

Annual report



International Federation
of Red Cross and Red Crescent Societies

Planning and Performance Measurement

Appeal No. MAA00014

14/04/2009

This report covers the period
01/01/2008 to 31/12/2008.



Zimbabwe Red Cross volunteers and staff conducted hygiene promotion activities. The planning and performance management programme aims to help secretariat and National Society staff better plan and monitor projects and programmes to increase their efficiency and effectiveness. **International Federation**

In brief

Programme purpose: To improve the quality and coherence of Federation systems, procedures and skills base in planning, monitoring and evaluation and reporting (PMER).

Programme(s) summary: There were three main areas of work during the reporting period, supported by voluntary contributions by the sole donor, the UK Department for International Development (DFID). The work supported by core funding is not reported on in detail in this report.

1. Develop and implement a performance and accountability framework for the Federation

a) *Performance framework and monitoring system for the third DFID Institutional Strategy Partnership with DFID and the British Red Cross Society (IS3)*

The system was developed to ensure the International Federation is able to demonstrate its performance. All National Societies targeted under this strategy are able to demonstrate how they are performing against the outcome/impact indicators.

Since the programme update in July, a consultation with field focal points was carried out which led to some minor, but important improvements in the collection of data. The department also worked with counterparts in the secretariat and in DFID to ensure that the requirements of the DFID reporting system could be met.

b) *Development of a Federation-wide monitoring system (FWMS)*

Thirdly, PMER began to set up the early stages of a system to monitor the collective work of the International Federation. Widely recognized as a demanding and complex ambition, consultation on the initial formulation of the system led to a revised, more practical model based on a few key indicators. This model was further elaborated towards the end of the year and will be developed and refined by a working group.

2. Continue with the reform of the planning and appeals process

The work described above supported improvements to the wider planning and appeal system in many ways, principally through the integration of tools developed for the DFID IS3 into the standard planning system.

3. Build stronger capacity in planning, monitoring and evaluation and reporting in the Federation network

a) *Development of consolidated manuals and training materials on PMER*

Following the piloting of an earlier version of a PMER training package, a revised project to develop PMER skills throughout the International Federation was developed. This package would address key issues identified earlier - which required substantially widening of the scope to revise the Federation guidance manuals on planning and monitoring and evaluation, followed by training materials developed on the basis of these revised manuals. The project also collaborated with the International Committee of the Red Cross (ICRC) in these areas.

In addition to this work, the department has made substantial progress in revitalizing the International Federation's annual planning system to set global, regional and country-level targets and priorities. The department is also leading the secretariat's support to the Governing Board in the development of the strategic framework (Strategy 2020) to guide the International Federation over the next 10 years.

Financial situation: The total 2008 budget is CHF 299,610 (USD 285,343 or EUR 199,740), of which 82 per cent covered. Expenditure overall was 81 percent. This budget was reduced in June to be in line with a realistic resource mobilization plan.

[Click here to go directly to the attached financial report.](#)

No. of people we help: The department's work has focused on institutional strengthening, and therefore, no primary beneficiaries could be identified under the different activities outlined in this update.

Our partners: The department worked closely with the ICRC to investigate the possibility of collaboration on PMER training, participated in international forums on PMER, and led the secretariat's involvement in an inter-agency peer review.

Context

Regarding the internal context, the decentralization of the secretariat to the zones has had a major and positive influence on all areas of the department's work, including those described here. In 2008, the PMER function in the field became more firmly established with all seven zones having some kind of PMER presence, although the numbers and functions of these staff varied considerably between the zones, and the regional and country structures. Although PMER is not yet fully established in some zones, the current structures allow for a more comprehensive reach of the PMER function in the secretariat.

Another main context is theoretical, and involves practical developments in the areas of planning, monitoring and evaluation and reporting in the humanitarian and development sectors. PMER has participated in various forums such as the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), the United Nations Evaluation Group, and professional online forums such as XCeval and M and E News. The overall drive for an increasingly professional and results-focused PMER systems has been noted, and good practices by other organizations are being studied to inform the development of new projects or to improve the ongoing work of PMER within the secretariat.

Progress towards outcomes

Outcome(s)/Expected result(s)

The main stated **outcomes**¹ in the PMER department plan for 2008-2009 were to:

1. Develop and implement a performance and accountability framework for the International Federation.
2. Continue with the reform of the planning and appeals process in order to align National Societies planning to the Global Agenda, and focus on results and impact.
3. Build stronger capacity in planning, monitoring and evaluation and reporting in the Federation network.

1. Develop and implement a performance and accountability framework for the International Federation.

Performance management and reporting system for the DFID Institutional Strategy

As described in the July programme update, a key aim of the third Institutional Strategy partnership with DFID and the British Red Cross Society (IS3) was to establish effective mechanisms that would help the International Federation monitor progress systematically. As part of this process, a robust system was developed to measure progress against the IS3 itself, principally based on higher-level indicators and targets as outlined in the programme document.

The system that was developed was implemented for the programmes in all 26 target National Societies supported by the IS3. The data provided by the system was combined with relevant input from supported departments at the Geneva secretariat to provide a comprehensive report.

A review of the IS3 finalized in July recommended that reporting be integrated into normal reporting systems to reduce the reporting burden and promote integrated programming in the field. The system's ability to provide annual updates on progress made against each of the higher-level indicators was a key support in revising the reporting system for the institutional strategy.

Key aspects of the system were refined and improved during the second half of the year based on discussions with the field focal points for the implementation of the IS3 (counterparts in PMER and in disaster management). The field consultations focused on some of the initial difficulties encountered with the implementation of the system, and the lessons learned on how to make the collection of the information more useful and straightforward.

Key conclusions were to establish a short, targeted narrative to provide the context for the yes/no answers to a set of criteria (which is the basis for the numerical data). It was also recommended wherever possible, to answer the questions with the National Society in a workshop context. This would allow the data collected to be used for wider capacity building and discussion exercises. In addition, some of the questions were refined, and improvements made in the accuracy of the calculations which measured the indicators.

Later in the year, discussions with DFID counterparts around changes to the DFID reporting system led to some further modifications in the way that data was presented.

Operational planning and activity monitoring

The systems developed for the purpose of the IS3 have influenced a more systematic approach to activity and results planning and reporting for the International Federation's standard annual planning process.

¹ Summarized and extracted from the plan document. The 2009 plan has been revised as part of the 2009-2010 plan available at <http://www.ifrc.org/docs/appeals/annual09/MAA0001409p.pdf>

A modified version of the “workplan and monitoring tool” templates were integrated into a standard template to be used for all annual secretariat programming in support of National Societies. These templates guide programme managers in setting out key activities and indicators against the stated outcomes in their overall plans, along with targets or milestones against which progress of activities can be monitored.

All zones have committed to use this tool or something similar adapted for their context for the annual planning process. The level of take up in the use of this tool at the zonal, regional and country levels is not yet known in detail, but will be reviewed annually.

Federation-wide monitoring system

The purpose of a Federation-wide monitoring system 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.

A first draft proposal of a Federation-wide monitoring system was the starting-point for the project in July. This document proposed a monitoring system that would monitor the Strategy 2010, both the quantity and quality of all National Societies’ work, with a highly sophisticated Information Technology (IT) system, including trainings, in how to use the system.

Responses to this proposal were collected, and zone offices and the Organizational Development (OD) department were consulted to investigate the feasibility of this approach. A key outcome was the conclusion that one of the key challenges of the FWMS is the scale and scope of programming throughout the International Federation. This challenges the collection of accurate global comparisons of higher-level outcome indicators that measure change and impact.

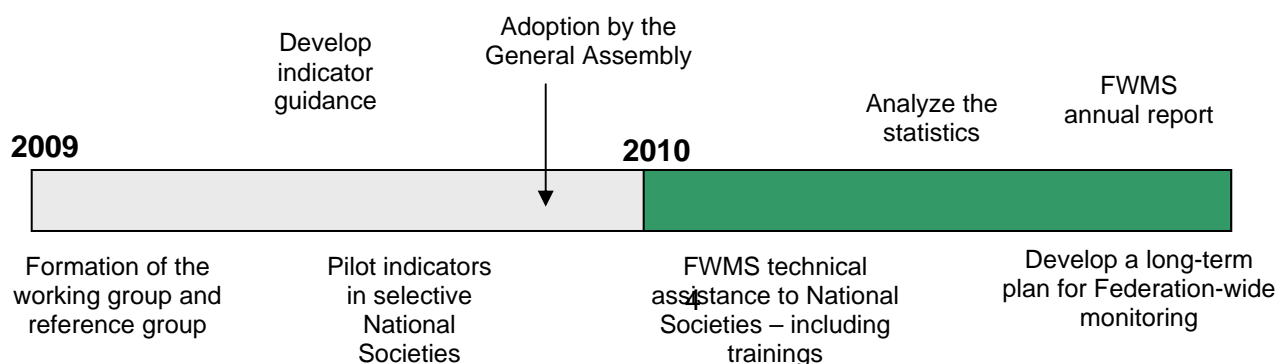
Furthermore, concerns around the level of resources and capacity required to collect data on this scale from all National Societies were raised. The current level of data collection capacity in many National Societies is such that even the most basic data is not collected systematically.

This consultation led to a modified proposal based on the understanding that it is critical to begin such an initiative within the capacity of the National Societies. Thus, the proposed method will pilot a shortlist of **key indicators for all National Societies**. Currently, the working list under review by the working group include: 1) the number of beneficiaries, 2) the number of volunteers, 3) the number of members, 4) the number of local branches/units, 5) the number of paid staff, and 6) financial expenditure.

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, without straining capacity. After developing capacity for a Federation-wide monitoring system (see two-year timeline below), the International Federation can consider building upon this foundation to measure more challenging outcomes in key strategic areas, such as disaster management and community health.

The revised proposal was also shared within the secretariat (zones and Geneva). Staffing changes led to some delay in the updating and dissemination of a more elaborated version of this proposal, and crucially the forming of a working group of secretariat and National Society members.

The working group is now formed and is currently convening to discuss some of the key challenges of “operationalizing” the identified indicators and the indicator guidance to assist in this process. This guidance will clearly define indicators and methods for reliable data collection. Examples from other international organizations are being consulted in this process. Ideally, the FWMS working group would like to pilot its formulation of beneficiary counting in the upcoming round of the annual secretariat planning process. Below is the projected timeframe for the FWMS.



2. Continue with the reform of the planning and appeals process

The reform and improvement of the International Federation's annual planning process is a key element in the development and implementation of a performance and accountability framework for the International Federation, and as such this outcome is primarily a support to outcome 1.

Accordingly, as described above, many of the developments within the DFID IS3 have been now used to develop more robust systems for the standard Federation planning process. The International Federation's senior management also decided in 2007 to focus on country-specific targeted plans, budgets and resource mobilization plans, and less on broad regional or zonal support plans. This focus is being implemented over a period of time.

One of the main achievements in striving to reform and improve the planning process was the establishment of an active task force with members from various disciplines and locations, in order to develop the guidelines with extensive field input. The outputs of this task force guided the planning process for 2009 to 2010, and were reviewed during second half of the year leading to some key recommendations for light modifications for the 2010-2011 planning cycle. This is a core function of the PMER department, not covered by voluntary funding, and therefore only covered briefly in this report.

3. Build stronger capacity in planning, monitoring and evaluation and reporting in the Federation network

PMER manuals and training package

As described in the July programme update, the piloting and testing of the first version of a PMER training package led to the decision in early 2008 that the materials should not be used in their current form. A key constraint identified was the need to have clear agreed concepts and methodology before embarking on the development of a training package.

It was therefore proposed that the training be developed based on established Federation manuals and guides, with these manuals also being revised where necessary. Discussions with the ICRC's Economic and Security (Ecosec) unit in the first half of the year led to a revised proposal that the two organizations would explore working towards a common set of basic manuals and training on a) Assessment b) Project/Programme planning and design and c) Monitoring and Evaluation, to support an integrated Movement approach.

The basis for this was already an existing common manual and training on assessment, and the high degree of commonality between the two organizations' existing materials on planning and on monitoring and evaluation.

A reference group was established to support the development of this project. Between June and November 2008, a thorough investigation was carried out to further test whether this proposal was really feasible.

- National Society and secretariat staff provided detailed feedback on the quality and compatibility of the two resource materials from both organizations on project/programme planning and design, to support the objective of developing a combined manual.
- A first draft based on this consultation was completed and shared with the reference group for comments and revisions.
- A cross-section of individuals from the reference group attended the ICRC Ecosec's pilot training on monitoring and evaluation, to explore the pedagogical and theoretical approach in more detail.
- A meeting was held in November to review progress and recommendations made for the future. Although a large degree of similarity and compatibility was indeed found, it was decided that for the planning and monitoring and evaluation modules, there were some significant differences in approach that made it not feasible to have a formally completely unified approach in guidance and training.
- The project will continue in the broad similar manner as described above, with the significant change of no longer seeking to have unified manuals that would require both institutions' formal agreement.

- A number of other recommendations were made about the overall project, and specifically about revisions to be made to the draft manual on project/programme planning. These revisions have been incorporated, along with other feedback and modifications over the past months until February 2009.

The decisions to revise the manuals on planning and monitoring and evaluation significantly expanded the scope of the original proposal in 2007 to develop a training package on PMER. However, the need to have a clear, agreed and firmly established methodology before developing the training materials was clearly confirmed at several stages during the process, and it is expected that this approach, while longer, will be significantly more sustainable in the long run.

PMER self assessment

As reported in the July programme update, the guidance and tools for carrying out a PMER capacity self-assessment exercise in National Societies was further refined in a way that allows National Societies to conduct the exercises without significant external PMER facilitation. The guidelines and tools were developed in 2007, and the revisions were made based on exercises carried out in 10 National Societies (Rwanda, Burundi, Mozambique, Malawi, Angola, Zambia, Namibia, Tanzania, Uganda and Ethiopia). These countries were able to develop capacity-building action plans to address the weaknesses they identified during the process. The revised guidance and tools are accessible to all National Societies on FedNet.

Constraints or Challenges

All the projects mentioned above were affected by the departure in July of the secretariat staff member previously responsible for PMER support to the DFID IS3 and for the development of the Federation-Wide Monitoring System. This delayed the development of the FWMS, and also had a significant impact on the development of the PMER manuals and training, as staff time had to be re-allocated to support the DFID IS3 and other work that needed support. A staff on loan from the Swedish Red Cross Society helped bridge the gap in continuing the development of the FWMS during the recruitment process for the secretariat staff member.

At the National Society level, competing priorities and capacity issues affected the ability of some National Societies to update the DFID IS3 data management system. Efforts are being made to have these National Societies update the information in the system. Additionally, to avoid future problems, a fixed period for updating the information has now been set at the first quarter of each year, capturing progress made during the preceding year.

The collaboration with ICRC on PMER manuals and training did add a significant amount of time to the overall process, since the process required a thorough analysis of the collaboration. However, this process did lead to a greater understanding of each other's approaches to PMER, and should allow for easier collaboration in these areas in the future.

Working in partnership

PMER mainly collaborated with the ICRC, as described in some detail above. Extensive feedback was sought on the draft of the planning manual from National Societies through the zones, and in particular, from certain National Societies known to have their own manuals and systems on PMER issues.

In addition, the department in Geneva and zonal PMER managers continued to participate in a number of international forums on issues related to PMER, as noted in the context of this report. The PMER department is also facilitating the secretariat's involvement in the Steering Committee for Humanitarian Response's "Peer Review on Accountability to Disaster Affected Populations". Although not directly linked to the projects reported on above, this involvement does allow for good inter-agency learning on the areas of work that they cover.

Contributing to longer-term impact

It is expected that the performance management system, operational planning guidelines and tools and PMER self assessments for National Societies, will continue to strengthen their PMER processes and

systems. The improvements in robustness and use of standard outcomes and indicators in the standard annual planning system, along with the capacity-building initiatives are setting the ground for improved planning and monitoring throughout the International Federation.

The thoughtful advances made in the development of PMER manuals and training are key factors in firmly establishing a solid common understanding of planning methodology that will benefit all secretariat and Federation programming.

The tools and guidelines developed for a “workplan and monitoring tool” initially developed as part of the support to the DFID IS3 are now being promoted, and used more widely in secretariat support programming, to facilitate a more targeted and accountable management of programmes.

Each of the initiatives described above have additional documentation outlining their intended outcomes in more detail. Progress towards achieving these has and will be reviewed periodically, primarily by the reference/working groups assigned to each initiative.

Looking ahead

The system for monitoring the IS3 is now in its second year, and it is hoped that the familiarity with the system, coupled with the improvements made, will mean that the process will run smoothly in 2009.

The clarification on concepts and direction for the development of the Federation-Wide Monitoring System, and the now well-established working group for this project will mean that good progress can be made on the development and implementation of this system according to the schedule outlined above.

Similarly, the consultations and collaboration on the development of PMER manuals and training materials have led to better understanding of what is required, and improvements in the theoretical and methodological basis for these resources. The completed draft of the planning manual will serve as the basis for the revised training materials, and the agreement on key concepts in this manual will allow for the development of a revised and consolidated manual and training on monitoring and evaluation. See also the 2009-2010 plan available at <http://www.ifrc.org/docs/appeals/annual09/MAA0001409p.pdf>

How we work	
<p>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”.</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	
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