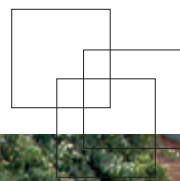




International
Labour
Office

Towards the right to work

**A GUIDEBOOK FOR DESIGNING INNOVATIVE
PUBLIC EMPLOYMENT PROGRAMMES**



Guidance note 14 Designing monitoring and evaluation systems in PEPs

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Towards the right to work

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Guidance note 14

Designing monitoring and evaluation systems in PEPs

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Guidance note 14

Designing monitoring and evaluation systems in PEPs



Objective

The objective of this note is to enable participants to understand the inter-relationship between monitoring, programme evaluation and impact evaluation, as different steps within an overall monitoring and evaluation framework, and to highlight key considerations in the design of public employment programmes¹ (PEP).

Objectives of monitoring and evaluation

Monitoring and evaluation systems are intended to answer three apparently simple questions:

1. Has a programme delivered what it was expected to deliver? On time and on budget?
2. How well was it done?
3. What impacts has it had?

Each question contributes to the total picture in an overall monitoring and evaluation system, and they are building blocks: it is impossible to evaluate a programme that has not been monitored, and it is impossible to assess impacts without relevant information on what has been achieved, in both quantitative and qualitative terms.

Straightforward as this may sound, the process is complicated by the extent to which public employment programmes (PEPs) serve a number of different objectives. Typically, these include the following:

- creation of employment (for participants);
- transfer of incomes (to participants);
- delivery of public and/or social assets and services, including infrastructure, which benefit the wider community.

¹ M. Lieuw-Kie-Song; K. Philip; M. Tsukamoto; M. Van Imschoot: *Towards the right to work: Innovations in public employment programmes (IPEP)*, ILO Employment Working Paper No. 69 (Geneva, International Labour Organization, 2011).



These main outputs support a range of core development objectives, including poverty reduction, the reduction of unemployment, increased access to basic services, and social and economic inclusion. Public employment programmes can also be delivered in ways that target disadvantaged groups such as women or youth. This ability to impact on multiple objectives is a key strength of these programmes, and makes them highly desirable from a policy perspective.

However, this also introduces complexity when it comes to measuring results, and to prioritizing the dimensions of a PEP that need to be measured in order to demonstrate outcomes and impacts.

Effective systems for monitoring, evaluation and impact assessment of PEPs need to explore all three of these levels in order to measure the scale and nature of impacts in relation to:

- the employment created;
- the income transferred by the programme;
- the assets and services created.

It is comparatively easy to collate the quantitative data in each of these areas. However, a more qualitative assessment of the impacts of these different PEP dimensions on policy priorities – takes the process down quite divergent paths in terms of the methodologies and competencies required.

These difficulties are compounded where there is a lack of clarity on the different roles played by monitoring, evaluation and impact assessment.

Differentiating between monitoring, programme evaluation and impact evaluation

There is a need to differentiate between monitoring, programme evaluation and impact evaluation as distinct phases within a monitoring and evaluation framework, in relation to the purposes they serve and the methodologies required to achieve them.

Monitoring and programme evaluation focus at the programme level. They monitor in order to evaluate whether:

- the inputs achieved the planned outputs;
- the allocated funds were spent;
- the funds were used for the intended purposes;
- projected budgets accurately covered the costs entailed;
- those tasked with delivery performed the required functions;

- the programme reached its targets, including target constituencies.

Monitoring is the first part of this process, and entails collecting and collating the critical information necessary to evaluate performance. It should form part of a programme's core reporting system.

Many of the key indicators collected as part of core reporting will provide a basis for evaluation and, while many of these are quantitative, the scope exists to build qualitative measures into the reporting system also. Mechanisms to benchmark and audit outcomes are also required as part of the evaluation system, as are processes to ensure the outcomes are used to inform ongoing programme design and performance management. If the loop does not close in this way, which is often the case, the exercise is largely a waste of time.

Monitoring and programme evaluation systems focus at the level of programme performance by analysing whether mandated targets were met, whether the quality of outputs was good, and whether key outcomes were achieved. They are key in informing effective performance management, accountability and planning.

From a policy perspective, however, they do not always answer a more fundamental question: even if programme performance was good, did the programme achieve its purpose?

The higher the level of policy ambition of a programme and the more systemic the intended outcome, the harder it is to answer this question.

For example, where a programme aims to reduce poverty and inequality, stimulate local economic development, and promote growth or improve social inclusion, the methodological challenges in measuring impacts and demonstrating causality can be significant. The larger the projected scale and cost of the programme, the more it matters to demonstrate the systemic-level impacts.

Impact assessment processes are expected to answer these higher level 'purpose' questions. Impact assessment complements monitoring and evaluation, it relies on baseline data collected within the M&E process, but it requires a different set of methodologies, it operates on a different timeframe, and may have a different set of users.

An assessment of impacts can seldom be made with reference only to data available from within the programme because the questions are about how the programme interacts with and impacts on wider social and economic processes. The greater the impacts sought from the programme, the more these will tend to lag behind the implementation process. In addition, while impact assessment needs to be enabled from within the programme, it also



needs some independence. This independence matters both in terms of the impacts claimed and in terms of the credibility of the outcomes.

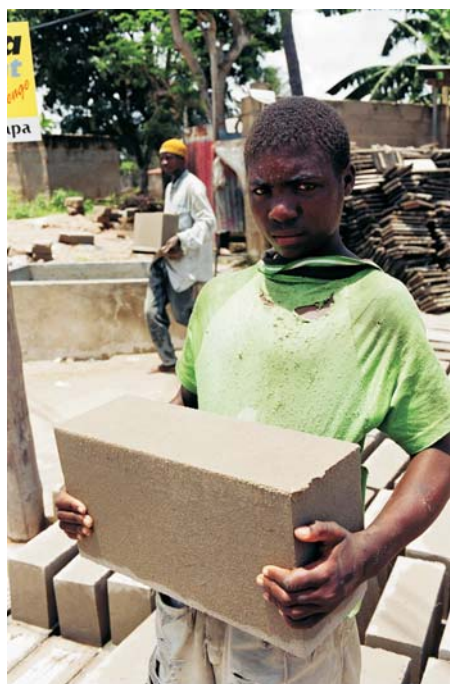
Monitoring, programme evaluation and impact evaluation are building blocks towards an increasingly complete picture that needs to be built up over time. In the first instance, what matters most is the information that will inform improved implementation. The time involved in monitoring and programme evaluation needs to be short with monthly and quarterly data informing trend analysis to provide useful feedback in ‘real’ time.

Impact evaluation involves a much longer cycle, as wider social and economic impacts will lag behind delivery to varying degrees. Impact assessment informs medium- to long-term planning and policy-making, not day-to-day decision-making. Often the users of impact assessment data are different from those of M&E, and the methodologies differ also.

In sum, while monitoring, programme evaluation and impact evaluation exist on a continuum, monitoring and programme evaluation systems focus on performance at a programme level and need to be integrated into the day-to-day management of the programme, and provide an ongoing tool to be used for performance management and accountability.

Impact evaluation focuses on more medium- and long-term effects, and it assesses a programme in relation to its wider policy purpose in order to inform policy-level choices. Each is discussed separately below.

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There is also a further less recognized level in this continuum – the role of wider knowledge creation. The greater the scale achieved, the wider the potential range of social and economic impacts, including unanticipated ones. While research at this level is less tied to immediate programme concerns, programmes have a huge role to play in enabling and embracing it.

The role of a ‘theory of change’

Every programme is designed within a set of assumptions about how the intervention will deliver a different – better – outcome than what exists. These assumptions need to inform the kinds of indicators used to monitor and evaluate the programme, because if these assumptions prove flawed, then the intended outcomes and impacts are unlikely to be achieved. Making this implicit theory of

change more explicit is therefore an important first step in the design of a monitoring and evaluation system, because it informs the identification of priority outcomes required to achieve the desired effect.²

A range of methodologies to assist programmes to develop their theory of change has been developed. These rely on the graphic representation of the causal pathways and inter-relationships that lead from the programme intervention to the programme goal, and provide new tools that are better able to reflect complexity than the more linear approaches characteristic of traditional logframes. This makes them a particularly useful tool in the design of PEPs.

A theory of change then informs the identification of priority outcomes and impacts, which in turn inform the identification of indicators that need to be captured in some form of Results Framework. While there are many different approaches to doing so, an example of the kind of format that can be used for a results framework is provided below.

Table 1. Outcome indicators for the PSNP, Ethiopia

Objective	Outcome indicators
Chronically food insecure households have ensured food consumption during the programme period.	Percentage of households that report 12-month food access from all sources including the programme Average number of months of household food shortages provided by the programme.
Household assets protected	Percentage of the average change in assets levels of chronically food insecure households. Percentage of households reporting distress sales of assets. Percentage of households reporting consumption of seed stocks.
Community assets used productively and managed in a sustainable manner.	Percentage of households reporting satisfaction or direct benefits from community assets developed. Percentage of households regularly using three or more of the assets developed. Percentage of households for which an ongoing management mechanism has been put in place.

Source: Productive Safety Net Programme, Ethiopia.

² The Research to Action web site provides a resource list of materials on Theories of Change, www.researchtoaction.org/theory-of-change-useful-resources (accessed 6 Dec. 2011).

Designing monitoring systems in public employment programmes

Public employment programmes are used to address a wide range of social and economic challenges. These include crisis responses to natural disasters, post-war reconstruction, long-term structural unemployment, the economic exclusion of minorities, and many more. In addressing such challenges, PEPs take many forms, including more traditional public works programmes focusing on infrastructure, programmes where work is linked to complementary social grants, and employment guarantee schemes (EGS).

Therefore, the design of monitoring, evaluation and impact assessment systems has to be very specific to the purpose the programme aims to achieve.

Nevertheless, PEPs share enough core features to enable existing systems to be used to help establish core data collection needs.

The starting point in the process is the registration of workers on the programme. This is an opportunity to gather essential information on participants for M&E purposes. It is also an opportunity to collect baseline information for later impact assessment processes.

The opportunity to gather the minimum amount information shown in Table 2 should not be missed, although the applicability of some of these will vary.



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Table 2. Details of participants

Name:	
Identification number:	
Date of birth:	
Gender:	
Specify other vulnerable groups if applicable:	
Disability: Y/N	
Bank account number:	
Cell phone number	
Address:	
Recipient of welfare/social grants (if applicable):	
Education level attained:	



Where possible, the point of registration should be used to gather other baseline information.

Table 3 shows typical core data on programme outputs that a PEP will need to track.

Table 3. Output data typically available at project level

	Indicator	Definition
1	Project/site location	Name of province Name of district Name of municipality Name of neighbourhood and/or street address
2	Project/site duration	Start date, end date, if applicable
3	Demand for work	In the context of an EGS, the level of demand for work matters: perhaps it matters for a PEP also, even if work is rationed?
4	Person-days of employment created	The number of men and women who worked on a project x the number of days each person worked.



5	Participation rate	The cumulative number of people who have worked on the programme (disaggregated by gender, age, as applicable); the number working in the reporting period.
6	Amount paid to participants	This should be the total amount paid to workers on the project (disaggregated by gender, age, as applicable).
7	Minimum wage rate	Daily wage rate = daily wage (whether task-rated or time-rated) paid to workers on the project, as specified by the programme.
8	Training person days (on applicable projects)	The number of training person days is the number of people who attended training x the number of days of training (disaggregated by gender, age, as applicable).
9	Total budget against actual expenditure	Broken down into: • wages to target group • other wages • materials • tools • equipment • training • administration and overheads.
10	Project sector, project description	Requires a classification of project types: by sector or in some other way (with list of most common descriptions to enable aggregation).
11	Project outputs	The definition of project outputs is key to evaluation and to later impact assessment, for example: • length of road maintained • earth dams built • number of households supported with home-based care.

The next step is to identify the key indicators, benchmarks and targets against which programme performance will be tracked, and to ensure that the M&E system generates these results from the data collected.

In the days of manual systems, the amount of cross-tabulation that M&E systems could achieve was severely limited. But in the era of (relatively) affordable information technology (IT), the scope to design a Management Information System (MIS) that generates key performance indicators and



disaggregates them across a range of variables allows this system to become a powerful monitoring, evaluation and planning tool.

Innovation: The MGNREGA MIS System and web site

India faces the challenge of monitoring and managing massive amounts of information. By 2011, it had 55 million registered households participating in the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA) in 615 districts. Payments for work are made from a centralized system.

The solution to this challenge has been to use a web-based management information system for all reporting.

Imagine if we had to process reports from every district each month: it would be impossible! It would be piles and piles of paper! No: all reporting is through the MIS system, and that is it: no report loaded onto the MIS, no payment. But no other form of reporting is required.³

The MIS system combines core data required for performance monitoring data, the financial reporting system and the payment system. The data are in the public domain, on the MGNREGA web site.⁴ The information entered into the system covers the key 'performance' elements and processes critical to the MGNREGA design. This includes the following:

³ Interview with Amita Sharma, Joint Secretary, Ministry of Rural Development, India.

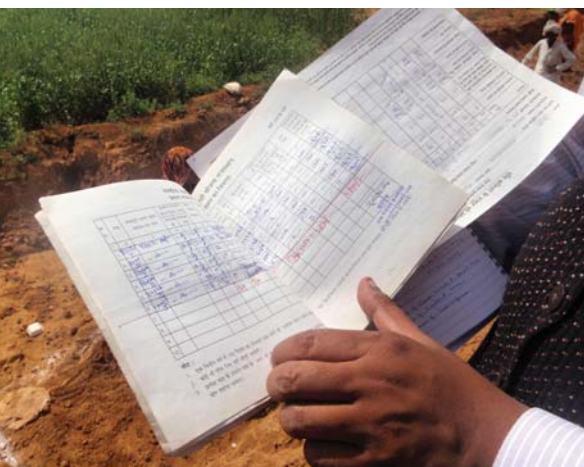
⁴ Ministry of Rural Development, India. National Rural Employment Guarantee Act. <http://nrega.nic.in/netnrega/home.aspx> (accessed 23 May 2011).

- key demographic data on people who register for the programme;
- a copy of every job card, including a photograph of the worker, is scanned into the system; workers can enter their job card number onto the site, and a record of information on work requests, days worked and payments made is generated;
- the date on which a worker demands work (for which they receive a receipt), and the date on which such work was provided;
- completed 'muster rolls', i.e. attendance registers;
- the funding provided from the centre or the district for work performed;
- the works in process and the works completed.

In addition to formal performance data uploaded from Gram Panchayats, the web site logs all complaints and the actions taken.

While this creates huge efficiencies of information, it does require the right levels of skilled personnel at the central level, as well as a large number of trained support personnel, including IT support staff and data capturers at different levels. Monitoring and evaluation frameworks are often designed assuming that such capacities are in place or will be put in place, which is a critical variable in the success of the system. In particular, when electronic monitoring systems are used and the volume of data to be managed increases, the human resources consequences are often underestimated.

For example, in MGNREGA, at a time when there were 35 million participating households, it was estimated that 12,000 MIS data capturers were needed. This meant training and employing one data capturer per 3,000 households. Today, with over 55 million households participating, this means training and employing over 18,000 MIS data capturers to capture data at the block level.



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at other levels.

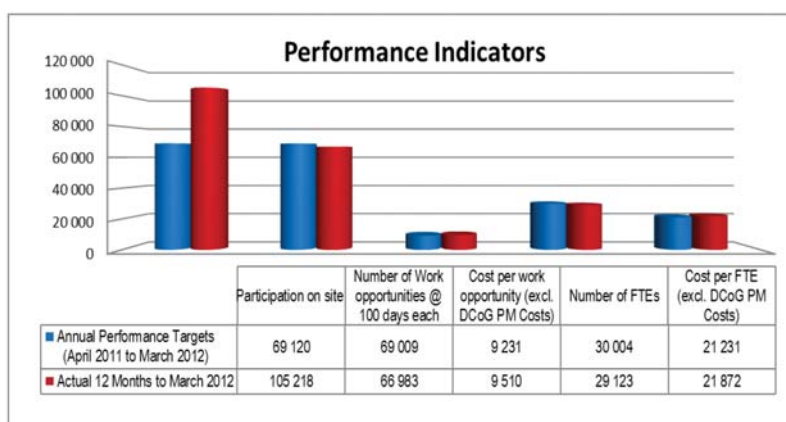
The advantage of this increased need for human resources is that it also creates opportunities for more skilled work at the local level; MGNREGA is also exploring the greater integration of skilled workers into the programme

From monitoring to programme evaluation

While the Management Information System captures the crucial data, this has to be translated into a reporting system that is meaningful for the purposes of performance management, and that ‘processes’ the data in ways that allow for comparison against target indicators – and for performance issues to be flagged and addressed. The indicators selected will be informed by key programme parameters.

In the Community Work Programme (CWP) in South Africa, the reporting system generates reports that consolidate the main performance indicators against targets, as well as by site, province and implementing agent, or in relation to overall programme performance (Table 4).

Table 4. South Africa Community Work Programme 2011/2012
Performance against key indicators and annual targets:



Source: DCoG CWP Annual Report 2011/20.

These data systems need to be complemented by other approaches that audit and verify the data in the MIS system, and engage in more qualitative evaluation.

In India, this includes the following processes:

- data software engineered, for cross verification of records and report generation;
- field verification by external and internal agencies;
- field visits of Central Employment Guarantee Council members to different states coupled with social audit;
- National Level Monitors' visit to all Phase One MGNREGA districts; scheduled to visit new ones from the end of June;
- five Independent Concurrent Studies completed and shared with states;

- district visits by Area Officers of the Ministry;
- states to undertake 100 per cent, 10 per cent, 2 per cent verification at Block, District and State levels;
- district and village level Vigilance & Monitoring Committees for better transparency;
- comprehensive evaluation under consideration to assess socio-economic impact at household level and the quality of assets created in selected states;
- Comptroller and Auditor General Performance Audit in all states.

In addition, social audits are mandatory. The role of social audits is discussed in more depth in the Guidance Note on Social Partners: Social Processes.

Process evaluation is another important part of an evaluation system. A process evaluation aims to assess whether the programme is being implemented in accordance with its design. The outcomes of the process evaluation can have both operational and policy implications.

From an operational perspective, process evaluations typically assess whether a programme is being implemented in accordance with the processes and procedures specified in the operations or implementation manual. It can then help to identify bottlenecks, areas where procedures are not being followed and give inputs on possible improvements to the processes.

A typical example may be the identification and selection of projects. The manual may prescribe a process for this in which projects are identified and selected by communities. The degree to which this is actually happening is important to evaluate as it has implications for the value of the projects. If the procedures are largely neglected in the design and local officials are in charge of identifying and selecting projects, the benefits of the project may not accrue primarily to the communities. The process evaluation may then result in changes to the project selection procedures in order to ensure the intended level of community participation.

The results of the process evaluation are also critical for evaluating the value of the assets or services created and, if the benefits to the community are limited, to understand why this is the case. In this context, it is important to understand whether project selection was an outcome of the community's own decision-making processes or whether was imposed without their participation.

Other processes often evaluated in PEPs are the methodologies for targeting beneficiaries, and the reporting and payment processes.

The results of process evaluations also feed into programme policy. If it is found, for instance, that communities decided on the assets to be created from a list of specified projects, yet the benefits of the projects are still limited, the list may need to be reviewed or expanded.

Process evaluations are an important tool for differentiating whether a failure to meet programmes objectives is due to problems with implementation or with the programme design, which can also have implications for where accountability for the problems lie, and where the focus of any change should be.



Designing impact evaluation processes

Impact evaluation focuses on whether the programme is achieving its policy purpose or development goal. Good programme performance is necessary but not sufficient for this because a programme may be meeting all its targets, but may still not be achieving its policy purpose.

Until recently, most PEPs were designed as short-term interventions and/or as a crisis response. As a result, the scope to measure the medium-term, long-term or systemic-level impacts of PEPs has been relatively limited. PEPs have also traditionally been involved mainly in labour-intensive infrastructure. As a consequence, impact evaluation approaches for these kinds of interventions are the most developed.

For labour-intensive infrastructure, a crucial part of the policy debate has been over whether labour-intensive methods can deliver assets at an equivalent cost and quality as other methods, and this has been a focus of evaluation. Methodologies to link the creation of assets, such as roads, back to wider social and economic indicators are also well developed, as this example from an ILO Impact Assessment illustrates:

Rural roads have no value in themselves. The key role they play is to provide access. Benefits may arise from improved access to markets and jobs, access to education and health services, access to credit and business and access to information. Other benefits may result from reduced travel and transport costs and employment created during construction as well as the more nebulous social benefits of increased interaction between people through more frequent social trip making.⁵

Pearse (2006)⁶ makes a compelling case for the economic impacts of two access roads in Lao P.D.R, tracking the increase in the number of traders,

⁵ C. Pearse: *Social and economic impact of the construction of the Nam Ham and Nam Ven Roads, Houaphan Province, Lao PDR: Final report* (Geneva, International Labour Organization, 2006).

⁶ Ibid.



the composition of trade, average travel time to markets, the rise of new forms of travel service, increased access to agricultural lands, and the increase in ownership of motorbikes. She then makes as compelling a case for the social impacts of the roads by citing improved use of health services, improved access to water, clinics, schools and district centres, and time saved, trips made, costs saved, all of which are quantified.

The reasons why this is an effective impact assessment provides lessons for the wider design of such processes:

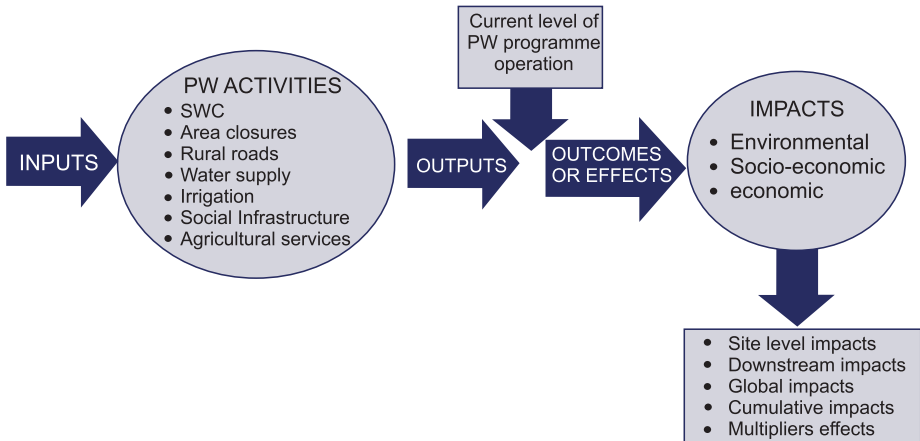
- A good baseline study in 2003 meant that all these indicators could be measured again in 2005 with a high degree of reliability, giving the impact assessment the weight of ‘measured’ outcomes rather than a reliance on anecdotes, extrapolation and perceptions;
- The indicators are plausible, measurable, and the results can, on the whole, be clearly attributed to the presence of the access roads;
- The impact assessment takes a potentially technical output – rural roads – and demonstrates the social and economic impact of these roads on the communities.

These strengths are enabled, however, by the fact that the impact assessment is informed by a well-developed discourse on the social and economic impacts of rural roads, and it also has the advantage of a relatively contained geographical scope.

It is at this level that the current strengths of PEP impact evaluations lie, and there are many examples of these. The relatively recent shift in emphasis to longer-term PEPs as well as the advent of new types of work in PEPs – such as in the social sector – has created new challenges and opportunities, with the scope for new forms of impact creating a need for new forms of impact evaluation. This is necessary to enable evidence-based policy making in a context in which the role of PEPs as an instrument in employment policy as well as in social protection policy is being debated.

The Productive Safety Net Programme (PSNP) in Ethiopia has tried to develop an integrated impact assessment methodology. The complexity involved is reflected in the impact chain for the identification of public works (PW) areas in Figure 1 below.

Figure 1. The impact chain in PSNP, Ethiopia



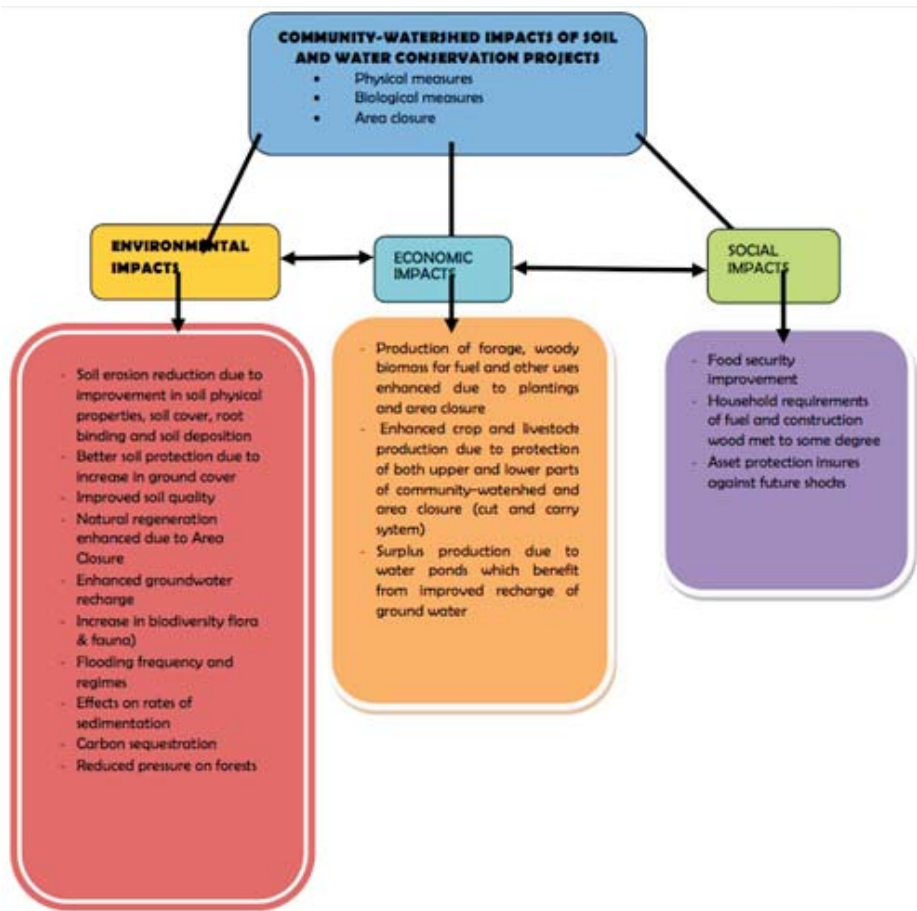
Source: M.A. Consulting Group. 2009. *Impact assessment of the PSNP public works programme*, commissioned by the Government of Ethiopia and the World Bank (Nairobi).

The Productive Safety Net Project impact evaluation of the public works component provides a great deal of technical detail in relation to each of the public works activities, and required a high level of technical expertise to assess a diverse set of output areas. In an attempt to manage this complexity, the following model was developed for each area – using the example of Soil and Water Conservation Projects (Figure 2).



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Figure 2. Impacts of Community Watershed Services, PSNP, Ethiopia



Source: Productive Safety Net Programme, Ethiopia.

If indicators for each sector’s output area can be identified and then measured, this is a powerful methodology for the measurement of impacts of the assets and services of the PEP. If it were translated into a web-based system, it could allow for the presentation of impacts disaggregated by site, sector and impact area as well as aggregated across these dimensions nationally.

In South Africa’s Community Work Programme, the relationship envisaged between outcomes and impacts is captured in a matrix format.

Table 5: CWP Outcomes/Impact Matrix

Outcomes / Results areas	Impact 1: Reduction in Poverty.	Impact 2: Local economic development is strengthened	Impact 3: Increased Social Cohesion/Community Development
Outcome 1: Participants from poor households are employed on a regular, part-time basis	Participants experience a sense of increased dignity/social inclusion/agency	Participation in work increases employability and/or participation in increased livelihood activity and work seeking.	Regular work provides structure, reduces anti-social behaviour: eg gangsterism, alcoholism, domestic violence.
Outcome 2: Incomes are earned	The income is spent in ways that address basic needs such as nutrition, health, education, housing, etc.	Regular income enables increased investment in productive activities by participants and/or their households: in livelihoods and/or enterprise activity.	Increased participation in savings clubs, stokvels, burial societies, reciprocity relationships.
	Reduction of hunger in the households of CWP participants.	Increase in local consumption enhances enterprise opportunities in the local economy.	
Outcome 3: Work performed creates socially-useful assets and services.	There is a social return on investment from the work performed, including inter alia: • Work related to food security reduces hunger amongst beneficiaries of CWP food gardens • Home-based care improves health outcomes • Education support to schools improves learning environment/schools performance • The well-being of children improves.	Certain assets and services enhance local productivity eg rehabilitation of irrigation schemes, environmental rehabilitation.	The provision of care and support to vulnerable people, including children, enhances social inclusion of those receiving the services.



Outcomes / Results areas	Impact 1: Reduction in Poverty.	Impact 2: Local economic development is strengthened	Impact 3: Increased Social Cohesion/Community Development
		Local procurement for materials costs enhances local business	Recreational activities and the creation of recreational spaces and common areas enhance community cohesion.
Outcome 4: Programme implementation integrates participatory community development approaches	The work performed in CWP responds to community priorities and needs.	Increased access to information networks for participants as well as for beneficiaries enhances economic opportunities.	Community initiative to solve problems is enabled.
Outcome 5: New forms of partnership in development are enabled.	Effective partnerships with social sector departments (national and provincial) allows CWP to facilitate better delivery outcomes.	Effective partnerships with economic/environmental departments (national and provincial) allows CWP to facilitate better delivery outcomes.	Civil society capacity to contribute to development implementation is built.
			CWP strengthens the community/civil society/government interface.

Source: South Africa. Department of Co-operative Governance. 2011. *Community Work Programme Draft Framework for Monitoring and Evaluation* (Pretoria), unpublished document.

An important part of the motivation for long-term PEPs is their potential to impact on local economic development and growth. In India, Hirway et al (2008)⁷ used a Social Accounting Matrix to track local economic multipliers of MGNREGA in the village of Nana Kotda in India, and the ‘Dynamic Social Accounting Matrix’ is a methodology that the ILO is applying and further developing in the context of public investment programmes. Thus far, it has mainly focused on the employment effects of different interventions at a sector-wide level in the economy. The application of SAMs and DySAMs in the context of PEPs is an area for further innovation, along with a need for

⁷ I. Hirway, M. Saluja, B. Yadav: *The impact of public employment guarantee strategies on gender equality and pro-poor economic development. India – reducing unpaid work in the village of Nana Kotda, Gujarat: An economic impact analysis of works undertaken under the National Rural Employment Guarantee Act (NREGA)*, Research Project No. 34 (Annandale-on-Hudson, NY, The Levy Economics Institute of Bard College, 2008), http://www.levyinstitute.org/pubs/UNDP-Levy/India/RA_India_report_March_3_updated_may_2010_appendix.pdf (accessed 6 Dec. 2011).

the development of other methodologies to track the multiplier effects of PEPs at a local level – and to aggregate these to the national level where the scale of the programme makes this feasible.

In addition, as debate on the potential social protection role of PEPs has strengthened, another gap in the focus of much current impact evaluation has become evident. A key part of the rationale for offering a PEP instead of a cash transfer programme - for able-bodied people of working age - is that employment matters for a whole set of reasons that are not achieved simply by giving people cash. The social and economic impacts of unemployment are well documented but the social and economic impacts of ‘becoming employed’ – particularly after long periods of unemployment – are simply not being measured. Hard as it may be to identify indicators for the dignity of labour, or the transition to adulthood that productive work signifies for many young men and women, these are a fundamental part of the rationale for PEPs. In a context in which public employment programmes – and employment guarantee policies – have to be weighed against other forms of intervention, this is an important gap in the available evidence of the impacts of PEPs.



Conclusions

While the implementation of a monitoring and evaluation system starts with monitoring, progresses to programme evaluation and then to impact evaluation, the design process happens in reverse, with the following suggested steps required:

1. Develop a theory of change for the intervention.
2. As part of developing the theory of change, identify the critical impacts the intervention anticipates and/or seeks to achieve. Identify the indicators that will demonstrate such achievement, and what baselines need to be established.
3. Identify what outcomes are needed to achieve these impacts, and the indicators against which these outcomes – and programme performance – will be evaluated.
4. These indicators in turn inform what needs to be measured, as part of the design of the monitoring system.

Further reading

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-  Hirway, I.; Saluja, M.; Yadav, B. 2008. The impact of public employment guarantee strategies on gender equality and pro-poor economic development. India – reducing unpaid work in the village of Nana Kotda, Gujarat: An economic impact analysis of works undertaken under the National Rural Employment Guarantee Act (NREGA), Research Project No. 34 (Annandale-on-Hudson, NY, The Levy Economics Institute of Bard College), http://www.levyinstitute.org/pubs/UNDP-Levy/India/RA_India_report_March_3_updated_may_2010_appendix.pdf (accessed 6 Dec. 2011).
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 -  Pearse, C. 2006. *Social and economic impact of the construction of the Nam Ham and Nam Ven Roads, Houaphan Province, Lao PDR: Final report* (Geneva, International Labour Organization).
 -  Sakko, C.J. 1999. *Access, transport and local economic development: The socio-economic impact of labour-based rural infrastructure rehabilitation and maintenance in Siem Reap Province, Kingdom of Cambodia* (Geneva, International Labour Organization).
 -  Sharma, A. 2010. *Rights-based legal guarantee as development policy: A discussion on the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)*. Available at: <http://www.ipc-undp.org/pressroom/files/ipc163.pdf> [21 May 2011].
 -  South Africa. Department of Co-operative Governance. 2011. *Community Work Programme Draft Framework for Monitoring and Evaluation* (Pretoria), unpublished document.

Checklist

Designing Monitoring and Evaluation Systems	
Respond to the following questions	☒
Impact evaluation	
What is the main purpose of the PEP?	
What is the primary impact the PEP aims to achieve?	
What are the secondary impacts it aims to achieve?	
What kinds of change will demonstrate that these impacts have been achieved?	
In what ways is the PEP expected to contribute to achieving such change?	
What outcomes must the PEP achieve to contribute in this way?	
Develop a theory of change that shows the expected pathways through which programme outcomes contribute to changed conditions and to the desired impacts.	
How can these changes be assessed and/or measured? What methodologies need to be considered?	
What baseline information or analysis will such change be measured against?	
Monitoring and Programme Evaluation	
What outcomes or results is the programme expected to achieve?	
What indicators will be used to assess whether these outcomes have been achieved, and at what target scale or scope?	
How will the achievement of these indicators be assessed and/or measured?	
What inputs are required to achieve the target scale?	
What data needs to be captured to deliver the following information: • Whether the programme met its targets in relation to key outcomes and indicators. • Whether those tasked with delivery performed the required functions; • Whether projected budgets accurately covered the costs entailed; • Whether and how the allocated funds were spent; • Whether the funds were used for the intended purposes.	
Who is responsible for capturing different aspects of the data required?	
What information management system best meets the PEPs needs?	
How will the information be used in ongoing performance management?	



