Monitoring and Evaluation Guide

UN-HABITAT

June 2003

Foreword

Recent public sector focus in the Organisation for Economic Cooperation and Development (OECD) countries has led to a sharper focus on performance issues and on achieving results; the devolution of management authority and responsibility; an orientation to client needs and preferences; an emphasis on participation and teamwork; the reform of budget processes and financial management systems; and the application of modern management practices.[1]

The UN Secretary-General's initiatives towards a results oriented management is in line with the OECD policy, and is aimed at improving the ability of both Member States and programme managers to monitor, determine the implementation, effectiveness and on-going relevance of activities by strengthening the link between desired results and resources. This management approach has an impact on programme planning, monitoring and evaluation.

UN-HABITAT, like many other UN agencies, is both a recipient of funds for the implementation of various projects and programmes under its Work Programme, as well as a trustee of donor funds that are subsequently given to the various UN-HABITAT partners for project implementation. In all cases our work will be made easier and more efficient if project preparation and management are streamlined and follow standardised formats. It will be more predictable for donors, recipients, programme officers and management alike. This *Monitoring and Evaluation Guide* is meant to complement the *Manual for Programme and Project Cycle Management, 2003.*

The Guide has been developed to assist staff and consultants involved in the design and implementation of the monitoring and evaluation of programmes and projects at UN-HABITAT. These activities are mechanisms, not only for identifying and assessing the results of our activities, but also an important organizational learning exercise. It supports an environment in which we act upon the lessons emerging from our experience.

This guide draws upon a variety of sources, from both other UN Agencies (UNDP, UNICEF, UNFPA, etc.) and the donor community (Sweden, Norway, UK, US, Canada, European Commission, World Bank, etc.) in order to reflect recent methodological advances in the field of monitoring, evaluation and results-based management. This guide complements other UN-HABITAT efforts to improve performance measurement and reporting and strengthen management accountability to both our Governing Council and the United Nations General Assembly.

We extend our appreciation to Goss Gilroy Inc., Management Consultants for preparing this guide for UN-HABITAT. We also thank our staff who worked closely with the consultant to ensure that the guide is a reality.

Dr. Anna Kajumulo Tibaijuka,
Under Secretary General and Executive Director - UN-HABITAT
Nairobi, June 2003

Table of Contents

---

[1] *Results Based Management in the Development Co-operation Agencies: A Review of Experience,* DAC

1.0 Introduction

This Monitoring and Evaluation Guide is intended to:

- strengthen the results-oriented monitoring and evaluation function within UN-HABITAT;
- improve organizational learning and accountability;
- provide tools and flexible approaches focused on monitoring progress toward outcomes; and
- provide guidance to all programme managers and regional offices involved in the monitoring and assessment of performance.

1.1 Structure and Content

This Guide is divided into five sections as follows:

Section 1 provides an overview of the organizational context for monitoring and evaluation in UN-HABITAT and describes the elements of a framework for results based monitoring and evaluation.

Section 2 outlines the key principles behind monitoring and evaluation and related key concepts including the programme and project lifecycle; the logical framework approach (LFA) and indicators for performance measurement.

Section 3 outlines the general principles behind monitoring and provides examples of tools and mechanisms for data collection.

Section 4 provides general information on the major components of a programme or project evaluation; instructions on how to carry out an evaluation; quality criteria and major information gathering techniques; as well as some guidance on the evaluation of cross-cutting issues, such as gender mainstreaming and capacity development.

Section 5 focuses on the utilization of monitoring and evaluation results and the importance of the feedback of lessons learned into the development of programmes, projects, and policies. The dissemination and transfer of results are critical to sustain organizational learning.

1.2 Programme Structure

The overall responsibility for the human settlements programme within the United Nations is vested in UN-HABITAT. The overall purpose of this programme is to improve the living and working environment for all through more effective, participatory and transparent management and development of human settlements, within the overall objective of reducing urban poverty and social exclusion.

Major activities are organized along four subprogrammes:

- ***Subprogramme 1– Shelter and Sustainable Human Settlements Development:*** The overall objective is to improve the shelter conditions of the world's poor and to ensure sustainable human settlements development through global advocacy, focusing on two global campaigns: the Global Campaign for Secure Tenure and the Global Campaign on Urban Governance. In addition, training, organizational capacity-building, resource mobilization and operational activities will be carried out within the context of these campaigns.

- ***Subprogramme 2 – Monitoring the Habitat Agenda:*** The overall objective is to ensure that the implementation of the Habitat Agenda is effectively monitored and assessed. The strategy consists of three key elements: coordination of the global collection, analysis and dissemination of data on human settlements conditions and trends; the global coordination of research-based assessments of the effectiveness of policies and strategies recommended in the Habitat Agenda; and research on the economic and financial dimensions of human settlements development.

- ***Subprogramme 3 – Regional and Technical Cooperation:*** The overall objective is to strengthen organizational and technical capacity primarily at the national level, and also at the local levels for the formulation and implementation of policies, strategies and programmes in accordance with the principles of the Habitat Agenda and within the legal framework of each country.

- ***Subprogramme 4 – Financing Human Settlements:*** The main objective of this subprogramme is to increase funds from international and domestics sources in support of shelter, related infrastructure development programmes and housing, finance institutions and mechanisms, particularly in developing countries.

Exhibit 1.1 to 1.4 summarize the expected accomplishments, the indicators of achievement and the outputs for each of these subprogrammes, as described in the ***Proposed Revisions to the medium-term plan for the period 2002-2005***. This is the general framework that governs the preparation of programme budgets as well as the annual reporting on activities to the United Nations General Assembly.

Achievement of objectives and expected accomplishments is based on the assumption that (a) there is political will to implement policies and measures on the use of norms of urban governance and to promote decentralization policies, legislation and programmes; (b) extrabudgetary resources will be available, especially for technical cooperation activities; and that Member States will be willing to request advisory services and technical assistance to respond positively to the technical advice rendered and to sustain the policies and strategies initiated through the technical assistance programmes or projects implemented.

Exhibit 1.1
Subprogramme 1 – Shelter and sustainable human settlements development

Objective: To improve the shelter conditions of the world's poor and to ensure sustainable human settlements development.		
Elements of Strategy	**Expected Accomplishments**	**Indicators of Achievement**
The main strategy will be global advocacy, focusing on two global campaigns: the Global Campaign for Secure Tenure and the Global Campaign on Urban Governance. (a) To promote policies, enabling strategies and delivery systems for housing, infrastructure and social services that are responsive to the need for adequate shelter and security of tenure; (b) To strengthen the capacity at national and local levels to contribute to the planning, management and delivery of shelter, infrastructure and services in poor urban and rural settlements; (c) To support developing countries in achieving the goals of adequate shelter for all and the development of sustainable human settlements through participatory, transparent and accountable local governance; (d) To promote an improved urban environment, safer cities and disaster management through improved environmental planning and management, improved crime prevention and effective mitigation of and response to disasters.	The number of countries assisted by UN-Habitat, upon request: (a) To improve tenurial rights; (b) To enhance higher quality housing for the poor, more reliable urban infrastructure and services, especially clean water, sanitation, waste management and public transport, as well as improved city environments and safer cities; (c) To improve governance, including decentralization, social integration, inclusiveness, community participation, partnership, transparency, accountability, efficiency and effective local leadership, within the overall context of the Habitat Agenda goal of sustainable human settlements development in an urbanizing world.	The number of activities carried out by the secretariat of UN-HABITAT to assist countries in: (a) Adopting national legislation for the granting and protection of tenure, recognizing women's tenurial rights, introducing policies and procedures for more open and affordable land markets, and introducing measures and policies to reduce forced evictions; (b) Assessing progress made towards meeting the target of significantly improving the quality of life of at least 100 million slum dwellers by the year 2020 through UN-HABITAT supported initiatives; (c) Adopting national legislation to facilitate sustainable urban development and participatory, transparent and accountable urban governance.

Exhibit 1.2
Subprogramme 2 – Monitoring the Habitat Agenda

Objective: To ensure that the implementation of the Habitat Agenda is effectively monitored and assessed.		
Elements of Strategy	**Expected Accomplishments**	**Indicators of Achievement**
The strategy has three key elements: (a) Coordination of the global collection, analysis and dissemination of data on human settlements conditions and trends including the development of indicators for measuring the implementation of the Habitat Agenda and other relevant declarations and the development and maintenance of globally accessible databases; (b) Global coordination of research-based assessments of the effectiveness of the policies and strategies recommended in the Habitat Agenda, as well as the synthesis and dissemination of lessons learned, including through the preparation of major periodic reports and compilations of best practices; (c) Rresearch on the economic and financial dimensions of human settlements development.	(a) Improved reporting on progress made in the implementation of the two Habitat Agenda goals and increased knowledge of global shelter conditions and trends, including through the Global Report on Human Settlements and the State of the World's Cities Report; (b) Adoption at the international, national and local levels of new and innovative policies and strategies recommended by UN-HABITAT on the economic and financial dimensions of human settlement development and management, including the areas of urban and regional economy, municipal finance, housing finance, and poverty eradication and employment creation; (c) Improved mainstreaming of gender issues and analysis into all programmes and activities of UN-HABITAT and its partners.	(a) The level of demand and use by Governments, other institutions and the public of the key monitoring outputs of UN-HABITAT, such as statistical databases, human settlements indicators and periodic publications, including the Global Report on Human Settlements and the State of the World's Cities report, as reflection in country reports on the implementation of the Habitat Agenda; (b) The number of international institutions, national and local authorities adopting new and innovative policies and strategies recommended by UN-HABITAT on the economic and financial dimensions of human settlements development and management including in the areas of urban and regional economy, municipal finance, housing finance, and poverty reduction and employment creation; (c) The number of projects and programmes supported by UN-HABITAT and its partners and the percentage of these projects and programmes incorporating a significant gender dimension.

Exhibit 1.3
Sub-programme 3 – Regional and Technical Cooperation

Objective: To strengthen organizational and technical capacity primarily at the national level, and also at the local level for the formulation and implementation of policies, strategies and programmes in accordance with the principles and commitments adopted in the Habitat Agenda and within the legal framework of each country.

Elements of Strategy	Expected Accomplishments	Indicators of Achievement
To achieve the objective, UN-HABITAT combines normative and operational functions. The **normative functions** include setting standards, proposing norms and principles and describing best practices, built on experience gained through its two global campaigns – on secure tenure and urban governance. The **operational activities** consist of policy formulation, capacity-building programmes and demonstration projects that support the normative work with field projects in developing countries and countries with economies in transition. States are assisted, upon request, to: (a) Establish and maintain effective relationships with Governments and other Habitat Agenda partners; (b) Provide advisory services and implement technical cooperation projects and programmes in the area of human settlements; (c) coordinate advocacy activities within the respective regions, particularly in the context of the global campaigns; (d) Promote the development of partnerships for project implementation.	(a) Increased numbers of slum dwellers benefiting from UN-HABITAT supported slum upgrading programmes; (b) An increased number of cities implementing UN-HABITAT supported slum upgrading programmes; (c) Enhanced national and local capacity in implementing improved disaster management strategies and programmes; including post-conflict and post-disaster reconstruction on the basis of UN-HABITAT guidelines.	(a) An assessment of the progress made towards meeting the Millennium Declaration target of significantly improving the quality of life of at least 100 million slum-dwellers by the year 2020 through UN-HABITAT supported initiatives; (b) The number of cities implementing UN-HABITAT supported city development strategies; (c) The number of countries and local authorities implementing improved disaster management strategies on the basis of UN-HABITAT guidelines, including post-conflict and post-disaster interventions.

Exhibit 1.4
Subprogramme 4 – Human Settlements Financing

Objective: To increase funds from international and domestic sources in support of shelter, related infrastructure development programmes and housing finance institutions and mechanisms, particularly in developing countries.

Elements of Strategy	**Expected Accomplishments**	**Indicators of Achievement**
(a) Strengthening the Foundation in its role as an international facility for the financing of human settlements development through the provision of seed capital; (b) Facilitating the mobilization of financial resources for human settlements development from domestic sources including private sector financial institutions and strengthening national and local capacity in housing and municipal finance; (c) Promoting and facilitating the mobilization of financial resources from international sources, including United Nations agencies, the World Bank, regional development banks, private sector donors and bilateral donors, for human settlements development in general and slum upgrading in particular, in accordance with the Millennium Declaration target of significantly improving the lives of at least 100 million slum dwellers by 2020.	(a) Strengthening of the United Nations Habitat and Human Settlements Foundation as an effective institution in the United Nations system for the global mobilization of financial resources for human settlements development, particularly in developing countries; (b) An increase in the financial resources for human settlements development and housing finance institutions leveraged by the Foundation from domestic sources through strengthening the capacity of domestic sources of developing countries and countries with economies in transition; (c) Increased allocation of financial resources for human settlements development by international and regional financial institutions.	(a) The impact and efficiency of the Foundation in providing financial resources for shelter and sustainable human settlements development; (b) The level of financial resources for sustainable human settlements development leveraged by the Foundation from domestic sources, including the public, private and non-governmental sectors; (c) The increase of the level of financial resources leveraged by the Foundation from organizations and bodies (bilateral and multilateral) within and outside the United Nations system, including the World Bank and regional development banks, for the provision of seed capital and for the financing of operational human settlements projects and programmes.

2.0 Basic Concepts

Results based management is a strategy or approach by which an organization ensures that its processes, products and services contribute to the achievement of clearly stated results. The concept is an overarching management approach to achieving results, and provides a coherent framework for strategic planning and management by improving learning and accountability. It is also a broad management strategy aimed at improving performance and achieving results as a central orientation, by defining realistic expected results, monitoring progress towards the achievement of expected results, integrating lessons learned into management decisions and reporting on performance.

UN-HABITAT is both a recipient of funds as well as a trustee of donor funds that are subsequently given to the various UN-HABITAT partners for project implementation. In both cases, planning, implementing, monitoring and evaluating its activities can be made more effective through the streamlining of its management processes and the development of standardized formats. This guide is a complement to UN-HABITAT's ***Manual for Programme and Project Cycle Management, 2003***.

A number of basic concepts are at the foundation for UN-HABITAT's results based management processes:

- the programme/project cycle;
- the logical framework approach; and
- the use of indicators for performance measurement.

Each of these concepts will be described briefly in the following pages.

2.1 Programme/Project Cycle

Programmes and projects can be either demand-led or policy-led. **Exhibit 2.1** presents the project cycle as a circle, not a line, so that the end of one project, as expressed in the lessons learnt/evaluation may pave the way for replication in another place or scaling up to national or regional levels.

The ***Manual for Programme and Project Cycle Management, 2003*** provides details on the various phases in the management of programmes and projects at UN-HABITAT. The focus of this guide is on the monitoring and evaluation aspects, which provide critical assessments that demonstrate whether or not programmes or projects satisfy target group needs and priorities. They help to establish substantive accountability by generating answers to questions such as the impact of the programme or project on target groups and the broader development context and the mechanisms necessary to ensure the sustainability of the benefits.

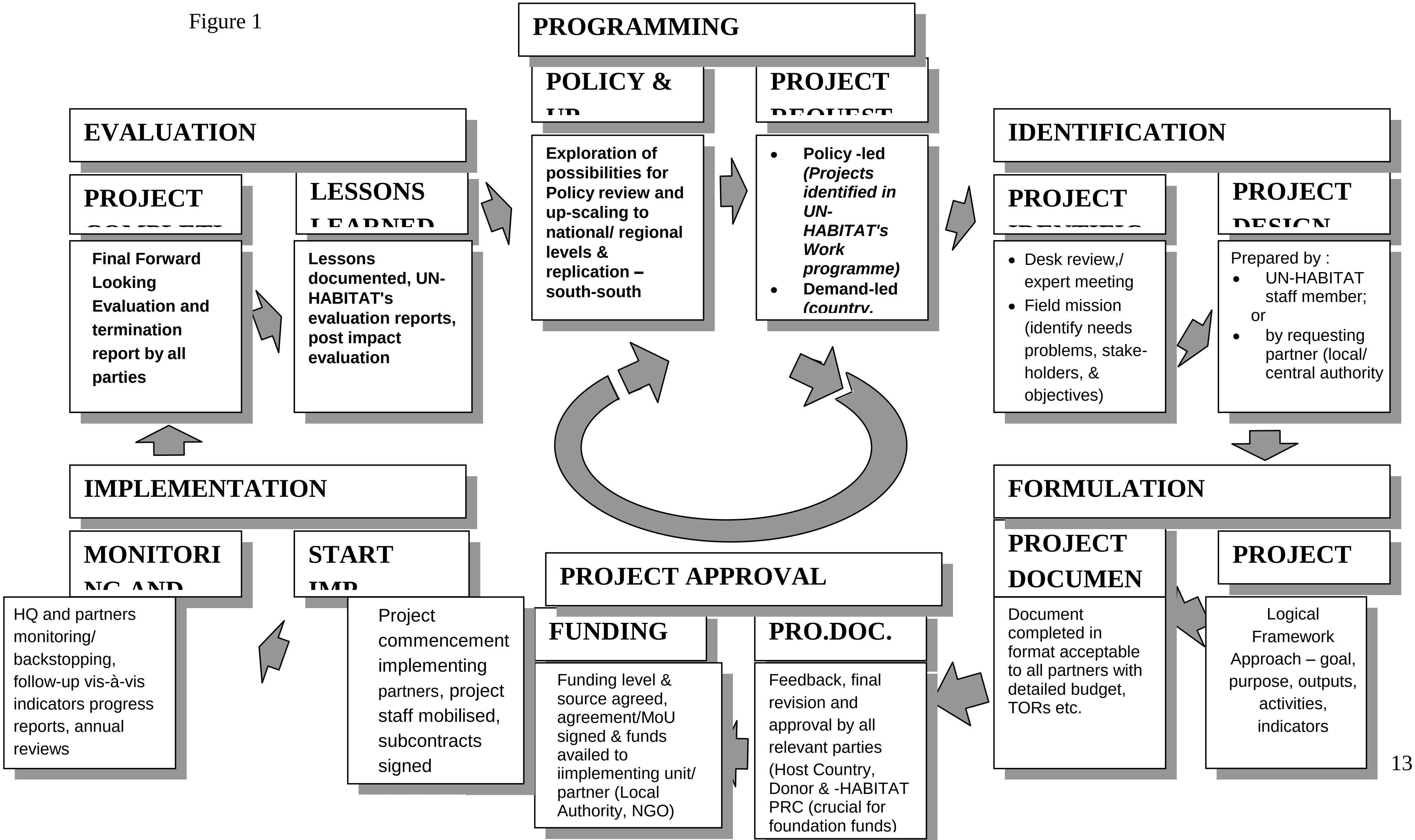
Responsibility for monitoring and evaluation rests at all levels of the organization and should be built into project planning documents.

Monitoring is a continuous function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures.

Evaluation is a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects. Evaluation can also address other development issues. Evaluation is undertaken selectively to answer specific questions to guide decision-makers and/or programme managers, and to provide information on whether underlying theories and assumptions used in programme/project development were valid, what worked and what did not work and why. Evaluation commonly aims to determine relevance, efficiency, effectiveness, impact and sustainability. Evaluation is a vehicle for extracting cross-cutting lessons from operating unit experiences and determining the need for modifications to the strategic planning framework. Evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process. Evaluation can be done either at the programme, subprogramme or project level. It may also encompass one or many projects or programmes.

Exhibit 2.1

Figure 1



Monitoring and evaluation differ yet are closely related. They are mutually supportive and equally important. Monitoring can provide quantitative information and qualitative data using selected indicators, data that can serve as inputs to the evaluation exercises. Evaluation can also support monitoring. It can serve as a source of lessons that can be applied in the development of conceptual or methodological innovations for use in refining the monitoring function, e.g., developing appropriate indicators for future projects of a similar nature.

Exhibit 2.2
Relationship between Monitoring and Evaluation

Item	**Monitoring**	**Evaluation**
Frequency	Periodic/regular or even continuously	Mid-term/End-of-project
Main Action	Keeping track /oversight / provision of accurate accounting of how resources and opportunities are being used	Assessment/Judgment on what has and has not been achieved
Basic Purpose	Improve efficiency /adjust work plans /provide accurate and responsible account of how resources are being used	Improve effectiveness, impact Identify strengths and weaknesses Learn from past to improve future programming
Focus	Inputs/outputs /process outcomes /work plans	Effectiveness/Relevance/ Impact/Cost effectiveness
Information Sources	Routine or sentinel systems/ field observation /progress reports /rapid assessments	Same plus specific surveys, studies, focus groups, etc.
Carried out by	Programme managers, community workers, primary stakeholders, supervisors, funders	May involve external experts and broad cross-section of stakeholders/Undertaken by funding organizations/ programme managers
Reporting to	Programme managers, community workers, primary stakeholders, supervisors, funders	Programme managers, supervisors, funding agencies, policy-makers, primary stakeholders

2.2 Logical Framework

The Logical Framework Approach (LFA) forms the basis of project planning, implementation, monitoring and evaluation in UN-HABITAT. The method is used by major donors, such as the US, Canada, the Nordic countries, Germany and others. The method is a way of structuring the main elements in a project, highlighting logical linkages between intended inputs, planned activities and expected results.

Exhibit 2.3 describes the logical framework approach, which can be applied to different types of development interventions, projects, programmes, etc.

The logic model is a systematic planning tool for identifying which indicators to measure and what data to collect and analyze to measure outcomes. It is a schematic representation of the logical sequence and relationships between programme inputs, activities, outputs, objectives/expected outcomes, goals/expected impact and assumptions.

The logic model involves more than producing a simple diagram or graphic. It can be used in a highly participatory process, facilitating dialogue and discussion among programme partners and yielding a clear, common understanding of the programme intent and strategy. Teamwork begins with the situation analysis and jointly defining the expected results, which must be mutually agreed upon by all stakeholders. An inclusive process of participation of UN-HABITAT staff, non-governmental organizations (NGOs), target group representatives, local authorities, bilateral and UN agencies should be sought in identifying the goals, purposes, outputs and activities in formulating the logic model.

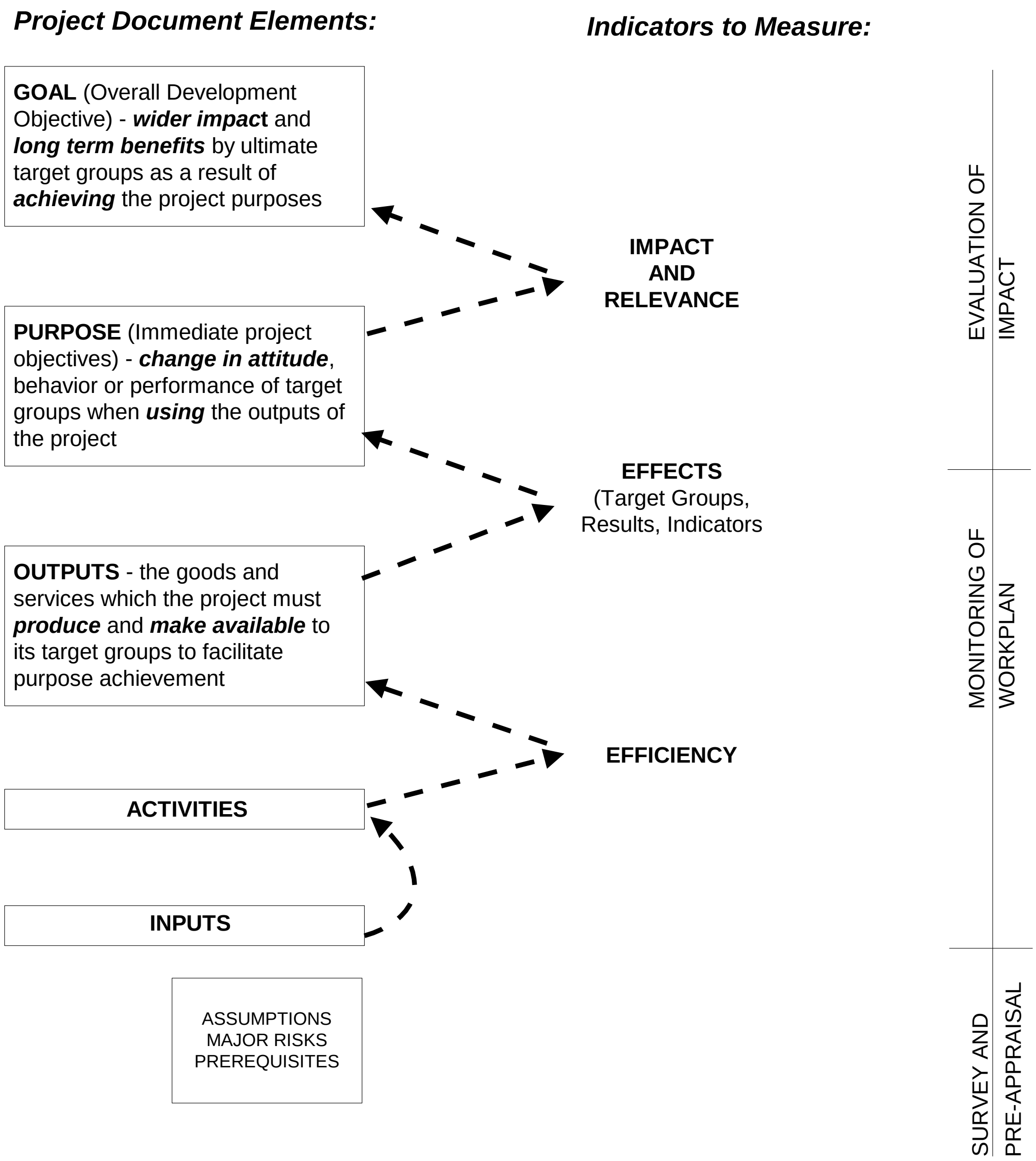
The first step in this logic chain is to provide the required **inputs**. Inputs are the set of means – human, financial, material, technological and information resources – that are mobilized for an activity in order to produce the expected output. These can be broadened for the purposes of logic models to include the necessary conditions, such as the appropriate supportive laws and regulations, the commitment of certain key actors, etc. The inputs are then used in activities.

Activities transform inputs into outputs. They involve specific actors as well as processes with specific characteristics (such as wider participation, approaches that foster skills building).

Exhibit 2.3

Logical Framework Approach

Project[1] Formulation Level: Principles and Definitions



[1] The word "Project" is used to signify all types of development, interventions, projects, programmes, research, studies, etc.

Programme **outputs** are the products (goods, services, etc.) of an activity. Outputs are the first in the chain of programme results. Outputs, therefore, relate to the completion (rather than the conduct) of activities and are the type of result over which managers and executing agencies have a high degree of influence.

By generating these outputs, those planning the programme expect that the outputs will lead to **outcomes**. Outcomes are the results generated by the programme outputs, and should correspond to programme objectives. The expected outcomes are often things like changes in behaviour.

In turn, outcomes are expected to lead to positive impact, **programme impact** referring to the longer-term results of a programme – technical, economic, socio-cultural, institutional, environmental and other – whether intended or unintended. The intended impact should correspond to the programme goal. Intended impacts tend to include improved conditions or changes in status.

Finally, this causal hierarchy may be affected (positively or negatively) by key contextual factors that are external to the programme and not under its control (macroeconomic conditions, political influences and weather conditions, for example). The process of thinking through the relationships between the problems addressed and the factors that cause the problems (internal to the programme and external) enables programme managers to make better and more informed decisions about programme design.

Operational **results** will include the administrative and management products of an agency, its programmes and projects. Developmental results refer to the actual change in the state of human development that is a logical consequence of an investments or intervention in a developing country. Also included in the long term results are those secondary, indirect or downstream results (refereed to by economists as externalities) that are brought about by the programme and that can affect, either positively or negatively, programme or project primary stakeholders.

2.3 Indicators – Performance Measurement

Indicators constitute a critical component of a results-oriented monitoring and evaluation framework. Generally speaking, indicators are observable signals or status or change that are intended to provide a credible means of verifying results. They provide evidence of progress of programme or project activities in the attainment of developmental objectives.

The purpose of indicators is ultimately to support effective programme planning, management and reporting. Indicators make it possible not just to demonstrate results but can also help in producing results – by providing a reference point for monitoring and decision-making, stakeholder consultations and evaluation.

Within UN-HABITAT, indicators are pre-established signs that the people who are carrying out monitoring and evaluation activities look for in determining the extent to which a programme or project remains relevant, is performing well and is achieving its objectives. In this context, indicators can be classified in terms of relevance, performance and success indicators.

Exhibit 2.4 outlines the five dimensions of indicators on outputs, purpose and goal levels, based on the logical framework approach which is the basis for project management at UN-HABITAT.

Monitoring uses indicators to track actual against planned results, and provides systematic, periodic information on progress towards expected results. Evaluation uses information collected through monitoring and other sources (studies, reviews, research, etc.) within and outside UN-HABITAT to examine the validity of underlying theories and assumptions in programme design, to determine the impact of interventions, and to assess the appropriateness and effectiveness of strategies in achieving results.

Selecting Indicators

Indicators for use in monitoring and evaluation should be selected during the formulation stage of a programme or project when the objectives are being established. When possible, indicators should be derived from a dialogue with UN-HABITAT partners and stakeholders.

Effective identification of indicators is important for two reasons:

- First, the ability to track progress and learn lessons relies on the selection of indicators that isolate the essential changes sought.

- Second, the process of identifying indicators itself can help managers in clarifying the outcomes they seek.

The following questions should be answered as part of the process of establishing indicators:

- What are the objectives of the programme or project?
- Who are the target groups and what are their needs and expectations?
- What changes are anticipated as a result of the programme or project?
- To what extent and how efficiently is the programme or project achieving its objectives?
- What are the criteria for judging the success of the programme or project?

The indicators selected should then be used during programme or project implementation as part of the monitoring process to measure progress, including the identification of potential problems or successes. Finally, they should be part of evaluations to assess results, including beneficiary satisfaction with results.

There is often a temptation to transform the measurement of change itself into a major and burdensome exercise. This should be avoided. Indicators are only intended to indicate, not to provide scientific proof or explanations about detailed change in all aspects of the programme environment. The critical issue is credibility, not precision in measurement. It is important to combine capturing what is substantially relevant with what is practically feasible to monitor. It is, at the end of the day, better to provide approximate answers to some important questions than to have the exact answers to less important questions.

Exhibit 2.4
The Dimension of Indicators Matrix

Level of Objectives	Dimensions of the Indicators in Terms of Minimum Targets				
	Target Group *(Who)*	**Quality** *(How Good)*	**Quantity** *(How many)*	**Physical Extent** *(Where/What is the dimension or content of output)*	**Time** *(When)*
GOAL(S) What benefits are expected from using project outputs?	WHO will benefit from the fact that the project outputs are used?	WHAT will be the improved benefit from using the project outputs?	HOW MANY persons, groups or organisations will benefit/ HOW LARGE will the total benefit be?	WHAT is the MINIMUM extent or AREA, which the benefits will materialize?	WHEN are the long-term benefits expected to materialize?
The purpose as specified by the indicators must be sufficient to contribute significantly to goal achievement					
PURPOSE(S) How are the target groups expected to use or utilize the project outputs?	WHO is expected to use the outputs?	HOW precisely will the target groups use the project outputs?	HOW MANY persons, groups or organisations will use the project outputs?	WHAT is the MINIMUM extent or AREA in which the outputs will be used?	WHEN will the target groups use the outputs?
All outputs as specified by the indicators must be sufficient to facilitate purpose achievement					
OUTPUTS Goods and services made available by the project to its target groups	WHO will receive or have access to the outputs?	WHAT precisely will be the improved goods and/or services provided to the target groups?	HOW MANY of these goods and/or services will be provided to the target group?	WHAT is the MINIMUM extent or AREA in which the goods and services will be available?	WHEN will the goods and services be available?

Source: UN-HABITAT

NOTES:

1) As much as possible, all indicator statements should contain an element of the five dimensions, example: 500 households (of minimum 3 family members) in Kiberia Settlement Area have access to daily consumption of 100 litres of reliable potable water by month "y" year "x". (A bigger challenge is to formulate such multi-dimensional indicators for capacity building and process oriented projects).
2) Measurements can be quantitative, qualitative (standards, functions, effectiveness), or behavioral (change of use, attitude, performance).
3) Indicators must be "constructed" so that they are objectively variable (contain substantial, independent, factual, plausible, obtainable elements).
4) Indicators are useful only to the extent that means of verification can be established and is available. Expensive, time-consuming or unreliable indicators must be replaced by other verifiable indicators (there may be need to review them over the implementation period).

Both quantitative and qualitative indicators should be selected based on the nature of the particular aspect of the programme or project. Balance requires that the definition and use of indicators be taken seriously. However, care must be taken not to over-invest in results measurement and indicators. A good balance must be achieved between theory and practice, e.g., between what should be and what can be measured. An ideal set of indicators includes indicators of relevance, performance and success. A variety of indicators (physical, economic, social, attitudinal and so on) may have to be considered in terms of their availability, utility and cost.

The selection process should be undertaken in consultation with partners and stakeholders. The major considerations in selecting indicators are:

- ***Validity***: Does the indicator capture the essence of the desired result?
- ***Practicality***: Are data actually available at reasonable cost and effort?
- ***Clarity***: Do stakeholders agree on exactly what to measure?
- ***Clear direction***: Are we sure whether an increase is good or bad?
- ***Ownership***: Do stakeholders agree that the indicator makes sense?

In cases where cost, complexity and/or timeliness of data collection prevents a result from being measured directly, proxy indicators may be used to reveal performance trends and make managers aware of potential problems or areas of success.

Based on selected indicators, time-series data must be collected and analysed during and after programme and project implementation to support both monitoring and evaluation activities.

The creative use of the "logframe" approach at the planning stage can help to identify in advance at least some of the indicators that could be used for both monitoring and evaluation purposes. If the planning stage is participatory, i.e. involved the communities – as recommended by UN-HABITAT – context specific baseline data may already have been identified.

UN-HABITAT recognizes the importance of developing qualitative and quantitative indicators at the national and local levels for planning, monitoring and evaluating progress towards the achievement of adequate shelter for all and sustainable human settlements.

Age and gender-sensitive indicators, disaggregated data and appropriate data-collection methods must be developed and used to monitor the impact of human settlements policies and practices on cities and communities, with special and continuous attention to the situation of those belonging to disadvantaged and vulnerable groups.

Monitoring Process

This section will outline the key principles behind monitoring of programmes and projects and briefly describe available tools and mechanisms.

3.1 Definition

Monitoring is a continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analysing data on implementation processes, strategies and results, and recommending corrective measures.

Monitoring is arguably the most important responsibility of any programme manager. Good monitoring include a good mix of reporting and analysis, verification of progress towards results, and ensuring the participation of key stakeholders.

3.2 Key Principles

The credibility of monitoring findings and assessments depends to a large extent on the manner in which the activity is conducted**. Exhibit 3.1** summarizes the general principles or standards that should be kept in mind when designing a monitoring system.

Exhibit 3.1
General Principles for Designing a Monitoring System

Principle	Description
Focus on results and follow-up	Good monitoring looks for “what is going well” and “what is not progressing” for progress towards results; records this in reports along with recommendations; and follows-up with decisions and actions.
Good design	Good monitoring depends to a large measure on good design. If a project is poorly designed or based on faulty assumptions, excellent monitoring is unlikely to ensure its success. The design of a realistic chain of outcome, outputs and activities is critical.
Regular monitoring visits	Regular monitoring visits by managers focusing on results and follow-up to verify and validate progress towards objectives is important. Bilateral or tripartite meetings dedicated to assessing progress should take place regularly. Results of these meetings should be documented and kept on file.
Regular analysis of reports	Regular analysis of reports from programme managers and other partners should be undertaken to present issues and discuss potential solutions.
Participatory monitoring mechanisms	The use of participatory monitoring mechanisms should be encouraged. This is important to ensure commitment, ownership, follow-up and feedback on performance.
Clear criteria and indicators	Good monitoring does not just rely on subjective judgments but uses ways to assess objectively, progress and performance based on clear criteria and indicators. Efforts must be made to improve performance measurement systems, developing indicators and baselines without which it remains difficult to assess progress towards the outcomes.
Lessons learned	It is important to actively generate lessons learned to ensure learning through all monitoring tools, to adapt strategies accordingly and not repeat mistakes. The use of electronic media for sharing lessons can be important.

3.3 Scope of Monitoring

Monitoring efforts should address, as a minimum, the following areas:

- The progress towards outcomes – analysing periodically to what extent intended outcomes have actually been achieved or are being achieved;
- the factors contributing to or impending achievements;
- the implementation of the programme or project (using judgment and balance to ensure that one does not get bogged down in too much detail) to ensure progress and that outputs are being produced as planned and are contributing to the outcomes; and
- the partnership strategy to ensure a synchronized approach to the programme or project.

Adequate budgetary resources should be allocated for monitoring. It should include funds for monitoring visits and the participation of national/local partners in consultative activities where appropriate.

3.4 Monitoring Tools and Approaches

The Programme Manager has to determine the right mix of monitoring tools and approaches for each project or programme, ensuring that it includes an appropriate balance between:

- **reporting/analysis** – obtaining and analysing documentation from the project that provides information on progress (annual or quarterly progress reports, work plans, etc.);
- **validation** – checking or verifying whether the reported progress is accurate or not (field visits, external assessments, client feedback or surveys, etc.); and
- **participation** – obtaining feedback from partners and beneficiaries on progress and proposed actions (focus groups, steering committees, stakeholder meetings, etc.).

Different groups of people will use different tools. These can be both formal and informal instruments. It is important that the format and approaches are adapted to local needs, provided the minimum content is reflected (e.g., progress towards outcomes, outputs and partnerships).

Exhibit 3.2 provides a menu of different monitoring tools that can be used by both project and programme managers and their potential use within an organization.

Exhibit 3.2
Monitoring Tools

Monitoring Tool or Mechanism	**Use and Responsibility**
Project Delivery Report	Primarily used for budgeting and estimated expenditures and budget revisions, if necessary. Project managers and/or execution agencies responsible for their preparation.
Project Work Plans	Used to implement and review project strategy and plan resource use, establish benchmarks and monitor early warning signals that will permit actions when progress is off target. Responsibility of the project manager and/or execution agencies. May require action and follow-up by senior programme managers.
Focus Group Meetings	May be organized by project manager and/or executing agency periodically. Used to adapt strategy to ongoing needs and to share up-to-date results on project implementation.
Bilateral /Tripartite Meetings	Used to solve problems and discuss strategy; provide feedback on project implementation. Responsibility for organization of meetings may lie with the project manager, field offices and/or key donor agencies, depending on the nature of the project.
Project Evaluation (mid-term) and/or External Assessments	May be requested by the donor agency on an ad hoc basis, or formally planned within the overall project planning cycle. Used to share lessons learned and adapt strategy. External expertise can provide independent technical validation of project results, outcomes, situation analysis or research.
Annual Project Report	Used to share progress with staff and other stakeholders or steering mechanisms (if any); used to monitor progress against plans.
Field Visits	Useful to gain information on implementation operations on the ground, to verify actual results, and recommend actions for improvement to project delivery.
Client Surveys	Used to provide feedback from beneficiaries on project performance and/or needs. Can form the basis for corrective action during project implementation.
Steering Committees/Mechanisms	Used to share documents, information on project delivery, develop consensus on actions to be taken and to adapt strategy to ensure optimum performance.
Stakeholder Meeting/Workshop	Used to adapt strategy based on feedback from stakeholders; to assess outcome achievement and reorient direction as needed.

4.0 Evaluation Process

This section will provide general information on the major components of a programme or project evaluation; instructions on how to carry out an evaluation; quality criteria and major information gathering techniques. The evaluation of crosscutting issues such as gender mainstreaming and capacity development will also be addressed.

4.1 Definition

Evaluation is a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects. Evaluation can also address other developmental issues. Evaluation is undertaken selectively to answer specific questions to guide decision-makers and/or programme managers, and to provide information on whether underlying theories and assumptions used in programme development were valid, what worked and what did not work and why.

Evaluation commonly aims to determine the following:

- ***Relevance***: the extent to which the objectives of a development intervention are consistent with country needs, global priorities and partners' and donors' policies. The question of relevance often becomes a question as to whether the objectives of a programme or project or its design are still appropriate given changed circumstances;
- ***Efficiency***: the optimal transformation of inputs into ouputs;
- ***Effectiveness****:* the measure of the merit or worth of an activity, e.g., the extent to which a development outcome is achieved through interventions. The extent to which a programme or project achieves its planned results, i.e. goals, purposes and outputs, and contributes to outcomes;
- ***Impact:*** the totality of positive and negative, primary and secondary effects produced by a development intervention, directly or indirectly, intended or unintended. Impact is the longer term or ultimate result attributable to a development intervention. The concept of impact is closely related to development effectiveness; and
- ***Sustainability:*** durability of positive programme or project results after the termination of that programme or project. Includes both static sustainability – the continuous flow of the same benefits set in motion by the completed project or programme to the same target groups; and dynamic sustainability – the use or adaptation of programme of project results to a different context or

changing environment by the original target groups and/or other groups. It reflects whether the positive change in the development situation will endure.

Evaluation is a vehicle for extracting crosscutting lessons from development experiences and determines the need for changes to strategic plans. Evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process.

Project evaluations focus on a specific project or development intervention to attain designated objectives. A project can be defined as a planned, non-routine intervention for achieving one or more objectives, encompassing a set of internal related activities which are undertaken during a specified time period, using limited human, physical and financial resources.

Programme evaluations or outcome evaluations will, in contrast, focus on a less clearly bound entity than a project. Programmes are generally more comprehensive and long term, and will include diverse interventions.

Evaluation generally involves the following **key steps**, which will be described in the following sections:

- preparation for the evaluation through the development of the terms of reference (TOR) that will guide the evaluation exercise;
- selection of the evaluator or evaluation team that will be responsible for carrying out the study;
- preparation of the work plan and the identification of appropriate information collection methods; and
- analysis of the information and preparation of a final report, including an executive summary.

4.2 Preparation for an Evaluation

Preparing for an evaluation requires an investment of time and thought. Evaluation requires considerable resources and thus can be carried out for only a limited number of projects or programmes. In setting priorities, a number of factors can come into consideration. These include:

- specific request from a major funding agency or donor;
- need for the evaluation identified during the planning phase;
- nature of programme or project;
- pilot or experimental project with potential for expansion to other regions, cities or countries;

- costly, comprehensive, extensive financial, physical and human resources project or programme;
- new type of development intervention or a long term intervention where performance information is incomplete;
- presence of significant problems identified in the course of monitoring; and
- general accountability and performance reporting requirements.

An independent evaluation can be an effective means of initiating discussions about appropriate management and strategies related to programming initiatives.

In certain circumstances, it may be best to postpone an evaluation until a later date. This can apply to projects where extensive monitoring shows the project is progressing well and sufficient documentation on outcomes is being generated on a regular basis. Factors or conditions existing in a recipient country may also make it advisable to postpone an evaluation exercise.

Once a decision has been taken to evaluate a programme or project, it is important to involve all the parties concerned – on both the donor and recipient side – in the preparation and approval of the Terms of Reference.

The terms of reference offer the first substantive overview of the evaluation. They are used to guide the evaluation process until the evaluation work plan is completed. The work plan then takes over as the primary control document.

Functionally, the terms of reference are used for internal administrative and managerial applications; to describe the evaluation during the selection and contracting process; and to establish the foundations for the evaluation work plan.

To prepare the terms of reference, evaluation managers must have a basic understanding of:

- why the evaluation is to be carried out;
- the issues to be addressed;
- the resources available for conducting the evaluation;
- the anticipated cost magnitude;
- the expertise required to complete the evaluation; and
- the timeframe for completion.

Exhibit 4.1 summarizes the main elements that should be contained in the Terms of Reference (TORs) that will guide an evaluation study.

The terms of reference provide the foundation for proceeding to the next step in the evaluation process – selecting the evaluator or evaluation team. Evaluators are selected through the established contracting process. The engagement of an evaluation team essentially involves four steps: deciding on the sourcing option; identifying best value from potential candidates; notifying the successful candidate; and negotiating and signing the contract.

A checklist of characteristics of an evaluation team could include some of the following:

- independence from authorities and parties concerned;
- development and expertise;
- professional expertise;
- evaluation process knowledge and experience;
- multi-disciplinarity;
- recipient country involvement/engagement of local professionals; and
- gender balance.

Exhibit 4.1
Main Elements in the Terms of Reference

Terms of Reference – Project Evaluation

Project Background

- project context and rationale
- identification of key stakeholders, partners and beneficiaries
- project description (main elements of the LFA)
- budget (maximum funding allocated for the evaluation)

Reasons for the Evaluation

- factors initiating the study
- expected value-added
- intended use of results

Scope and Focus

- broad issues to be addressed/specific questions
- stakeholder involvement
- type of analysis to be used/level of details
- consultations in the field (authorities, institutions and groups to be consulted during the study)

Evaluation Team

- number of team members and their roles
- required professional qualifications/expertise/experience
- participation of recipient country personnel
- accountabilities/roles of the evaluation or programme manager and the evaluation team

Timetable

- approximate timetable (to guide the preparation of the work plan)
- allocation of time (field work, consultations, data collection, preparation of report)

Deliverables

- preparation of two primary deliverables: the evaluation work plan, and the final evaluation report (including an abstract or executive summary)
- expectations with respect to ongoing progress reports.

4.3 Selection of Evaluator or Evaluation Team

The terms of reference provide the foundation for proceeding to the next step in the evaluation process – selecting the evaluator or evaluation team. Evaluators are selected through the established contracting process. The engagement of an evaluation team essentially involves four steps: deciding on the sourcing option; identifying best value from potential candidates; notifying the successful candidate; and negotiating and signing the contract.

A checklist of characteristics of an evaluation team could include some of the following:

- independence from authorities and concerned parties;
- development expertise;
- professional expertise;
- evaluation process knowledge and experience;
- multi-disciplinarity;
- recipient country involvement/engagement of local professionals; and
- gender balance.

Criteria for judging competitive proposals should be established during the planning stage. A credible selection would be based on a strategic assessment of the team's capabilities to deliver the results; their independence and impartiality; their professional qualifications (both expertise and experience); leadership and team dynamics; and knowledge of evaluation policies, principles and practices.

It is important to involve qualified personnel from the recipient side, both in order to include local perspectives and to build up local evaluation capability. Competence in gender analysis should also be taken into account.

The Team Leader will always be responsible for finalizing the report. Evaluators can be internal or external, national or international, individuals or firms. There are both advantages and disadvantages to either using individual consultants or a firm to carry out the evaluation, depending on the nature of the programme or project under evaluation.

A firm will assure the quality of the products and will guarantee a multidisciplinary approach; the members are also used to working together. However, the members of the team will tend to have similar approaches and perspectives and may be less open to different positions on an issue. Bidding procedures can be lengthy and cumbersome, but may be easier in the long term.

Individual experts, on the other hand, provide specialized expertise and many years of experience in a field. Their diverse background may enrich the evaluation exercise. On the other hand, the identification of individuals can be time-consuming and forming a team of professionals who have never worked together could hamper cohesiveness and coherence in the work and affect progress. Logistics may be more difficult to coordinate.

4.4 Preparation of the Work Plan

The evaluation work plan is usually the first deliverable produced by the evaluator or evaluation team. The evaluation work plan should provide a clear description of what the evaluation team is expected to do, as well as where, when, how and why. The following parts are important elements of a work plan:

- overview of the intervention being evaluated (programme or project);
- responsibilities and accountabilities;
- profile of evaluation team members;
- description of the proposed methodology; including questions of validity and reliability of information;
- specific work schedule attaching dates to key milestones; and
- budget and payment schedule.

Evaluators are expected to build on the terms of reference to develop a work plan that is best suited to achieving the intended results. Sources of information will include literature searches and file reviews as well as consultations with UN-HABITAT personnel, stakeholders and others having knowledge relevant to the intervention. This can be done in face-to-face interviews, by phone or e-mail.

4.4.1 Key Information Collection Methods

Evaluation work will frequently have to be carried out under considerable time pressure and difficult conditions. They may be providing a critical assessment of major issues and their recommendations may sometimes be seen as controversial. The choice of appropriate methods for data collection and analysis will be important.

A great many methods may be employed in evaluation work. This section provides a basic overview of the most frequently used approaches. It is not meant to be a detailed or comprehensive methodology manual. Both informal and formal methods can be used during the course of a study. Standardized information collection promotes reliability and validity, and facilitates the aggregation of data elements.

Exhibit 4.2 outlines the major evaluation methods, their characteristics, the potential sources of information, and some of the disadvantages and advantages of each method. The overall objective in an evaluation is to obtain information through multiple lines of evidence so as to ensure the overall quality and reliability of the information on which conclusions and recommendations will be based. It is important that well designed instruments are selected, adapted, and/or developed to ensure that results are credible and useful. In some cases, it may be helpful to research similar evaluations to locate instruments that have been shown to be valid and reliable. Pilot testing is also a good idea for complex evaluations.

Exhibit 4.2
Evaluation Methods

Method	**Characteristics**	**Sources of Information**	**Pros and Cons**
Literature search and File/Document Review	Literature searches involve researching reports, published papers and books. File reviews involve the examination of programme, individual project, client and files of other participants.	Feasibility Studies Planning Documents Performance Frameworks Performance and Progress Reports Correspondence Published Papers Books	+ Good for developing historical perspective and familiarization with project/programme + Useful source of stakeholder information
Key Informant Interviews	Individual face-to-face interviews Focus group consultations on predetermined issues or topics Interview protocol for formal interviews Interview guides for more open-ended interviews	Recipient country personnel Sectoral experts Other donors Participating organizations Headquarters and post personnel Local authorities Executing agency personnel	+ Often used for smaller populations + Flexible, in-depth approach + Easy to implement - Risk of one-sided presentation and interpretation from informants
Focus Group Interviews or Group Interviews	Focus group consultations on predetermined issues or topics Used for analysis of specific problems and to identify attitudes and priorities in smaller groups	Clients and beneficiaries Key stakeholders	+ Reasonable and efficient method + Generation of new ideas - Can sometimes be very demanding Risk of one-sidedness from participants and leaders of focus groups

Exhibit 4.2
Evaluation Methods (continued)

Method	Characteristics	Sources of Information	Pros and Cons
Informal Survey	Quantitative surveys of small samples of population; non-probability sampling procedures used	Clients and beneficiaries Key stakeholders	+ Low-cost + Participants themselves verify the information - Discussions can be manipulated by local elite - Controversial themes can be rules out
Site Observations	Involves inspections, on-site visits and observation to understand processes, infrastructure, services and their utilization	Project sites Field installations	+ Helps to understand the context and the environment + Simple method, little advance preparation needed - Dependent on observer's understanding and perceptions.
Surveys	Provides quantitative and qualitative responses from selected list of respondents and large target audiences	Includes use of written oral interviews and questionnaires	+ Useful for large target audiences - Response rates can be difficult to project - Data collection is a demanding process
Expert Opinions	Uses the perspective and knowledge of experts as indicators of intervention results and to assess evaluation issues Judgements form the basis of the expert opinion information collection method	Recognized experts in the field (consultants, university researchers, etc.)	+ Can be quite valid in assessing interventions with a high level of scientific or technical content - Important to obtain a fairly wide range of feedback to avoid biases or rigid schools of thought
Case Studies	Used when an intervention is comprised of a series of projects or cases A sample of case studies is selected to assess results	Project information Stakeholder interviews or consultations	+ Can provide descriptive information of impacts + Useful for programme level evaluations to draw general conclusions - May be biased towards successful interventions only
Participant Observation	In-depth observation of one or a few selected cases; observation may or may not be participatory	Participants in projects Beneficiaries	+ Helps to gain deeper insight into socio-cultural conditions, processes and patterns of behaviour + Provides background knowledge needed to interpret other results +Can help to identify unforeseen effects and processes - Time consuming process - Can lead to misinterpretation unless several independent informants and observers are used

4.4.2 Cross-cutting Issues

A number of cross-cutting issues need to be taken into account in carrying out evaluation studies. They include the need to involve local communities in the evaluation process (participatory evaluation); gender mainstreaming, environmental aspects and capacity building and/or institutional development impact. UN-HABITAT is committed to ensuring that these basic principles are reflected in all its programming activities and throughout the project cycle. They are reflected in many documents developed by the organization. Each of these issues will be covered briefly in this guide.

4.4.2.1 Participatory Evaluations

UN-HABITAT is committed to ensuring that communities are actively involved in all the projects and programmes undertaken by the organization. The process of evaluation (and the effects of these processes) is currently receiving particular attention, and the concept of participatory evaluation puts special emphasis on the methods that are employed in doing evaluation. For many years, the focus has been on independent and verifiable evaluations using both qualitative and quantitative methods as a basis for preparing authoritative evaluation. This approach has produced much learning about development processes and the use of aid.

On the other hand, the technical language and presentation of many of these reports have often meant that the findings have been inaccessible to middle-level development workers and to the communities for whose benefit the development programmes have been designed.

In recent years there has therefore been a concern to develop participatory and simpler approaches to evaluation, so that a wider range of development workers and community members can become involved. This has been coupled with a strong desire to generate learning amongst different groups, as well as increasing theoretical knowledge about development and technical assistance. An underlying principle of participatory evaluation is to keep things as simple as possible.

Ideally, details of both the monitoring and the evaluation processes will have been written into the planning document. The final project document will describe some of the methods and procedures by which management can be fully informed, and the ways in which a wide range of stakeholders can be involved in learning from the strengths and weaknesses of the process, both during the life of the project and after it has been completed. Such multi-stakeholder learning is a vital resource for the steady improvements of institutional capacities.

When planning participatory evaluations, one needs to consider a number of questions or issues in order to get a clear overview of what is involved. A series of questions, while not exhaustive, can help to determine when and how to use a participatory approach to monitoring and evaluation.

A recent document by Lawrence Taylor on *Good Monitoring and Evaluation Practices* provides checklists for planning, implementing and reporting on participatory evaluations. These should be used simply as a starting point that will help anyone to do participatory evaluations. The checklists are summarized in **Exhibit 4.3 to Exhibit 4.5** below:

Exhibit 4.3
A checklist for Planning Participatory Evaluation

Question	Issues to be Discussed
WHY?	Why are we thinking of doing an evaluation? Is it to judge the past or to improve the future or both? Is it for our learning or for others' learning or for both? Is the impetus for evaluation coming from the community, from a donor agency, or from our own team? Why are we thinking of doing this evaluation in a participatory way? What are the advantages and disadvantages of such an approach?
WHO?	Who might want to participate? Who definitely needs to participate? Are there any groups or individuals that will need special encouragement to participate? Will some people need to be approached separately if their voices and opinions are to be heard? Will some people try to dominate the process?
WHAT?	What are we trying to find out – facts, quantities, opinions, experiences, intended effects, unintended effects, the nature or the quality of changes that have taken place, the extent of the benefits, the costs for different groups of people? Are we concerned with specific outputs or with wider outcomes, with more general impact or with all of these? Are these summarized in the agreed terms of reference for the evaluation?
WHEN?	Depending on our provisional answers so far, when should the evaluation work be done? Will it have to start quite soon, so that findings can be discovered early and changes made to improve the programme at an early stage? Or will we have to wait until the results become clearer before any useful evaluation work can be achieved? Or will evaluation have to be done at more than one point in time? If so, when?
HOW?	In light of answers to the four earlier questions in the checklist, how should this evaluation work be done? What methods are possible, cost-effective and appropriate? How will the necessary facts be discovered and interpreted? How will different opinions be heard and discussed? How will different viewpoints be recognized, and either reconciled or at least recorded?

Source: *Good Monitoring and Evaluation Practice, Laurence Taylor*, *10/2001/http:www.parcinfo.org*

Exhibit 4.4
A Checklist for Implementing Participatory Evaluation

Questions	Issues to be Discussed
WHAT?	What exactly needs to be done? What documents have to be obtained, or meetings arranged, or practical resources (such as transport or money) secured? What explanations need to be prepared and circulated?
WHO?	Who needs to agree or approve certain things? Who might help, and who might oppose the process? Whose participation is already agreed, and whose still needs to be negotiated? Who will take responsibility for which necessary actions?
WHEN?	Has the sequence of preparations and activities and reporting been worked out in detail? Is the timetable adequate, and realistic in terms of recognizing that participatory approaches tend to take more time than non-participatory ones?
HOW?	Is there agreement on the evaluation methods that will be used? Are these realistic in terms of the resources, opportunities and constraints within the situation? How will the findings be recognized and (hopefully) resolved?

Source: *Good Monitoring and Evaluation Practice, Laurence Taylor*, *10/2001/http:www.parcinfo.org*

Exhibit 4.5
A Checklist for Reporting on Participatory Evaluation

Questions	Issues to be Discussed
WHO?	Who needs to receive a report? Have we remembered all the interested parties, including people or organizations who are not directly involved, as well as all those who have actually participated in the programme and its evaluation? Who is going to produce the different types of reporting that may be required? Who may need to agree to the content of each report?
WHAT?	What will be included in a particular report? What should be left out? What will be the format of the report – a spoken summary, a very brief paper, a letter, or a detailed document together with statistical tables and graphs?
WHEN?	Does any interim reporting have to be made before the evaluation work is complete, such as preparing a draft of the conclusions and recommendations? Do these have to be ready in time for a particular meeting or event, locally or elsewhere?
HOW?	What methods will be used to draft the final report or reports? Will the task be divided between different people, or will it be delegated to one particular person? How will different contributions be edited together so that there are no gaps or overlaps? How will the differences of opinion be sorted out before the final conclusions and recommendations are agreed?
WHY?	Just as a final check, does the planned reporting meet all the original purposes of undertaking the evaluation task? What are the values that have guided the choices made and the decisions reached in coming to certain conclusions and making certain recommendations? Does the report adequately address all the agreed terms of reference?

Source: *Good Monitoring and Evaluation Practice, Laurence Taylor*, *10/2001/http:www.parcinfo.org*

There can be many benefits to measuring progress in participatory decision-making at the programme or project level. It can ensure that the right people are involved by assessing who is participating in which activities and any concerns they may have. It can identify weaknesses in the decision-making process and allow managers to take corrective actions. It can provide early warning signs on the outcome of the process and ensure that the process is effective. It can also support the mobilisation of resources and the attraction of new investments to sustain an activity.

4.2.2.2 Gender Mainstreaming

Gender aspects should be taken very carefully into account when carrying out an evaluation of any project in which they could be of significance. All development actions touch male and female beneficiaries, and very often these two groups as well as other sub-groups of beneficiaries will have different needs, responsibilities and potential for benefit from the projects.

UN-HABITAT's *Gender Policy (2002)* states that all interventions should have the following overall goals:

- Women's rights to empowerment through participation in Human Settlements Development; and
- Gender mainstreaming in Human Settlement Development.

The Gender Policy also outlines four (4) objectives to form the strategy of the gender mainstreaming process within the organization:

- Adopt and develop an agency-wide approach and methodology for gender mainstreaming;
- Identify entry points and opportunities within UN-HABITAT's work;
- Identify linkages between Gender Equality and Human Settlements Development;
- Develop institutional capacity and knowledge to enable gender mainstreaming within UN-HABITAT.

The "gender approach" is not concerned with women per se, but with the social construction of gender and the assignment of specific roles, responsibilities and expectations to women and men. The gender approach does not focus solely on productive or reproductive aspects of women's and men's lives. Rather, it analyses the nature of the contribution of every member of society both inside and outside the household and emphasizes the right of everyone to participate in the development process and to benefit from the results of the process. Gender analysis should be part of the total process from programme planning and design to programme evaluation. The research design must clearly be informed by existing analytical research as well as specially commissioned targeting studies.

Indicators need to allow measurement of benefit to women and men and these will depend on the nature of the project under evaluation. Indicators need to capture quantitative and qualitative aspects of change. Quantitative indicators should be presented in a sex-disaggregated way. Qualitative information is also critical and information will need to be collected through participatory methods such as focus groups and case studies.

Another area of importance is the need to develop indicators of participation. These will generally relate to three main areas: primary stakeholder perceptions and experiences of organisational growth; group behaviour; and group self-reliance. Examples include pinpointing levels of men's and women's participation on a scale of 1-5; women's and men's perceptions of the degree of group solidarity/mutual support; women's and men's perceptions of the ability of group members to prevent and resolve conflicts; the participation of women and poorer people in decision- making positions.

There is no agreed upon method to measure empowerment, but usually it involves two aspects:

- personal change in consciousness involving a movement towards control, self-confidence and the right to make decisions and determine choices; and
- creation of organisations aimed at social and political change.

It is important in this context for indicators to recognise the significance of modest gains and breakthroughs.

Exhibit 4.5 provides a brief outline of the basic questions that should be answered in order to determine whether UN-HABITAT projects had a significant gender dimension and if so, whether it was taken into consideration in each phase of the project cycle.

Exhibit 4.5
Key Questions – Evaluating the Gender Dimension

Evaluation Issues	Key Questions
Project Design	Are the beneficiaries clearly identified? (Sub-groups, socio-economic status, etc., “poor” or “women” are not homogenous groups, so are more details needed). Have these groups been consulted? Have their needs, resources and constraints to access the project services been identified? Have solutions been sought? Where relevant, how well does the project take account of gender roles in community management? How well does it address gender-related needs that are (i) practical: access to food, water, shelter; social services; paid work (ii) strategic: reducing inequalities in access to certain services; (iii) politics, rights to land and property; credit; education, etc.?
Relevance	Does the project respond to real needs formulated by the intended beneficiary groups?
Efficiency and Effectiveness	Have appropriate delivery modes for services to reach all beneficiary sub-groups been identified and implemented? Has the traditional division of tasks been taken into consideration? Have changes (by the project) to workload been considered? Who has access/control of project inputs? Is training provided to the right groups, given the project’s objectives? Do women/other vulnerable groups participate in the different phases of project implementation? (The number of women employed by the project is not necessarily an indication of female beneficiary participation). Are monitoring and information-gathering gender differentiated?
Sustainability	Are gender aspects in the project mainstreamed or are there specific services for women? How can the access of women/other vulnerable groups to services and resources be ensured? Has there been capacity-building efforts to make local institutions aware of gender issues, capable to carry out gender analysis and implement projects in a gender sensitive manner? Did socio-cultural and gender aspects endanger the sustainability of the project during implementation or, especially termination of donor assistance? Did opportunities for men and women to benefit equally from the project continue after its implementation, for example through women’s and men’s participation in decision-making? (The issue of ownership of the project activities by the various beneficiary groups and implementation agencies should also be discussed). How could better results have been achieved? How could beneficiary participation as between women and men have been improved?

Source: *Evaluation in the European Commission*, Brussels, March 2001

The task of integrating gender responsiveness in urban environmental planning and management is largely based on the necessity of building a participatory culture enriching the contributions of all parties. It is an element that underpins the whole programme/project cycle. Some issues are of particular strategic importance, such as environmental education, improved sanitation, the urban economy, employment, housing, transport, safety and security. The issues are context specific and the challenge is to expand knowledge in these areas. Involving the key stakeholders, using participatory gender sensitive mechanisms, can ensure the involvement of both women and men as well as the long term sustainability of development initiatives.

4.2.2.3 Environmental Aspects

Many projects impact on the physical environment, both directly and indirectly. For any project to be truly sustainable, it is important that issues of environmental impact are taken into account.

The following are some key questions from which the most appropriate should be selected:

- Was an environmental impact assessment made?
- Was environmental damage done by or as a result of the project?
- Did the project respect traditional ways of resource management and production?
- Were environmental risks managed during the course of the project? Will these continue to be managed?
- Overall, will the environmental effects of the project’s activities and results jeopardize the sustainability of the project itself or reach unacceptable levels?

4.2.2.4 Capacity Development

Capacity development refers to the process by which individuals, groups, organizations and countries develop, enhance and organize their systems, resources and knowledge, all reflected in their abilities, individually and collectively, to perform functions, solve problems and set and achieve objectives. This is a critical aspect of much of UN-HABITAT's role.

Another related aspect is institutional development, that is, the extent to which a project improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human and financial resources through:

- Better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or

- Better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements.

Questions relating to these two issues will need to be developed for each project/programme under evaluation, taking into account the different nature and objectives of these projects. Questions could relate to: the stakeholder involvement in consultations; the effective role played by local anchor institutions; the overall improvement in the management capabilities of partner institutions; the institutionalisation of certain approaches and processes; the extent to which action plans were implemented; and the level of resources leveraged for the implementation of these plans.

4.5 Information Analysis and Reporting

Statistical and non-statistical analyses constitute direct analytical techniques that provide evidence on the direct results of the intervention. Statistical analysis presents information in a concise and revealing format, allowing the manipulation of both quantitative and qualitative information. Non-statistical analysis is the process of analysing qualitative information often in a more inductive manner to gain a broader insight and understanding of some hard to quantify issues.

Projections of long term outcomes, the use of quantitative economic or statistical models and cost-benefit analysis are indirect analytical methods that use measures of direct results to estimate a variety of further indirect results attributable to the intervention. However, many of these methods are fairly extensive to use and require a substantial amount of data collection. Financial resources available for an evaluation are often too limited to undertake such studies.

During the implementation phase, the evaluation manager will be involved in arranging travel and fieldwork. The evaluation team will be responsible for the collection of data, the structuring and analyses of data and the development of preliminary conclusions. The agreed-upon work plan will form the basis for evaluating progress in carrying out the evaluation study.

Only the evaluation team per se should be involved in analysing the findings and drafting the evaluation report. Drafting the report may entail some process of negotiation among the different stakeholders with respect to the presentation of findings and the drafting of conclusions and recommendations.

The report should provide an overall performance assessment that brings emphasis to performance highlights and responds to the questions set out in the evaluation terms of reference. Recommendations and lessons should be conclusive, simply stated and utilization-focused to facilitate implementation. An appended listing of recommendations and lessons learned offers an easy reference. In some cases, it may be useful to present findings, recommendations and lessons learned together as they can be intrinsically linked.

Exhibit 4.6 provides an overview of the recommended format that should be utilized by evaluators while reporting their evaluation findings to UN-HABITAT. It is important to note that the evaluator is not limited to the bullet points under each cluster topic area. They provide an example of areas that could be referred to in the report.

The cover page of the report should include the following information:

- Project title (Name of the project as identified in the project document);
- Project code (Project number as in the project document);
- Year and month of evaluation;
- Nature of report (whether phase evaluation, end of project or impact evaluation);
- State of the report (whether draft or final copy); and
- Authors, both individual consultants and corporate bodies.

A good executive summary offers a digested version of the overall report. It is often the most widely read accounting of what was learned from the evaluation exercise. Principal points of the evaluation should be consolidated in a stand-alone presentation that is logical, clear, interesting and results based.

Exhibit 4.3
Recommended Content List

<table>
<tr><th>Key Element</th><th>Contents</th></tr>
<tr><td>Executive Summary</td><td>A synopsis of the report, to include project findings, lessons learned, conclusions and recommendations (4-6 pages).</td></tr>
<tr><td colspan="2" align="center">EVALUATION REPORT</td></tr>
<tr><td colspan="2">1.0 BACKGROUND</td></tr>
<tr><td>Evaluation Background</td><td>Including funding agency/governments, executing agency/ies, cooperating agency/ies, project starting date, current phase of the project and scheduled completion of project
Budget of the project at the time of evaluation and the representation of the evaluation team</td></tr>
<tr><td>Description of the Project</td><td>Empirical evidence of the problem/issue on the ground
Summary of project development objectives and immediate objectives of the intervention
Expected outputs/results
Whether the project is building on results of previous phases
Project linkage to national or sectoral objectives
Comment on overall assessment of project design, including findings, lessons learned and recommendations in this area
Extent to which both genders are involved in planning, implementing, monitoring and assessment of project</td></tr>
<tr><td>Evaluation Methodology</td><td>The general approach used, main data sources and instruments used, professional profile (and gender) of evaluation team
UN country office/government/partner support
Limitations associated with methodology and approach including possible delays</td></tr>
</table>

Exhibit 4.3
Recommended Content List (continued)

2.0 PROJECT RELEVANCE	
Project Relevance Issues	• Rationale and context of the project at its inception • Changes in project context during implementation • Institutional and partner priorities (relevance of the project in as far as the UN-HABITAT and collaborating partner(s) objectives are concerned) • Beneficiary concerns (overall assessment of project purpose and relevance in relation to beneficiary concerns and needs)
3.0 EFFICIENCY	
Project Progress compared to plans	• Assessing the reality of the project time frame • Determining whether or not project objectives were overly ambitious • Assessment of the execution modality adequacy
Actual costs and resource utilization as compared to budgeted resources	• Mention of project budget modifications and any financial delays
Achievement of Results	• To what extent were outputs achieved? • To what extent are immediate and developmental objectives of the intervention met?
Overall Resource Utilization	• Overall performance of the project (cost-benefit analysis) • Are human and financial resources used to full advantage?
4. EFFECTIVENESS	
Effectiveness Issues	• Expected achievement of objectives during project design • Actual or expected achievement of objectives at time of evaluation • Factors and processes affecting achievement of objectives
5. IMPACT	
Impact of the Project	• Local priorities, needs and demands at the time of the evaluation • impact (positive/negative, foreseen/unforeseen) on target groups • Impact (positive/negative, foreseen/unforeseen) on women and men respectively • Impact (positive/negative, foreseen/unforeseen) on UN-HABITAT and collaborating partners
6. OWNERSHIP, INTERNALIZATION, SUSTAINABILITY	
Local Ownership, Internalization and Potential for Sustainability	• Extent to which the overall achievement are likely to be sustained after project completion and after the external funding ceases • Factors affecting or likely to affect sustainability of the project (political, economic, institutional, financial, technological, socio-cultural and environmental factors)

Exhibit 4.3
Recommended Content List (continued)

7. LESSONS LEARNED	
Operational Lessons	• What are the major lessons learned related to project design, implementation, monitoring and evaluation? • List of all lessons learned from the evaluation that may be applied to other project phases, other projects and programmes
8. CONCLUSIONS AND RECOMMENDATIONS	
Conclusions (facts)	• Comment on project identification and design • Summary on project relevance, performance and success (actual or potential) • Summary on major problems previously and currently faced by the project that is contributing to its setback
Recommendations (future)	• What needs to be done to improve overall project performance in the future?
ANNEXES	• Annex I: Terms of Reference for Evaluation • Annex II: Itinerary for the Evaluation Mission • Annex III: List of Persons Consulted • Annex IV: Literature and Documentation

5.0 Utilization of Results

Knowledge from monitoring and evaluation is at the core of UN-HABITAT's organizational learning process. Monitoring and evaluation provide information and facts that, when accepted and internalised, become knowledge that promotes learning. An effective feedback system must be incorporated within the programme/project management cycle.

Monitoring and evaluation contribute to the organizational and global body of knowledge on what works, what does not work, why and under what conditions in different focus areas lessons learned should be shared at a global level through, for example, the dissemination of best practices.

Evaluative evidence, in particular, will help the organization to use information generated from experience to influence the way in which appropriate policies and programmes are developed, or the way in which projects are managed. Evaluative evidence refers to information/data indicating qualitative and quantitative values of development processes, outcomes and impact, derived from multiple sources of information and compiled in an evaluation exercise. The essence of evaluative evidence is based on:

- the explanation of causal links in interventions and their effect;
- analysis from close-up, detailed observation of the development context by the investigator(s) as part of the empirical evidence;
- analysis from research/review and other documents (secondary sources) relevant to the developmental context; and
- the attempt to avoid any preconceptions in the assessment.

As resources for information management tend to be limited and complex, it is important to secure agreement on those issues that most urgently require information. A high degree of consultation is required since stakeholders will have widely differing views on priorities.

Without reliable and regular feedback, monitoring and evaluation cannot serve their purposes. In particular, emphasis must be given to drawing lessons that are useful not only to a particular programme or project but also to broader development contexts. Learning depends on having systematically organized feedback (such as evaluation results, pilot studies, data for monitoring output and outcome indicators and indigenous knowledge). It will also depend on analysing data that is often complex and transcending sectoral divisions in order to draw conclusions on emerging monitoring and evaluation issues, including, for example, policy dialogues and advocacy issues.

There are many ways of ensuring that "lessons are learned". One way of doing this is to arrange meetings or seminars with the various stakeholders either during the evaluation work or after to share information resulting from monitoring and evaluation exercises.

Another effective approach is to prepare thematic or sector reports on the basis of evaluations and special studies. Reports of this type will often appeal to decision-makers since they usually contain material applicable at a higher level. These can be broadly circulated within and outside the donor community, as well as in recipient countries.

There are many examples at UN-HABITAT of efforts to integrate lessons learned from past evaluations, develop case studies and other appropriate tools to support urban development projects. The ***Best Practices and Leadership Programme*** was established to raise the awareness of decision-makers on critical social, economic and environmental issues and to better inform them of the practical means and policy options for improving the living environment. It does so by identifying, disseminating and applying lessons learned from Best Practices to ongoing training, leadership and policy development activities. Best Practices are actions that have made a lasting contribution to improving the quality of life and the sustainability of cities and communities. These can be consulted on UN-HABITAT's website.

Annual reports can also be useful since they often present important information in relation to specific sectors or themes. Another approach is to prepare and publish summaries of major evaluations for wider distribution.

The use of databases can also facilitate the exchange of information on various topics. Summarizing experience and recommendations by sector, theme, etc; can be useful primarily to the personnel directly involved in the projects (donor and executing agencies). UN-HABITAT is developing a database which will support the systematic gathering, synthesis and dissemination of evaluation information particularly evaluation findings, recommendations and lessons learned of UN-HABITAT research and operational activities.

If monitoring and evaluation are to have an impact on the organization, it is important to spread the resulting information widely within the organization. It is also important to ensure that evaluations concentrate on major, overall questions of relevance to decision-makers.

Feedback of lessons learned can be useful in a number of contexts:

- ***Linkages to new projects and activities:*** relevant evaluations can be reviewed before new projects and activities are planned. The proposals for new projects can also be evaluated centrally (e.g., Project Review Committee).

- ***Linkages to programme areas:*** seminars and meetings (involving staff and key stakeholders) can discuss evaluation findings whether country based, thematic or sectoral. (e.g., Bilateral or Tripartite meetings).

- ***Linkages to management:*** evaluation reports can be sent to senior management in both donor and executing agencies to ensure sharing of information and lessons learnt.

- ***Linkages to strategy/ guidelines:*** manuals, including case studies or checklists of lessons learned or best practices, can be developed based on monitoring and evaluation information. These can be widely circulated both within and outside the organization.

- ***Linkages to training:*** examples can be used in training, formulation, implementation and evaluation of new development workers, current and new staff.

APPENDIX A – GLOSSARY

Many of the terms used in monitoring and evaluation are in general use in the development community and by evaluation practitioners. Some of the terms in the Glossary were not described in detail in the Guide; however, they are included for reference purposes. These terms are often used by donor agencies and governments. The definitions have been extracted or adapted from a number of sources including the UNDP and the OECD Development Assistance Committee, Working Party on Aid Evaluation.

Accountability: Obligation to demonstrate that contracted work has been conducted in compliance with agreed rules and standards or to report fairly and accurately on performance results vis-a-vis mandated roles and/or plans. Accountability in development terms may refer to the obligations of partners to act according to clearly defined responsibilities, roles and performance expectations, often with respect to the prudent use of resources. For evaluators, it connotes the responsibility to provide accurate, fair and credible monitoring reports and performance assessments.

Activities: Actions in the context of programming, which are both necessary and sufficient, through which inputs (financial, human, technical and material resources) are mobilized to produce specific outputs or contribute to the outcome. Activities may also be referred to as "development interventions".

Advocacy: Pleading for, speaking on behalf of or recommending something or someone at the global, regional and national levels on issues as diverse as debt relief, gender equality, poverty eradication, climate change and good governance.

Appraisal: An overall assessment of the relevance, feasibility, and potential sustainability of a development intervention prior to a decision on funding. Often used as a synonym for evaluation, including informal evaluation. A related term: ex-ante evaluation.

Assumptions: Hypotheses about factors or risks that could affect the progress or success of a development intervention. Assumptions are made explicit when using a theory-based evaluation approach so that the evaluation tracks the anticipated results chain. Assumptions can also be understood as hypothesized conditions that bear on the validity of the evaluation itself, e.g, about the characteristics of the population when designing a sampling procedure for a survey.

Attribution: The causal link between observed (or expected) changes and a specific intervention in view of the effects of other interventions or confounding factors. Attribution refers to that which is to be credited for the observed changes or results achieved.

Audit: An examination or review that assesses and reports on the extent to which a condition, process or performance conforms to predetermined standards or criteria, policy and procedures. It must be an independent, objective assurance activity that is designed to add value and improve an organization's operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes. A distinction is made between ***financial audit***, which focused on the compliance with applicable statutes and regulations; and ***performance audit*** which is organized with the audit of relevance, economy, efficiency and effectiveness. An internal audit refers to an assessment of internal controls undertaken by a unit reporting to management within the organization while an external audit is conducted by an independent auditor.

Baseline data: Data that describe the situation to be addressed by a programme or project and that serve as the starting point for measuring the performance of that programme or project. A baseline study would be the analysis describing the situation prior to receiving assistance, which is used to determine the results and accomplishments of an activity, and which serves as an important reference for evaluation.

Benchmark: Reference point or standard against which progress or achievements may be compared, e.g., what has been achieved in the past, what other comparable organizations such as development partners are achieving, what was targeted or budgeted for, what could reasonably have been achieved in the circumstances. It also refers to an intermediate target to measure progress in a given period.

Beneficiaries: Individuals and/or institutions, whether targeted or not, whose situation is supposed to improve and that will benefit from a development intervention or activity.

Best practices: Planning and/or operational practices that have proven successful in particular circumstances. Best practices are used to demonstrate what works and what does not and to accumulate and apply knowledge about how and why they work in different situations and contexts. See also **"Lesson learned**".

Bias: Refers to statistical bias – inaccurate representation that produces systematic error in a research finding. Bias may result in overestimating or underestimating characteristics or trends. It may result from incomplete information or invalid data collection methods and may be intentional or unintentional.

Brokerage: Acting as an impartial intermediary, sometimes in sensitive areas, and it takes many forms e.g., political, information, and partnership.

Capacity development: The process by which individuals, groups, organizations and countries develop, enhance and organize their systems, resources and knowledge, all reflected in their abilities, individually and collectively, to perform functions, solve problems and set and achieve objectives. Capacity development is also referred to as capacity building or strengthening.

Cluster evaluation: An evaluation of a set of related projects and/or programmes. A cluster evaluation centered on a development outcome is also called an **"outcome evaluatio**n".

Common Country Assessment: A country-based process for reviewing and analyzing the national development situation, and identifying key issues as a basis for advocacy, policy dialogue and preparation of the United Nations Development Assistance Framework (UNDAF).

Conclusion: A reasoned judgment based on a synthesis of empirical findings or factual statements corresponding to a specific circumstance. Example: The research and development programme of the Agricultural Science and Technology Institute is strong in its technical aspects but weak in its linkage with target groups (see **"Finding**" for the difference between a conclusion and a finding).

Cost-effectiveness: the relation between the costs (inputs) and results produced by a project. A project is more cost effective when it achieves its results at the lowest possible cost compared with alternative projects with the same intended results.
Country programme evaluation Country assistance evaluation: Evaluation of one or more donor's or agency's portfolio of development interventions, and the assistance strategy behind them, in a partner country.

Data: Specific quantitative and qualitative information or facts that are collected.

Development intervention: A vehicle (project or programme) for partner (donor and non-donor) support aimed to promote development.

Effect: Intended or unintended change resulting directly or indirectly from a development intervention. Related terms include: primary effect, secondary effect, unexpected effect, direct effect, external effect, indirect effect, gross effect, net effect, first round effect.

Effectiveness: The measure of the merit or worth of an activity, e.g., the extent to which a development outcome is achieved through interventions. The extent to which a programme or project achieves its planned results, i.e. goals, purposes and outputs, and contributes to outcomes.

Efficiency: The optimal transformation of inputs into outputs.

Evaluability: The extent to which an activity or programme can be evaluated in a reliable and credible fashion. This assessment calls for the early review of a proposed activity in order to ascertain whether its objectives are adequately defined and its results verifiable.

Evaluation: A time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects. Evaluation can also address other development issues. Evaluation is undertaken selectively to answer specific questions to guide decision-makers and/or programme managers, and to provide information on whether underlying theories and assumptions used in programme development were valid, what worked and what did not work and why. Evaluation commonly aims to determine relevance, efficiency, effectiveness, impact and sustainability. Evaluation is a vehicle for extracting cross-cutting lessons from operating unit experiences and determining the need for modifications to the strategic results framework. Evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process. See also **"Project evaluatio**n" and **"Outcome evaluation**".

Evaluation scope: The focus of an evaluation in terms of questions to address, limitations, what to analyse and what not to analyse.

Evaluation team: Group of specialists responsible for the detailed planning and conduct of an evaluation. An evaluation team writes the evaluation report.

Evaluator: An individual involved in all stages of the evaluation process, from defining the terms of reference and collecting and analysing data to making recommendations and taking corrective action or making improvements.

Ex-ante evaluation: An evaluation that is performed before a project or programme is implemented. Related terms include: appraisal, quality at entry, evaluability assessment.

Ex-post evaluation: A type of summative evaluation of an intervention after it has been completed. It may be undertaken immediately after completion or a few years later. The objective is to understand the factors of success or failure, to assess the sustainability of results and impacts and to draw conclusions that may inform other interventions.

External evaluation: Evaluation conducted by evaluator(s) who are not directly involved in the formulation, implementation and/or management of the object of the evaluation. Normally conducted by people from outside the organizations involved. (Synonym: **"independent evaluation"**).

Feedback: The organization and packaging in appropriate form of relevant information from monitoring and evaluation activities, the dissemination of that information to target users and, most important, the use of the information as a basis for decision-making and the promotion of learning in an organization. It may include findings, conclusions, recommendations and lessons from experience.

Finding: Factual statement about the programme or project based on empirical evidence gathered through monitoring and evaluation activities. Example: Although its initial tests of the new technology for preventing soil erosion have been positive, the Agricultural Science and Technology Institute effort has generated only a lukewarm response from the target group of farmers, who are misinformed about the cost implications of that technology. (See **"Conclusion**" for the difference between a finding and a conclusion).

Formative evaluation: Evaluation intended to improve performance, most often conducted during the design and/or implementation phases of projects and programmes. They may also be conducted for other reasons, such as compliance, legal requirements or as part of a larger evaluation initiative.

Goal: The ultimate and higher order objective to which a development intervention is intended to contribute after the project purpose is achieved.

Impact: The totality of positive and negative, primary and secondary, effects produced by a development intervention, directly or indirectly, intended or unintended.

Results of a programme or project that are assessed with reference to the development objectives or long-term goals of that programme or project; changes in a situation, whether planned or unplanned, positive or negative, that a programme or project helps to bring about. Impact is the longer term or ultimate result attributable to a development intervention, in contrast with output and outcome, which reflect more immediate results from the intervention. The concept of impact is close to **“development effectiveness”**. Examples: higher standard of living, increased food security, increased earnings from exports, increased savings owing to a decrease in imports. See **“Results”.**

Impact evaluation: A type of evaluation that focuses on the broad, longer-term impact or results, whether intended or unintended, of a programme or outcome. For example, an impact evaluation could show that a decrease in a community’s overall infant mortality rate was the direct result of a programme designed to provide high quality pre- and post-natal care and deliveries assisted by trained health care professionals.

Independent evaluation: An evaluation carried out by persons separate from those responsible for managing, making decisions on, or implementing the project. It could include groups within the donor organization. The credibility of an evaluation depends in part on how independently it has been carried out, i.e. on the extent of autonomy, and ability to access information, carry out investigations and report findings free of political influence or organizational pressure.

Indicator: Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor. It is a signal that reveals progress (or lack thereof) towards objectives; means of measuring what actually happens against what has been planned in terms of quantity, quality and timeliness.

Input: The financial, human and material resources used for the conduct of programme or project activities.

Institutional Development Impact: The extent to which a project improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and national resources through: (a) better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Such impacts can include intended and unintended effects of a development intervention.

Internal evaluation: An evaluation conducted by members of the organizations who are associated with the programme, project or subject to be evaluated. See also "self-evaluation".

Joint evaluation: An evaluation to which different donor agencies and/or partners contribute. There are various degrees of "jointness" depending on the extent to which individual partners cooperate in the evaluation process, merge their evaluation resources and combine their evaluation reporting. Joint evaluation can help overcome attribution problems in assessing the effectiveness of programmes and strategies, the complementarity of efforts supported by different partners, the quality of aid coordination, etc.

Lesson learned: Learning from experience that is applicable to a generic situation rather than to a specific circumstance. Example: A strong information center is essential to an institution dealing with research and development (R&D) as a channel for disseminating the results of its research programme to target groups and generating feedback from target groups on the usefulness of its R&D results.

Logical framework (logframe) approach: A methodology that logically relates the main elements in programme and project design and helps ensure that the intervention is likely to achieve measurable results. The "logframe matrix" can be used to summarize and ensure consistency among outcomes, outputs, activities and inputs, and to identify important risks or assumptions. It is also referred to as a results-oriented programme planning and management methodology. The approach helps to identify strategic elements (inputs, outputs, purposes, goal) of a programme, their causal relationships, and the external factors that may influence success or failure of the programme. The approach includes the establishment of performance indicators to be used for monitoring and evaluating achievement of programme aims.

Meta-evaluation: The term is used for evaluations designed to aggregate findings from a series of evaluations. It can also be used to denote the evaluation of an evaluation to judge its quality and/or assess the performance of evaluators.

Mid-term evaluation: A type of evaluation carried out during project or programme implementation. Its principal goal is to assess progress made, to draw initial conclusions for managing the programme or project and to make recommendations for the remaining period. It addresses operational issues of relevance and performance and extracts initial lessons learned. Sometimes referred to as "ongoing" evaluation. Related term: formative evaluation.

Monitoring: A continuing function that uses systematic collection of data on specified indicators to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analysing data on implementation processes, strategies and results, and recommending corrective measures. Related terms: performance monitoring, indicators.

Outcome: This is a measure of the likely effects of a development intervention's outputs, usually taken soon after completion of the intervention, and periodically thereafter. Related terms: result, output, impact, effect.

Outcome monitoring: A process of collecting and analysing data to measure the performance of a programme, project, partnership, policy reform process and/or soft assistance toward achievement of development outcomes at country level. A defined set of indicators is constructed to track regularly the key aspects of performance. Performance reflects effectiveness in converting inputs to outputs, outcomes and impacts.

Outputs: Tangible products (including services) of a programme or project that are necessary to achieve the objectives of a programme or project. Outputs relate to the completion (rather than the conduct) of activities and are the type of results over which managers have a high degree of influence. Example: agricultural extension services provided to rice farmers. See **"Result**s".

Participatory evaluation: The collective examination and assessment of a programme or project by the stakeholders and beneficiaries. Participatory evaluations are reflective, action oriented and seek to build capacity. Participatory evaluations are primarily oriented to the information needs of the stakeholders rather than the donor who acts as a facilitator.

Partnership: Collaboration among institutions to achieve mutually shared and agreed upon objectives and goals that draws on individual strengths and maximises synergies. Effective partnerships, where there is a clear understanding of the contribution of each partner to agreed outcomes, are central to achieving results.

Performance: The degree to which a development intervention or a development partner operates according to specific criteria/standards/guidelines or achieves results in accordance with stated goals or plans.

Performance indicator: A variable that allows the verification of changes in the development intervention or shows results relative to what was planned. Performance indicators are used to observe progress and to measure actual results compared to expected results. They serve to answer "how" or "whether" a unit is progressing towards its objectives, rather than why/why not such progress is being made. Performance indicators are usually expressed in quantifiable terms, and should be objective and measurable (numeric values, percentages, scores, and indices).

Performance measurement: A system for assessing performance of development interventions against stated goals. Related terms: performance monitoring, indicator.

Process evaluation: An evaluation of the internal dynamics of the implementing organizations, their policy instruments, their service delivery mechanisms, their management practices, and the linkages among these. Related term: formative evaluation.

Project: A project can be defined as a planned, non-routine intervention for achieving one or more objectives, encompassing a set of interrelated activities which are undertaken during a specified period of time, using limited human, financial and physical resources.

Project evaluation: An evaluation of a project or a specific development intervention to attain designated objectives, in a determined time span, and following an established plan of action. The basis of evaluation should be built in to the project document. In the context of UN-HABITAT, it also includes evaluations of programmes described in Programme Support Documents.

Programme: A programme is a less clearly bound entity than a project, but can be defined in relation to a project as a less specified and commonly, more comprehensive, long term or diverse intervention, which can include many projects.

Programme or project objective: The intended physical, financial, institutional, social, environmental, or other development results to which a project or programme is expected to contribute. The objective(s) is (are) expressed in term of the expected benefits for the target group; it does not refer to the services provided by the project (these are outputs) but to the benefits that beneficiaries are expected to derive as a result of receiving or using these services.

Proxy measure or indicator: A variable used to stand in for one that is difficult to measure directly.

Purpose: The purpose refers to the immediate project objectives, the effects a project is expected to achieve completely, successfully and on time. It is the reason for project implementation.

Quality assurance: Quality assurance encompasses any activity that is concerned with assessing and improving the merit or the worth of a development intervention or its compliance with given standards. Quality assurance may also refer to the assessment of the quality of a portfolio and its development effectiveness.

Rating system: An instrument for forming and validating a judgment on the relevance, performance and success of a programme or project through the use of a scale with numeric, alphabetic and/or descriptive codes.

Reach: The beneficiaries and other stakeholders of a development intervention, whether sectors, groups of people, or geographic areas of the country or region.

Recommendation: Proposal for action to be taken in a specific circumstance, including the parties responsible for that action. Example: As a strategy to ensure the acceptability of its research results by target users, the Agricultural Science and Technology Institute should establish a center for the sharing of information between the target users and the Institute. Through a systematic information exchange programme, the Institute should provide target users with information on new technologies being developed and obtain their views on how to improve such technologies.

Relevance: The extent to which the objectives of a development Intervention are consistent with country needs, global priorities and partners' and donors' policies. The question of relevance often becomes a question as to whether the objectives of an Intervention or its design are still appropriate given changed circumstances.

Reliability: Consistency and dependability of data collected through repeated use of a scientific instrument or data collection procedure under the same conditions. Absolute reliability of evaluation data is hard to obtain. However, checklists and training of evaluators can improve both data reliability and validity. Sound reliability implies exhaustive data collection and the appropriateness of the evaluative questions asked.

Results: The measurable output, outcome or impact (intended or unintended, positive or negative) of a development intervention. Related terms: outcome, effect, impact.

Results chain: The causal sequence for a development Intervention that stipulates the necessary sequence to achieve desired objectives beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts and feedback. Related terms: assumption, results framework.

Results framework: The programme logic that explains how the development objective is to be achieved, including causal relationships and underlying assumptions.

Results-Based Management (RBM): 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.

Risk analysis: A detailed examination of the potential unwanted and negative consequences to human life, health or property, or the environment posed by development interventions; a systematic process to provide information regarding such undesirable consequences; the process of quantification of the probabilities and expected impacts for identified risks.

Secondary sources: Sources such as periodic progress reports, annual reports, memos, sectoral studies and baseline data. They serve as background and foundation material and resources for an evaluation.

Self-evaluation: An evaluation by those who are administering a programme or project in the field.

Soft assistance: Advocacy, policy advice/dialogue, and facilitation/brokerage of information, partnerships or political compromise. Soft assistance tends to be delivered at the "upstream" level where national policies that affect human development outcomes are debated, formulated and implemented, although it can also be delivered "downstream" by project staff.

Stakeholders: People, groups or entities that have a role and interest in the objectives and implementation of a programme or project. They include the community whose situation the programme seeks to change; project field staff who implement activities; project and programme managers who oversee implementation; donors and other decision-makers who decide the course of action related to the programme; and supporters, critics and other persons who influence the programme environment. In participatory evaluation, stakeholders assume an increased role in the evaluation process as question-makers, evaluation planners, data gatherers and problem solvers.

Strategic evaluation: An evaluation of a particular issue, often cross-cutting, with significant implications for the major development priorities of the Government and the organization, with high risks to stakeholders. Its timing is especially important owing to the urgency of the issue which poses high risks to, and has generated widely conflicting views from, stakeholders. It aims to advance a deeper understanding of the issue, reduce the range of uncertainties associated with the different options for addressing it, and help to reach an acceptable working agreement among the parties concerned and enables various stakeholders to reach a common understanding of certain policy issues as a significant step towards policy formulation.

Strategic results framework: As a generic term, represents the development hypothesis including those results necessary to achieve a strategic objective and their causal relationships and underlying assumptions. The framework establishes an organizing basis for measuring, analysing and reporting results of the operating unit. It is also useful as a management tool and therefore focuses on the key results that must be monitored to indicate progress. Can also be the overall aims and objectives of a country's approach to development based on analysis of problems, and including a statement of priorities.

Survey: Systematic collection of information from a defined population, usually by means of interviews or questionnaires administered to a sample of units in the population (e.g. person, beneficiaries, adults, etc.)

Sustainability: Durability of positive programme or project results after the termination of the technical cooperation channeled through that programme or project; static sustainability—the continuous flow of the same benefits, set in motion by the completed programme or project, to the same target groups; dynamic sustainability—the use or adaptation of programme or project results to a different context or changing environment by the original target groups and/or other groups. For an outcome, it reflects whether the positive change in development situation will endure.

Target groups: The main beneficiaries of a programme or project that are expected to gain from the results of that programme or project; sectors of the population that a programme or project aims to reach in order to address their needs based on gender considerations and their socio-economic characteristics.

Terminal evaluation: Evaluation conducted after the intervention has been in place for some time or towards the end of a project or programme to measure outcomes; demonstrate the effectiveness and relevance of interventions and strategies; indicate early signs of impact; and recommend what interventions to promote or abandon.

Terms of reference: Definition of the work and the schedule that must be carried out by the evaluation team. It recalls the background and specifies the scope of the evaluation, states the main motives for an evaluation and the questions asked. It sums up available knowledge and outlines an evaluation method and describes the distribution of work, schedule and the responsibilities among the people participating in an evaluation process. It specifies the qualifications required from candidate teams or individuals as well as the criteria to be used to select an evaluation team.

Thematic evaluation: Evaluation of selected aspects or cross-cutting issues in different types of interventions. Can involve a cluster evaluation of projects or programmes addressing a particular theme that cut across sectors or geographical boundaries. Similar to a **"strategic evaluation**". Example: Evaluation of national execution, evaluation of collaboration with civil society.

United Nations Development Assistance Framework (UNDAF): A planning and resources framework for the country programmes and projects of agencies in the United Nations system. It is developed on the basis of the analysis of the common country assessment.

Validity: The extent to which a measurement or test accurately measures what it is supposed to. Valid evaluations are ones that take into account all relevant factors, given the whole context of the evaluation, and weigh them appropriately in the process of formulating conclusions and recommendations.

Work plan: This is an annual or multi-year summary of tasks, timeframes and responsibilities. It is used as a monitoring tool to ensure the production on output and progress toward outcome.

APPENDIX B – REFERENCES

United Nations Agencies

United Nations General Assembly, ***Road map towards the implementation of the United Nations Millennium Declaration***, Report of the Secretary-General, 6 September 2001 (0152607)

United Nations, ***Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation***, Secretary-General's Bulletin, 19 April 2001 (ST/SGB/2000/8)

UNDP Evaluation Office, ***Handbook on Monitoring and Evaluating for Results***, Final Draft, January 2002

UNFPA, ***The Programme Manager's Monitoring and Evaluation Toolkit***, June 2001. (http://www.unfpa.org/ooe/toolkit.htm)

UNFPA, ***Training Program in Results-Oriented Monitoring and Evaluation***, prepared by Goss Gilroy Inc., November 1998

UNICEF, ***A UNICEF Guide for Monitoring and Evaluation: Making a Difference***, January 2002

Donor / Aid Agencies

Canadian International Development Agency (CIDA), ***CIDA Evaluation Guide***, January 2000 (http://www.acdi-cida.gc.ca/perform)

Canadian International Development Agency (CIDA), ***Results Based Management (RBM Handbook on Developing Results Chain***, December 2000 (http://acdi-cida.gc.ca/perform)

Canadian International Development Agency (CIDA), ***Guide to Project Performance Reporting: For Canadian Partners and Executing Agencies***, May 1999 (http://acdi-cida.gc.ca/perform)

Commission of the European Communities, ***Evaluation in the European Commission***, Europe Aid Cooperation Office, March 2001

OECD Working Party on Aid Evaluation, ***Glossary of Terms in Evaluation and Results Based Management***, 2001

OECD Development Assistance Committee, ***Review of the DAC Principles for Evaluation of Development Assistance***, 1998

OECD Development Assistance Committee, ***Results Based Management in the Development Cooperation Agencies: A Review of Experience***, Executive Summary, November 2001

Overseas Development Institute (ODI), ***Desk Study of Good Practice in the Development of PRSP Indicators and Monitoring Systems***, Final Report, David Booth (ODI, London) and Henry Lucas (IDS, University of Sussex)

USAID ***Evaluation Publications, Published1997-2001*** (http://www.dec.org/usaid_eval) Site presents a number of evaluation publications including suggestions and guidelines for conducting participatory evaluation, key informant interviews, using direct observation techniques, etc.)

Royal Ministry of Foreign Affairs, Norway, ***Evaluation of Development Assistance: a Handbook for Evaluators and Managers***, November 1993

W.K. Kellogg Foundation, ***Evaluation Handbook***, 1998 (http://www.WKKF.org/)

Other References

Bernard, H. Russell, ***Social Research Methods – Qualitative and Quantitative Approaches,*** November 1999

Bickman, Leonard (Editor), ***Research Design***, Sage Publications, January 2000

Evaluation Associates Limited (UK), ***A Guide to Program Evaluation***, December 1997 (http://www.evaluation.co.uk)

Office of the Auditor General of Canada (OAG), ***Implementing Results Based Management: Lessons from the literature***, 2000. (http://www.oag-bvg.gc.ca)

Owen, John and Rogers, Patricia, Royal Melbourne Institute of Technology, Australia, ***Program Evaluation – Forms and Approaches***, Sage Publications, April 1999

Patton, Michael Quinn, ***Utilization focused Evaluation***, Sage Publications, 1997

Poate, Derek, ITAD Ltd., ***Measuring and Managing Results: Lessons for Development Cooperation***, OESP Series on Lessons Learned, 1997

Taylor, Lawrence, Performance Assessment Resource Centre (PARC), ***Good Monitoring and Evaluation Practice – Guidance Notes***, October 2001 (http://www.parcinfo.org)

UN-HABITAT

UN-HABITAT, ***Proposed programme budget for the biennium 2002-2003*** (Draft, April 2001)

UN-HABITAT, ***Proposed programme budget for the biennium 2000-2001***, Volume II, Section 13 – Human Settlements

UN Commission on Human Settlements, ***Work Programme of the United Nations Centre for Human Settlements (HABITAT) for the Biebbium 2000-2001,*** 16 February 1999

Manual for Programme and Project Cycle Management, DRAFT- under development, November 2001

UN-HABITAT Gender Policy

Integrating Gender Responsiveness in Environmental Planning and Management, Staff and consultants of the Sustainable Cities Programme, The EPM Source Book Series

UN-HABITAT, ***Outline for synthesizing Lessons of Experience Captured in Issue-specific Case Studies***, 1999

UNHCS (Habitat)-UNEP, ***City Experiences and International Support***, Volume 2: Environmental Planning and Management (EPM) Source Book, 1997

UNCHS, ***The State of the World's Cities 2001***, June 2001

UN-HABITAT-UNEP, ***Sustainable Cities Programme 1990-2000***, 2001

Evaluation Report for the GUO Statistics and Urban Indicators Programs, prepared by S. Funnell and H. Herr, October 2001

MELISSA – Managing Environment Locally in Sub-Saharan Africa, External Evaluation – Findings and Recommendations Report, Executive Summary, April 2000

Measuring Progress in Environmental Planning and Management **(DRAFT – in progress)**, Sustainable Cities Programme (SCP), UN-HABITAT/UNEP

Khartoum State Urban Upgrading and Poverty Alleviation Project (UPAP), prepared by Evaluation Team – Richard Huntington, El Tahir Mohamed Nur, and Anuradha Rajivan, 28 November 2001

United Nations Centre for Human Settlements (Habitat), ***Tools to Support Participatory Urban Decision-Making***, Urban Governance Toolkit Series, Nairobi, July 2001

UN-HABITAT/UNEP, ***Implementation and Replication of the Sustainable Cities Programme Process at City and National Levels*** (Case studies from nine cities), March 2001

UNHCS-Danida Evaluation of Urban Environment (SCP) City Projects in six African Countries, Volume 1 and 2, Final Evaluation Report, October 1999