possible approaches for improving the individual success factors. Monitoring is thus especially important for developing and implementing the strategy, steering the project/programme and for learning at the various levels (people, organisations and networks).

The current text points out in various sections how monitoring fits in with Capacity WORKS and how the Capacity WORKS toolbox can be used for monitoring.

¹ See PPR guidelines (Intranet) and texts on GTZ's evaluation system (Intranet).

² The terms "development measure", "programme" and "project" are used interchangeably in this text in accordance with international usage.

1. The Concept of Results-based Monitoring

Results are the object of continuous examination, also as this applies to outputs, activities, financing and risks. Results-based monitoring does more than examine the outcome (direct results) or indirect results that have been achieved as the objective of the project. It also asks about:

- the indirect changes due to activities;
- the change processes triggered by the project outputs at partner organisations and target groups or other stakeholders;
- the benefit that stakeholders and target groups derive from the change processes (outcome (direct results));
- the further-reaching changes (indirect results) to which the joint project contributes or has contributed in concrete terms.

Monitoring also focuses on any undesired (secondary) results or unintentional positive and negative results to the extent that these can be separated from the frequently complex results constellations.

The core concept of results-based monitoring is the clear formulation of intended results and the derivation of the change processes necessary to achieve them. The central instrument employed for this purpose is the "results chain", which describes the causal relationship between the individual elements (activities, outputs, use of outputs and outcome (direct results)) and also represents the "system boundaries" in this context, i.e. the planned scope of the development measure in order that we have a better basis for dealing with the "attribution gap" and the question of results attribution later on when the monitoring results are examined. (See Chapter 3, Step 1).

1.1 What are results?

Results are those changes that can be attributed to a development measure. The mere fact that a change occurs is not enough to merit its designation as a result of the project, even if the change was planned and intended. The observed change can only be chalked up as a result of the project if a causal or at least plausible link can be established.

We refer to changes that can be causally or plausibly attributed as the results of a development measure. These may be intended or unintended, expected or unexpected, positive or negative.

Results affect not just the defined target groups, but partners and intermediaries too. Results occur right from the start and during the entire term of a project, and continue to evolve after its completion. Even the announcement or provision of human, financial or physical resources in the partner organisation, supplemented by technical or development cooperation, may generate initial results that influence the project's chances of success. Similarly, project

activities not only lead to outputs but may also – as in the case of training measures – have a reciprocal effect on the entire project team or on the generation of new ideas etc.

1.2 How are results generated?

Innovations do not emerge in a straight line starting with inventive scientists and then being passed on to advisors, acting as mediators, and ending up with members of society who are ready to try out innovations. They are rather the result of social interaction.³ Sweeping social and environmental changes that development cooperation seeks to bring about are always based on a close-knit web of actors with specific interests and varying degrees of power. And the more actors involved in a change, the smaller – from the statistical point of view – the “relative factor weight” of the individual inputs. This means that the greater the distance from the individual measure to the spheres where the changes take place, the more difficult it becomes to assign causal relationships to development results.

Despite this methodological difficulty, it is essential to continuously observe these changes in order to steer development measures, both on the side of the implementing organisations and on the partner side. It is not enough to subsequently examine or evaluate whether the objectives have been achieved or might yet be achieved. It is also necessary to observe right from the start whether the changes to be brought about through the achievement of objectives actually occur. The question of whether we are acting at the right point in the system, i.e. not just whether we are doing things right (effectiveness and efficiency), but also doing the right things (relevance) needs to be repeatedly addressed during the course of a project.

1.3 A general results model

Development measures are resourced through partner inputs and inputs by the cooperation partners. Using these inputs, they launch activities that lead to outputs by partner organisations and other institutions⁴. These are then used by intermediaries and target groups (use of outputs) and thereby produce an "outcome (direct result)" that contributes to indirect results.

³ The social organization of innovation. A focus on stakeholder interaction. Royal Tropical Institute, Amsterdam, 1997.

⁴ Key word: multiple implementing organisation structures, consortiums, technical cooperation pooling etc.

In general, the **results chain** of a development measure looks like this:

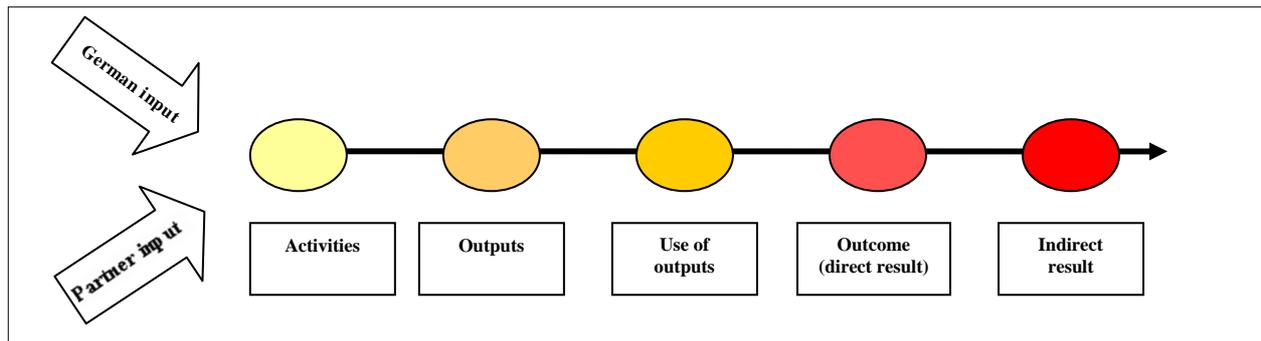


Fig.1 Elements of the result chain

It is relatively easy to draw conceptual distinctions between the various links in the results chain:

Activities are actions taken within a development measure that involve using stakeholders inputs to produce outputs. **Outputs** are short-term results of the activities and are available for use by other actors in the form of equipment, materials and services. The **use of outputs** refers to the change process that intermediaries and target groups undergo in order to achieve the objective. This objective is the **direct result** among intermediaries and target groups that can still be causally and quantitatively attributed to the project. It contributes to further changes that can no longer be causally and quantitatively attributed to an individual measure. These **indirect results** depend on inputs from many other factors, whose share in the overall change may be plausibly demonstrated but which cannot necessarily be isolated or quantified. This results level lies beyond the "attribution gap" (see Fig. 1 Elements of the results chain).

The terms in international use are activities, outputs, outcomes (direct result), impact (indirect result).⁵

Cause-and-effect hypotheses refer to the presumed relationship between the individual links in a results chain. The implementation strategy of development measures rests on these hypotheses, which are systematically examined in results-based monitoring.

Just as each element in a results chain influences a number of circumstances and actors, a multitude of external influences also impact on each element of the results chain. This influence is usually stronger the further one moves away from activities to indirect results. However, it is still relatively easy to establish how the outputs relate to the activities, despite the many interactions. However, even the relationship between outputs and the use of outputs is often difficult to establish. The causal attribution of the direct result and the plausible demonstration of indirect results certainly pose a challenge for any monitoring system. It is a challenge that must be taken up, because accountability is absolutely essential, particularly in the political arena, both in partner countries and in Germany.

⁵ See: OECD / DAC - Working Party on Aid Evaluation 2002: Glossary of Key Terms in Evaluation and Results Based Management. Evaluation and Aid Effectiveness Series No. 6 (<http://www.oecd.org/dataoecd/29/21/2754804.pdf>)

Projects, programmes, technical cooperation pools and sector-wide approaches often set in motion far-reaching changes and reform programmes, but it is by no means easy to demonstrate a causal contribution. A distinction is therefore made between two results levels:

- Results that are close to the project and demonstrably linked to the use of its outputs are termed the outcome (direct results);
- Beyond these, there are changes that can no longer be causally attributed to the projects alone because there are or were too many other, independent factors in the context of these changes. The cause-and-effect relationship is “interrupted” in these cases, and we refer to an **attribution gap**, beyond which the possible indirect result of the project lies.

What we have said so far brings us to the following results model, shown here in the example of a vocational training programme:

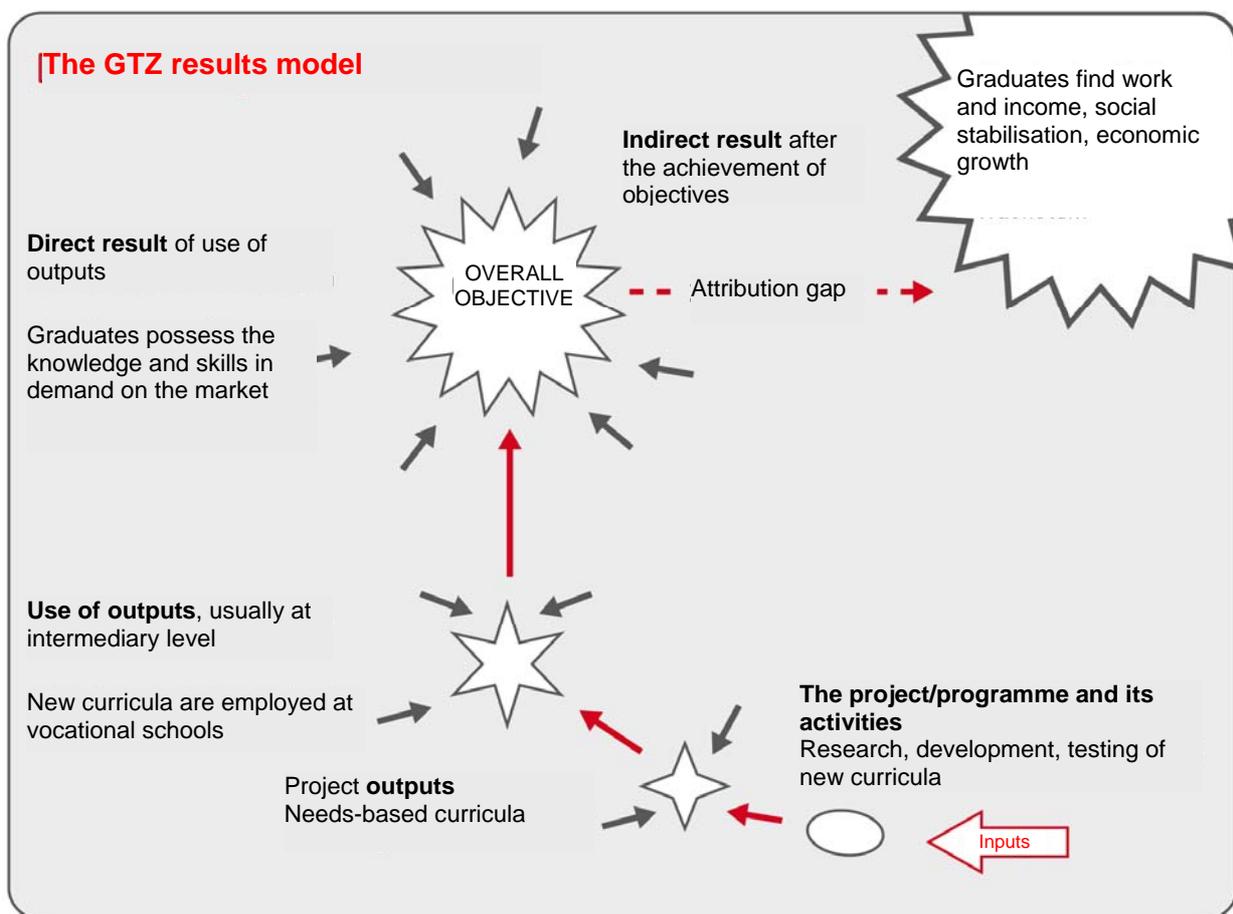


Fig. 2: GTZ results model

The decreasing thickness of the arrows reflects the decreasing causality in the results chain. The dark arrows represent the influence and impact of the project. Since the indirect result cannot usually be completely established, only part of it is shown in the figure.

2. Tasks of Results-based Monitoring

The main function of results-based monitoring is to support the steering⁶ of development measures and to stimulate dialogue on the chosen strategy within the management or project team and its supervisory bodies, especially with regard to regular operations planning. Beyond this, it promotes learning processes (knowledge management) and lays the foundation for reliable accountability.

Steering is performed in a constantly changing environment about which only limited information is available, and whose dynamics cannot be predicted in the course of change processes. It is therefore an iterative process based on observing and assessing the results of the project and its environment with regard to the intended direct result. This is done by means of previously agreed indicators.

Monitoring involves the organised collection, analysis and assessment of data on the results of a project and the changes in its environment. It provides a continuous indication of whether the chosen path promises to be successful, whether the strategy should be adjusted or defined objectives need to be re-examined.

Another purpose is to observe the indirect results, which are the real reason for implementing the project. They are usually objectives pursued in national or sector strategies and programmes of the partner, in the priority area of German development cooperation in a country, or in similar target systems, e.g. EU country assistance programmes or of multi-donor programmes. Results at this level can no longer be clearly, i.e. causally, attributed to a development measure but their outputs do plausibly contribute to achieving the objectives.

2.1 Monitoring up to the objectives level

When planning the development measure, a direct result is identified that can still be clearly attributed to the technical cooperation measure (Part B of the programme proposal) and that can be defined as its objective.

However, in joint programme proposals, it is necessary in Sections 3.1 and 3.5 of Part A (the section that refers to the priority area), to form a hypothesis relating to the indirect results and the further-reaching development results, for example if the programme objective is identical to the overall objective of German bilateral development cooperation in the priority area, and this in turn is identical to the national objective in this sector.

In Part B, in the technical cooperation module, it is then necessary to outline under point B 3.6.1 the individual elements of the results chain up to the indirect result.

Reliable data are required on the initial (baseline) situation in order to precisely formulate objectives and establish quantitative indicators to measure the achievement of objectives. These data are the basis for realistically formulating objectives, and they provide reference values for monitoring and evaluation. If this basic information is not available prior to

⁶ See also GTZ (2007): Capacity WORKS: Toolbox - Success factor 3 - Steering structure, page 5 f.

implementation, the project is obliged to record such data together with the partner when implementation starts.

As well as following the presumed results chains, monitoring also focuses on whether undesired results and negative external influences occur that may jeopardise the achievement of objectives or even have a detrimental effect (risk monitoring).

As changes in the framework conditions or actions of other development organisations may have a positive or negative effect on the achievement of objectives, the officer responsible for the contract and cooperation and the entire project team also keep an eye on the institutional, political, social, economic and environmental setting.

Results-based monitoring

- identifies the essential influencing factors;
- observes and analyses their effect on the project's achievement of objectives;
- reports regularly to the supervisory bodies and the contracting client for the German contribution.

Results-based monitoring thus provides the information that contract management needs in order to keep a development measure in the target range.

The key questions up to the objectives level are:

- To what extent are the expected results being achieved?
- What undesired results are produced?
- Which of the observed changes can be causally attributed to the project as results, particularly at the objectives level?
- Which risks and further changes will influence the achievement of objectives?

2.2 Monitoring beyond the objectives level

The real reason for German development cooperation to operate in a given sector or country frequently lies above the direct result and therefore above the overall objective of the individual project. Reference is often made to the **contribution to national objectives and the partner MDGs**. BMZ calls this the development-policy benefit and therefore takes a wider view, i.e. one level above the indirect results.

The objective formulated in Fig. 2, for instance, is: "Graduates possess the knowledge and skills for which are demanded on the market". This objective is not an end in itself. The development-policy rationale underlying the project is based on the expectation that well-trained graduates will find work and that the increased labour productivity will generate more growth and employment and therefore contribute to reducing income poverty.

These intended or expected results depend on the interplay between many different factors and actors that cannot be influenced by the project, or only with difficulty, but which have to be observed. If it becomes apparent, for example, that the sector in which the vocational training

programme is located is losing economic importance due to external influences, the critical question must be asked as to whether the project is still operating in the right sector. If not, the overall strategy needs to be adjusted to give the target groups access to jobs.

It is therefore essential for results-based monitoring to observe indirect results too. This task is accorded high political priority. The implementation of the development measure is only justified if it demonstrably contributes to the development policy objectives of cooperation with the partner country. Clients, the public and politicians both in the partner country and Germany or other countries involved expect clear statements about:

- the achievement of bilateral or multilateral cooperation objectives;
- the contribution made by the development measures to achieving sector objectives;
- major, cross-sectoral advances in development, such as in achieving the Millennium Development Goals, poverty reduction, peacekeeping or environmental or climate protection.

That is why technical cooperation measures, in consultation with other development cooperation measures and the partners, always include activities that track indirect results for the purposes of monitoring. A vocational training programme, for example, continuously observes labour market data, a health project monitors national health statistics, a customs advisory project tracks the national budget, and a programme with an expected poverty impact follows national poverty statistics and indicators. But “observation” in this case does not mean that primary data must be collected. This would usually involve a separate contract beyond the responsibility of the development measure.

As well as observing changes beyond the attribution gap, an attempt is made to find out whether the observed changes are plausibly related to the activities and outputs of the development measure. This contribution is plausibly demonstrated drawing on internal monitoring data.⁷ Contract management or the project team also incorporate corresponding questions into the Terms of Reference for Project Progress Reviews. Similar questions are also part of the management dialogue between the officer responsible for the contract and cooperation and the Country Director, and are routinely addressed in external, independent evaluations since they form part of the standard Terms of Reference for independent evaluations both at GTZ and BMZ.

Responsibility for reporting and monitoring the objectives and indicators of a joint DC programme lies with the priority area coordinators. Monitoring at this level does not, however, entail collecting additional primary data. This information should be based on the findings of monitoring individual measures and/or on secondary data from national and international institutions. This must be borne in mind when formulating the objectives and indicators.

If no useful information is available on the outcome (direct results) or indirect results, the technical cooperation input may include advising partners on setting up the corresponding data collection and evaluation structures and processes. The extent to which the partner's steering capabilities can be increased by capacity development in the field of results-based monitoring

⁷ GTZ, Establishing Plausibility in Impact Assessment, 2001.

must be clarified during the planning phase of technical cooperation measures and when analysing the capacities of the executing agency or other implementing organisations.

In future, in the course of increasing alignment with the partner system and harmonisation of donor contributions, donors will increasingly work together to support partners in monitoring their sector and collecting data to measure indirect results.

Tasks of results-based monitoring

a) Up to the objectives level

Monitoring the results produced by the activities and outputs of the development measure, particularly the use of outputs:

- comparison with the anticipated and planned results (milestones)
- examination of the possibility of achieving objectives
- communication and discussion of findings.

The following points have to be observed:

- results of major activities
- outputs for third parties
- use of outputs
- external forces that promote or hinder the use of outputs, direct result.

b) Beyond the objectives level

Observing changes in the wider setting of the development measure that can be plausibly linked with the achievement of objectives.

For these tasks, the technical cooperation measure employs existing, reliable secondary data, supports partner organisations in setting up corresponding monitoring and data collection systems, or collects relevant data on its own or together with other actors operating in the same sector.

3. Seven Steps to Results-based Monitoring

The following section describes the typical tasks, broken down into seven steps, to be performed so that results-based monitoring can provide the expected information. Much of what is discussed when setting up a joint monitoring system should already have been dealt with during the joint examination and planning of the development measure, e.g. the formulation of results chains, the establishment of indicators and system boundaries.

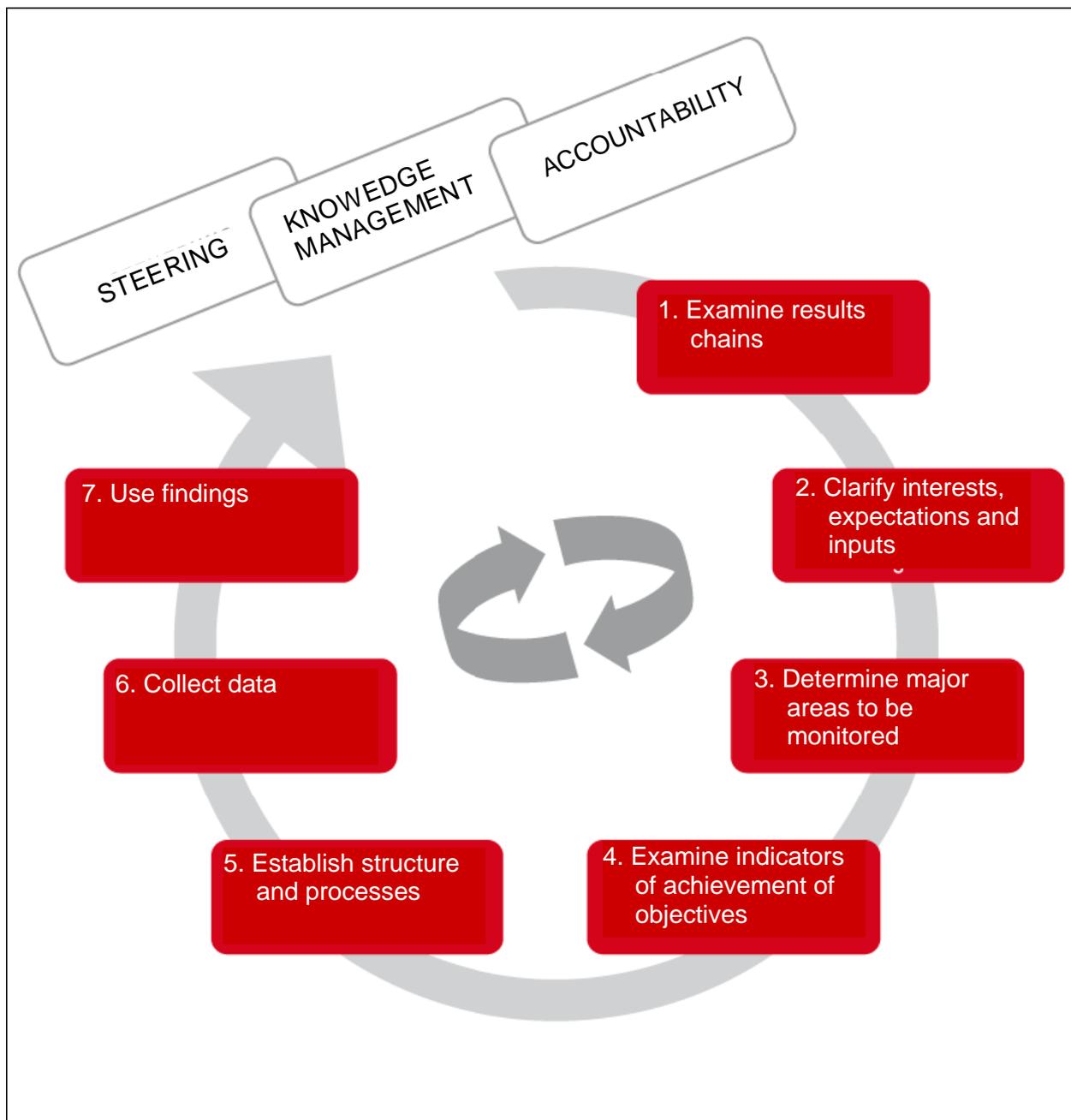


Fig. 7 Sevens steps in setting up a results-based monitoring system

Step 1: Results chains and system boundaries as a basis for monitoring

In order to implement and steer a technical cooperation measure, it is necessary to have a clear strategic orientation that is shared by all partners. Results chains and clearly defined system boundaries are instruments in this political negotiation process that facilitate the development of objectives and implementation strategies with the partners, and they serve as a basis for joint work. This step is therefore taken with the greatest possible involvement of project stakeholder groups.⁸

Results chains and system boundaries are drawn up with partners and clarify the objectives and implementation processes for which joint responsibility is assumed.

The system boundary refers to the limits of a project's sphere of influence, within which the results produced can still be causally attributed to the project.

The members of a team implementing a project organise their work processes on the basis of agreements. Experts and managers are largely responsible for steering the processes that lead to the provision of outputs. Based on the outputs made available, actors change their behaviour; changes occur with regard to resources, processes and structures; and these modified outputs are used (intermediate outcomes). The use of these outputs generates those outcomes (direct results) that can be measured by means of binding indicators and *causally* and quantitatively attributed to the project outputs.

Beyond this, changes may occur in the wider environment that may well appear to be *plausibly* due to the project environment, although this relationship can no longer be *causally* established. This frequently occurs at the level of the country's national development objectives, whose relationship with the project is usually difficult to demonstrate.

As the example in Fig. 4 shows, a project may restrict itself to cooperating with a department of the Ministry of the Environment, or may cooperate with the environmental authorities both in the capital and at the provincial or district level in various parts of the country. Depending on the agreed intervention level (national level, province, district), outputs, their use and the direct result may be located at different levels.

⁸ see also GTZ, 2007: Capacity WORKS Success factor 1, page 3 and GTZ, 2007: Capacity WORKS GTZ's management model for sustainable development, p. 5

<i>The direct counterparts of long-term experts work in the ministry's planning and organisation department (POD).</i>	Project A	Project B	Project C
The POD supports working groups, commissions and committees within the ministry, in four selected provinces and eight districts involved in administrative reform.	Project output		
The working groups, commissions and committees work on improving responsibilities and administrative procedures.	Use of output		
As a result, the central services and directives for downstream administrative units are improved.	Direct result	Project output	
The provincial forest administration make use of the centralised services offered and the direct support of the project.		Use of output	
As a result, the services of the forest administration are improved at district level.		Direct result	Project output
State forest companies, private firms, municipalities, interest groups and individual households make use of these services.			Use of output
The ensuing results range from improved access to firewood, higher household income from timber use to the creation of jobs in the wood processing industry, etc.			Direct result
At macro level, there are growth and distribution effects as well as contributions to poverty reduction, the conservation of biodiversity and forest multifunctionality, etc.			

Fig.4: Example of the system boundaries at three different intervention levels in forest administration reform projects

Procedure

In ongoing projects, a joint understanding should be reached about the different (results) levels. This will involve asking the following questions:

- Where do the activities end and the project outputs begin?
- Who is directly involved in providing outputs?
- Who will use the outputs?
- Which *direct* result is to be produced for whom?
- Where does the "setting" begin on which the project can only have an *indirect* influence in view of the given resources, time frame and budget?

The task is different if the project design is still open and if the initial aim is to find the most promising point of entry based on a results structure that is as complete as possible. In this case, there is no need to analyse the system boundaries of an ongoing project. Instead, the project design must be specified. The question is not "What is the system boundary?", but "Where can or should the system boundary lie?".

The questions that need to be asked are therefore:

- Who part of the project?
- In which group of persons or institutions is change to take place - who are the intermediaries, target groups and stakeholders?
- What is the partner's performance capability?
- What is the local situation?
- Which development-policy directives from BMZ and the partners have to be taken into account?
- What specific competence does German DC offer in connection with the measure?
- Which resources do the partners and the German side have?

When drawing up the results chains and system boundaries, we must determine – qualitatively and quantitatively – what the technical cooperation measure must and can deliver, and establish who is involved in generating the outputs, who is to use the outputs and who is to benefit from the direct and indirect development results.

The following key questions help to formulate the results chains.

Key questions for drawing up a results chain	
Level	Key questions
Activities	What does the project team do? Who is involved? Who are the activities geared to, who are the beneficiaries?
Initial changes due to activities	Which initial changes do we expect among stakeholders and beneficiaries? What do they do differently afterwards?
Output	What exactly does the project provide for its setting? What is the result of the activities?
Result of output	Who does what differently because the output is available? What changes exactly?
Use of output	What do the users do differently if they integrate the use of the project output sustainably into their (professional) routines?
Results of use of output	Who does what differently because the users utilise the project outputs? What exactly do they do? Which change do we expect as a result?
Direct result (the objectives level of project)	Who benefits, and how, from the change resulting from the use of the project or programme output? (acc. to socioeconomic groups / men/ women). What precise changes occur?
Attribution gap	
Indirect result	Which politically, economically and socially important changes occur in the sector and the country to which the direct result contributes ?

At the "use of outputs" level, it is advisable to ask about the advantage that partners may expect from using the outputs and the corresponding change in behaviour. Sustainable changes or new (professional) routines cannot be expected to occur without personal benefit for the people concerned. If such benefit only consists of direct support from donors (e.g. incentive payments, increased salaries etc.), it is doubtful whether the willingness to change is sustainable. The sustainable willingness to change presupposes that incentives emerge as an "after effect" of the changes achieved.

It often makes sense to divide the various levels of the results model into further steps, certainly in the case of large programmes and measures with multiple executing structures and multi-donor programmes. The environmental programme in Tunisia distinguishes between three levels of use⁹ (see also Fig. 6). Different, parallel change processes may also be triggered among different groups. The results chain thus divides into two or more branches.¹⁰

Results chains in the Tunisian Environmental Programme

The Tunisian Environmental Programme has divided its results structure into more than 20 results chains. The basis of each chain is a clearly distinguishable output with a specific change process. The results chains are the key design element for planning the programme and the foundation for results-based monitoring.

At the use of outputs level, the programme distinguishes between three levels:

- The first use of outputs level defines the processes launched by the Ministry of the Environment, which are based on the outputs of the environmental programme;
- The second use of outputs level describes the use of the output provided and the innovative approaches of the environmental administration. The Ministry of the Environment is thus better able to perform its role as the cross-sectoral ministry and coordinator for environmental and sustainable development issues;
- The third use of outputs level expresses the use of outputs beyond the sphere of influence of the environmental administration, e.g. sector ministries, governorates and municipalities.

This differentiation helps to make clear the roles of the individual actors, e.g. those of the environmental programme as service providers or those of the individual users (Ministry of the Environment, technical authorities, district associations, private sector etc.) and of their responsibilities within the concerted cooperation network.

Source: GTZ, 2007: Orientiert auf Wirkungen - das Monitoring des Umweltprogramms Tunesien - Good Practice und Lernerfahrungen (GTZ, 2007: Results-based monitoring of the Tunisian Environmental Programme - good practice and lessons learned)

To complete the results chain in order to deduce the required results-based monitoring measures, the risks and secondary results¹¹ have to be identified in addition to formulating the cause-and-effect hypotheses, which only reflect the anticipated positive results. The findings of these analyses are visualised in the results chain or a separate presentation, as required.

⁹ Michael, Gajo, 2007: Orientiert auf Wirkungen - das Monitoring des Umweltprogramms Tunesien- Good Practice und Lernerfahrungen (2007: Results-based monitoring of the Tunisian Environmental Programme - good practice and lessons learned) .

¹⁰ See Programm Dezentralisierung und Kommunale Entwicklung (PRODDL), Dominikanische Republik, 2005: Wirkungsmonitoring - Konzept und Handbuch (Decentralisation and municipal development programme (PRODDL), Dominican Republic, 2005: Results monitoring - concept and manual), p. 16.

¹¹ See also the "visualisation" instrument in GTZ, 2007: Capacity WORKS Success factor 1, p. 4 and 13ff.

Questions for analysing secondary results and risks

Secondary results:

- Which unplanned secondary results may occur? At what point in the results chain?
- What are their causes? What can the project team do to reduce their impact (negative results) or make good use of them (positive results, new potentials)?

Risks:

- Which external risks influence the individual links of the results chain? Where do they occur?
- What causes them? What can the project team do to contain them or reduce their impact?

Results chains of different degrees of complexity may be used for different purposes (strategy discussions, operations planning, monitoring, accountability, PR work undertaken by both the German side and partners and other stakeholders). It is advisable to document results chains and system boundaries such that they can be used and continuously adapted as background material for team meetings, monitoring meetings, planning workshops, supervisory body meetings and donor round tables or country team meetings. Printouts in the form of posters, PowerPoint presentations or mind maps are just some of the suitable options.

Step 2: Interests, expectations and contributions to monitoring

The clarification of interests in and expectations of joint monitoring with the partners and other stakeholders aims to gear the monitoring system to the objectives and needs of its potential users (i.e. in the long run, the partner institutions) and to increase its acceptance inside and outside the technical cooperation measure. This is important because many partners already have their own monitoring systems and have to report regularly on ODA¹² measures within their own systems. This creates a foundation for the cost-effective provision of information for learning and decision-making processes connected with the operative and strategic steering of the joint technical cooperation measures.¹³

¹² ODA - Official Development Assistance, statistical recording of global development cooperation at DAC in Paris

¹³ on the following, see also GTZ, 2007: Capacity WORKS, Success factor 2, p. 37ff. and PIA Module 2.

Procedure

Stakeholder analysis in monitoring

The main focus is on stakeholders who

- make political decisions at strategic level;
- bear responsibility for achieving the project or programme objectives and component objectives;
- provide important outputs for achieving the sub-objectives.

Discussion can be facilitated through visualisation techniques. The size of the circles can be used to show the presumed steering weight or influence on steering decisions.

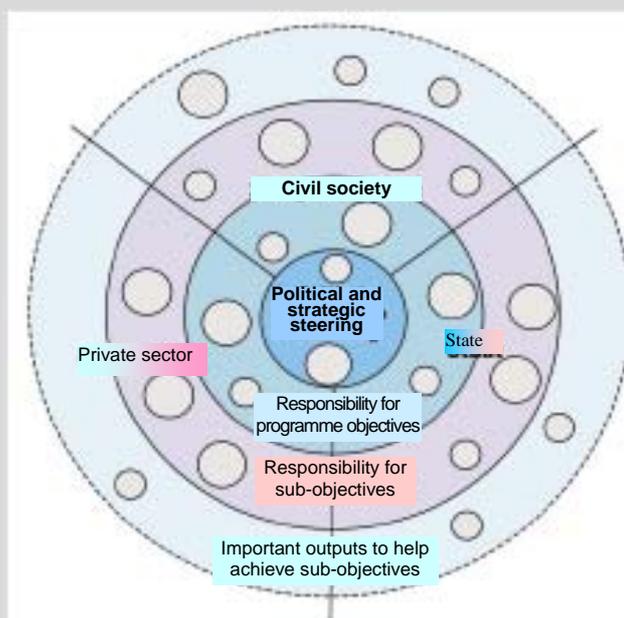


Fig. 5: Stakeholder analysis within monitoring

Source: GTZ, 2007: Capacity WORKS, Success factor 3, p. 8 (Steering model instrument)

Together with representatives of the identified groups, the expectations placed on the monitoring system of the technical cooperation measure are clarified. This entails looking at the specific information required for making steering decisions and for promoting learning and innovation at the level of individual measures as well as considering the overarching demands on steering national programmes, the development cooperation portfolio or the priority area strategies.

We must first clarify who is to participate in conducting project monitoring activities, before examining how these activities can be designed to fit into the professional routine of the partner structures.

The following questions are answered in this step:

Guideline for clarifying interests and expectations

- Who needs which information for steering, accountability or other purposes?
- Which interests and expectations do potential stakeholders have with regard to results monitoring?
- How should and how can monitoring results be incorporated into the political dialogue and other contexts?
- Which financial and human resources are available for monitoring?
- Which contributions can interest groups make?
- Which experience and competencies in results-based monitoring have been acquired and can be usefully employed?
- How does the technical cooperation measure gain access to existing information and knowledge bearers?

The Capacity WORKS needs-analysis tool can be used to determine the need to cooperate with external actors on monitoring. It evaluates the existing financial and human resources available for monitoring and assesses access to information, the possibility of introducing monitoring results into the political dialogue and other contexts, and the scope for implementing monitoring recommendations in steering decisions.¹⁴

Partner participation in the planning and monitoring process

The GTZ-supported PADRESS health project in Morocco is firmly integrated into the partner structure of the Ministry of Health. In its final phase, it is concentrating on the institutional anchoring of its service packages: "Quality competition in the health care system", "Health services for young people" and "Municipal basic health services".

The technical cooperation measure is drawing up the planning process and the monitoring concept together with the relevant experts and managers at the ministry. After outlining the concepts and principles of results-based management, results chains are drawn up together with the partners as a basis for subsequent operations planning.

In a further step, partner experts and managers are establishing the priority areas of monitoring in conjunction with GTZ staff. Together, they identify fields to be observed, define indicators and monitoring questions and establish responsibilities for monitoring activities. National experts assume both responsibility for implementation and monitoring activities as well as the coordination tasks involved in monitoring in the service packages. Together with a GTZ expert, they coordinate the monitoring activities at the overall project level and ensure that monitoring recommendations are discussed and put into practice.

¹⁴ See GTZ 2007: Capacity WORKS, Success factor 2, p. 46f.

Step 3: Areas to be monitored

To manage a development measure and produce results-based reports, it is not necessary to capture all the changes the measure generates. However, projects and programmes must be in a position at all times to inform clients, partner organisations and other donors whether the agreed objectives are being or have been achieved. This is measured according to the fulfilment of the defined indicators.

For this purpose, it is sufficient that monitoring focuses on the major results areas. Using the previously defined results chains, monitoring areas are established that provide information on the progress made in the change processes and the probability that objectives will be achieved.

In the case of longer, complex change processes, it is expedient to define several monitoring fields within a results structure. Depending on the point in time when monitoring is performed, these may concern the initial results of activities, the outputs, the use of outputs, or factors that play a role in this context. They are defined more precisely by means of process indicators (see Step 4) and given time horizons. They serve as milestones in order to subsequently examine whether the targeted changes occur at the required time and with the required quality, or whether additional interventions are needed to achieve objectives on schedule.

The following questions help to analyse the results chains and identify the fields to be monitored.

Key questions for selecting areas to be monitored

- Which cause-and-effect hypotheses are especially important for achieving objectives?
- At which points are results chains interlinked? Which change steps can only be achieved by two or more converging change processes?
- Which parts of the results chains are particularly weak?
- For which cause-and-effect hypotheses is only insufficient or no reliable experience available?
- Which change steps are negatively influenced by external factors (risks)?
- Which negative secondary results are to be expected whose consequences can be observed?

The indirect (development) results located above the project's objectives level are also included in the areas to be monitored. If no external officer has been named responsible for tracking the indirect results (e.g. priority area coordinator), the project organises the collection and analysis of relevant secondary data and provides the findings to stakeholders. In cases of exception, primary data are collected in agreement with national partners or, if appropriate, with other donors and German implementing organisations ¹⁵.

There is a binding agreement with BMZ (which applies equally to GTZ and KfW) that the monitoring system must also provide further information (e.g. on DAC classifications and

¹⁵ By German DC organisations on behalf of BMZ

specific BMZ classifications), as this information are a component of regular reporting to BMZ. When analysing results chains, areas to selected for observation that permit statements to be made on the relevant classification (see also Step 4).

Especially in conflict and post-conflict countries and in countries with increased or acute crisis potential, it is crucial to monitor unintended results and external risks for the purposes of steering and accountability (see also “Übersektorales Konzept “Krisenprävention, Konfliktbearbeitung und Friedensförderung“, BMZ 2005 (Cross-sectoral concept Crisis prevention, conflict transformation and peacebuilding, BMZ 2005). Often it is the unplanned and negative results that are of special relevance for steering a project.

Conflict-sensitive monitoring at PACIPAZ, Colombia

- Monitoring at PACIPAZ focuses on the results produced by programme outputs with special attention paid to the conflictive programme environment:
- Does the programme aim to achieve conflict-mitigating results?
- Does the programme aim to achieve results that might aggravate the conflict?
- Which factors in the programme setting are particularly important? Can they be influenced by the programme?
- Which positive or negative results occur that have not been planned for?
- Which interactions occur between the programme and its environment?
- The intensity of risks, the possibility of influencing them, and conflict reduction potentials are classed as green, red or yellow (as in a traffic light system) and commented upon. The lessons learned in dealing with risks are presented and any adjustments that could be made for future activities are proposed.

Source: Petra Riedle, 2006: Konfliktsensibles Wirkungsmonitoring im Programm Bürgerbeteiligung für den Frieden - Pacipaz, Kolumbien (2006: Conflict-sensitive results monitoring at the Popular participation for peace programme PACIPAZ, Colombia)

The areas for observation are selected not only with a view to steering and reporting, but also for the purpose of knowledge management. Selection is geared to the knowledge objectives of the technical cooperation measure¹⁶ and the need for steering. These objectives may refer to GTZ's knowledge products or the presentation of the measure to the outside world at international conferences and similar events.

¹⁶ GTZ, 2007: Capacity WORKS, Success factor 5, p. 19.

Step 4: Objectives indicators, process indicators and monitoring questions

Indicators ¹⁷ are required in order to recognise whether a development measure is achieving its objectives.

Indicators

These are literally signposts or yardsticks that make it possible to establish any changes that have occurred.

They provide representative and comparable data.

In technical cooperation measures, we distinguish between process indicators that act as milestones for assessing project progress and the quality of the chosen processes, and indicators of the achievement of objectives, which measure results at the objectives level.

A distinction must be made between the indicator and its value. A person's physical fitness can, for instance, be measured by their performance in the high jump.

However, the indicator must attribute different performance values for children (height jumped in centimetres) and for healthy adults. So, whereas the indicator addresses what is achieved, the value refers to the quantity, how much is achieved.

Reference values are necessary in order to interpret indicators. These state when satisfactory project performance can be considered to have been achieved. To do so, the absolute value should be stated in addition to relative changes.

Reference values may be:

- baseline values
- development trends
- values taken from a comparable situation
- a defined quality.

Indicators of the achievement of objectives in the offer or the joint programme proposal are the binding standard for measuring the achievement of objectives and thus the success of a project at the outcomes (direct results) level. The task of monitoring is to examine these and possibly to define them more precisely or expand upon them in the process. If necessary, baseline values should be determined or a baseline survey be performed.

Process indicators define selected areas to be monitored and measure the progress made by the project or programme as milestones on the road to the overall objective. They define how a change can be observed or measured and indicate progress, success or a further need for action.

¹⁷ What indicators are and how they are to be handled is described in detail in: GTZ, 2008: Handreichung zur Bearbeitung von Programmvor schlägen (B-Teil) (GTZ, 2008: Guidelines for preparing programme proposals, Part B).

Indicators and cross-cutting themes

An important instrument for keeping an eye on cross-cutting themes is a monitoring system with indicators related to these themes. DAC classifications of poverty reduction, gender equality, participatory development/good governance, and BMZ categories for environmental protection and resource conservation, and crisis prevention are thus used as steering instruments for projects and programmes.

If poverty reduction, for instance, is firmly anchored via specific indicators and an ex ante **Poverty Impact Assessment (PIA)**, it is easier to make statements on the poverty results of the project or programme during monitoring. It is important to have quantitative data broken down into socioeconomic, gender and ethnic groups (for more details on PIA, see Annex 1).

If the indicators of achievement of objectives and the process indicators reflect gender equality and the promotion of women's rights, the project will systematically focus on these results areas during monitoring. Information is then available for taking steering decisions, and there is a better possibility of keeping the project "on track" in the long term.

If necessary, indicators are also formulated for important anticipated risks that are tracked by the monitoring system.

Only when an indicator has been given a value does it also define when satisfactory performance will be reached. The value may consist of a quantity or an objectively verifiable quality characteristic. In addition to assigning a value, it is necessary to stipulate a time frame for achieving the indicator value.

Specific monitoring questions should be formulated in addition to indicators so as to shed more light on the qualitative aspects of change. They are therefore appropriate if the aim is to obtain detailed knowledge of change processes, e.g. to remedy the weak points of an innovation or lift it out of a rut, or to mitigate extreme regional disparities (acceptance). Beyond this, there may also be a need to successfully replicate a pilot intervention in other contexts or document good practices for knowledge management.

Procedure

Before new indicators are defined, it is important to examine whether the partner institutions already have indicators (and monitoring systems) with which the intended changes can be recorded. Alignment with the partner country's objectives system can be achieved by adopting suitable indicators from national programmes or strategies. These may be located at the objectives level or used for formulating and monitoring the indirect results.

Intermediaries and target groups are involved in developing indicators since they, as the intended users of the outputs, are in a position to say more precisely what form the "results" must take or how changes can be recognised.

Key questions for formulating indicators

The following questions are useful when formulating indicators.

- What change is intended?
- Who is this change meant to affect?
- To what extent should change take place?
- Which qualitative aspects of the change should be borne in mind?
- By when and, if appropriate, where should the change occur?

The indicators should be formulated according to the following patterns:

- increase in the percentage of the national budget earmarked for gender-specific needs and interests, from x% (initial value) to (target value)%
- increase in company investment in vocational training in the relevant sectors and regions (as a percentage of overall costs)
- increase in the number of female trainees from x% (initial value) to (target value)%
- increase in the number of audits performed by the municipalities' internal auditing system from (initial value) per annum in the baseline year to (target value) p. a.
- increase in turnover at companies managed by women from x% (initial value) to (target value)%

Some development measures assign process indicators to all results levels above the activities and below the objectives level. This is demonstrated on the following page using the example of one of the results chains of the Tunisian Environmental Programme. The GTZ Guideline "Impacts on Gender Equity in Development Cooperation Interventions. Gender Markers in Technical and Financial Cooperation" (GTZ, 2006) presents gender-specific results chains with corresponding indicators from different sectors.

If no initial values are available when the programme starts, a baseline study must be performed as soon as possible¹⁸. This lays the foundation for establishing or examining target values for subsequent comparisons, assessments and evaluations. Without baseline values, no realistic or ambitious objectives can be formulated or verifiable progress demonstrated.

¹⁸ Our agreement with BMZ obliges us to provide these within one year at the latest - including the indicator values

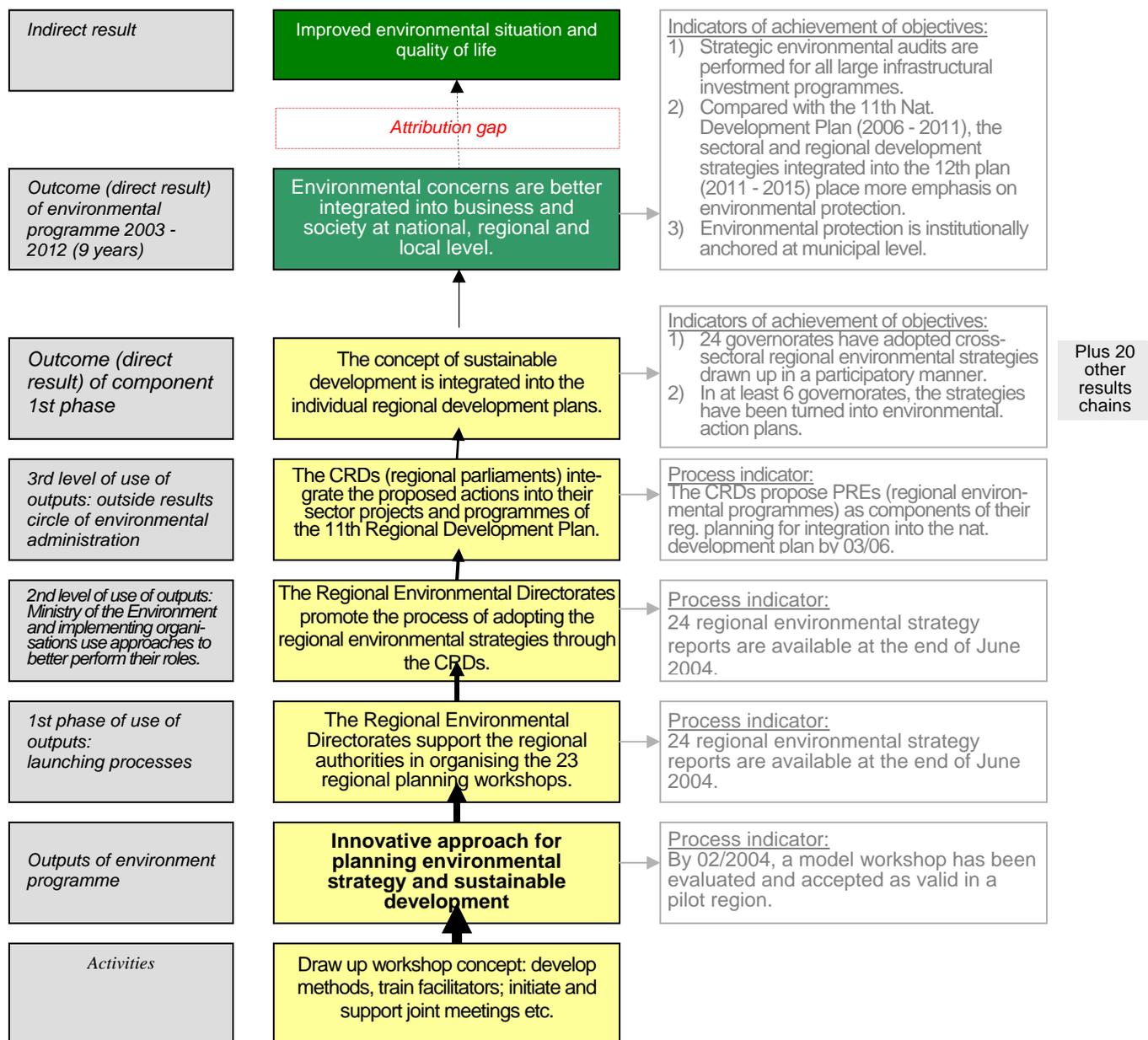


Fig. 6: Example of a results structure at the Tunisian Environmental Programme

Procedure for operationalising indicators and monitoring questions

Once indicators and monitoring questions have been formulated, they are operationalised.

Key questions for operationalising indicators

- What exactly does the indicator measure, or what does the question aim to clarify?
- What is the common or shared understanding? What further points need to be clarified?
- Which data are required to measure the indicator or answer the question?
- Who has information on this indicator or question? Who has information on the initial value? How reliable is the information?
- If no secondary information of sufficient quality is available: Which methods should be used for collecting data?
- Who is responsible for collecting, evaluating and analysing the data, for reporting, the information flow and discussion within the team?
- When and how often are data to be collected, evaluated and analysed?
- How and when are findings presented and put to further use?
- What outlay is presumably entailed (working days, equipment and materials, funds)?

Once the content-related and methodological questions have been clarified, the implementation of the individual monitoring activities is planned. It makes sense in this context to link monitoring as closely as possible with implementation activities and the people in charge of them. This cuts the costs of monitoring and helps to ensure the information is collected at the most appropriate professional level and used directly. Performed in this way, monitoring promotes critical reflection in the team and facilitates learning from both positive and negative experiences.

Monitoring activities are included in the plan of operations of the technical cooperation measure. This ensures that monitoring planning is binding and makes it easier to examine the monitoring activities on a regular basis.

Step 5: Monitoring structure and processes

Results-based steering presupposes that everyone with steering responsibilities is provided with the information they need to make decisions.

Procedure

After clarifying the roles with regard to data collection, processing and interpretation in line with specific indicators and questions, the responsibilities for certain elements of the monitoring system must be established and assigned:

- planning and coordination
- designing and supporting individual monitoring activities
- monitoring and quality control of the monitoring activities
- reporting

- documentation and information transfer.

Cooperation between the internal and external actors involved in the monitoring process is ensured by the person responsible for coordinating the monitoring process as a whole. This person supports and facilitates the essential monitoring processes, takes care of planning and assists with the monitoring activities. He/she also gathers and documents the monitoring results, ensures the flow of information between stakeholders and draws attention to areas that require steering.

To ensure that monitoring results are used to support steering, accountability and reporting processes as well as learning within and beyond the individual technical cooperation measure, the teams regularly discuss the monitoring results and link them with other management processes¹⁹, particularly with a view to adjusting strategies and updating operations planning and reporting.

Clear information management processes promote the use of the monitoring results within and beyond the development measure.

Projects and programmes can enhance the credibility of the monitoring system by involving external staff in obtaining, examining and discussing monitoring results. This is recommended especially for data on the achievement of objectives and in cases where key actors have divergent and conflicting perceptions.

In cases where other external actors are involved in the monitoring system in addition to the staff of the technical cooperation measure (see Step 2), processes and procedures must be developed to facilitate successful cooperation. The "Shaping partnerships" instrument in Success factor 2 of Capacity WORKS is useful in this context²⁰.

Monitoring and steering culture

In the cooperative programme on human rights and sexual health in Burkina Faso, the programme management monitors the indicators of the achievement of objectives and process indicators in close cooperation with the officers responsible for the component.

Monitoring is the task of a monitoring officer who steers data collection and prepares the data for monitoring meetings. The contribution of employees in the decentralised programme units is laid down in the plan of operations of the monitoring system. This contribution consists mainly in supporting partners in collecting and evaluating information and data.

¹⁹ See also GTZ 2007: Capacity WORKS Success factor 4.

²⁰ Partnership in monitoring (cf. also GTZ, 2007: Capacity WORKS Success factor 2, p. 51f.

The central programme team meets every week to discuss work plans and activities. Quarterly meetings of the entire programme team serve to:

- monitor all data processed in the completed period and discuss conclusions for implementation;
- consult on implementing the operative annual planning and budget development (based on a quarterly report by the officer responsible for the component);
- discuss issues concerning programme design and strategy.

In the year-end meeting, indicators and programme progress are analysed and conclusions are drawn for planning the following year, based on the monitoring results.

In the sixth-monthly meetings of the programme steering committee (*Comité de suivi et d'orientation*, the lead ministry's executive body), the programme team and the implementing partners account for the programme's progress, and decisions are made concerning the further implementation of the programme.

Source: Eva Neuhaus, 2008: KV Menschenrechte, Sexuelle Gesundheit, Burkina Faso
(Cooperative programme Human Rights and Sexual Health, Burkina Faso)

Step 6: Data collection

Data is collected in line with the operative planning of the monitoring activities and steered according to the plan of operations and by means of regular team meetings.

The data collection method employed by a development measure will depend very much on the scope and quality of the information to be delivered. Beyond that, it is determined by the time and the human and financial resources available for monitoring purposes. The costs and benefits of (alternative) data collection methods must be weighed up in terms of their informative value and reliability.

Group discussions, participatory observation, action research, Participatory Rural Assessment, ex ante Poverty Impact Assessment (PIA) and similar qualitative methods provide additional information, partly subjective, that is often more revealing than purely statistical data. e-VAL, the computer-assisted evaluation instrument used by GTZ since 2003, makes it possible to collect further qualitative statements and to evaluate these quantitatively.

Key questions for data collection

- Which data are required for the indicators specified by the client or the supervisory body of the technical cooperation measure?
- How precise, reliable and representative should the information be?
- How much time, and what human and financial resources are available for data collection?
- Where is information already available that can be utilised?
- How often is data to be collected?
- Should in-house or external staff be deployed?

The decision whether and which people are to be interviewed (apart from recording facts, changes and secondary or primary statistical data) is important for setting the methodological direction. Often, the people working directly in the project are well informed about procedures, structures, the history and processes, although they are necessarily the best informed on results. By contrast, the users of outputs and the people who feel the direct result of the outputs are informed, and they should generally be interviewed. The monitoring activities of a project should always target possible indirect beneficiaries or stakeholders. When interviewing these groups, it is inadvisable to focus immediately on the project. More reliable answers can be expected if the questions are phrased initially to explore the perceived changes on in general terms. Adequate time should be devoted to presenting the project's own outputs and those of other parties.²¹²¹

Only when the project outputs come into focus does it become appropriate to explore causal relationships in more depth with reference to the following questions:

- How are the outputs evaluated?
- Who uses these outputs, when, how and what for?
- Do the outputs, or does the use of these outputs by others generate a direct result (outcome)?
- Apart from the direct (targeted) result, are there other, possibly negative results?

The responses that partners, intermediaries and target groups give to these questions are of great importance in assessing whether a project is still on track.

²¹ A detailed example of this type of interview can be found in: GTZ/World Bank, A Beneficiary Assessment of AGETIP, 1996.

Step 7: Using the monitoring results

The benefit generated by monitoring is reaped only once the findings are actually utilised. The crucial point is whether the monitoring system succeeds in creating a climate of trust within the team and laying the foundations for constructive dialogue. This is the basis for using information from the monitoring system to:

- steer the development measure;
- meet accountability obligations to clients, steering bodies, other donors and the public both in the partner country and in Germany;
- contribute, if possible, to internal and external knowledge management.

Graphs and tables help to convey monitoring results in a manner that is clear and easy to understand. By incorporating the traffic-light system, we can also highlight critical areas (red light) and draw attention to the need for important steering adjustments. Most importantly however, the value of monitoring crucially depends on the quality of data interpretation and the derivation of conclusions for management.

The Decentralisation and Local Development (PRODDL) programme in the Dominican Republic uses standardised monitoring sheets as a basis for structured discussion at its monitoring meetings (see Figure 7). These sheets include indicators for the results levels above outputs. The responsible officers state whether the indicator:

- has already been achieved;
- is developing positively;
- is at risk of not being achieved.

Apart from stating the data source and the survey date, the sheets provide space for comments on the degree of achievement and development of the indicator.

Monitoring sheet PRODDL						
SERVICE PACKAGE				OFFICERS RESPONSIBLE		
STATUS	INDICATOR	COMMENT	SOURCE	DATE		
✓	↑	↓				
DIRECT RESULT						
UTILISATION						

Fig. 7: Monitoring sheet

Source: Programm Dezentralisierung und Lokale Entwicklung (PRODDL), Dominikanische Republik, 2005: Wirkungsmonitoring: Konzeption und Handbuch (Decentralisation and Local Development Programme (PRODDL), Dominican Republic, 2005: Results monitoring: Design and Handbook)

It is considered good practice within development cooperation for project teams to discuss at regular meetings the results they have observed and to coordinate the need for action and decision-making. The people directly involved in the measure are best equipped to interpret the data and derive conclusions for management. They focus on process indicators and discuss the status of the areas monitored below the objectives level. The discussion provides useful feedback on implementation activities and helps in assessing the progress the project has made towards to achieving its objectives and how likely it is to succeed.

The exchange on monitoring results in the joint project teams (i.e. with the partners) gives the technical cooperation measure access to other viewpoints, substantiates the need for change and supports innovation through discussion on different approaches to problem-solving.²²

In addition to formal discussions, informal talks provide an opportunity for open and loosely structured exchanges and therefore have great potential for gaining more detailed and sensitive information. The better the communication within the team and with partners, the easier it is to provide a stimulus for change via this channel.

²² See also GTZ, 2007: Capacity WORKS Success factor 5, page 9 and instrument 2 "Different forms of learning", p. 12ff.

Workshops held before joint annual planning meetings serve to examine the project's or programme's progress using the monitoring data and to draw conclusions for annual operations planning. The individual planning steps are preceded by brief presentations of the monitoring results and the recommendations to be derived from them.

One of the central tasks of results-based monitoring from our viewpoint is to document the results of the technical cooperation measures. The entire reporting and evaluation system of BMZ and GTZ (also of KfW and other implementing organisations) is based on the ability to transparently document and reliably verify results. Reporting focuses on the results that projects have achieved in the period under review, not on what the projects have done.

Project Progress Reviews²³²³ report on the status of objectives achievement according to the objectives and indicators stated in the offer. If the periods under review are within the project/programme phases and not at the end of a phase, the report informs readers about major milestones that have been achieved en route to the objectives. Final reports also place special emphasis on presenting the contributions to the partner country's development strategies and the development-policy objectives of the German Federal Government (indirect results). Results related to DAC classifications and BMZ cross-cutting themes that are not covered by binding indicators in the contract must also be presented in the Project Progress Reviews, and are therefore also a mandatory component of the monitoring system.

Internal written reports are useful for the internal flow of information in larger projects and programmes with several components and multiple implementing structures. Some development measures use electronic software for documentation, analysis and reporting.

Internet applications simplify access to reports and current data for teams that are geographically far apart. They also make it possible to enter data in the system at any time from decentralised locations. Various access and change rights can also give external parties an impression of the programme and its monitoring without sensitive data being disclosed to the broader public.

²³ GTZ, 2007: Guidelines for GTZ Project Progress Reviews to BMZ

Web applications and monitoring

The Popular Participation for Peace (PACIPAZ) programme in Colombia set up a virtual information system that can be accessed via the Internet for simple and clear handling and viewing of data collected in the course of monitoring. Various user profiles were defined that allow different kinds of access and change rights. This allows real-time local data entry by GTZ staff and gives the programme partners easy access to essential information.

The information system always provides the latest data and simultaneously makes it possible to track previous monitoring cycles. The officer responsible for the contract and cooperation, the individual team members and the partners can all access current information on the latest monitoring activities, any time and anywhere. External parties can also gain an impression of the programme or the monitoring system without disclosing sensitive data to the broader public.

The system can be accessed at:
<http://www.gtzcolmonitoreo.org/inicio.aspx>

Source: GTZ, 2006: Konfliktsensibles Wirkungsmonitoring im Programm Bürgerbeteiligung für den Frieden, Pacipaz, Kolumbien (Conflict-sensitive results monitoring at the Popular participation for peace (PACIPAZ) programme, Colombia)

Finally, monitoring furnishes up-to-date, reliable information for GTZ's knowledge management that is provided to the entire company by means of reports, workshops, focus discussions with user groups, presentations, newsletters and Internet pages.

Sources quoted from:

- BMZ, 2005: Übersektorales Konzept "Krisenprävention, Konfliktbearbeitung und Friedensförderung (Cross-sectoral concept "Crisis prevention, conflict transformation and peacebuilding)
- GTZ/World Bank (1999): A Beneficiary Assessment of AGETIP
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- GTZ (2004): Guideline on the Preparation of GTZ Project Reports to BMZ
- GTZ (2005), Programm Dezentralisierung und Lokale Entwicklung (PRODDL), Dominikanische Republik: Wirkungsmonitoring: Konzeption und Handbuch (Decentralisation and municipal development programme (PRODDL), Dominican Republic: Results monitoring - concept and manual)
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- GTZ, (2007): Orientiert auf Wirkungen - das Monitoring des Umweltprogramms Tunesien- Good Practice und Lernerfahrungen (Results-based monitoring of the Tunisian Environmental Programme - good practice and lessons learned)
- GTZ (2007): Guidelines for Successful Poverty Reduction in the Work of GTZ
- OECD (2007): Promoting Pro-Poor Growth: A Practical Guide to ex ante Poverty Impact Assessment; DAC Guidelines and Reference Series
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Selected links for further reading on monitoring ²⁴²

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<http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/EMA-218132656-PPK>
- DEGEVAL, 2005, Wirkungsbeobachtung und Evaluierung bei der Förderung von Demokratie und Good Governance, Leitfaden für Geberinstitutionen und Gut-achterInnen (Results monitoring and evaluation in promoting democracy and good governance, guidelines for donor institutions and appraisers)
<http://www.uni-saarland.de/fak5/stockmann/akepol/>
- DIE, 2004, Wirkungsanalysen der entwicklungspolitischen Zusammenarbeit sind machbar (Results analyses are feasible in development cooperation)
http://www.die-gdi.de/die_homepage.nsf/FSdsuc?OpenFrameset
- DFID, 2006, Monitoring and Evaluation A Guide for DFID-contracted Research Programmes
<http://www.dfid.gov.uk/research/evaluations.asp>
- EU, 2008, Handbook for Results-Oriented Monitoring of EC External Assistance (projects and programmes)
http://ec.europa.eu/europeaid/how/ensuring-quality/monitoring-projects/index_en.htm
- GTZ, KfW, 2005, The Road to Achieving the Millennium Development Goals
<http://www2.gtz.de/dokumente/bib/05-0338.pdf>

²⁴ The theme of monitoring is addressed in many publications under the heading "Evaluation". This was the reason for selecting the corresponding titles.

- GTZ, 2005, Umwelt und Infrastruktur und MDG (Environment, infrastructure and MDGs, German only) <http://www.gtz.de/de/dokumente/mdg-umwelt-und.infrastruktur.pdf>
- GTZ, 2006, The SiMIMex Handbook: In 4 steps to Results-based Monitoring <https://the.SiMIMexHandbook.pdf>
- IFAD, 2002, A Guide for Project M&E: Managing for impact in Rural Development www.ifad.org/evaluation/guide/
- OECD, WB, 2007, Sourcebook on Emerging Good Practice in MfDR <http://www.mfdr.org/Sourcebook.html>
- SIDA, 2007, Strengthening Sida Management for Development Results http://www.sida.se/sida/jsp/sida.jsp?d=118&a=34607&language=en_US&searchWords=result%20oriented%20monitoring
- USAID, Tools for Monitoring & Evaluation Systems <http://www.cpc.unc.edu/measure/tools/monitoring-evaluation-systems>
- UNDP, 2002, Handbook on Monitoring and Evaluation for Results <http://www.un.org.pk/undp/prm/Rules%20%20Guidelines/handbook-on-monitoring-and-evaluating-for-results-17april-02.pdf>
- UNDP, 2007, Evaluation of Results Based Management at UNDP <http://www.undp.org/eo/thematic/rbm.html>
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- UNFPA, 2004, The Programme Manager's Planning, Monitoring and Evaluation Toolkit <http://www.unfpa.org/monitoring/toolkit.htm>
- World Bank, 2003, A User's Guide to Poverty and Social Impact Analysis <http://go.worldbank.org/IR9SLBWTQ0>
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Poverty Impact Assessment (PIA):

Approach for assessing the anticipated poverty-related results

In line with the principle of results-based management, it is necessary to assess the poverty situation during the planning phase and to evaluate the extent to which the project can contribute to poverty reduction (pro-poor orientation). The ex ante Poverty Impact Assessment (PIA), developed within OECD-DAC, is one approach that allows us to systematically reflect on results and their causal relationships in a differentiated form. PIA helps us analyse systematically where and how results are generated, how the development interventions reach the poor population and how the project thus contributes to reducing poverty.

Corresponding cause-and-effect hypotheses and an ex ante poverty impact assessment:

- are tools for selecting intervention strategies geared to fighting poverty;
- help in estimating which type of benefit can be expected for which stakeholders and which risks are linked to the interventions;
- deliver prioritised results chains as a core element of the offer and which are therefore fundamental to the contract and the basis for reporting to BMZ;
- are the frame of reference for the entire programme steering process. They are the basis for establishing indicators and for monitoring and evaluation.

Conducting a PIA when planning a development measure places the issue of poverty impacts at the centre of the planning process and helps to reveal gaps in information and possible or unintended risks for poor population groups. PIA therefore also provides indications on the areas to be examined in the future monitoring system. In addition, PIA identifies concrete approaches for the pro-poor design of sectoral approaches. An further positive feature of PIA is the differentiated target group analysis that includes indirectly affected groups. Working systematically through the PIA modules, it becomes clear that one has to address points a, b, c, d with regard to target groups 1, 2, 3. This is followed by the realisation that the results are obviously quite different for one section of the population than for others.

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