

# Plan 2009-2010



International Federation  
of Red Cross and Red Crescent Societies

## Planning and Performance Measurement

### Executive summary

Increasingly, National Societies are demanding planning and performance management systems which are able to capture the diverse actions by National Societies in meeting the challenging humanitarian needs in the countries in which these National Societies work. The need to assure quality programmes that meet the needs and achieve greater benefits for vulnerable people and National Societies by all levels of the Secretariat – country, zonal and global – remains.

The global challenges confronting the International Federation of Red Cross and Red Crescent Societies are mounting every day. HIV/AIDS is killing over 8,000 people a day. More than 1 billion people live on less than US\$ 1 a day. Every day, 30,000 children under the age of five die. Far too many of them are killed by preventable diseases. Access to basic health services and clean water is still a dream for the majority of the world's population. Moreover, each year, millions of people are affected by natural disasters.<sup>1</sup>

The Secretariat's global Planning, Monitoring, Evaluation and Reporting department (PMER) has identified 3 key areas of work in the longer term backed by the International Federation's overall strategy of improving performance management for increased impact, promoting accountability amongst all stakeholders, and continuous learning and improvement in the network. This 2009-2010 plan covers in detail the two specific tasks for which funding is sought, namely, putting in place a Federation-wide monitoring system and developing a planning, monitoring, evaluation and reporting training package.

PMER will contribute towards building and strengthening a planning, monitoring, evaluation and reporting process and practice that supports quality service delivery and accountability in programmes. The programme's planned outcomes are 1) Federation-wide monitoring system is in place; and 2) improved technical knowledge and planning, monitoring, evaluation and reporting skills in Secretariat and National Societies staff. The total 2009-2010 budget is CHF 769,037 (USD 702,959 or EUR 489,833). [Click here to go directly to the summary budget of the plan.](#)

### Context

Good progress has been made in the past two years in raising the profile of PMER as a function (*see following section and previous programme updates*). However, many related key areas for action remain to be tackled and are indeed long-term organisational and capacity development issues. Many of these are encapsulated in the Framework for Action's call for the Federation to improve planning, performance management and accountability, and in the long term for a Federation-wide approach to planning, performance management and accountability. Specific analyses reveal an overall low PMER capacity in National Societies, and anecdotal evidence points to a varied level of capacity within the Secretariat offices.

During the development of this plan, the PMER department reviewed the context and needs of the Federation membership and Secretariat, influenced by the outcomes of this year's zonal planning

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<sup>1</sup> Framework For Action, The Federation of the Future, [www.ifrc.org/who/fof.asp](http://www.ifrc.org/who/fof.asp)

meetings. This analysis of the situation revealed three broad areas where the Federation and its Secretariat need to focus their efforts:

- The lack of coherent planning, monitoring, evaluation and reporting systems linking the International Federation, National Societies and the Secretariat
- Lack of a common and accepted organisational culture of programme-driven planning, monitoring, evaluation and reporting
- A need for further and improved engagement between the function and discipline of PMER and the 4 programme areas of the Federation's Global Agenda goals.

These specific areas were shared with zonal PMER focal points, and received broad agreement. There are also backed by the International Federation's overall strategy of improving performance management for increased impact, promoting accountability amongst all stakeholders, and continuous learning and improvement in the network. Based on this context analysis, the priorities and plan for 2009-2010 was elaborated as explained below.

## Priorities and current work with partners

Increasingly, National Societies are demanding planning and performance management systems which are able to capture the diverse actions by National Societies in meeting the challenging humanitarian needs in the countries in which these National Societies work. The need to assure quality programmes that meet the needs and achieve greater benefits for vulnerable people and National Societies by all levels of the Secretariat – country, zonal and global – remains.

There has been good progress during 2007-2008 to establish greater recognition of the need for effective planning, monitoring, evaluation and reporting, for the Federation to achieve its strategic goals and demonstrate results. Examples of the progress include the commitment to specific focal points in each zone, and as much as possible in regional and country representations, as well as priority given in 2007 to zonal level planning meetings.



**Red Cross and the International Federation staff in action in a local community.**  
Credit: Red Cross Society of the Democratic People's Republic of Korea.

Work has continued to provide a framework through which the organisation can plan and report on its Global Agenda, by further developing the standardised objectives (results statements) and indicators for the most common “components” of the four Global Agenda programmes. This will help Secretariat field offices to align their support to NS in the context of the Global Agenda – 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 will continue during 2008.

The planning process (described above) resulted in the identification of 3 key areas of work, for the next two years and beyond. These are outlined in more detail below:

- Building coherent planning, monitoring, evaluation and reporting systems linking the International Federation, National Societies and the Secretariat through
  - Putting in place a Federation-wide monitoring system,
  - Improving Secretariat PMER systems,
  - Improving National Societies' PMER systems, and
  - Consolidating the strategic framework of the International Federation.
- Supporting and nurturing PMER culture through
  - Increasing awareness of the benefits of PMER,
  - Improving PMER skills, technical knowledge, and PMER skills in the Secretariat and National Society staff, and
  - Supporting and facilitating tighter management of the planning, monitoring, evaluation and reporting process.

- Improving engagement between PMER and programmes through
  - Building consensus on modalities within PMER,
  - Promoting an understanding of PMER roles and objectives, and
  - Contributing to and supporting clarification on Secretariat and National Societies roles in relation to beneficiaries

In 2008, PMER led and coordinated country, zonal and global level Secretariat planning, which was complemented with planning and resource mobilisation guidelines for the Secretariat staff to plan support to National Societies programmes in 2009-2010. Learning from the planning and appeal reform process which begun in 2007 – and continued into 2008 – one of the main priorities will be to continue supporting National Societies to align their existing regional commitments to the Global Agenda and set measurable targets.

This year's Secretariat planning process provides a baseline against which subsequent planning cycles will be monitored. Reporting tools will also be monitored, as part of the planning, monitoring, evaluation and reporting process, for their suitability in highlighting the final beneficiaries and allowing for better results-based management of programmes. In this regard, PMER will continue to cooperate with Quality and Accountability networks such as the Active Learning Network for Accountability and Performance in Humanitarian Action and One World Trust.

This 2009-2010 plan focuses on two specific tasks for which funding is sought, namely, putting in place a **Federation-wide monitoring system** and developing a **planning, monitoring, evaluation and reporting training package**. These two tasks are outlined below in some more detail. The rest of the wider departmental plan is available on request from the PMER department.

In addition to these two, the third most significant single piece of work by the department is the work to support the Governing Board in the consolidation of the International Federation's strategic framework is currently underway, and will be an intensive area of work for the remaining part of 2008 and 2009. This task is critical in fostering mutual accountability for the Federation network to implement the Global Agenda and take action to address any issues that require attention.

## Secretariat programme in 2009-2010

### Planning and performance measurement

#### a) The purpose and components of the programme

<b>Programme purpose</b>
<b>Planning, monitoring, evaluation and reporting process and practice supports quality service delivery and accountability in programmes.</b>

The planning and performance measurement programme budget is CHF 769,037 (USD 702,959 or EUR 489,833).

<b>Programme component 1: Coherent PMER systems</b>
<b>Outcome 1: Coherent PMER systems linking Federation-wide, NS and Secretariat systems are in place</b>
<b>Output 1.1 (for which funding is sought): Federation-wide monitoring system is in place</b>

#### **Output 1.1 Federation-wide monitoring system is in place**

The PMER department is in the initial stages of designing a project to establish a Federation-wide monitoring system – as part of the International Federation's performance management and accountability framework – to monitor National Societies' progress in delivering Strategy 2010 and International Federation commitments linked to the Framework For Action and New Operating Model, thus demonstrating the results of the entire membership. 50 National Societies will be included in the pilot phase of the project.

There is consensus among the International Federation membership that we can reach out to more people if we harness and align our collective resources, capacities and experiences. Consequently, this approach to doing business equally calls for a monitoring system that demonstrates results of the collective efforts of all member societies and their Secretariat. It is for this reason that Strategy 2010 calls for the establishment of a Federation-wide monitoring system to demonstrate our collective impact and how we jointly contribute to building a better world.

The following four tasks are proposed in order to set up and implement the Federation-wide monitoring system:

*(i) Raising awareness on the Federation-wide monitoring system project:*

Developing an outline of the project, to be circulated to all National Societies and Secretariat staff to ensure an understanding of the objective of the Federation-wide monitoring system.

*(ii) Formation of a task force:*

To ensure that the system's design is informed by technical departments and key staff within the Secretariat and National Societies, a task force with representation from each of these groups will be formed. The role of the task force will be twofold, to recommend the indicators to be tracked by the system, and to advise on the architecture of the system to track these indicators.

*(iii) Development of the system:*

Once the specifications for the system have been determined by the task force, the system will be developed in close consultation between PMER and Information Systems departments.

*(iv) Roll out of system:*

The pilot phase roll out will involve the installation of the system and training of staff in a few selected National Societies, including PMER and IT staff. Once the pilot phase is completed, the system will be ready for full roll out across all National Societies. The piloted and refined system will be presented to the General Assembly for adoption in 2009 – after the pilot phase – as a Federation-wide monitoring system for the International Federation strategy. The final phase of the project will be roll out to all National Societies after its adoption by the General Assembly. Full implementation of the system is expected to commence in 2010.

## **b) Profile of target audience and final beneficiaries**

The target audience is programme managers, and other staff in all National Societies and Secretariat offices. As described above the system will be developed in collaboration with a task force of the representatives of the intended target audience, NS and Secretariat staff. The pilot phase roll out of the system and training of staff will also involve staff from National Societies, and Secretariat PMER and IT staff. The system ultimately aims to render the Federation's work more focused, targeted and efficient, thereby in the long term delivering more and better services to the vulnerable people that the Federation serves.

## **c) Potential risks and challenges**

The ongoing review of the International Federation's strategic framework as well as the recently launched Integrated Project Management Systems scoping study could have an effect on the current design of the Federation-wide monitoring system project. PMER is closely following the developments in these two processes and actively engaging with the relevant stakeholders to determine what, if any, changes need to be made to the design of the Federation-wide monitoring system project.

Past experience has shown that interest in such initiatives tends to decline after the roll out stage. Sustained follow up and creative methods to support the utilisation of the Federation-wide monitoring system after the roll-out stage will be devised to encourage buy-in and continued interest from the National Societies.

## Programme component 2: Building a PMER culture

### Component outcome: A PMER culture is supported and natured

**Output 2.1 (for which funding is sought):** Technical knowledge and skills, quality and coherence of PMER in the Federation is improved

#### Output 2.1: Planning, monitoring, evaluation and reporting training package.

In 2007, there was an ambitious attempt to develop a simple training package on planning, monitoring, evaluation and reporting. Extensive consultation, testing and review of the draft materials – training modules and manuals – raised questions around its appropriateness, and led to a decision being taken in early 2008 to revisit the development of these materials, more closely linking with established International Federation manuals and guides.

Discussions with the Economic Security (Ecosec) Unit of the International Committee of the Red Cross (ICRC) have led to a proposal to investigate the possibility of working towards a common set of basic manuals and training, work towards the most appropriate level of coherence. Once complete, this training package will contribute towards building planning, monitoring, evaluation and reporting capacities in the National Societies and the Secretariat at country, zonal and global levels.

The proposed project, based on the discussions with ICRC's Ecosec Unit, aims to investigate working towards a common basic manuals and training, consisting of core modules in the areas of 1) assessment<sup>2</sup>; 2) project/programme planning and design<sup>3</sup>; and 3) measuring results / monitoring & evaluation<sup>4</sup>. The fourth aspect of reporting may be treated slightly differently as the reporting requirements for the two agencies differ significantly. Each core module will have a short but comprehensive manual, accompanied by detailed training materials for a training course for each module.

This project proposes a staged process whereby the currently existing material can still be used for guidance or training, while the main efforts will go into developing revised, consolidated ICRC/Federation manuals and training. Clearly, the development of common materials will be a step-by-step process, and each institution's particular needs and mandates will be scrupulously observed in all stages of the proposed development. The main tasks to be carried will be broadly:

- The reference group (*already established within the Federation*) will review existing manuals and training materials, and smaller working groups to implement the findings of the reference group
  - Develop interim revised Federation guides based on review of the ICRC Ecosec materials
  - If the findings of the wider reference group are unanimously agreed between both organisations, revise existing Federation / ICRC manuals to produce consolidated editions of the three modules
  - Design / revise training materials based on standard manuals appropriate for each organisation
  - Set up a working group to revise and develop reporting training
- Develop a training programme, based on the following stages
  - Integrate ongoing recommendations into current training, and feed this back into the revision of manuals and training
  - Once clear agreement is reached between all parties on the status and quality of the manuals and training materials, pilot trainings will be held.
  - The feedback from these trainings will be incorporated into finalising the training material and pilot "training of trainers" will be held, followed by rolling out the actual training programme

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<sup>2</sup> A relevant manual and training materials on "guidelines for assessment in emergencies" already exists as published collaborative effort between Ecosec unit and the Federation

<sup>3</sup> The Federation already has a quality manual and training on this topic (Project Planning Process), as does the ICRC, the recently published "Programme/project management: the results based approach". They share common source material and the suggestion is to explore the possibility of a consolidated version.

<sup>4</sup> The Federation has two existing manuals, but no established training. Ecosec are currently working on the first draft of their "Measuring results" manual, which will be reviewed by the Federation when completed.

During 2008, the Federation members of the reference group will already begin reviewing the completed ICRC materials, and begin the revision of the Federation's project planning manual. In addition, Federation focal points will attend the pilot training of Ecosec's "measuring results" training, and have input into its development. It will then again be discussed how best the Federation and Ecosec could collaborate in this area.

In addition, these main tasks will be bolstered by guiding and support the running of standard and other training programmes related to PMER within zones and National Societies, and using this as an additional input into the development of consolidated manuals. In addition, during the 2 year project, the department will explore the development of complementary training methodology, e.g. on-line learning, distance learning for Federation-wide use.

The key opportunities of this project are:

- 1) The benefit to National Societies and to the Movement as a whole to have one set of tools & training common to both agencies.
- 2) The greater chance of quality and sustainability of the tools and training if they are harmonized and approved by both agencies facilitating building NS capacity
- 3) The potential for increased economies of scale and training reach for both organisations if their staff can attend training run by either organisation to be trained in the basics of assessment, planning, monitoring and evaluation.

## **b) Profile of target audience and final beneficiaries**

The principal audience (in the Federation context) for the materials are programme managers in delegations and National Societies. 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, and ICRC.

The reference group is therefore quite wide-ranging in its scope, consisting of representatives of each Secretariat technical department (who will in turn consult with their zonal and NS counterparts wherever possible); PMER representatives from all zones, who will consult with other PMER Secretariat and National Societies focal points in their zone; National Society representatives; members of the previous reference group for the 2007 PMER training package; and ICRC representatives (one or two representatives who will bring the key points from their internal consultations. Note that the ICRC extensive consultation will not be possible until mid 2009.

The representatives will be asked to review both existing materials and propose how to best approach the consolidation, especially focusing on building on commonalities and ensuring continuity from old materials. It is envisaged that the actual revision and development of new materials will be carried out by a smaller working group, primarily composed of field and Geneva Secretariat focal points in collaboration with ICRC counterpart(s).

## **c) Potential risks and challenges**

### ***i) Organisational agreement***

Both the Federation and the ICRC are wide and diverse organisations, with a number of different elements within them with varying needs. The institutional requirements of each is therefore fairly complex, and reaching a level of common coherence on issues such as PMER can require a high level of detailed discussion to establish how best (if at all) to arrive at consensus which serves the needs of all parts of both organisations.

Initial discussions with the ICRC, through the Ecosec unit have been very positive, and details of the proposed project have been worked out based on detailed discussions. The actual process to develop common materials may however require further levels of discussions, especially to ensure that any common project is beneficial for the Movement as a whole. Following the practice carried out other Federation/Ecosec collaborations<sup>5</sup>, discussions have been tentatively started around the best modalities to ensure that this collaboration is clearly agreed and beneficial to all parties. For similar

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<sup>5</sup> "Guidelines for Assessment in Emergencies",

reasons, the senior management of the Federation have been consulted and briefed on the proposal, to which they have been supportive.

### ***ii) Sustainability & longevity***

The risk of lack of sustainability or take up of the tool will be largely managed by the fact that the extensive review and Movement-wide consultation should not only ensure sufficient quality, but also the “weight” of such a consultation will support the longevity of the completed manuals and training.

In addition, every effort will be made to ensure that the revised, consolidated materials are entirely compatible with the essential messages and techniques of previous Federation and Ecosec manuals. The level of commonality between the existing materials was a key factor in support of the feasibility of the project.

### ***iii) Risk of a gap in guidance and training***

Experience shows that developing quality manuals and training with wide institutional support takes a long time, all the more so if two institutions are involved. The initial reviews indicate that the current materials already are very closely unified, especially in terms of basic concepts.

Because the proposed consolidation focuses on developing manual and trainings covering the basic skills and concepts common to both sets of materials, all training and use of the materials can be used to actually support the take up and usage of the consolidated editions.

## 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. PMER strives to contribute towards improving results and accountability in programmes by demonstrating the following elements in our work: engaging stakeholders in programme planning and decision making, disseminating appropriate information to stakeholders, using recognized best practices and standards in programmes and incorporating lessons learned, gender equity and diversity.

### **b) Partnership development and coordination**

The key partnership is the collaboration with ICRC (through the Ecosec unit) described in some detail above. In summary, discussions with the Ecosec unit revealed that both organizations are engaged in developing tools and training materials on project management skills for programme managers, and that the ICRC materials are compatible with the methodologies used by the International Federation. This is because they are partly based on previous joint work and partly represent a broad commonality in approach. The two institutions will further explore the possibility of a common set of basic manuals and training, consisting of core modules on assessment, project/programme planning and monitoring and evaluation.

## 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. A central focus of all PMER 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 management 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 Federation programmes. By developing improved systems, cultivating a culture of PMER and encouraging collaboration with programmes, the Secretariat 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 monitoring system and the planning, monitoring, evaluation and reporting training package) are key elements within this overall strategy towards improved accountability and learning which leads to better quality programmes.

## How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### **Global Agenda Goals:**

- 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

For further information specifically related to this plan, please contact:

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