

Plan 2010-2011



International Federation
of Red Cross and Red Crescent Societies

Planning, monitoring, evaluation and reporting

Executive summary

In the 2009-2010 plan, the secretariat's Planning, Monitoring, Evaluation and Reporting department (PMER) identified 3 key areas to contribute to PMER process and practice which supports quality service delivery and accountability to vulnerable communities:

- Building coherent planning, monitoring, evaluation and reporting systems linking the International Federation, National Societies and the secretariat.
- Supporting and nurturing PMER culture.
- Improving engagement between PMER and programmes.

In 2010-2011, PMER will continue to focus on these three key longer-term outcomes. Related, PMER will continue to seek funding for two specific initiatives (outputs): (i) putting in place a Federation-wide reporting system, and (ii) rolling out a planning, monitoring, evaluation and reporting training package to improve the PMER technical knowledge and skills, quality and coherence of National Society and secretariat staff.

As the International Federation adopts a new ten-year strategy (Strategy 2020), a key element to its successful implementation will be PMER's efforts to continue to build and strengthen a planning, monitoring, evaluation and reporting process and practice that supports quality service delivery and accountability in programmes.

In both of these areas during 2008 and 2009, extensive consultation was carried out with a wide range of stakeholders in the secretariat and National Societies, an essential step to try to ensure appropriate support in this diverse, membership organization. Based on this consultation, initial progress was made in both outcomes, as described in the annual report for 2008 and programme update for 2009. At the time of preparing this plan (mid-2009), working models of both the Federation-wide reporting system (FWRS) and the guidance manual and training package on planning are in circulation.

During the remainder of 2009, FWRS and planning guidance materials will be tested, further developed, and revised as necessary. Likewise, a set of monitoring and evaluation (M&E) guidance and trainings will be developed to complement the planning guidance and trainings. The vision is to initiate a full roll-out of the FWMS and the Planning training during 2010, complemented with targeted M&E guidance and trainings, and supported both by PMER in Geneva, as well as PMER in the Zones. Based on the future experience during 2010, the aim is for the training workshops and the implementation of the FWMS to be decentralised and widely used with systems to support their continued use, by the end of 2011.

The total 2010-2011 budget is CHF 0.8m (USD 0.8m or EUR 0.5m) ([Click here to go directly to the summary budget of the plan](#)).

Context

The importance of planning, monitoring and evaluation and reporting as a vital function to ensure a high quality of programming throughout the International Federation is increasingly well established, and is underscored by the pending implementation of Strategy 2020.

As part of the decentralisation process, dedicated staff with a variety of functions related to PMER have been put in place in the secretariat Zonal structures, and similar positions and structures have followed in some National Societies. However, there remains a significant gap between the understanding of the importance of PMER and the capacity to ensure quality PMER throughout the International Federation.

The experience over the past two years with the development of the Federation-wide reporting system underscored that the diverse International Federation membership, priorities, and programme areas challenge the development of uniform systems to consistently and reliably be used by all National Societies. Related, the diverse nature of the International Federation has stressed the need to develop flexible PMER guidelines and training that can be adopted by various stakeholders, without becoming too simplistic; this results in an important but time-consuming consultation and development process.

For these reasons, amongst others, the progress in 2008 and 2009 in both of these areas was characterised to some extent by extensive consultation which led to a more careful and considered development of the planned outcome. The FWRS for example has stepped back from the initial formulation based on the tracking of a large number of programmatic indicators requiring intensive data collection, dedicated software and extensive training for National Society staff worldwide. While a very comprehensive system like this remains a longer-term ambition, it is more realistic for the next two years to concentrate on developing a system that will enable National Societies to report on a few key indicators which cut across all programmes.

The development of training package for planning, monitoring and evaluation underwent some significant changes during 2008-09. The proposal as described in Plan 2009-2010 to develop three common manuals and training with the ICRC's Ecosec unit was not possible to realise (see annual report 2008), although the potential for some collaboration remains.

Consequently, the guidance manual and training for planning was developed focusing more on a product more appropriate in the context of International Federation programming. While the planning materials are being tested, the M&E materials will be developed and some initial testing conducted during 2009. This increased support and profile is intended to help programme staff to develop their competencies in the area of PMER.

Priorities and current work with partners

The longer-term outcomes that were developed last year remain the focus of the PMER programme until 2011. Work has continued to provide a framework through which the organization can plan and report on its Global Agenda, by further developing the standardised outcomes (results statements) and indicators for the most common components/projects of the four Global Agenda Goals programmes.

This will help secretariat field offices to align their support to National Societies in the context of the Global Agenda Goals – where appropriate at the field level. This work to develop the most appropriate programme guidance, in collaboration with the field offices and relevant technical departments in Geneva was again improved during 2009.

Another significant work by the department during 2008-2009 has been the work to support the Governing Board in the development of the new ten-year strategy (Strategy 2020) for the International Federation. The three longer-term outcomes related to the 3 key areas of work identified as priorities in 2009-2010 remain the key priorities for 2010-2011. These are outlined in more detail below:

- **Outcome 1: Building coherent planning, monitoring, evaluation and reporting systems linking** the International Federation, National Societies and the secretariat through
 - 1.1 Putting in place a Federation-wide monitoring system,
 - 1.2 Improving secretariat PMER systems,

- 1.3 Improving National Societies' PMER systems, and
- 1.4 Consolidating the strategic framework of the International Federation.

- **Outcome 2: Supporting and nurturing PMER culture through**

- 2.1 Improving PMER skills and technical knowledge in the secretariat and National Society staff (through rolling out training on planning, monitoring, evaluation and reporting), and
- 2.2 Supporting and facilitating tighter management of the planning, monitoring, evaluation and reporting process.

- **Outcome 3: Improving engagement between PMER and programmes through**

- 3.1 Building consensus on modalities within PMER
- 3.2 Promoting an understanding of PMER roles and objectives
- 3.3 Supporting planning & M&E in specific programmatic areas

This 2010-2011 plan focuses on two specific components for which funding is sought, namely, putting in place a **Federation-wide monitoring system** and continuing to develop and roll out a **planning, monitoring, evaluation and reporting training package**. These two components are outlined below in some more detail. They will be essential supports to ensure the continued and successful roll out of Strategy 2020.

The PMER department in Geneva is accountable for the implementation of this plan. It is developed based on an understanding of the needs of secretariat offices and National Societies worldwide (as described above), and will be implemented in partnership with them. There are no major external partners in terms of development or implementation, although the department will continue to engage in dialogue and discussion with inter-agency forums and platforms such as Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and the Steering Committee for Humanitarian Response (SCHR).

Secretariat programmes in 2010-2011

Planning, monitoring, evaluation and reporting

The planning, monitoring, evaluation and reporting programme budget is CHF 0.8m (USD 0.8m or EUR 0.5m).

Programme purpose
Planning, monitoring, evaluation and reporting process and practice supports quality service delivery and accountability in programmes.
Programme component 1: Coherent PMER systems
Outcome 1: Coherent PMER systems linking Federation-wide, National Societies and secretariat systems are in place
Output 1.1 (for which funding is sought): Federation-wide monitoring system is in place and used by National Societies

A key focus of the PMER efforts this past year has been the design and implementation of the Federation-wide reporting system. The purpose of the FWRS is to reliably monitor and report on key data from National Societies to improve the performance and accountability of the International Federation as a leading global actor in the humanitarian field. The FWRS is expected to play a critical part of the International Federation's performance management and accountability framework in the implementation of the new ten-year strategy (Strategy 2020).

The FWRS will employ mixed methods, using both quantitative and qualitative approaches, and drawing upon three primary sources of data – proxy indicators, reports, and assessments (further discussed below). The proxy indicators will be the centrepiece of the FWRS and the focus of initial capacity building as collecting on such data from all National Societies is unprecedented within the International Federation.

Currently, the working list of indicators include: 1) number of people reached, 2) number of people volunteering time, 3) number of people volunteering money, 4) number of people volunteering blood, 5) number of local branches, 6) number of paid staff, 7) NS money received, 8) NS money spent..

It is understood that these indicators are only proxy indicators for measuring outreach and performance. At this initial stage, the emphasis is on instilling a culture of measuring and reporting collectively among the National Societies, yet without straining capacity. After developing capacity for a FWRS, per the two-year timeline below, we can consider building upon this foundation to measure more challenging outcomes in key strategic areas, such as disaster management and community health.

An initial concept paper for the FWMS has been updated and disseminated, and a FWRS working group formed, utilizing a web-based platform (SharePoint) for dissemination and discussion of content. Guidelines for the people reached indicator has been prepared and shared for review, and are currently being piloted as part of the secretariat annual planning process. Guidelines are also currently being developed for the financial expenditure indicators, with input from the Finance Working Group. Guidelines for the other indicators will be prepared and presented in a package for the whole FWRS.

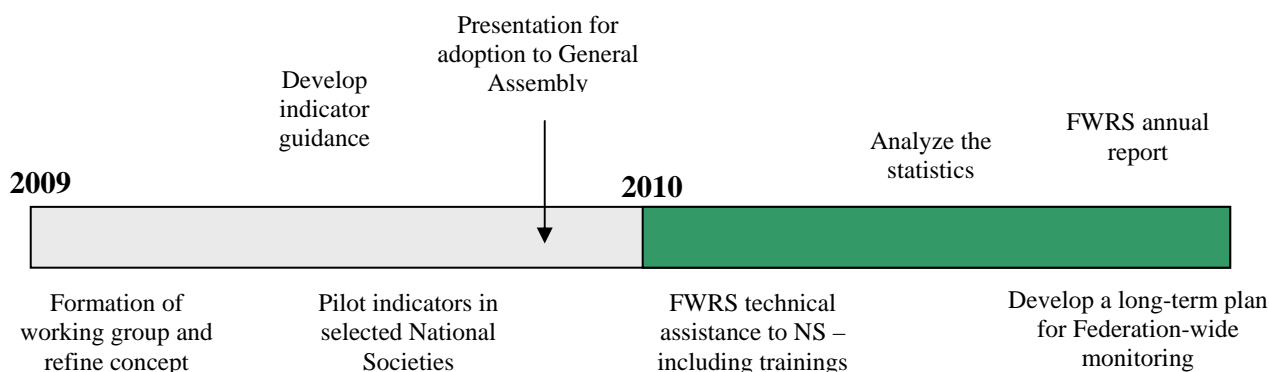
The preparation of the indicator guidelines has underscored the degree of complexity in collecting information on the indicators. Although the number of indicators proposed for the FWRS has been reduced from a more complex accountability framework of outcome indicators, the task of collecting on the handful of proxy indicators is not simple. National Societies will have to carefully collect and aggregate data with respect to direct and indirect recipients, as well as avoid double counting.

Clearly, a key element of the FWRS success will be the capacity and political will of National Societies to adopt the system. With this in mind, guidelines are carefully prepared to anticipate conceptual and practical questions that will help build capacity and political buy-in. Related, careful attention is being given to marketing the FWRS. This includes underscoring how the FWRS will help to meet multiple National Societies needs, including providing key data for programme management, fund raising, etc.

The working group has sought to involve a variety of stakeholders from National Societies as well as Zones, and once the FWMS is ready to pilot, the vision is to first implement it with key, receptive National Societies, who in turn can help to share their experience with other National Societies. Likewise, senior management at all levels of the International Federation will be petitioned to support the implementation of the FWRS.

Another key element of the FWRS success will be a reliable data management and sharing system. With this in mind, PMER has been actively involved with the FedNet working group in providing system specifications for a web-based platform to which National Societies can download FWRS data, as well as other National Societies data reporting needs as part of a comprehensive data management system. It is expected that such a system could consolidate National Societies data collection and reporting needs in one centrally located place.

Below is the projected timeframe for the FWRS. In short, PMER would like to have the FWRS ready for presentation to the General Assembly for adoption in November, and to implement in 2010.



Programme component 2: Building a PMER culture
Component outcome: A PMER culture is supported and nurtured
Output 2.1 (for which funding is sought): Technical knowledge and skills, quality and coherence of PMER in the International Federation is improved through rolling out training on planning, monitoring, evaluation and reporting

In 2008, an extensive consultation was carried out as part of the development of the revised guidance manuals on planning, monitoring and evaluation, and the training materials that accompany them. This consultation process led to the conclusion that the proposal in the 2009-2010 plan to develop common manual and training materials with the ICRC Ecosec unit would not be appropriate.

The planning manual and training has been developed, nonetheless, based on a consolidation of the previous International Federation and ICRC project planning manuals, in order to maintain a certain continuity and move towards a harmonization of terminology and approach.

This guidance manual has been circulated widely, albeit informally within the PMER network and selected National Societies. In 2009, the first pilot trainings will be taking place in the different Zonal offices, for both National Society and secretariat staff.

In 2010, following these pilots, and any necessary modifications, further trainings of trainers will be held. In addition, those more experienced trainers and PMER managers who have already attended the trainings will be encouraged to develop and run further trainings in their Zones. The Geneva PMER department will support Zonal-led training initiatives, and will also provide training workshops in the Zones where capacity may be lacking to run trainings alone. It will also encourage and support cross-Zonal support, and during 2010 and 2011 will work with the secretariat's Training unit to develop a pool of trainers and system to manage the trainings available.

This approach will also be taken for the M&E guidance manuals and training materials that will be developed in 2009. They will be developed as a series of modules, for example guides for a) data collection b) writing a M&E terms of reference and managing an evaluation, c) developing and using an M&E plan, d) reporting effectively based on an M&E plan. It will be possible to have training on either one or a combination of these modules, based on particular needs at the Zonal or National Society level.

The revision and development of the M&E guidance materials will be a key part of the overall revision of the International Federation's approach to M&E, in combination with the developments around the FWRS described above, and examining the need for an evaluation policy and other types of guidelines.

For the entire planning, monitoring and evaluation package, the department will continue in 2010-2011 to explore complementary methods of training and development, such as on-line and other methods of distance learning. The principal audience for the materials are programme managers in National Societies and the secretariat.

b) Potential risks and challenges

One of the key challenges of the FWRS is the scale and scope of programming throughout the International Federation. This challenges the collection of higher level, outcome indicators that measure change and impact. Therefore, it is critical to begin such an initiative within the capacity of all National Societies, and the proposed indicators are limited to a shortlist of key measures that many National Societies already collect on as part of programme management.

Another key risk is that the majority of National Societies do not fully realise the complexity and involvement of the FWRS and the necessary involvement and commitment from National Societies. This can have serious implications on its acceptance in the International Federation. Consequently, this risk is being addressed in a number of different ways, including detailed consultation with stakeholders,

the modification of the original indicator set to be measured, and the preparation of detailed guidance notes developed for each indicator.

The risks noted in plan 2009-2010, particularly in relation to the difficulty of reaching an agreement broad enough to meet the needs of both ICRC and the International Federation affected the development and progress of the project. The decision to no longer seek formal collaboration has removed this risk externally.

However, despite the wide consultation, different views on planning methodology still remain within the International Federation, even within the secretariat, which will have to be managed to ensure wide uptake and use of the new materials.

The main risk remains that the consolidated guidance and training materials do not meet the varying needs and capacities of the National Societies. This will primarily be addressed by continuing to focus on a flexible methodological approach within certain common guidelines. The training is also developed to be modular in context, and flexible in approach so that it can be modified as needed for the particular context.

Because PME skills are a common need to all sectors and areas of the secretariat's work, it is crucial that the new consolidated materials are developed and agreed based on wide consultation within the secretariat (field and Geneva) and interested National Societies.

The reference group working to support the development of this initiative is quite wide-ranging in its scope, consisting of representatives of each secretariat technical department (who will in turn consult with their Zonal and National Society counterparts wherever possible); PMER representatives from all Zones, who will consult with other PMER secretariat and National Societies focal points in their Zone; and National Society representatives.

Role of the secretariat

a) Technical programme support

PMER aims to promote integrated planning, monitoring, evaluation and reporting functions and increase capacities in Geneva, in the field as well as in National Societies, which will ultimately lead to improved quality of programmes to meet the needs of vulnerable people. The main tasks outlined in this plan are for the two key areas of technical programme support for which funding is sought.

In addition to this, the PMER department in the field and in Geneva provide technical support to their programme managers, colleagues in the field of health, disaster management, organisational development and principles and values. A key activity in this area was improving the set of standard programme outcomes and indicators development by the technical departments.

b) Partnership development and coordination

There are no particular external partnerships for these two initiatives. Both initiatives have been developed and will be implemented through a wide consultation with counterparts in the secretariat field offices and in National Societies.

Promoting gender equity and diversity

Capacity building initiatives and trainings will be provided through the PMER projects outlined above. These initiatives and trainings will target both male and female participants, and will be based on merit and need. All PMER's work will continue to promote the consideration of identified needs of target audience – women, girls, men and boys – during all stages of the project/programme cycle.

Quality, accountability and learning

The overall drive and focus of all PMER activities are ultimately aimed at improving the level of accountability and learning within and across International Federation programmes. By developing improved systems, cultivating a culture of PMER and encouraging collaboration with programmes, the

secretariat's global support in the area of planning and performance management will contribute to improvements in both areas. This in turn will be a major contribution to improving the quality of secretariat and National Society programmes, themselves aimed at better meeting the needs of vulnerable people.

The specific focus areas for funding support in this plan (Federation-wide reporting system and the planning, monitoring, evaluation and reporting training package) are key elements within this overall strategy.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the International Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this plan, please contact:</p> <ul style="list-style-type: none">• In the International Federation secretariat: Josse Gillijns, Head, Planning, Monitoring, Evaluation and Reporting department, Geneva; email: josse.gillijns@ifrc.org; phone: +41 22 730 4224; fax: + 41 22 733 0395.	