

PART I

The Monitoring and Evaluation Framework

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Purposes and Definitions

CHAPTER 1

Monitoring and evaluation enhance the effectiveness of UNDP assistance by establishing clear links between past, present and future interventions and results. Monitoring and evaluation can help an organization to extract, from past and ongoing activities, relevant information that can subsequently be used as the basis for programmatic fine-tuning, reorientation and planning. Without monitoring and evaluation, it would be impossible to judge if work was going in the right direction, whether progress and success could be claimed, and how future efforts might be improved.

This chapter highlights the main purposes of monitoring and evaluation, and explains how these functions are of use to the organization. This chapter also provides definitions of monitoring and evaluation.

This chapter covers:

- A. Purposes of monitoring and evaluation
- B. Definitions of monitoring and evaluation

A. Purposes of Monitoring and Evaluation

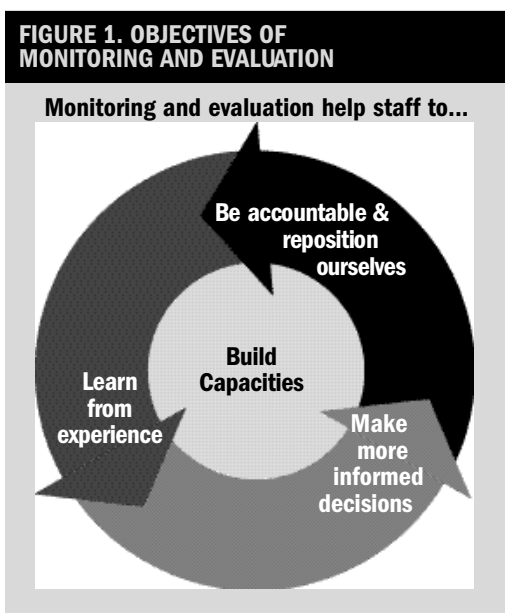
Monitoring and evaluation help improve performance and achieve results. More precisely, the overall purpose of monitoring and evaluation is the **measurement and assessment of performance** in order to more effectively manage the outcomes and outputs known as development results. Performance is defined as progress towards and achievement of results. As part of the emphasis on results in UNDP today, the need to demonstrate performance is placing new demands on monitoring and evaluation in country offices (COs) and programme units.

Traditionally, monitoring and evaluation focused on assessing inputs and implementation processes. Today, the focus is on assessing the contributions of various factors to a given development outcome, with such factors including outputs, partnerships, policy advice and dialogue, advocacy and brokering/coordination. Programme

Managers are being asked to actively apply the information gained through monitoring and evaluation to improve strategies, programmes and other activities.

The main objectives of today's results-oriented monitoring and evaluation are to:

- Enhance organizational and development learning;
- Ensure informed decision-making;
- Support substantive accountability and UNDP repositioning;
- Build country capacity in each of these areas, and in monitoring and evaluating functions in general.



These objectives are linked together in a continuous process, as shown in Figure 1. Learning from the past contributes to more informed decision-making. Better decisions lead to greater accountability to stakeholders. Better decisions also improve performance, allowing for UNDP activities to be repositioned continually.

Partnering closely with key stakeholders throughout this process also promotes shared knowledge creation and learning, helps transfer skills, and develops the capacity of UNDP country offices and projects for planning, monitoring and evaluation. These stakeholders also provide valuable feedback that can be used to improve performance and learning. In this way, good practices at

the heart of monitoring and evaluation are continually reinforced, making a positive contribution to the overall effectiveness of development.

B. Definitions of Monitoring and Evaluation

Monitoring can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. An ongoing intervention might be a project, programme or other kind of support to an outcome. (See Chapter 4 and the Annexes for more on monitoring.)

Evaluation is a selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome. Evaluation is not a one-time event, but an exercise involving assessments of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the effort to achieve an outcome. All evaluations—even project evaluations that assess relevance, performance and other criteria—need to be linked to outcomes as opposed to only implementation or immediate outputs. (See Chapter 5 on evaluation.)

Reporting is an integral part of monitoring and evaluation. Reporting is the systematic and timely provision of essential information at periodic intervals.

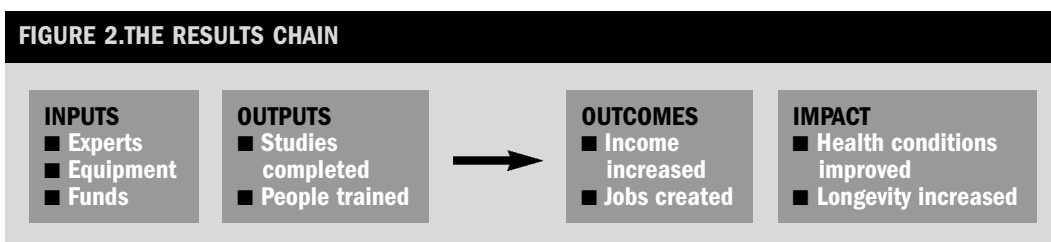
Monitoring and evaluation take place at two distinct but closely connected levels:

One level focuses on the **outputs**, which are the **specific products and services** that emerge from processing inputs through programme, project and other activities such as through ad hoc soft assistance delivered outside of projects and programmes.

The other level focuses on the **outcomes** of UNDP development efforts, which are the **changes in development conditions** that UNDP aims to achieve through its projects and programmes. Outcomes incorporate the production of outputs and the contributions of partners.

Traditionally, UNDP staff has been more familiar with the first level: monitoring and evaluation that is programme and project based and that views performance in terms of outputs. Today, the challenge is to go beyond this level and to link performance with outcomes, with rigorous and credible assessments of progress towards and achievement of outcomes.

Approaches, techniques and tools for monitoring and evaluation, which should be applied at both levels, are presented throughout the *Handbook*. Figure 2 illustrates how outputs and outcomes inter-relate during the process of achieving results.



Two other terms frequently used in monitoring and evaluation are defined below:

Feedback is a process within the framework of monitoring and evaluation by which information and knowledge are disseminated and used to assess overall progress towards results or confirm the achievement of results. Feedback may consist of findings, conclusions, recommendations and lessons from experience. It can be used to improve performance and as a basis for decision-making and the promotion of learning in an organization. (See Chapter 7 on knowledge and learning.)

A **lesson learned** is an instructive example based on experience that is applicable to a general situation rather than to a specific circumstance. It is learning from experience.

The lessons learned from an activity through evaluation are considered evaluative knowledge, which stakeholders are more likely to internalize if they have been involved in the evaluation process. Lessons learned can reveal “good practices” that suggest how and why different strategies work in different situations—valuable information that needs to be documented.

The Shift Towards Results-Based Management

CHAPTER 2

This chapter defines results-based management (RBM) and highlights the main features of a results-based monitoring and evaluation system. It presents the role of monitoring and evaluation within the context of UNDP's shift towards RBM, which has been gaining momentum since 1999. It also compares past approaches with the current results-based approach. This chapter should help users pinpoint any areas in which changes in behavior are required, and to align monitoring and evaluation activities accordingly.

This chapter covers:

A. Monitoring and evaluation in the context of RBM

- Outcome monitoring
- Outcome evaluation
- Relationship between outcome monitoring and outcome evaluation
- Importance of partnerships
- Significance of “soft” assistance

B. Implications for the country office

- Changes in tools and processes
- Roles and responsibilities
- Practical challenges for Programme Managers

A. Monitoring and Evaluation in the Context of RBM

An increasing emphasis on results is bringing about some major changes in the focus, approach and application of monitoring and evaluation within UNDP. Central to these changes is results-based management.

Results-based management (RBM) is a management strategy or approach by which an organization ensures that its processes, products and services contribute to the achievement of clearly stated results. Results-based management provides a coherent framework for strategic planning and management by improving learning

and accountability. It is also a broad management strategy aimed at achieving important changes in the way agencies operate, with improving performance and achieving results as the central orientation, by defining realistic expected results, monitoring progress toward the achievement of expected results, integrating lessons learned into management decisions and reporting on performance.

OUTCOME MONITORING

UNDP interventions consist of projects, programmes, partnerships and “soft” assistance such as advocacy delivered outside projects or programmes—all acting in concert to achieve an outcome, or development change. The monitoring of these outcomes represents a distinct shift away from the past interest in monitoring project outputs. As noted in Chapter 1, this shift will make it possible to determine the success of UNDP interventions by their measurable contribution to development changes.

Outcome monitoring is a continual and systematic process of collecting and analyzing data to measure the performance of UNDP interventions towards achievement of outcomes at country level. While the process of outcome monitoring is continual in the sense that it is not a time-bound activity, outcome monitoring must be **periodic**, so that change can be perceived. In other words, country offices will accumulate information on an ongoing basis regarding progress towards an outcome, and then will periodically compare the current situation against the baseline for outcome indicators and assess and analyze the situation.

In order for a country office to monitor outcomes and outputs effectively, that country office has to determine exactly which projects, programmes and other activities contribute to any specific outcome. “Other activities” may include advice, advocacy and other types of soft assistance delivered outside of projects or programmes.

Outcome monitoring focuses on the following interventions and strategies and their implications:

- Projects;
- Programmes;
- Partnerships;
- “Soft” assistance in the form of policy advice, policy dialogue, advocacy, brokerage/coordination provided outside of established projects or programmes;
- Implementation strategies.

How do Programme Managers carry out outcome monitoring? They track the outputs and measure their contributions to outcomes by assessing the change from baseline conditions. Programme Managers need to keep an eye on key outputs (the specific products and services that emerge from processing inputs through project/programme or non-project/programme activities) because they can indicate whether a strategy is relevant and efficient or not. Relevance in a results-based context refers to whether or not a UNDP intervention contributes to the achievement of a key outcome, supports national development priorities and targets appropriate groups.

To conduct effective outcome monitoring, Programme Managers need to establish baseline data, select outcome indicators of performance, and design mechanisms that include planned actions such as field visits, stakeholder meetings and systematic analysis or reports.

TABLE 1. KEY FEATURES OF IMPLEMENTATION VERSUS OUTCOME MONITORING

ELEMENTS OF IMPLEMENTATION MONITORING (traditionally used for projects)	ELEMENTS OF OUTCOME MONITORING (used for a range of interventions and strategies)
<ul style="list-style-type: none"> ■ Description of the problem or situation before the intervention; ■ Benchmarks for activities and immediate outputs; ■ Data collection on inputs, activities and immediate outputs; ■ Systematic reporting on provision of inputs, etc.; ■ Directly linked to a discrete intervention (or series of interventions); ■ Designed to provide information on administrative, implementation and management issues as opposed to broader development effectiveness issues. 	<ul style="list-style-type: none"> ■ Baseline data to describe the problem or situation before the intervention; ■ Indicators for outcomes; ■ Data collection on outputs and how/whether they contribute towards achievement of outcomes; ■ More focus on perceptions of change among stakeholders and more focus on “soft” assistance; ■ Systematic reporting with more qualitative and quantitative information on the progress of outcomes; ■ Done in conjunction with strategic partners; ■ Captures information on success or failure of UNDP partnership strategy in achieving desired outcomes.

It is important to remember that outcome monitoring is **not** the same as implementation monitoring, as shown in Table 1. Project Managers in particular will still be expected to monitor the implementation of their projects. This monitoring should be planned and integrated with any outcome monitoring to avoid duplication and to lower transaction costs.

OUTCOME EVALUATION

An **outcome evaluation** is an evaluation that covers a set of related projects, programmes and strategies intended to bring about a certain outcome. Such evaluations assess **how** and **why** outcomes are or are not being achieved in a given country context, and the role UNDP has played. They may also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned. These periodic and in-depth assessments use “before and after” monitoring data.

Outcome evaluations may fulfill different needs at different times throughout the programming cycle. If conducted early in the cycle, they can supply information about potential impediments; if conducted halfway through the cycle, they can suggest mid-course adjustments; and if conducted at the end, they can contribute to lessons learned that could guide work in the outcome during the next cycle.

An outcome evaluation extracts lessons learned, findings and recommendations by assessing the following:

- Progress towards the outcome;
- Factors contributing to the outcome (substantive influences);
- Key UNDP contributions (outputs, including those produced through “soft” assistance) to outcomes;
- The partnership strategy (how UNDP works with its partners).

Assessments of these four major components are carried out in varying degrees of depth, depending upon the specific purpose of the evaluation. Additional areas for assessment may be added, although this requires additional time and financial resources and may yield less detailed results.

How do Programme Managers carry out outcome evaluations? Working with the country office team, Programme Managers plan outcome evaluations at the country level using the Evaluation Plan. (See Chapter 3.) Country offices need to set aside adequate resources for these activities. Planning significantly improves the management and quality of evaluation. Country offices (and headquarters units) are responsible, in partnership with strategic partners, for planning all aspects of outcome evaluations, from defining the objectives to collecting the data. Programme Managers, by liaising with the appropriate levels of management from project to country office, are responsible for ensuring that baseline data and appropriate indicators of performance are established at the very start of an intervention.

RELATIONSHIP BETWEEN OUTCOME MONITORING AND OUTCOME EVALUATION

Both outcome monitoring and outcome evaluation are aimed at the systematic collection and analysis of information to track changes from baseline conditions to the desired outcome and to understand why change is or is not taking place. Both functions are closely linked to decision-making processes at programme and policy levels. Both provide consistent information for the improvement of interventions and strategies to Programme Managers, Project Managers and stakeholders. And both can demonstrate accountability. They differ, however, in their specific objectives, focus and methodology, and how they are conducted and used, as summarized in Table 2.⁴

TABLE 2. DIFFERENCES BETWEEN OUTCOME MONITORING AND OUTCOME EVALUATION		
	OUTCOME MONITORING	OUTCOME EVALUATION
Objective	To track changes from baseline conditions to desired outcomes.	To validate what results were achieved, and how and why they were or were not achieved.
Focus	Focuses on the outputs of projects, programmes, partnerships and soft assistance activities and their contribution to outcomes.	Compares planned with intended outcome achievement. Focuses on how and why outputs and strategies contributed to achievement of outcomes. Focuses on questions of relevance, effectiveness, sustainability and change.
Methodology	Tracks and assesses performance (progress towards outcomes) through analysis and comparison of indicators over time.	Evaluates achievement of outcomes by comparing indicators before and after the intervention. Relies on monitoring data on information from external sources.
Conduct	Continuous and systematic by Programme Managers, Project Managers and key partners.	Time-bound, periodic, in-depth. External evaluators and partners.
Use	Alerts managers to problems in performance, provides options for corrective actions and helps demonstrate accountability.	Provides managers with strategy and policy options, provides basis for learning and demonstrates accountability.

⁴ Source: Adapted from UNICEF, UNFPA, World Bank

Outcome evaluations rely on data generated through outcome monitoring, information from other sources such as the UNDP Results-Oriented Annual Report (ROAR), and information generated through external sources such as independent client surveys or the reports of partners. Similarly, outcome evaluations support outcome monitoring. They are, for example, a source of lessons that can be applied in the development of conceptual and methodological innovations for use in refining the monitoring function. Such innovations might include devising realistic results and strategies, developing appropriate indicators for future projects, or demonstrating the effectiveness of certain types of monitoring tools for certain types of interventions.

IMPORTANCE OF PARTNERSHIPS

No development change is ever achieved in isolation, which is why UNDP works closely with its partners when monitoring and evaluating outcomes. UNDP partners include other UN agencies, governments, donor agencies, governmental and non-governmental organizations and other entities with which UNDP forms substantive relationships in the pursuit of common outcomes. Ideally, when formulating interventions to achieve certain outcomes, Programme Managers should consider how to encourage the participation of partners. This requires knowing what strengths each partner brings to the table.

For monitoring and evaluation, Programme Managers may draw on partners in a number of ways, such as:

- Involving partners and other stakeholders in the selection of indicators and targets, in data collection and analysis, as participants in field visits or as members of an evaluation team;
- Using already-established data sources and statistics of key partner agencies, which helps reduce the costs of data collection;
- Working with partners to analyze outcome progress and determine how best to enhance their collective strategy.

Programme Managers may engage various types of partners in a variety of activities associated with monitoring and evaluation. The roles of these partners are described in Box 1.⁵

SIGNIFICANCE OF “SOFT” ASSISTANCE

“Soft” assistance is a term that includes policy advice and dialogue, advocacy and brokerage/coordination services. It is “soft” as compared to the “hard” or concrete contributions to development that are identifiable as a building or a study or a training programme. In the past, this kind of assistance was often overlooked in the planning, assessment and documentation of programming and performance. It is now recognized as an important input for the achievement of results, a shift in emphasis brought about by the use of results-based management and the adoption of the Administrator’s Business Plans (2001-2003), both of which direct attention to “soft” assistance.

⁵ Adapted from World Bank, Monitoring and Evaluation Chapter, 2000 and UNDP, Alex Rusita, end of mission report, 2001.

BOX 1. THE ROLES OF PARTNERS IN MONITORING AND EVALUATION

Government coordinating authority and other central ministries (e.g. planning or finance) usually have overall responsibility for monitoring and evaluating development activities as described in the United Nations Development Assistance Framework (UNDAF) and in the UNDP Country Programme. They are in a good position to coordinate the design and support for monitoring and evaluation activities, particularly the annual review, and to take action based on the findings of evaluations.

UN agencies provide baseline socio-economic information on populations and beneficiary groups in locations where UNDP is newly arrived or has a small presence. UN agencies share objectives in the Common Country Assessment (CCA) and UNDAF. They provide technical support for evaluations and monitoring, and may also provide information about the status of outcomes.

Executing agents (the institutions designated to manage a project) are in charge of project management and the delivery of outputs. Such institutions provide critical technical information on the outcome and development situation, the effectiveness of the implementation strategy, and how outputs are being delivered.

Target beneficiaries provide information about the relevance and the quality of outputs or services through stakeholder meetings and consultations. They also provide technical support during evaluations.

National statistical offices are key providers of data as well as expertise in data collection and analysis.

Universities, research centers and consulting firms are potential suppliers of monitoring and evaluation skills and also have the capacity to offer training in a range of skills and evaluative techniques. They also have background in substantive areas that can inform outcome analysis.

Civil society may play a major role in using the information and findings gained through monitoring and evaluation by promoting informed debate on public policies. Civil society may also provide useful perceptions regarding the status of outcomes.

Development assistance agencies may develop capacity for monitoring and evaluation through the provision of technical assistance including advice, expertise, organization of seminars, training, identification of qualified consultants, and the preparation of guidance material including case study examples. Such agencies also provide information on the outcome and outputs, and exercise policy influence.

“Soft” assistance includes:

1. Policy advice and dialogue

Policy advice and dialogue are central to UNDP’s effort to help countries make development gains—a position stated in the Administrator’s Business Plans (2001-2003). This introduces another shift in how UNDP views its activities: UNDP is moving from project-driven policy to policy-driven projects.

In terms of assessment, it should be noted that policy advice and policy dialogue are related but distinct. Assessing policy **advice** requires looking at how information and analysis on policy options is provided to stakeholders, and then considering its impact from a human development perspective. In contrast, assessing policy **dialogue** requires examining how the exchange of information on policy options is facilitated among stakeholders, and considering the consequences for human development.

2. Advocacy

Advocacy involves speaking on behalf of or recommending something or someone. The role of UNDP in advocacy is to promote the human development agenda at the global, regional and national level through issues as diverse as poverty eradication, debt relief, gender equality, climate change and good governance.

Assessing advocacy could, for example, look at how policy change at the national level is affected by the recommendations of the Human Development

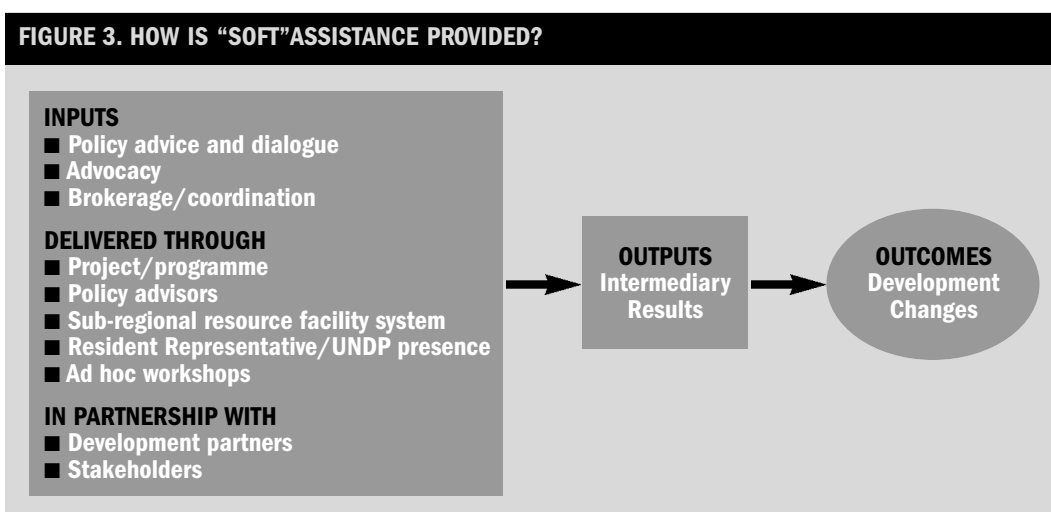
Report (HDR) and the National Human Development Reports (NHDR), which are key aspects of UNDP’s advocacy work. These reports provide analysis and recommendations on policy and institutional reforms, including detailed analysis of cross-sectoral institutional issues.

3. Brokerage/Coordination

The actions associated with brokerage and coordination are so linked that the terms are used almost interchangeably in UNDP to refer to a variety of activities known as “brokerage/coordination”. Brokerage/coordination entails acting as an impartial intermediary or an agent who negotiates and makes arrangements, sometimes in sensitive areas, to achieve harmonious and effective results. As a form of “soft” assistance, it may be of a political, information or partnership nature, each of which is assessed differently.

- Political brokerage/coordination pertains to UNDP’s role as an impartial mediator who promotes dialogue between parties and interests that are in dispute or open conflict. Assessment is particularly important in conflict and transitional situations.
- Information brokerage/coordination is concerned with the sharing of lessons learned, information and knowledge (including on good practices) with development partners and stakeholders.
- Partnership brokerage/coordination refers to the facilitation of working relationships between and among international and national partners. Assessments focus on joint programming and resource mobilization around specific programmes or events (e.g. an election or aid coordination), and aim to enhance coordination among donors.

“Soft” assistance is provided as inputs to a system, as illustrated in Figure 3. This basic system incorporates the different forms of “soft” assistance, the methods of delivery, and its contribution to outputs and outcomes. These contributions are also made through partnerships.



⁶ USAID, Recent Practices in Monitoring and Evaluation, TIPS #14,2000

Why should “soft” assistance be monitored and evaluated?

- “Soft” assistance has potential for reducing poverty and promoting human development by affecting the national policy environment. National policies and regulations must be conducive to an enabling environment in which human development can flourish.⁶ Policy advice, advocacy and brokerage represent critical tools with which UNDP can promote its development agenda.
- “Soft” assistance is flexible, dynamic and highly responsive. “Soft” assistance interventions represent an additional service that UNDP can provide to developing countries. Such assistance requires little or no formal structure in terms of incorporation into a programme or results-based management framework, yet it can often produce significant development gains. It can also be delivered rapidly, meeting country demands in real time.
- Today’s emphasis on results (outcomes) demands monitoring and evaluation that moves beyond project implementation to meet a challenging objective: assessing progress towards outcomes and performance in areas that are not easily quantifiable.
- Identifying the results of UNDP “soft” assistance interventions will tell a more complete story of achievements and better demonstrate the role and impact of UNDP efforts.
- Assessing “soft” assistance will become more important as UNDP places more emphasis on broad and strategic evaluations. “Soft” assistance figures prominently in these kinds of evaluations (e.g. outcome, thematic, cluster and impact evaluations).
- Assessing the quality of “soft” assistance interventions will help UNDP understand what works and why, and what does not work and why—thereby supporting the achievement of outcomes representing sought-after development changes.

B. Implications for the Country Office

Country offices are affected by the shift to results-based management in many areas, especially in monitoring and evaluation. Change is taking place on a number of levels: first, the monitoring and evaluation tools and processes that the country office uses are changing; second, the roles and responsibilities of UNDP and project staff are changing; and third, Programme Managers are facing a number of new challenges.

CHANGES IN TOOLS AND PROCESSES

Monitoring and evaluation that is results-based requires specific kinds of tools and processes. For example, country offices need to use flexible monitoring instruments (project reports, workplans, field visits, stakeholder meetings) on a periodic basis to support performance measurement. These tools help country offices determine which interventions are contributing to results and which strategies contribute to success. Tools and processes have been adjusted in many ways, as listed in Table 3 for “before” the introduction of RBM and now. (See Chapter 4 on the monitoring process and see the Annexes for templates of monitoring and evaluation tools.)

TABLE 3. CHANGES TO TOOLS USED FOR PROGRAMMING, MONITORING AND EVALUATION

TOOL	BEFORE	NOW
Evaluation	Evaluation mandatory for project of \$1 million or more, or when UNDP has supported an institution for 10 years or more. Direct Execution (DEX) evaluation mandatory.	Abolished. Project evaluations (\$1 million, 10 years) are no longer mandatory. Instead, a certain number ⁷ of outcome evaluations are required during the Country Programme period, depending on the size of the total programme. Project evaluations optional.
Evaluation plan	Country-level evaluation plan was prepared by country office (CO) after Country Programme approval. Rolling three-year period, revised yearly. Sent to Evaluation Office (EO).	Country-level evaluation plan is prepared by CO electronically and includes a tracking system on the implementation of evaluation recommendations. In future, this will link to the results-based monitoring system (RBMS). Analysis and feedback by EO. Serves as basis for evaluation compliance.
Project evaluation information sheet (PEIS)	The PEIS, a report or questionnaire presenting the project evaluation with evaluators' rating, was prepared by evaluation team leader (or consultant hired by CO). Sent to EO.	Abolished. Instead, CO submits full evaluation report electronically to EO, where it is entered into a database that collects lessons learned and is used to analyze corporate trends with future link to RBMS. Rating of performance as integral part of evaluation reports.
Tripartite review (TPR)	An annual TPR was organized by the country office in consultation with Government and the designated institution; CO prepared agenda and TPR meeting report. Terminal TPR towards the end of project.	Abolished as requirement. May be conducted on an optional basis for projects requiring this level of review. Decision-making ensured by project steering committee, outcome thematic groups or similar arrangement. Periodic stakeholder consultations including beneficiaries are recommended.
Annual project report (APR)	The APR was an assessment of a project during a given year by target groups, project management, the Government and UNDP. Prepared by the designated institution and used for TPR.	Old format abolished. Revised to become shorter and more results-oriented. Completed annually by designated institution to country office. Exception for projects not suited for APR.
Terminal report (TR)	TR for each project was prepared by designated institution. APR for final year served as the TR with lessons added. The Resident Representative (RR) sent the TR to the Regional Bureaux (RBx) and EO. RBx provided feedback and decided on follow-up. EO entered TR in database.	Abolished. Learning is to be addressed through the APR and annual review. Lessons learned to be shared with knowledge network. Terminal review also abolished as a requirement.
Field visits	The RR and country office staff were required to visit all projects yearly, and to report immediately after the visit.	Regular project visits encouraged. Flexible format but more results-oriented. Exception for projects not suited for results validation visit. Visits to designated institution or outcome also included.
Annual review	This annual meeting generated annual reports by operational units on progress for the Strategic Results Framework (SRF). Basis for the Results-Oriented Annual Report (ROAR).	A strengthened management dialogue at country level is required to assess progress towards results (outcomes and outputs). This requires strong stakeholder participation, and serves as a basis for the ROAR. Key mechanism for generating lessons learned for new programming as Country Programme progresses.

⁷ Please see Part II, Chapter 5, for more information on the minimum number of outcome evaluations required per country.

Along with these changes, an annual review will help bring some important elements together: the project-level assessment (APR), assessment of outcomes at the level of the Country Programme (outcome evaluations) and Strategic Results Framework (ROAR) and input from the United Nations Country Team on Millennium Development Goals.

With results-based management, it is even more important to closely integrate monitoring and evaluating into the programming cycle. This enables the organization to design quality interventions and apply what it has learned from past successes and failures.

TABLE 4. COUNTRY-LEVEL ROLES AND RESPONSIBILITIES FOR MONITORING AND EVALUATION

WHO? Actors, roles & responsibilities	WHAT? Information needed	WHY? For what use
<p>Country Office Senior Managers Main responsibilities:</p> <ul style="list-style-type: none"> ■ Collaboration with national partners to determine the focus and intended results of UNDP assistance to the country ■ Identification and management of partnerships ■ Assessment of the overall performance of UNDP assistance to the country (progress towards and achievement of results) ■ Strategic and cost-effective use of UNDP resources 	<ul style="list-style-type: none"> ■ Changes in development conditions ■ Progress, problems and trends in the achievement of results ■ Patterns and issues in the volume and efficiency of resource use 	<ul style="list-style-type: none"> ■ To adjust UNDP assistance in view of changing development conditions, if required ■ To position UNDP strategically within the framework of development cooperation with the country ■ To forge strong coalitions for change ■ To resolve key bottlenecks to implementation in order to improve the chances of achieving results (outcomes) ■ To link results with resources ■ To ensure active and results-based monitoring and evaluation
<p>Country Office Programme Managers Main responsibility:</p> <ul style="list-style-type: none"> ■ UNDP portfolio of programmes and projects in a thematic area such as governance or poverty or, in other words, UNDP's contribution to outcomes 	<ul style="list-style-type: none"> ■ Progress towards the achievement of outcomes ■ Progress of the partnership strategies for outcomes ■ Rate and efficiency of resource use 	<ul style="list-style-type: none"> ■ To analyze progress towards and actual achievement of outcomes ■ To assess the efficacy of partnership strategies and take related actions (e.g. better coordination with partners) ■ To monitor the effectiveness of implementation strategies in tackling the constraints to the achievement of results (outcomes) and take related actions ■ To ensure effective use of resources, deploying them to maximize the possibility of achieving results (outcomes)
<p>Office Project Staff Main responsibility:</p> <ul style="list-style-type: none"> ■ Management of UNDP-assisted projects to help produce outputs 	<ul style="list-style-type: none"> ■ The outcome towards which the project is working ■ Progress towards and achievement of outputs ■ Problems and issues related to implementation ■ Practical project-level collaboration with and monitoring of partners' contribution ■ Resource management 	<ul style="list-style-type: none"> ■ To ground the project in the larger context ■ To take steps towards achieving output targets ■ To ensure effective collaboration with partners ■ To interface with beneficiaries ■ To ensure efficient use of resources

This means that monitoring and evaluation need to permeate the programming cycle from beginning to end.

ROLES AND RESPONSIBILITIES

The roles and responsibilities of UNDP staff are more clearly defined in today's results-based approach to monitoring and evaluation, as outlined in Table 4.

PRACTICAL CHALLENGES FOR PROGRAMME MANAGERS

Programme Managers play an important role in highlighting the results of programmes, and placing this information in the context of the SRF. In other words, Programme

Managers provide an important input to the process of capturing outputs and outcomes. In the past, they focused on monitoring and evaluating project implementation processes. Today Programme Managers are directing their attention to analyzing and reporting on results—or, more specifically, the contribution of project outputs, soft interventions and strategic partnerships to outcomes. More than ever, Programme Managers are required to work rigorously at the level of project formulation and workplanning in order to ensure that projects meet targets, and apply tools to that effect. Box 2 lists some current responsibilities.

BOX 2. AS A PROGRAMME MANAGER, WHAT DO I NEED TO DO DIFFERENTLY?

- Focus on results rather than implementation
- Clarify expectations for implementation tasks, set major benchmarks and then let go
- Plan from the outset how, what and when to monitor and evaluate
- Develop and use indicators in programmes
- Analyze the situation, keeping track of changes and their implications
- In reports, suggest action for decision-making
- Actively learn from mistakes and successes
- Work more closely with external partners
- Work with project staff to explain links to outcome
- Contribute in the office to the team in concerned with achieving outcomes

As illustrated in Figure 4, Programme Managers have two inter-linked levels of responsibility for monitoring and evaluation. First, they must capture medium-level results (progress towards outcomes) for the ROAR. Second, they must enhance project delivery of outputs through, for example, workplanning, field visits, support to effective decision-making and analysis of the most effective and efficient implementation strategy.

FIGURE 4. MONITORING AND EVALUATION RESPONSIBILITIES OF PROGRAMME MANAGERS

