

## TOOL 4.1 MONITORING AND EVALUATION GUIDANCE FOR PROTECTION, GENDER AND INCLUSION IN EMERGENCIES ACTIVITIES

This guidance document is not a detailed description of monitoring and evaluation processes. For more details on monitoring and evaluation please see the [IFRC Project/ Programme Monitoring and Evaluation \(M and E\) Guide](#).

This document assists in using tools to monitor progress of mainstreaming PGI into each sector; and provides some basic tools for instances in which PGI specific programming (such as Safe Spaces, or DAPS Centres) are being implemented.

### IFRC LOG FRAME – DEFINITION OF TERMS<sup>1</sup>

<b>OBJECTIVES</b> (What we want to achieve)	<b>INDICATORS</b> (How to measure change)	<b>MEANS OF VERIFICATION</b> (Where/how to get information)	<b>ASSUMPTIONS</b> (What else to be aware of)
<b>GOAL</b> The long-term results that an intervention seeks to achieve, which may be contributed to by factors outside the intervention	<b>IMPACT INDICATORS</b> Quantitative and/ or qualitative criteria that provide a simple and reliable means to measure achievement or reflect changes connected to the goal	How the information on the indicator(s) will be collected (can include who will collect it and how often)	External conditions necessary if the goal is to contribute to the next level of interventions
<b>OUTCOME(S)</b> The primary result(s) that an intervention seeks to achieve, most commonly in terms of the knowledge, attitudes or practices of the target group	<b>OUTCOME INDICATORS</b> As above, connected to the stated outcomes	As above	External conditions not under the direct control of the intervention necessary if the outcome is to contribute to reaching intervention goal
<b>OUTPUTS</b> The tangible products, goods and services and other immediate results that lead to the achievement of outcomes	<b>OUTPUT INDICATORS</b> As above, connected to the stated outputs	As above	External factors not under the direct control of the intervention which could restrict the outputs leading to the outcomes
<b>ACTIVITIES</b> The collection of tasks to be carried out in order to achieve outputs	<b>PROCESS INDICATORS</b> As above, connected to the stated activities	As above	External factors not under the direct control of the intervention which could restrict progress of activities

<sup>1</sup> Project/programme monitoring and evaluation guide, IFRC, 2011, p.92.

The routine monitoring of activities and both mid-term and final evaluations take place during the middle and at the end of the PGI intervention. **Tool 4.2 should be used as the main monitoring tool for PGI mainstreaming, as it is linked directly to the IFRC Minimum Standards and will help formulate action plans based on monitoring outcomes.**

## WHAT IS MONITORING?

Monitoring is the routine collection and analysis of information to track progress against set plans and check compliance to established standards. It helps identify trends and patterns, adapt strategies and inform decisions for project/programme management.

### **PGI Monitoring example – Norwegian Red Cross, Nepal Earthquake Operation**

In 2015, during the Nepal Earthquake Operation, the Norwegian Red Cross used a pilot version of Tool 4.2 (Minimum Standards scorecard) to monitor and evaluate whether protection, gender and inclusion standards were being met in the Norwegian Red Cross Field Hospital. A focal point was deployed to conduct a walk through and assessment against the scorecard and to develop an action plan for immediate implementation. As such the Field Hospital was able to improve dignity, access, participation and safety, including addressing inaccessible latrines, increasing privacy in the treatment areas, and creating a culturally appropriate triage area.

### **PGI Monitoring in Recovery – IFRC deploys Cook Islands Red Cross Society PGI focal point to assist Pelang Merah Indonesia to transition to recovery**

In 2017, during the transition to recovery in its Bali volcano operation, Pelang Merah Indonesia requested PGI support to monitor and plan for improved service delivery. A PGI focal point was deployed from a sister National Society who trained local volunteers and staff in the PGI concepts and the use of Tool 4.2 (Minimum standards scorecard). The deployee shadowed volunteers and each conducted their own analysis, to compare results and then conducted joint planning. The result was improved latrine access for the elderly, greater privacy and confidentiality in health screenings, and improved household level privacy through adaptation of materials to enhance dignity.

## WHAT IS EVALUATION?

The IFRC secretariat adopts the OECD/DAC definition of evaluation as “an assessment, as systematic and objective as possible, of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objective, developmental efficiency, effectiveness,

impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors.

The IFRC Evaluation databank contains reports which can be searched for PGI integration. The databank is available here: <https://www.ifrc.org/en/publications-and-reports/evaluations>

The following table highlights differences between monitoring and evaluation<sup>2</sup>:

MONITORING	EVALUATION
Ongoing	Periodic at the mid-term, at the end, a substantial period after the project has ended
Keeps track, reviews and reflects on progress, or lack thereof, in relation to project objectives	In-depth analysis to compare planned with actual achievements in relation to project objectives
Answers what activities were implemented and what results were achieved	Plus: answers how the results were achieved
Alerts project managers to problems and provides options for corrective actions	Plus: contributed to building theories and models for change; provides project managers with strategy and policy options; increases accountability to persons in vulnerable situations, donors and others
Internal process	Internal and/or external process

## HOW TO INTEGRATE PGI INTO THE SIX STEPS OF MONITORING AND EVALUATION PROCESSES<sup>3</sup>

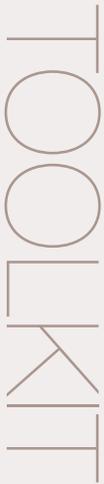
For project/programme specific monitoring and evaluation, and in this case, PGI in emergencies, **six, interconnected steps** have been outlined in the IFRC “Project/programme monitoring and evaluation (M and E) guide,” in order to systematically and effectively collect, analyse and use PGI programme related information.

**It may not be possible to implement all six steps during an emergency; however, each step is summarized for programmes which may continue beyond the emergency time period and into recovery.** According to the IFRC M and E Guide: “...it is best to plan for simple and efficient systems, stressing regular and timely monitoring and rapid evaluations, such as real-time evaluations” (p.27).

These six steps have been summarized below and adapted to the emergency context. For more information on these steps, please see the IFRC Guide. The M and E system builds on the PGI assessment and

<sup>2</sup> Adapted from “Putting the IPPF Monitoring and Evaluation Policy into Practice,” p.7

<sup>3</sup> This is Annex 4 (p.90) in the IFRC “Project/programme monitoring and evaluation (M and E) guide.” For specific parts of the M and E steps, there are recommendations on how to integrate PGI.



the activity design for the emergency time period. The planning for such a system should start as soon as activities have been designed. During emergencies, it is important to build on existing M and E capacities, as the time may not be sufficient to build a longer-term system. **Only what is necessary should be monitored and evaluated**, as collecting the data takes time and resources, which may be limited during the emergency.

### Step 1: Identify the purpose and the scope of the M and E system

If the purpose of the evaluation is to ensure that PGI is integrated into the response, then ideally each sector team should include PGI outcomes in their M and E plan. They can do this by adopting Tool 4.2 Minimum Standards scorecard and identifying several outcomes on improved dignity, access, participation and safety.

For a PGI focal point and where PGI outcomes are identified in operational plan, it is important to fill in and review the PGI log frame, and to conduct: PGI assessments using secondary and primary data (as per the PGI Rapid Analysis guidance in chapter 2); and monitoring using tool 4.2 Minimum Standards scorecard.

#### Example of PGI M and E activities throughout the Program Cycle

- Baseline study (PGI secondary analysis, and field analysis – using Tools 2.4 and 2.5)
- Context monitoring (using Tool 4.2 Minimum Standards scorecard)
- Target group monitoring (using for example focus group discussions, feedback mechanisms, key informant interviews, see Tool 2.6 for PGI FGD guidance)
- Regular operations updates (using the IFRC reporting guidelines)
- Final evaluations (ensuring reference to the PGI outcomes achieved)

\*\* You should speak with PMER colleagues to identify how to best integrate PGI into each stage of the project cycle and can discuss the options above

### Step 2: Data collection and management

It is advisable to advocate to PMER and Information Management (IM) teams that they contain a balance of people of all genders and varied ages to ensure they can adequate access, and assess the needs of the affected population

Use secondary data from the PGI secondary data analysis (Tool 2.4) and other sources (such as past vulnerable capacity assessments which may be contained in the VCA Repository – <http://vcarepository.info>) to inform your analysis.

You will then need to plan how much quantitative data (e.g. surveys) versus qualitative (e.g. key informant interviews and FGDs) should be used in monitoring your interventions, ensuring that you do not collect more data than needed for the purpose of monitoring (and adapting programming) or for evaluating outcomes. As a minimum Tool 4.2 Minimum Standards scorecard should be used as an observational tool (walk through) completed with some interviews with service users to verify your scores.

Where possible (in case surveys will be used), you should pre-determine **sampling requirements and prepare the survey questions** as per the IFRC M and E Guide (p.37 and 38). For any type of PGI related survey you will be conducting, ensure that:

- data collection teams are gender, age and diversity balanced and speak the language of the local community or adequate numbers of interpreters
- that enumerators have been properly screened and undergone background checks
- that you factor in training that will be required (such as on how to respond to observed protection issues)
- and that the survey is piloted and reviewed before implementation

In coordination with the CEA and PSS focal points, establish stakeholder complaints and feedback mechanism<sup>4</sup>.

You will need to understand how to manage your data. This should be done in coordination with the IM focal point or PMER team, including considering:

- What the data format will be (numerical in spreadsheets / descriptive in narrative reports or checklists / visual such as videos or photos / audio recordings of interviews)
- How will you organise your data (chronologically / by location / by content or focus area within your programme activities / by format such as project reports, technical documents)
- How will you collect your data (with a handheld device, a paper-based questionnaire)
- Who will have access to your data and how? PGI related information is often sensitive and it is suggested that data be encrypted, and password protected when online. If the data is on paper, lockable storage should be available
- How do you plan on disseminating your data?
- Who will maintain the data management system?

### Step 3: Plan for data analysis

Data analysis is the process of converting collected data into usable information. When making a data analysis plan, the following key steps should be considered:

- Who will conduct the analysis and how long will they need? During the emergency time period, PGI focal points are likely to only measure **output indicators**, meaning collecting data on whether activities are occurring according to schedule and budget. Ideally such analysis should take place weekly, monthly and quarterly
- If the PGI programme implementation runs over into the recovery time period, the PGI focal point may be able to measure **outcome indicators**, meaning collecting data on intermediate and long-term impacts (such as behaviour changes, attitude changes)

If there is no PGI team on the ground, then the scorecard can be used by the sector team and should be integrated into their action plan.

Key data analysis stages include data preparation, data analysis (findings and conclusion), data validation and data presentation. Please see p.51-56 in the IFRC M and E Guide.

### Sample PGI monitoring plan

TYPE OF INFORMATION COLLECTED	PERSON RESPONSIBLE FOR COLLECTING DATA	TOOL TO BE USED	PERSON RESPONSIBLE FOR ANALYSING DATA
Whether the IFRC Minimum Standards for Protection, Gender and Inclusion in Emergencies are implemented in each sector	PGI delegate/focal point together with sectoral lead or appointed team member	Tool 4.2 Minimum Standards Scorecard	PGI delegate/focal point who collected the data, with results presented for verification and action to the sector lead

<sup>4</sup> Please see Tool 15 in the CEA Toolkit.

**Guiding questions when analysing the data in front of you include<sup>5</sup>:**

1. Are there any emerging PGI related trends? Why?
2. Is sex, age and disability disaggregated data being collected adequately across teams? Can we compare data from sectors? If not, does this need improvement?
3. Is the information showing us what we expected to see (the PGI log frame's intended results?) If not, why not? Is

there anything surprising and if so, why?

4. Are any changes in assumptions/risk being monitored and identified? If so, why? How will we adapt the programming to adapt to these?
5. Is any additional information or analysis required to help clarify an issue?

Finally, when writing about findings in a report and making recommendations and actions, please note the following distinctions<sup>6</sup>:

TERM	DEFINITION	EXAMPLE
<b>Finding</b>	A factual statement based on primary and secondary data	The medical consulting room is in an open foyer, in plain sight of people in the waiting area
<b>Conclusion</b>	A synthesized (combined) interpretation of findings	The healthcare setting does not provide adequate space for dignity of the patient, and creates a risk that the person will not receive treatment they need, nor disclose health information of a private nature
<b>Recommendation</b>	A prescription based on conclusions	Ensure that separate consulting rooms and latrines are available in the health facilities to promote adequate healthcare treatment that promotes dignity, is accessible, and is safe
<b>Action</b>	A specific prescription of action to address a recommendation	Build two separate consulting rooms, separated from waiting areas, and in which patients cannot be seen while being treated

<sup>5</sup> Excerpt from IFRC M and E Guide, p.52

<sup>6</sup> Ibid. p.56. Examples are PGI specific.

**Step 4: Plan for information reporting and utilisation**

After analysing data, it is vital to plan for how to report and disseminate this information. It can also be poorly understood and not used. If PGI related data is not well presented, it may be difficult to advocate for programmatic and policy related changes that are important during emergencies. Some primary factors to consider when reporting includes:

- What is the purpose of the report and who is the audience?
- Who is responsible for delivering the report (which may not be in written format, and could be visual, a video, a presentation or other)?
- Is the report clear, brief and action-focused?

When disseminating the information, is it being used for:

- Project and programme management purposes (such as adapting programming)?
- Learning and knowledge sharing?
- Accountability and compliance (to demonstrate how and what work has been completed and if it is according to the IFRC PGI Minimum Standards or donor and other international standards and requirements)?
- Celebration and advocacy (to highlight and promote PGI related accomplishments and achievements)?

How will this information be disseminated including to the community?

- Digital report distribution and/or as print material?
- Via radio communication?
- Via telephone communication?
- Via television, filmed presentations or online video/film platforms?
- Live presentations?
- Will report results be presented during a stakeholder dialogue?

As per the IFRC M and E Guide, a written report may include the following<sup>7</sup>:

1. Project/programme information
2. Executive summary
3. Financial status
4. Situation/context analysis. This can also include sectoral information emerging from past assessments, secondary data analysis or usage of the Minimum Standards score card
5. Analysis of implementation
6. Stakeholder participation and complaints
7. Partnership agreements and other key actors related comments. This could include partnerships with other organisations for DAPS Centre activities
8. Cross-cutting issues
9. Project/programme staffing – human resources
10. Exit/sustainability strategy summary (or transition to recovery recommendations)
11. PMER status
12. Key lessons
13. Report annex

**Step 5: Ensure you have budgeted and planned for M and E human resources and capacity**

You should ensure that you utilise existing M and E capacity for PGI activities, ensuring participation of affected community members, and volunteers. Participatory activities can include

- Participatory monitoring where elected community representatives reporting on key monitoring indicators
- Monitoring conducted by volunteers and sector staff

<sup>7</sup> Excerpt from IFRC M and E Guide, p.63 (with PGI relevant information inserted).

### Step 6: Prepare the M and E budget

When itemizing for the M and E budget, please consider:

- Human resources cost, including per diems
- Payment of community representatives, or reimbursement for their costs
- Capital expenses, including facility costs, office equipment and supplies, printing, publishing and distributing M and E documents

These costs should be incorporated into the overall PGI programme budget. The industry standard is that between 3-10% of the overall PGI budget are allocated to M and E.

**Independent evaluations**, however, must be specifically budgeted for. The IFRC's management policy for evaluations states that a dedicated budget line between 3 and 5 % should be included for all evaluations of interventions above 200,000 CHF. Check also on donor requirements and what they will cover or not cover. For example, an independent evaluation of the programme may not be covered.