

Evaluation Report for IFRC EAIOP's PMER Strengthening Project

Project period: 2012-2016

Evaluation period: January 2017



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Table of Contents

List of Acronyms	4
Acknowledgement.....	5
1.0 Executive Summary.....	6
2.0 Introduction	9
3.0 Evaluation Methodology	11
3.1 Sampling.....	11
3.2 Data collection	12
4.0 Methodological limitations.....	13
5.0 Evaluation participants	13
6.0 Findings	14
6.1 Relevance and appropriateness	14
5.2 Effectiveness	17
5.3 Impact.....	30
5.3.1 Planning.....	30
5.3.2 Monitoring and Evaluation	32
5.3.3 Reporting.....	33
5.3.4 Accountability to Communities (AtC).....	34
5.4 Sustainability.....	34
5.4.1 Policy and Strategy.....	35
5.4.2 Staffing.....	35
5.4.3 Budget Allocation to PMER.	36
5.5 Coherence	37
6.0 Lessons Learnt and good practices	37
7.0 Promising Practice from the Project	38
8.0 Recommendations.....	39
9.0 Annexes	41
9.1 List of Respondents.....	41

9.1.1 Key Informants	41
9.1.2 Online Survey Participants	41
9.2 Tools used for the evaluation.....	42
9.2.1 TOOL 1- KII Guide for PMER Manager/Coordinator	42
9.2.2 TOOL2: KII Guide – Regional Thematic Advisors:	46
9.2.3 Tool 3: National Societies – PMER Coordination/Oversight Team.....	48
9.2.4 Tool 4: MINI-SURVEY TOOL- Beneficiary Perception on Knowledge, Relevance and Impact of PMER Support.....	52

List of Acronyms

AtC	Accountability to Communities
CBA	Cost Benefit Analysis
CO	Country Office
DAC	Development Assistance Cooperation
DOP	Development Operational Plan
EAIIOI	East Africa Indian Ocean Islands
EARRO	East Africa Regional Representative Office
FDRS	Federation Database Reporting System
IAWG	Inter Agency Working Group
IFRC	International Federation of Red Cross and Red Crescent Societies
KI	Key Informant
KII	Key Informant Interviews
LTPF	Long Term Planning Framework
M&E	Monitoring and Evaluation
NS	National Society
ODK	Open Data Kit
OJT	On the Job Training
OECD	Organization for Economic Cooperation and Development
PMER	Planning, Monitoring, Evaluation and Reporting

Acknowledgement

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I would also like to thank Mr. John Mark Ojwang for quality assurance in the evaluation.

This evaluation received necessary support from PMER focal persons from the National Societies in Kenya, Uganda, Tanzania, Madagascar, Somalia, Sudan, South Sudan, Burundi and Rwanda. To all these staff, I am indebted.

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1.0 Executive Summary

The International Federation of Red Cross and Red Crescent Societies (IFRC) Cluster office for East Africa and Indian Ocean Islands (EAIIOI) commissioned an end of project evaluation in January 2017. The evaluation was with regard to a four year (2012-2016) capacity strengthening project managed by the Cluster office's for Planning, Monitoring, Evaluation and Reporting unit. The evaluation assessed the project's relevance, effectiveness, sustainability, impact and coherence- the 5 evaluation criteria defined by the Organization for Economic Cooperation and Development (OECD) in 1996 and adopted by the IFRC framework for evaluation criteria, IFRC, (2011)

The project was initially designed to strengthen capacity of IFRC Cluster office, IFRC Country Offices and National Societies in Planning, Monitoring, Evaluation and Reporting. In subsequent phases (2014-2016) the project added on a new component of strengthening "Accountability to Beneficiaries-AtC" in the National Societies. This concept has evolved and is now referred to as "Accountability to Communities-AtC". Using appropriate evaluation methodology, the evaluators established the following:

1. **Relevance**-the project was relevant to needs and used appropriate methodology to deliver results. It was based on a capacity assessment conducted in 2012/2013 that showed significant capacity gaps in monitoring, evaluation and AtC. The implementers used approaches that were low cost and fairly suited for the intended results. Peer to peer learning, use of modern technology-including social media, support visits, coaching and mentorship were the common approaches used to improve technical capacity in PMER. Furthermore, the project supported PMER capacity in the National Societies using/through the PMER structures in the societies.
2. **Effectiveness**-the evaluation established that project implementation was effective in that it achieved 59% of the desired results. Overall, the AtB sub component of the project achieved more results relative to the PMER sub component. This was attributed to commitment from the leadership both at the NSs and the Cluster office. In the PMER component of the project, it was evident that greater focus was placed on Planning, Reporting and Evaluation. Survey participants identified Planning and Reporting as having received more support. Key Informant Interviewees corroborated this too. Overall, project effectiveness was low with 41% of targets not being realized in full. This was attributed to staff turnover both at the National Societies and the Cluster office.

3. **Impact-** the project can be said to have produced changes in PMER systems and behaviour both at the NS and IFRC. National Societies have rolled out AtC frameworks as a result of the project. Similarly, one NS (Madagascar) has recruited 2 PMER assistants who are funded through project budgets. Ethiopia has adopted the use of mobile devices for data collection after an orientation by the project. These changes are higher level and associated with the technical support obtained through/from the project. It is also reported that the NSs are reporting on time and at improved quality. A Key Informant told the evaluation that “..NSs are now reporting at outcome level unlike in the past where reporting was output based”. Further, program managers are reported to be accountable for project reporting owing to clarification of roles brought about by the project. It was also reported that the Accountability to Communities (AtC) project informed the global adoption of AtC standards and tools. Eg. IFRC Middle East and Asia (MENA) office used these standards to develop their own in 2016.
4. **Sustainability:** It is the considered opinion of this evaluation that the changes brought about by this project are unlikely to remain, especially in NSs with limited PMER capacity. This is mainly due to lack of sustainability pillars of strategy, policy and procedures. Interaction with respondents established that some of the benefits are not based on any key policy change but rather personal interest. For example, PMER is underfunded and understaffed in 70% of NSs/departments. Although different NSs/departments have made deliberate efforts to allocate budget to PMER activities, this has been insufficient and is not backed by a management policy. At the Cluster office, only one PMER staff (out of 4 or 25%) is funded under the core budget.
5. **Coherence.** The evaluation established that the PMER project was enriched over time-making it inclusive. The project facilitated a peer training on “gender and PMER” where PMER focal persons were inducted on Gender analysis tools and frameworks. They were also trained on other cross cutting themes including accountability to beneficiaries, and use of contemporary technology for PMER business processes. As a result, Key Informants reported that monitoring data is now disaggregated by sex and age. The Kenya Red Cross Society reported that the NS, through a gender analysis, decided to vary the timing for community meetings to respond to the daily calendar of men, women and children. Further, the evaluation established that 5 NS¹ have structured community feedback mechanism through which complaints and compliments are channelled.

Based on the findings above, it is the recommendation of this evaluation that:

- a) Continued financial and technical support through the IFRC East Africa & Indian Ocean Island Country Cluster should be continued for PMER capacity

¹ Burundi, Sudan, Madagascar, Somalia and Kenya,

strengthening-both at the NS and Cluster Office. The subsequent phase of the project support should be to strengthen systems and structures within the NS and cluster offices in an effort to institutionalize PMER.

- b) In doing (a) above, IFRC should enhance the project design to include specific roles for Organizational Development (OD) experts who will work to ground the new capacity through formal accountability and governance instruments. OD experts were not involved in the just ended project and this denied the project counsel on how to run effective coaching, mentorship and performance management.
- c) The new project design (plan) should validate the needs/capacity assessment conducted in 2012 through a systems-approach to PMER using capacity industry assessment tools. Industry assessment tools are more comprehensive than what the initial assessment used. They, for example, prescribe review of an organization's structure, strategy, policies, staffing, skills and budget as key determinants of an organization's PMER capacity.
- d) IFRC and the NSs develop clear strategies for staff/skill retention, especially in the NSs with a view to retaining the benefits of the project. In doing so, it is necessary to ensure NS have the right staffing (in numbers and positioning). This will reduce overloading of few staff which was cited as a factor leading to resignation among PMER staff.

2.0 Introduction

The Planning, Monitoring, Evaluation and Reporting-PMER project was conceived by IFRC EAIOI in 2012 until 2016. The first phase of project was rolled out with funding support from the Swedish Red Cross. Additional support to the project was also provided by Norwegian Red Cross. In addition to funding support, Swedish RC provided capacity building support to Sudan Red Crescent Society and South Sudan Red Cross Society in collaboration with IFRC EAIOI PMER.

With support from these partners the project aimed to respond to PMER capacity gaps in the National Societies and the IFRC regional office. These gaps included:

- Lack of dedicated PMER staff and programme staff competent in PMER
- High turnover of staff in many National Societies and at East Africa Indian Ocean Islands (EAIOI);
- Gaps in knowledge and capacities in both National Societies and EARRO to ensure quality PMER
- Limited resources available for PMER at NS
- Too heavy focus on planning and reporting, and a substantial lack in monitoring and evaluation activities and competence

The capacity gaps above (2.1) were identified through a needs assessment of the National Societies² and a “Strengths, Weaknesses, Opportunities and Threats-SWOT” analysis of the PMER unit at IFRC EAIOI. This assessment established that National Societies had better capacity in “planning and reporting whereas skills and knowledge in monitoring and evaluation remains weaker³” In specific terms, different NS were at different PMER capacity across the cluster. The assessment identified key priority gaps for the NS as shown in the table below:

PMER	Reporting	Resource Mobilization	ECHO reporting
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² Ethiopia Red Cross, Sudanese Red Crescent Society, South Sudan Red Cross and Uganda Red Cross Society.

³ EARRO PMER capacity building project proposal supported by Swedish Red Cross (2014-2016)

<ul style="list-style-type: none"> • South Sudan • Sudan • Somalia • Ethiopia 	<ul style="list-style-type: none"> • Kenya • Ethiopia • South Sudan • Sudan 	<ul style="list-style-type: none"> • Rwanda • Burundi • South Sudan • Sudan • Tanzania • Uganda 	<ul style="list-style-type: none"> • Uganda • Kenya • Madagascar • Comoros
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The resulting intervention was broken down into 5 outcomes and 14 outputs as shown below:

Outcome	Outputs
1. Enhanced capacity for planning in NS, IFRC CO and EARRO	1.1 The PMER unit leads the annual planning processes and produces quality plans.
	1.2 Emergency operational plans are following IFRC planning guidelines and are quality assured.
	1.3 Technical assistance provided to NS, IFRC CO and EARRO in strategic and operational planning.
2. Enhanced capacity for reporting in NS, IFRC CO and EARRO.	2.1 The use of Federation Databank and Reporting System (FDRS) is promoted among the NS in the region.
	2.2 Technical assistance provided to NS, IFRC CO and EARRO in reporting.
3. Enhanced capacity for monitoring and evaluation in NS, IFRC CO and EARRO	3.1 The PMER unit leads the process of updating the EARRO logframe and M&E plan.
	3.2 The use of evaluations in emergency operations and long-term programmes is promoted and facilitated
	3.3 Technical assistance provided to NS, IFRC CO and EARRO in monitoring and evaluations.
4. A culture and practice of learning is promoted through various capacity building approaches	4.1 PMER trainings and coaching provided to National Societies, IFRC CO and EARRO.
	4.2 Sharing of PMER knowledge and lessons learned promoted.
	4.3 Capacity building of EARRO PMER staff promoted.
5. New areas of focus for PMER are promoted and strengthened	5.1 Support and facilitate the use of new technology for improved PMER.
	5.2 Strengthen Accountability to Beneficiary in EAIOR programmes and emergency operations.
	5.3 Strengthen the knowledge and inclusion of cross-cutting issues in all stages of PMER among NS, IFRC CO and EARRO

The PMER project was implemented using the following methods:

- **Providing technical assistance** to NS, IFRC CO and EAIIOI in PMER, including reviewing plans , logframes and M&E plans, quality assuring reports, providing input to evaluation/baseline TORs and evaluation processes etc
- **Providing capacity building**, including organizing trainings and meetings, providing coaching through support visits to NS/IFRC CO and ‘staff on loan’ coaching at EARRO
- **Promoting and facilitating** learning opportunities and peer to peer learning.

3.0 Evaluation Methodology

The evaluation used mixed (both qualitative and quantitative) methodology. Qualitative research methodology was mainly used to establish capacity changes associated to the project. It sought to gather in-depth information on how the PMER support worked/did not work towards the realization of the stated objectives. It also facilitated identification of key lessons and promising practices.

Quantitative research method was used to provide empirical evidence of change- or lack thereof through a perception survey.

3.1 Sampling

Sampling is a systematic process of selecting interviewees from a study population. Due to the nature of the project, this evaluation adopted non probability sampling technique. A core characteristic of non-probability sampling techniques is that units are selected based on the subjective judgment of the evaluator⁴. Sampling for this evaluation was underpinned by a number of considerations: i) the need to balance between sample units that had high and low support from the PMER capacity project; ii) the need to diversify sampling units across the region; iii) ability to communicate in the English language; and iv) the cost of administering evaluation tools⁵. The evaluation used 2 non probability methods:

1. **Purposive Sampling.** This is a sampling technique that relies on the judgement of the researcher to select the units. This sampling technique was employed in choosing the NS that were directly supported by this programme and two that benefitted indirectly by the program. Through this,

⁴ Dissertation.laerd.com/non-probability-sampling.php

⁵ IFRC indicated from the start that the budget was limited hence sampling was mainly limited to units that could be reached at least cost.

the evaluation team selected 2 NS that had received direct support⁶ and 2 that had benefitted indirectly through this project.

2. **Convenience sampling.** A convenience sample is one where the units that are selected for inclusion in the sample are the easiest to access. Out of the 15 National Societies, the evaluation selected, in consultation with the client, 4 National Societies for in-depth interviews, with the Kenya Red Cross Society being selected for an onsite interview due to its proximity to the consultant⁷.

Noting the specific limitation of non-probability sampling, the evaluation administered a survey for all 15 National Societies using an online questionnaire.

3.2 Data collection

The evaluation employed conventional data collection instruments highlighted hereunder. A complete set of tools is attached to this report as an annex.

1. An online perception **survey**. This was a quantitative tool seeking to establish the perception of key personnel in the National Societies and at IFRC EAIOI with regard to the need for and value of the PMER project. The tool was mounted on a portal that was accessible to target respondents. Tallies obtained from the online responses were analysed into descriptive statistics. Specific variables assessed through the survey were: i) relevance of the project; ii) appropriateness of the methodology used to deliver the project; iii) NS participation in the design and execution of the project; iv) outcomes of the project at the NS level; v) sustainability of the PMER project
2. **Key Informant Interview guide.** A Key Informant (KI) is a respondent who, by virtue of privileged knowledge regarding a subject, is interviewed to provide detailed and/or technical information. Key Informant Interviews for this evaluation were done with specific contacts in the National Offices as well as at the IFRC PMER unit. Specific variables to be investigated using the KII will include: i) Relevance of the project; ii) Effectiveness of project implementation; iii) Coordination of project implementation; iv) Sustainability mechanisms established both at design phase and during implementation of

⁶ The Somalia Red Crescent and Ethiopia Red Cross Society were selected to represent NS that received direct support while Madagascar and Kenya represented NS benefitted indirectly through this project.

⁷ The Ethiopia Red Cross Society had been selected for an onsite interview but was dropped owing to budget limitations.

the project; v) impact of the project to PMER business processes. KIIs were done both online and onsite.

Secondary data review checklist. This tool was used to collect secondary data from available sources. Using the checklist, the consultant reviewed the following key project documents: i) Annual Operational Plans (2013-2016); ii) Annual Reports (2013-2015); iii) Project Proposal (2014); progress reports (2015, ref. M1410063); and iv) Annual Program Management Report (2015, ref: M1502010), SRC PMER capacity building review report (2016). The team did also review general documents including the IFRC Framework for Evaluation (2011) document as well as the “Strategy 2020”.

4.0 Methodological limitations

While care was taken to ensure this evaluation conformed to the highest industry standards possible, it was affected by the following limitations:

1. Limited study sample- only 4 (out of 15) National Societies were selected for this study⁸. Given the diversity of PMER capacity in the different National Societies, the selected sample provided limited data. This limitation was however mitigated through the online survey
2. Lack of a baseline- the project was not baselined at the start. It was informed majorly by the PMER capacity assessment findings conducted in 2013. This limited the rigour associated with evaluation because project indicators did not have benchmarks.
3. Staff turnover- of the interviewees targeted for this evaluation, only 1 (from Madagascar) had been in their position for the period of the project. This limited the length of “recall” of events pertaining to the project.
4. Weak project design and incomplete documentation. The log frame document that was the basis for this evaluation had a weak vertical logic, weak indicators and lacked targets against key indicators due to changes in the project log frame based on NS needs during life of the project.

5.0 Evaluation participants

The table below summarizes the different participants to the survey

Category of participants	#
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⁸ Kenya Red Cross Society, Ethiopia Red Cross, Madagascar Red Cross, Somalia Red Crescent and South Sudan Red Cross.

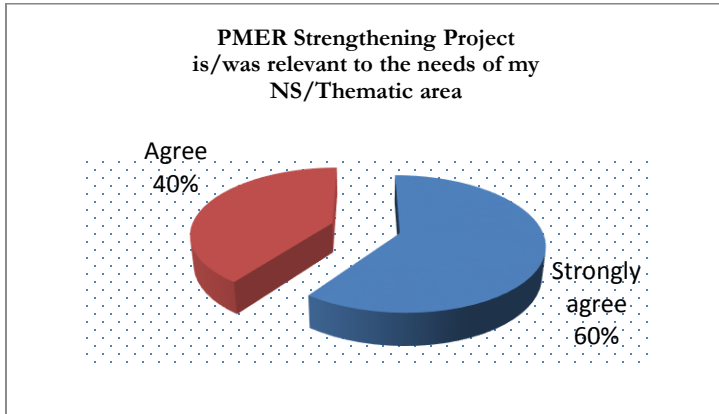
NS PMER focal persons participating in the online survey	7
IFRC staff participating in the online survey (2 drawn from the Country Offices)	3
NS PMER focal persons participating in the evaluation as Key Informants	2
IFRC staff participating in the evaluation as Key Informants (2 PMER/3 non- PMER staff involved in the project)	5

6.0 Findings

The findings of the evaluation are presented based on the key evaluation questions that led the evaluation.

6.1 Relevance and appropriateness

The evaluation established that the project was relevant in that it was based on needs. It was also aligned to the core work of both the National Societies and IFRC. Further, PMER strengthening project is explicitly related to **“IFRC’s Strategy 2020 enabling action 3: Function Effectively as IFRC”**. The relevance of the project was ‘strongly’ affirmed by 60% (n=10) of respondents to an online survey, as shown in the figure below.



were supported through technical review of PMER products, as shown in the figure below:

PMER element	Methodology used for capacity building				
	Staff Training	Supervision Visits	Technical Review of PMER products	Structured coaching	Exchange learning visits
Planning	40%	0%	40%	10%	10%
Monitoring	20%	30%	20%	20%	10%
Evaluation	22.22%	0% ⁹	56%	0% ¹⁰	22.22%
Reporting	10%	0%	70%	10%	10%

Key informant Interviewees corroborated this by illustrating poor quality and lateness in reports, limited skills in planning, monitoring, evaluation and reporting at both the National Societies and the PMER unit . *“..PMER is a very central function to us, every September starts planning for the following year. PMER leads in this to ensure indicators, lessons learnt from past year, objectives...are well worded”*-IFRC Food Security Advisor. Besides being highly needed and timely, the PMER project was also executed using approaches that were relevant to the target groups. Training, coaching and support visits were used in executing the project. The evaluation established that 40% of benefiting offices/departments received training in Planning while 60%

“The PMER support is very practical”-Online Survey respondent. Jan’17

⁹ This value is from Rwanda Red Cross

¹⁰ Ibid

¹¹ This was the case in Kenya, Ethiopia, Sudan and South Sudan.

These were both appropriate and adaptable to the unique settings of the target project beneficiaries. Project implementers used established avenues (training during the PMER Regional Network meeting, pre-planned visits to National Societies, joint evaluation missions and review of progress reports from the National Societies) to introduce and implement the project. The PMER Unit used varied entry approaches to National Societies: in cases where PMER units were well established, the project engaged directly with the counterpart PMER¹¹ unit while where the structure was not developed the implementers engaged through the Secretary General of the society¹² and NS program teams. This flexibility was essential in generating support for the project in the National Societies. It is worth noting that Swedish RC PMER CB initiative specifically funded the units in South

¹² This approach was used to engage with Madagascar, Djibouti, Rwanda, Uganda and Tanzania.

Sudan and Sudan, as a complement to and in coordination with the PMER strengthening project.

5.2 Effectiveness

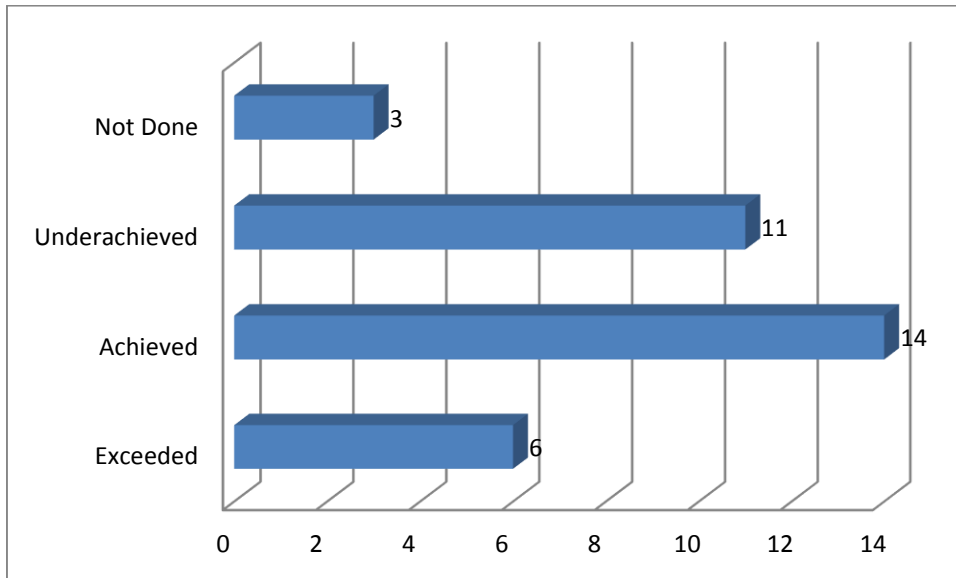
Evaluating effectiveness implies measuring the extent to which a project has met its targets, and establishing the factors that hindered or facilitated achievement of results. In its practical sense, evaluating effectiveness examines how the project management delivered on its commitment. This evaluation used secondary data to profile achievement of results for the PMER Capacity project. The information was also triangulated with Key Informants. At the time of this evaluation however, the project was in the process of compiling an end of project report hence the final data was not available for use.

The evaluation team established that the Cluster PMER Unit implemented the project using three approaches as planned: providing technical assistance; providing capacity building and promoting learning opportunities. The unit conducted annual planning meetings at EAIIOI level aimed at providing guidance on guidelines, procedures and tools for strategic planning as well as development of Development Operational Plans-DOPs. This was instrumental in the production of complete plans by NSs and technical departments as reflected in the output results. The unit also coordinated peer to peer learning where resource persons from one NS supported another NS as evidenced in the case of Kenya supporting Sudan and South Sudan supporting Uganda. As part of peer learning facilitation, the PMER Unit also introduced an interactive platform (using “WhatsApp”) to

facilitate real time peer to peer interaction and exchange of ideas for 25 members in different countries. Another critical capacity building mechanisms appreciated by most stakeholders is the Annual Networking Forum. The forum brings together various NSs to reflect on and learn new skills/approaches in PMER. During the 2015 forum, for example, a presentation on Cost-Benefit Analysis (CBA) was made and has proved useful in program planning; CBA is an important element in assessing the technical and financial veracity of funding applications by key donor agencies. Further, the PMER Unit conducted on the job trainings (OJTs) to M&E and Program personnel in some NSs (including Eritrea, Ethiopia, Tanzania, Kenya, Rwanda, Burundi and South Sudan) in order to strengthen their capacities across PMER. During the period under review, country visits were undertaken in Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Burundi, Madagascar and South Sudan. While each country prioritized specific areas based on existing gaps and needs (for instance, Eritrea prioritized M&E tools development), the PMER unit adopted a holistic approach, ensuring that support provided over the years, especially through OJTs, addressed all aspects of PMER.

Overall performance

The evaluation team established that the project was well executed with 59% of key outputs being realized or exceeded on time and budget, as shown in the figure below¹³.



¹³ NB: Outputs not achieved or “not done” are mainly as a result of changes to the project over time but were not removed from the project documents. Other reasons for “not done” include having conditional activities that were to be done if there was need, and were not done because the need for them did not arise.

The table below summarizes the specific results achieved by the project.

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
1. Enhanced capacity for planning and reporting in NS, IFRC CO and EARRO	% reports submitted correctly and on time to donors.	80%	80%	90%	90%	90%	90%	Outcome 1 in 2014 focussed on planning and not have indicators. Outcome 2 in 2014 focussed on reporting hence its inclusion with 2015 outcome 1
	% reports submitted correctly and on time to EARRO.	N/A	N/A	90%	80%	90%	50%	Constant reminders sent to the programme officers enabled timeliness in reporting
	% of reports received from NS/IFRC CO rated as of good quality	50%	40% (80%)	50%	40%			This is as a result of capacity building to the NSs on the tenets of report writing.
1.1 The PMER unit leads the annual planning processes and produces quality plans.	Annual planning meeting, involving all NS, IFRC CO, held	1 (internal)	1 (100%)	2	2	2	4	Pre planning exercise was included in the current planning cycle where NS were involved from the

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
								inception.
	Number of DOP and associated logframe developed	7	7 (EAIOI Somalia, Ethiopia, South Sudan, Eritrea, Sudan and Indian Oceans Islands)	7	7	DOP annexes completed on time	1	Following restructuring of the planning process, the LPTF was dropped and replaced with one strategic plan on which all DOPs are based.
1.2 Emergency operational plans are following IFRC planning guidelines and are quality assured.	% of emergency operation plans quality assured by PMER	75%	83% (110%)	100%	100%	100%	100%	
	% of emergency operations using Emergency Plan of Actions	6	6 (100%)	10 (100%)	8 (80%)	N/A	N/A	
1.3 Technical assistance provided to NS, IFRC CO and EARRO in strategic and operational planning.	Percentage of plans and proposal, in particular log frames quality assured	75%	55% (73%)	100%	80%	100%	80%	
	% of “clients” (NS, IFRC, Cos) reporting satisfaction levels of good-excellent with technical assistance.	75%	80% (106%)	N/A	N/A	<80%	0	Survey not conducted in 2015 but planned for 2016
1.4 (2015) and output 2.1 (2014) The use of Federation	Percentage of National Societies providing data on one or more FDRS indicators	80%	100% (125%)	100%	100%	90%	64%	See EARRO PMER 2014, 2015 and 2016 Reports

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
Databank and Reporting System (FDRS) is promoted among the NS in the region	Percentage of National Societies providing data on all 7 proxy indicators	Not provided	50%	100%	100%	80%	29% (4 out of 14)	See EARRO PMER 2014, 2015, 2016 Reports
1.5 (2014) and 2.2 (2015) Technical assistance provided to NS, IFRC CO and EARRO in reporting.	# of Coaching and mentoring support visits/interactions.	2	2	5	4	At least 1/NS /year. For priority NS at least 5/year	3	
	% of “clients” reporting satisfaction levels of good-excellent with technical assistance.	N/A	N/A	100%	80%	<80%	0%	This was done both physically and remotely.
Outcome								
Outcome 2 (2015) Enhanced capacity for monitoring and evaluation in NS, IFRC CO and EARRO- Same to Outcome 3 in 2014	% of operations/programmes with an M&E budget	80%	0%	90%	50%		90%	
	% of operations/programmes with an M&E plan	80%	0%	100%	100%	100%	100%	
	% of closed programmes/operations with a final evaluation	80%	25% (31%)	100%	80%	100%	80%	Client survey not conducted in 2015, but the feedbacks received from the clients shows slight improvements compared to the previous years.
	% of programmes/operations with a duration more than 24	80%	N/A	100%	50%	100%	80%	

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
	months with a mid-term evaluation/review							
	% evaluations with a management response.	50%	0%	50%	10%	Not specified	0	Poor performance in 2014 attributed to the fact that all programmes and projects for East Africa did not have an M and E Plan. It was decided that development of M and E plan and Indicator Tracking tables will be the focus of 2015 and 2016 long term projects.
2.1 (2015) and 3.1 (2014) The PMER unit leads the process of updating the EARRO logframe and M&E plan.	2.1a: EARRO logframe is developed and being monitored quarterly (For 2014, 4 times a year)	4	2(50%)	4	4	1 regional ITT Quarterly monitoring using ITT	3	Same as above
	2.2a Number of times quarterly data is collected	4	4	4	4	Quarterly	3	This was not achieved fully due to some operations not having sufficient funds to carry out end term evaluations

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
3.2 in 2014) and 2.2 (2015) The use of evaluations in emergency operations and long-term programmes is promoted and facilitated.	% emergency operations for which an RTE is required that are conducted	100%	0	100%	0	100%	0%	In 2014, there were no projects of 24 months that required a mid-term evaluation. In 2015 there were more than two projects that had a duration of more than 24 months and a mid-term evaluation was carried out in one of them
	% long-term operations, for which a baseline/mid-term/final evaluation is required, are conducted.	80%	N/A	100%	80%	100%	100%	Management Response for five evaluations conducted in 2015 were rescheduled to the beginning of 2016.
	% evaluations with a management response.	50%	No data	100%	10%	100%	No data	EARRO log frame, budget, activity plan and narrative were reviewed during Quarter 1,2 and 3 in 2015. And in all quarters in 2016
	% evaluations with technical input	75%	90%	100%	100%	100%	90%	

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
(3.3 2014) and 2.3 (2015)) Technical assistance provided to NS, IFRC CO and EARRO in monitoring and evaluations.	to evaluation TORs from PMER							
	% of evaluations with participation of PMER in evaluation	N/A	N/A	100%	100%	100%	100%	Same as above
	% of evaluations with quality assurance of evaluation reports by PMER	0	-	100%	100%	100%	100%	No project required an RTE both in 2014, 2015 and 2016
	% of “clients” reporting satisfaction levels of good-excellent with technical assistance.	80%	72.7%	70%	50%	0	0	In 2014, there were no projects of 24 months that required a mid-term evaluation. In 2015 and 2016 there were few projects where mid-term evaluations were done
Outcome 3 (2015) and Outcome 4 (2014). A culture and practice of learning is promoted through various capacity building approaches	Percentage increase in knowledge from PMER capacity building initiatives.	N/A	N/A	70%	50%	N/A	83%	Management responses for 5 evaluations conducted in 2015 planned for 2016. No progress data conducted for evaluations conducted in 2014.
	Number of people trained	N/A	N/A	20	40	N/A	42	All the evaluations done in 2015 and

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
								2016 had technical inputs from the PMER
3.1(2015) and 4.1 (2014) PMER trainings and coaching provided to National Societies, IFRC CO and EARRO.	# PMER trainings provided.	1	1 (100%)	1	2	3 (IOI, RM/ECHO, 1 additional)	13	In 2015, PMER was part of the evaluation management (technical lead) for the Madagascar AND Djibouti DREF Review, Kenya Drought Appeal and South Sudan Complex emergency appeal- (Ref- SRC 2015 Annual Management Report)
	% of people reached by trainings that rate their knowledge in PMER higher at the end of training	75%	100% (133%)	100%	80%	N/A	100%	This was done satisfactorily in 2015 and 2016
	# of events/trainings with input from PMER staff.?	N/A	N/A		6	N/A	15	Note done for 2015. PMER needs to confirm the existence of the Client satisfaction assessment.

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
	#/% of NS programme staff that have completed the PPP online training?	N/A	N/A	100%	20%	N/A	N/A	2014 had no indicators for outcome four. PMER needs to confirm whether 2015 achievements is based on pre and post-test surveys.
3.2 (2015) and 4.2 (2014) Sharing of PMER knowledge and lessons learned promoted.	PMER network exists and is active in the EA Region	1	1 (100%)	1 (100%)	1(100%)	1	1 (100%)	There were two trainings conducted in 2016 and 40 people were trained
	# Peer to peer learning initiatives	1	1 (100%)	1 (100%)	1 (100%)	1	1 (100%)	
	Participation in IAWG sub-group on Accountability and Quality	N/A	N/A	5	4	N/A	6	
3.3 (2015) and (4.3 2014) Capacity building of EARRO PMER staff promoted.	# of learning opportunities/trainings participated in by PMER staff	3	3	2	0	3	1	Indicator not in 2014 log frame but present in 2016
	Participation in trainings on crosscutting issues (i.e. Gender marker).	N/A	N/A	1	1	1	1	Indicator not assessed in 2014 and 2015 but present in 2016
Outcome 4 (2015) and Outcome 5 (2014) New areas of focus for PMER	# of NS using new technologies	N/A	N/A	5	5	3	3	Meeting once a year- PMER Network meeting conducted in 2014, 2015 and 2016.

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
are promoted and strengthened	# of NS reached with AtB	N/A	N/A	4	6	4	5	
4.1 (2015) and 5.1 (2014) Support and facilitate the use of new technology for improved PMER.	# of initiatives with new technologies in the region, with PMER participation/support	1	1(100%)	2	2	1	1	One peer to peer conducted in 2015 and 2016 involving South Sudan Kenya and Tanzania.
4.2 (2015) and 5.2 (2014) Strengthen Accountability to Beneficiary in EAIOR programmes and emergency operations.	Number of joint missions between PMER and Bencom/HD to roll out AtB	N/A	N/A	3	2	3	2	Participated in 6 IAWG meetings in 2015. Indicator not in 2014 log frame. And 4 IAWG meetings in 2016
	Communication / Accountability position paper – PMER Position paper	N/A	N/A	N/A	N/A	N/A	N/A	
	Increase use of FDRS by NSs by 2016	14	14(100%)	12	12	N/A	N/A	In 2014, this indicator was achieved satisfactorily but due to insufficient funds, the same was not achieved in 2015 and 2016.
4.3 (2015) and 5.3 (2014) Strengthen the knowledge and inclusion of cross-cutting issues in all stages of PMER	Participation in trainings on cross-cutting issues - Gender & Diversity, protection			2	2	N/A		Indicator was not included in 2014 log frame. In 2015 and 2016 PMER took part in a regional training

Outcome & Outputs	Indicator	2014 targets		2015 Targets		2016 Targets		Remarks
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
among NS, IFRC CO and EARRO								on IFRC Minimum standards on gender, age and diversity.
	Cross-cutting issues increasingly seen in plans and reports			100%	80%	N/A	90%	Indicator not included in 2014 log frame. Following training of 10 NSs in 2015 and 2016, South Sudan, Somalia, Ethiopia, Tanzania and Kenya adopted mobile data collection technology
	5.3c Cross-cutting workgroups active			N/A	N/A	N/A	0%	Indicator not included in 2014 outcome. In 2015 apart from the four pilot NS one more Ns was reached and two more in 2016

From the foregoing, it is evident that the project delivered on a significant number of its outputs with the “Accountability to Communities-AtC” sub component performing better than the PMER sub component. Key Informants identified specific factors that

facilitated project delivery as: i) the reporting requirement that a section on “Beneficiary Communication” be included in progress reports as a standard reporting requirement; ii) support from senior leadership both at NS and Cluster levels.

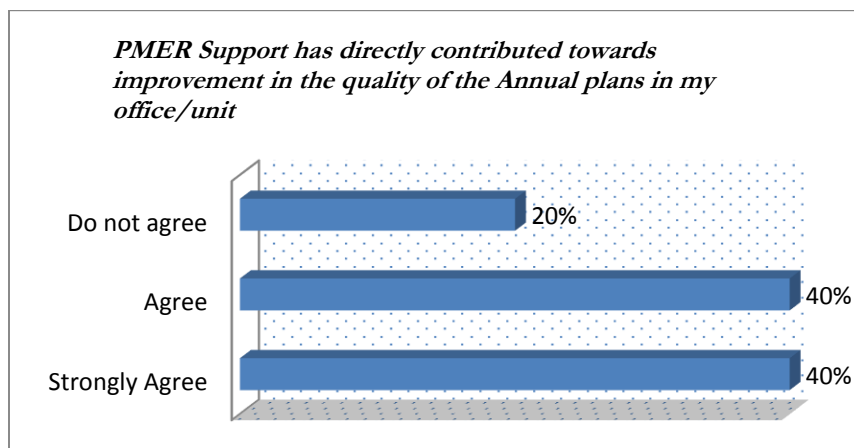
Unintended negative results of the project were that it focused more on NSs whose PMER units/capacity was already established as they frequently sought and obtained technical support from the project. This is against the ideal situation where the needy NSs would have received higher technical support relative to the already developed NSs.

5.3 Impact

Impact refers to “the positive and/or negative changes produced by a development intervention directly or indirectly, intended or unintended”, IFRC, (2011). In line with this definition, the evaluation sought to establish if the PMER Capacity project had produced changes in the way National Societies, Country Offices and the Cluster PMER unit run their PMER business. Noting that the project period was relatively short for significant impact to be determined beyond chance, the evaluation team used anecdotal evidence in each of the 4 elements as follows:

5.3.1 Planning

Respondents interviewed during the evaluation cited changes in the way planning is done in their respective units. For example, 80% of the online survey respondents reported that they had a “good understanding of IFRC planning process”, while 60% reported having “increased knowledge of program planning”. In Madagascar, for example, the NS reported to be “planning following the norms and standards¹⁴” unlike in the past. The NS singled this as one of the evident changes triggered by the project. The PMER Unit at the Cluster Office was also reported to have provided useful leadership both in annual planning and in project designs in the course of the year. In this regard, the IFRC Food Security Advisor reported that planning now “uses past lessons” to inform current planning. Overall, planning was identified as one of the areas that the project delivered across the National Societies and one that has contributed to improvement in the quality of annual Plans as shown in the figure below



There is an intentional and competent use of IFRC planning standards and tools across the National Societies. Further, some National Societies (Kenya, South Sudan and Ethiopia) have embraced long range planning by way of having Strategic plans.

¹⁴ Key Informant Interview from the Madagascar NS.

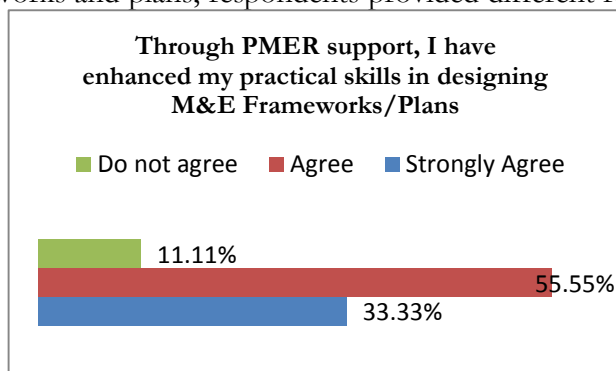
Planning was also reported to have become more consultative and participatory. The evaluation team did observe that between 2013 and 2016, the quality and format of Annual Operations Plans had significantly improved. There was more coherence in presentation as well as harmonization of key results to be achieved across the Cluster. While this may not entirely be attributed to the PMER project, it nonetheless is likely to have impacted the way planning is done at the National Societies. Key Informants reported that NS planning was informed by assessments using standardized tools. This has improved targeting and mitigated on wasteful duplication of efforts. Asked if the PMER project had led to adoption of a more systematic and standardized planning process, online survey respondents (n=10) either strongly agreed (40%) or agreed (60%) with the statement. None disagreed with it, implying that the project had doubtlessly influenced the planning process. Planning, being the disciplined allocation of resources and time, is central to project management. Key Informants from the IFRC Program team reported that their planning was more comprehensive in that they were now making provisions for reviews and monitoring visits-unlike in the past. This is a deliberate effort aimed at improving project management. Despite the clear impact of the project on Planning, the evaluation established that there were gaps. Documents reviewed showed some need to improve the use of Logical Framework Approach. Specific areas include indicator setting, baselining of projects, assumption statement and targets¹⁵. These form the basis of a project and affect subsequent PMER products including M&E plan, monitoring tools, reporting and learning. Further, although the project was based on a needs assessment, the tools used for the assessment could have been improved to capture the entire spectrum of PMER system: Skills, Staff, Funding and Structure. By focusing on the “effects” of the system, the project may have overlooked more fundamental causes of the problem hence limiting its eventual impact.

¹⁵ The 2014 project proposal had specific weaknesses in indicator statements that, in the view of the evaluator, made it difficult to monitor the project.

5.3.2 Monitoring and Evaluation

Monitoring is defined as the “continuous tracking of project indicators” for purposes of providing timely feedback. Monitoring is essential to all development projects, but is more so to emergency response projects that are often short term. The evaluation team established that both the IFRC Cluster office and NSs were involved in joint monitoring. It was also reported that the Kenya Red Cross Society had rolled out monitoring tools through the Rapid Action Team who conduct field level monitoring with the PMER focal person providing remote support. This initiative was started as a result of engagement with the PMER project by IFRC. The NS does also engage in joint Post Distribution Monitoring with IFRC. In Madagascar, engagement with the project created necessary awareness that influenced the leadership to allow PMER contact person to conduct field monitoring for the first time in 5 years. This change in value perception among leaders is an important impact. Quantitative interview with key PMER contacts revealed that they had acquired basic understanding of M&E concepts and that they had increased their knowledge of IFRC M&E procedures and tools. The survey shows that awareness and knowledge did not translate to practice however. Asked if the PMER project had enhanced practical skills to design M&E frameworks and plans, respondents provided different responses shown in the figure

“..For four years that I have been at the NS, I have never gone to the field...until the PMER project came..and I was allowed to do one field monitoring” PMER Focal Person. Madagascar NS



below.

Other essential elements of monitoring assessed in the evaluation were skills in designing data collection tools and data analysis. Respondents indicated a similar pattern as shown in the graph above-with 10% feeling that the project did not improve their skills in designing data collection tools. A similar number of respondents did not think the PMER project had improved their skills in data analysis and reporting. This pattern corroborates what was said by the Key Informants that “..*planning and reporting*

were done well, evaluation was better but monitoring element of PMER was not done well” due in part to time demand on the PMER unit.

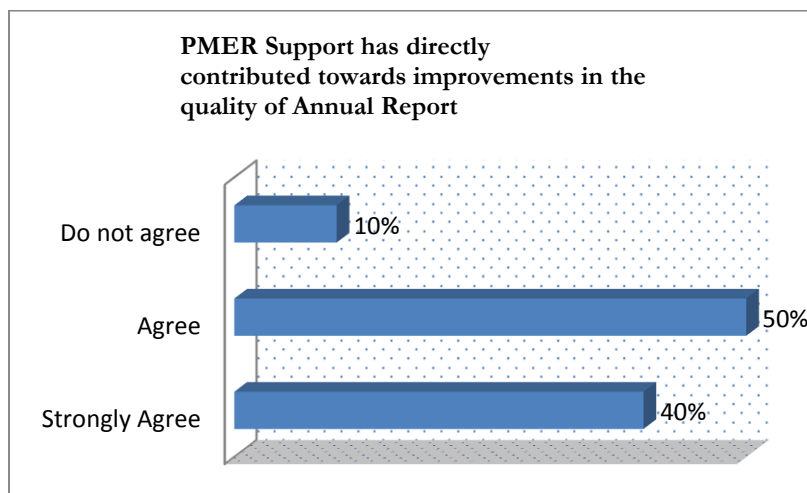


Kenya Red Cross and IFRC PMER staff conducting a FGD with learners during the joint evaluation of the Kenya drought response in 2015

5.3.3 Reporting

Reporting is a central element in PMER and accountability. The evaluation team investigated the impact of the PMER project on reporting both at the NS and the Cluster office. It was evident that a significant effort went into improving reporting at both these levels. The most common approach used to support reporting was one-on-one engagement over specific reports. The PMER unit at the Cluster office reviewed reports and provided offsite and onsite feedback to the drafters of the reports. In some cases the Reporting Officer travelled to specific NS to support them in writing a report. This was the case in Somalia, Ethiopia and South Sudan. Overall, the quality and timeliness of reports was reported to have improved. A Key Informant informed the evaluation team that due to the remote support received through review of reports, every subsequent report submitted to/through the Cluster PMER unit had improved by incorporating Feedback from previous reports. *“I have received specific recognition from IFRC on the improved quality of my reports”* she told the team. The IFRC PMER unit informed the evaluation team that NSs are now reporting at outcome level unlike in the past where reports were focused on outputs. The Food Security Advisor told the evaluation team that the program team had a better understanding of their role in reporting as a result of engaging the PMER unit: *“reporting roles are clearly defined now and we do the reports and submit to the PMER for quality assurance”*. The evaluation team sought

to establish the perception of respondents on the effect of the PMER project on reporting in their respective units. The figure below shows the perception.



Related to this, all respondents reported that their report writing skills had improved hence contributing to improved reports. Despite the reported changes associated with the PMER project in improving the reporting capacity in NSs and at IFRC Cluster office, this evaluation suggests a more empirical measure of “improved quality of reporting”. A more rigorous Quality Assurance system would be able to rank reports using such parameters as completeness, accuracy, analytics etc as appropriate. Using a weighted tool can provide the PMER unit and the NS a fair basis for judging quality of reports produced over time.

5.3.4 Accountability to Communities (AtC)

The evaluation team established that the project performed very well in developing standards and tools for “Accountability to Communities”, and that these have been adopted by IFRC Middle East and North Africa office to develop their AtC standards.

5.4 Sustainability

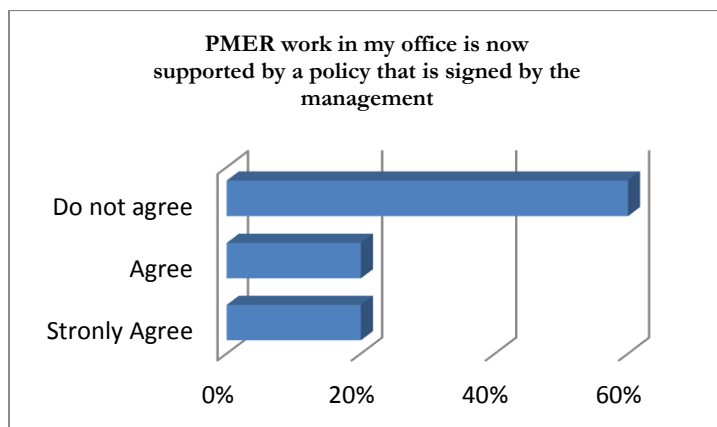
According to the Development Assistance Cooperation-DAC evaluation criteria, evaluating sustainability is concerned with measuring whether/if the benefits of an activity are likely to continue after donor funding has been withdrawn. In assessing sustainability of the PMER project, the team assumed that PMER function at the NS and the Cluster office needed to be sustained. In other words, given that both the National Societies and the Cluster Office will continue to serve their humanitarian mandate, it is necessary that planning remains robust, monitoring is functioning properly; evaluations are done with requisite rigour and within industry standards; and that reporting be done within time and quality. The evaluation team established that

the project was designed to complement existing structures both at the NS and the Cluster office. By adopting this approach, the project helped the sustainability case by not creating new structures that would require recurrent support from the project. By design, this approach is effective in ensuring sustainability.

Asked if they thought the gains made in their respective units would be sustained, all respondents (n=10) to the online survey responded in the affirmative. The evaluation sought to establish the basis of this by examining the fundamental elements of capacity building sustainability as shown below.

5.4.1 Policy and Strategy

The evaluation team was informed that in a few National Societies, elements of PMER had been captured in the organizational strategies and operational guidelines¹⁶. The vast majority (60%) have however not taken these fundamental steps to institutionalizing PMER, as shown in the figure below.



5.4.2 Staffing

All the NS offices in the Cluster have a PMER function -ranging from one person in Djibouti¹⁷ to a team in Kenya Red Cross Society. In some cases, the function is performed by finance staff or by the Secretary General. Further, some offices are realigning the PMER function and structure. In general terms, this shows a widespread appreciation of the function across the Cluster. This appreciation is in part due to the influence of the project but also the overarching "Strategy 2020".

¹⁶ Kenya has developed accountability to communities framework. South Sudan has started developing AtC framework while Ethiopia developed PMER guidelines.

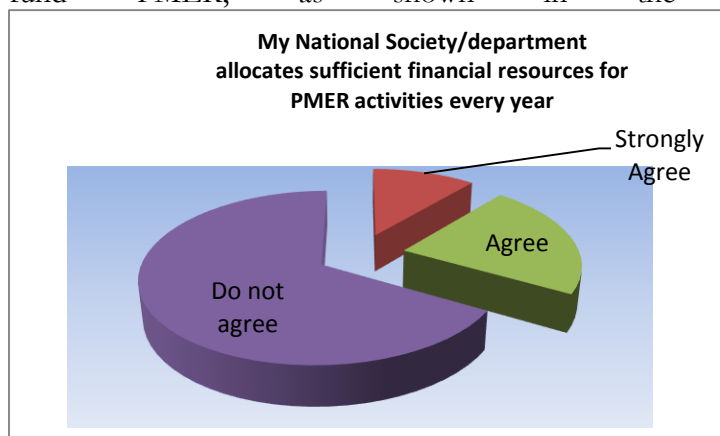
¹⁷ In Djibouti it is the communications coordinator who does reporting. There is no PMER person

Despite this progress however, offices reported understaffing leading to overloading. Understaffing is associated with staff turnover and limited budget to hire the adequate personnel for PMER. Staff turnover is a challenge to sustainability for two reasons: i) trained staff leave the organization frequently thus draining the capacity; and ii) weak orientation process for new staff to learn PMER as they join the organization. In demonstrating the rate of staff turnover, a Key Informant reported that about 23 staff transitioned from IFRC PMER and Program Team in a period of 12 months. Sustaining the benefits realized by the PMER project, especially in Planning and Reporting, will require competent staff whose roles are clearly defined and are provided with adequate space to perform. Overall, only 30% of NSs (Kenya, Madagascar and Tanzania) indicated having adequate PMER staffing during the evaluation. This implies that in a majority of the NS within the Cluster, PMER function remains weak. Further, the evaluation was informed that 20% of PMER staff have not had their job descriptions reviewed to align with the core PMER mandate in the past 3-4 years. This may imply redundancies or misalignment between what the staff do and what they are measured against in the performance appraisal system. This is shown by the significant majority (40%, n=10) of staff that said that PMER support was not included in their performance agreements. This in essence means there was no individual accountability mechanism for the support, which is likely to limit the commitment for an individual staff to the PMER cause.

5.4.3 Budget Allocation to PMER.

Interview with Key Informants revealed that new proposals are intentionally providing budget support to PMER processes. This was reported to be a new practice both at the Cluster office and National Societies. Budget allocations cover field visits and salary contributions to PMER staff. While this has recorded some success, there is imminent danger in that “not all appeals are adequately funded” resulting in budget cuts. PMER activity lines are “always the first to suffer in this scenario”. The evaluation team sought to establish if ongoing PMER budget allocation was based on clear guidelines by the leadership. It was reported that there were no policy guidelines requiring mandatory budget allocation to PMER activities in each proposal, and this exposes these budget lines when staff have to reduce budget to fit to available resources. In practice, a policy framework outlining the core PMER activities in each proposal would help ring fence the budget lines. It probably is for this reason that a majority (66.67%) of survey respondents think that their offices do not sufficiently

fund PMER, as shown in the pie chart below.



It is important to note that sustainability of the project will vary across National Societies. There are a few NS with the requisite foundational elements to anchor the benefits of the PMER project-without or with little external support. This is not the case for the majority of NSs, especially those whose structures were/are in the formative stage.

5.5 Coherence

The evaluation established that the PMER project was enriched over time-making it inclusive. The project facilitated a peer training on “gender and PMER” where PMER focal persons were inducted on Gender analysis tools and frameworks. They were also trained on other cross cutting themes including accountability to beneficiaries, and use of contemporary technology for PMER business processes. As a result, Key Informants reported that monitoring data is now disaggregated by sex and age. The Kenya Red Cross Society reported that the NS, through a gender analysis, decided to vary the timing for community meetings to respond to the daily calendar of men, women and children. This was done with respect to gender roles which make it difficult for certain population groups to participate in community development. Further, the evaluation established that the NS have structured community feedback mechanism through which complaints and compliments are channeled. These range from anonymous phone calls to formal reporting tools. Both Kenya and Ethiopia NS were reported to have worked on a comprehensive “Community Engagement and Accountability Framework” as at end of 2016. Other NS are following at different stages of developing the same.

6.0 Lessons Learnt and good practices

The implementers and project beneficiaries identify specific lessons learnt in the course of the project as follows:

1. Project uptake was better where the IFRC PMER unit had worked through and with their counterparts in the National Societies than where they went through the other units (non-PMER staff) of the NS. This was the case in Kenya and Ethiopia. This may be attributed not just to the entry point but the fact that these offices had corresponding PMER structures that took on the project.
2. Related to the learning above, NS with relatively developed PMER capacity directly sought and received technical support from IFRC PMER unit. In the analysis of this evaluation, the ability to seek for support is capacity in itself.
3. The teams learnt that capacity building is not a one-way direction and the facilitators should be willing to learn even as they facilitate.
4. Emerging technology is an important leverage for PMER.
5. In retrospect, project implementers realized that they would have leveraged other movement resources in the respective countries to generate more impact at a lower cost as had been done in Sudan and South Sudan supported by Swedish RC on capacity building. In Somalia, for example, the German Red Cross has an established presence and would have been used to support the NS there rather than having to rely on the PMER unit in Nairobi for support. This opportunity exists in other countries in the Cluster.

7.0 Promising Practice from the Project

A promising practice in this case is an activity or approach that when used leads to greater results than the cost of using it. It is something that can be replicated with fairly the same results. It is different from a “good practice” in that it has not been subjected to rigorous evaluation. Evaluation participants identified the following good practices:

- i) **Peer-to-peer engagement** between NS and Cluster PMER unit. This led to informal relationships that transcended the formalities of project management. It brought bonding between different people such that National Societies were able to freely engage directly without reference to the IFRC PMER unit. These relationships were strengthened through teleconferencing as well as through an annual peer networking meeting where different participants showcased their PMER strength to the peers leading to replication.

- ii) **Use of peers as resource persons.** The project would identify resource persons from the organization and use them to build the capacity of others. The evaluation team learnt that after significant capacity improvement, the South Sudan NS is being used to support the Uganda NS. Kenya was also used to provide technical support to South Sudan in developing Accountability to Beneficiaries framework. This approach is cost effective and creates useful peer competition.



Participants of the 2015 PMER network meeting – IFRC EAI/OI, South Sudan RC, Sudanese RC, Swedish RC, Uganda RC, Mauritius RC, Burundi RC, Seychelles, Kenya RC, IFRC South Sudan CO, IFRC Sudan CO, Ethiopia RC, Rwanda RC, Tanzania RC, American RC

8.0 Recommendations

Based on the findings and lessons learnt in this project, this evaluation finds the need for sustained support for the PMER capacity project. This will be essential in ensuring adequate skills and systems (structure, policies, procedures and tools) for sustained PMER function both at the National Societies and the Cluster office. To this end the report recommends the following:

- e) Relevance- the next phase of the PMER capacity project be made more relevant by a validation of the PMER capacity assessment conducted in 2012/3. The

validation should extend beyond assessing the quality of PMER products to ascertaining the foundational reasons affecting production of the products. It should, at the very least, focus on staffing, skill, structure, policy and budget for PMER function both at the NS and Cluster office. This will form the basis for institutionalizing PMER function in the different levels of the federation. The report recommends strengthening the relevance of the project through a robust design that recognizes the role of different stakeholders including human resource experts to help in staff training planning and accountability. This expertise was overlooked in the past phase and may have affected the optimal utilization of “coaching, mentoring and On the Job Training” as tools of capacity strengthening. A wider stakeholder participation is likely to both enrich the design and may also make more resources available to execute the new phase.

- f) Impact. Going forward, it is suggested that the project defines the specific impact it wants to achieve and how that will be measured. This notwithstanding, this report recommends enhancing the impact of the project through clear accountability milestones for individual staff, departments and NS. Consistent use of evaluation findings to make management decisions should be foremost in the new project. Overall, impact of the PMER should be designed to have a financial benefit to the organization through attracting and/retention of donors. This will be a motivation to all entities involved in the project.
- g) Effectiveness. It is the recommendation of this report that the new phase of the PMER capacity project be more intentional in delivering against its key outputs. Importantly, the outputs targets should be both challenging and motivating to achieve.
- h) Sustainability. This report recommends that the new project phase ensures that the project addresses core sustainability anchors of capacity change including structure, staffing, policies, resourcing/financing and tools for anchoring the PMER function. Overall, the Cluster office is encouraged to advocate for PMER to be a central performance indicator for the National Societies and **advocate for PMER performance indicators to be used in the NS.**

9.0 Annexes

9.1 List of Respondents

9.1.1 Key Informants

Ruwaydah Wangara	IFRC EAIOI	Planning and accountability officer
Peter Muhangi	IFRC EAIOI	Food Security Advisor
Geofrey Odera	IFRC EAIOI	Emergency planning & reporting officer
Yusuf Ibrahim	IFRC Africa Region	Senior PMER Officer
Cecile Demiliano	IFRC EAIOI	Emergency PMER delegate
Rehema Mbete-	Kenya Red Cross Society	MEAL Officer
M.Raharison Heritiana	Madagascar Red Cross Society	PMER Coordinator
Moushomi Choudhry	IFRC EAIOI	Planning and Programming Coordinator

9.1.2 Online Survey Participants

1. Rehema Mbete	MEAL Officer	Kenya Red Cross Society
2. Peter Muhangi	Food Security Advisor	IFRC
3. Geofrey Odera	Emergency planning & reporting officer	IFRC
4. Emmanuel Ntakirutimana	PMER Officer	Rwanda Red Cross Society
5. Kwame Darko	Health Delegate	IFRC Somalia CO
6. John Thomas	PMER Coordinator	Tanzania Red Cross Society
7. Alex Mugyisha	PMER Coordinator	Uganda Red Cross Society
8. M.Raharison Heritiana	PMER Coordinator	Madagascar Red Cross
9. Asjad Ali	Program Manager	IFRC Sudan CO
10. Isaac Nduricimpa	PMER Coordinator	Burundi Red Cross Society
11. Zaabi Dominic	Head of OD	South Sudan Red Cross

9.2 Tools used for the evaluation

The following are the tools used in the evaluation exercise

9.2.1 TOOL 1- KII Guide for PMER Manager/Coordinator

Introduction

IFRC PMER unit has been implementing a project aimed at strengthening Planning, Monitoring, Evaluation and Reporting in 15 National Societies and within IFRC EAIOI office. This project was conceived to respond to PMER capacity gaps, key of these being:

- Lack of dedicated PMER staff and programme staff competent in PMER
- High turnover of staff in many National Societies and at EARRO;
- Gaps in knowledge and capacities in both National Societies and EARRO to ensure quality PMER
- Limited resources available for PMER at NS
- Too heavy focus on planning and reporting, and a substantial lack in monitoring and evaluation activities and competence

The PMER project was to be implemented using the following methods:

- **Providing technical assistance** to NS, IFRC CO and EARRO in PMER, including reviewing plans , logframes and M&E plans, quality assuring reports, providing input to evaluation/baseline TORs and evaluation processes etc
- **Providing capacity building**, including organizing trainings and meetings, providing coaching through support visits to NS/IFRC CO and ‘staff on loan’ coaching at EARRO
- **Promoting and facilitating** learning opportunities and peer to peer learning.

After running for four years, the project has come to an end (2016) and the EAIOI PMER unit has commissioned an end of project evaluation to:

- a) To assess the quality of the PMER support provided to the targeted NS and IFRC Programmes
- b) To assess the impact of the PMER support provided to the targeted NS and IFRC Programmes
- c) To assess the extent to which the PMER programme coordinated/collaborated with other Movement partners
- d) To assess the relevance and sustainability of the PMER programme support provided to targeted NS and IFRC Programmes.

As part of this evaluation, you have been identified as a Key Informant for this evaluation. We would like to ask you a set of questions about the project. Do we have your approval to proceed? YES-----NO-----

Note to the enumerator

NB: Ask and obtain any necessary evidence in writing as back up

-Plans

-Reports

-Communication from 3rd Parties attesting to improved PMER products in the past 4 years

Start Here

1. What strategic and operational **issues** did the PMER Program seek to address both at IFRC and NS levels?

Probe:

- a) Key success benchmarks for the PMER
- b) Original and subsequent objectives of PMER

2. How were these issues identified and who was involved in the process?

Probe:

- a) Was the process of needs identification structured?
- b) How did the NS participate in the process?
- c) Report of the needs assessment report

3. What systems were established by the IFRC PMER project to facilitate the following:

- a) Implementation of PMER strengthening program – approaches to capacity building that were adopted/tools developed to facilitate implementation process/skills and knowledge transfer mechanisms established (IFRC to NS)/compliance mechanisms established
- b) Monitor progress and continually provide feedback as well as taking corrective measures as necessary

- c) Document lessons and key experiences Share experiences in implementation of PMER
 - d) Ensure effective coordination between IFRC and NSs to capitalize on localized PMER initiatives and avoid wastage of resources as well as overlap
 - e) Ensure integration of gender
 - f) Ensure sustainability
4. What was the engagement of PMER with specific programmes like Health, DM, OD, etc. Were these adequate? Why?
 5. How effective were the mechanisms outlined above in achieving their intended purpose?

Probe

- a) What went well, what did not go well & why?
 - b) In retrospect, what would you have done differently and why?
 - c) Challenges encountered
 - d) Are there any missed opportunities?
6. Based on available evidence, what has been achieved or not achieved in relation to the plans and targets for PMER Program over the years?

Probe

- a) Achievements at IFRC Level (PMER Unit)
 - b) Achievements that are similar across the NS and available evidence
 - c) NS specific achievements and evidence
 - d) Reasons for non-achievement of targets and plans and actions taken?
 - e) What aided achievement of plans over the period?
7. What resource materials did the PMER unit use to implement the activities

Probe for

- a) Manuals;
- b) Videos/ other aids
- c) Webinar notes

8. What qualitative/value adding changes have occurred/been observed in the PMER processes, both at IFRC and NSs levels as a result of the PMER strengthening interventions undertaken?

Probe:

- a) Changes directly/indirectly attributable to the interventions
 - b) Unexpected/Unplanned changes observed
 - c) Potential for such changes to have occurred without the PMER Strengthening interventions
 - d) Changes considered MOST/LEAST significant and why?
9. What has been put in place both at IFRC and NS levels to ensure that the changes/gains realized will be sustained with reduced external support?

Probe

- a) Internal capacities established
- b) Documented systems and processes
- c) Mainstreaming of some key PMER elements
- d) Compliance/accountability mechanisms instituted

9.2.2 TOOL2: KII Guide – Regional Thematic Advisors:

Introduction

IFRC PMER unit has been implementing a project aimed at strengthening Planning, Monitoring, Evaluation and Reporting in 15 National Societies and within IFRC EAIOI office. This project was conceived to respond to PMER capacity gaps, key of these being:

- Lack of dedicated PMER staff and programme staff competent in PMER
- High turnover of staff in many National Societies and at EARRO;
- Gaps in knowledge and capacities in both National Societies and EARRO to ensure quality PMER
- Limited resources available for PMER at NS
- Too heavy focus on planning and reporting, and a substantial lack in monitoring and evaluation activities and competence

The PMER project was to be implemented using the following methods:

- **Providing technical assistance** to NS, IFRC CO and EARRO in PMER, including reviewing plans, logframes and M&E plans, quality assuring reports, providing input to evaluation/baseline TORs and evaluation processes etc
- **Providing capacity building**, including organizing trainings and meetings, providing coaching through support visits to NS/IFRC CO and ‘staff on loan’ coaching at EARRO
- **Promoting and facilitating** learning opportunities and peer to peer learning.

After running for four years, the project has come to an end (2016) and the EAIOI PMER unit has commissioned an end of project evaluation to:

1. To assess the quality of the PMER support provided to the targeted NS and IFRC Programmes
2. To assess the impact of the PMER support provided to the targeted NS and IFRC Programmes
3. To assess the extent to which the PMER programme coordinated/collaborated with other Movement partners
4. To assess the relevance and sustainability of the PMER programme support provided to targeted NS and IFRC Programmes.

As part of this evaluation, you have been identified as a Key Informant for this evaluation. We would like to ask you a set of questions about the project. Do we have your approval to proceed? YES-----NO-----

Note to the enumerator

NB: Ask and obtain any necessary evidence in writing as back up

-Plans

-Reports

-Communication from 3rd Parties attesting to improved PMER products in the past 4 years

Start Here

1. What is your understanding of the PME strengthening program that has been implemented over the last 4 years?
2. What elements of PMER program have you/your thematic area interacted with/benefitted from over the years?

Probe

- a) Nature of support received in Planning
 - b) Nature of support received in M&E
 - c) Nature of support received in Reporting
3. Have you experienced/observed any qualitative/value adding changes or improvements in PMER processes within your Sector following support that has been provided so far? Explain

Probe

- a) Specific changes related to each of the PMER elements
 - b) Whether change can be directly/indirectly attributable to the PMER Strengthening Program
4. What elements of the PMER Support do you consider to have been MOST/LEAST beneficial to your thematic area?
 5. To what extent do you consider PMER Strengthening program to have been adequately aligned to your sectoral objectives?

Probe:

- a) Aspects of PMER Strengthening Program that may need to be strengthened/adjusted

9.2.3 Tool 3: National Societies – PMER Coordination/Oversight Team

Introduction

IFRC PMER unit has been implementing a project aimed at strengthening Planning, Monitoring, Evaluation and Reporting in 15 National Societies and within IFRC EAIOI office. This project was conceived to respond to PMER capacity gaps, key of these being:

- Lack of dedicated PMER staff and programme staff competent in PMER;
- High turnover of staff in many National Societies and at the Cluster Office;
- Gaps in knowledge and capacities in both National Societies and EARRO to ensure quality PMER
- Limited resources available for PMER at NS
- Too heavy focus on planning and reporting, and a substantial lack in monitoring and evaluation activities and competence

The PMER project was to be implemented using the following methods:

- **Providing technical assistance** to NS, IFRC CO and EARRO in PMER, including reviewing plans, logframes and M&E plans, quality assuring reports, providing input to evaluation/baseline TORs and evaluation processes etc
- **Providing capacity building**, including organizing trainings and meetings, providing coaching through support visits to NS/IFRC CO and ‘staff on loan’ coaching at EARRO
- **Promoting and facilitating** learning opportunities and peer to peer learning.

After running for four years, the project has come to an end (2016) and the EAIOI PMER unit has commissioned an end of project evaluation to:

1. To assess the quality of the PMER support provided to the targeted NS and IFRC Programmes
2. To assess the impact of the PMER support provided to the targeted NS and IFRC Programmes
3. To assess the extent to which the PMER programme coordinated/collaborated with other Movement partners
4. To assess the relevance and sustainability of the PMER programme support provided to targeted NS and IFRC Programmes.

As part of this evaluation, you have been identified as a Key Informant for this evaluation. We would like to ask you a set of questions about the project. Do we have your approval to proceed? YES-----NO-----

Note to the enumerator

NB: Ask and obtain any necessary evidence in writing as back up

-Plans

-Reports

-Communication from 3rd Parties attesting to improved PMER products in the past

4 years

Start Here

1. What is your understanding of the PMER strengthening program by IFRC PMER Unit implemented over the last 4 years?

Probe

- a) Awareness of objectives/outcomes/outputs as they relate to the NS needs and priorities over the years
2. To what extent do you consider the PMER Program to have been aligned with/relevant to your NS strategic objectives and priorities?

Probe

- a) Relationship between PMER objectives and NS needs and priorities as they have evolved over the years.
- b) Had the NS identified PMER needs in any of their previous plans?
- c) Was PMER strengthening in the NS's Strategic Plan
3. How did your NS benefit from the project?

Probe

- a) How many staff and volunteers (Male---- Female-----) and community members (Male.....Female.....) benefitted directly, and their levels in the organization

- b) Was the project supported and endorsed by the top leadership in the organization? Show evidence.
 - c) If trainings were done, were these part of individual development plans usually managed under the Human Resources department.
4. What has the NS done in terms of implementing the key elements of the PMER Strengthening program

Probe

- a) What has been implemented/not been implemented so far and key achievements realized?
 - b) Coordination with IFRC, other NS and the Movement
 - c) Systems put in place for strengthening PMER
 - d) Challenges and Gaps encountered
 - e) Integration of cross-cutting issues
5. What value-adding /significant changes/ improvements have occurred in your NS PMER Processes following support received from the PMER project?

Probe

- a) Changes or improvements in relation to Planning/Monitoring & Evaluation and reporting process
 - b) Changes directly/indirectly attributable to the PMER Strengthening Program
 - c) Potential for changes to have occurred without the PMER support
6. What has the NS put in place to ensure that the changes/improvements realized following the PMER support would be sustained?

Probe

- a) Internal capacities established
- b) Documented systems and processes
- c) Mainstreaming of some key PMER elements
- d) Compliance mechanisms instituted
- e) Changes/gains requiring continued PMER support to be sustained
- f) Changes requiring limited PMER support to be sustained
- g) Changes that do not require PMER support to be sustained.
- h) Resource allocation for PMER

7. What higher level changes or benefits has the NS received that can be attributed to this project?

8. What worked well? Did not work well (and Why?) in regard to the implementation of the PMER Strengthening program in your NS?

-----END-----

9.2.4 Tool 4: MINI-SURVEY TOOL- Beneficiary Perception on Knowledge, Relevance and Impact of PMER Support

This tool is intended to gauge the perceptions of the direct beneficiaries of PMER Strengthening Program on the appropriateness and impact of the interventions. Feedback on this tool will complement and triangulate the data gathered through KII and secondary literature review in measuring the immediate outcomes and impact of the project interventions.

1) Knowledge and Interaction with PMER Strengthening Program

1.1 How would you describe your understanding of the PMER Strengthening Program

Good	Average	Limited
------	---------	---------

1.2 Describe the degree to which you have interacted with the following elements of the PMER Support

PMER Elements	Frequency of Interaction		
	Frequently	Average	Less frequently
Planning			
Monitoring			
Evaluation			
Reporting			

1.3 Indicate the type of support received for each of the following elements of PMER

PMER Elements	Direct Support	Indirect Support	No support received
Planning			
Monitoring			
Evaluation			
Reporting			

2) Relevance of the PMER Support

2.1 PMER Strengthening Program is/was relevant to the needs of my NS/Thematic area

1	2	3
Do not Agree	Agree	Strongly Agree

- 2.2 I consider PMER strengthening as a key priority for improving the quality and effectiveness of programs

1	2	3
Do not Agree	Agree	Strongly Agree

- 2.3 I have had the opportunity to participate or contribute towards the review or further development of the PMER Strengthening Program objectives

1	2	3
Do not Agree	Agree	Strongly Agree

3 Impact of PMER Strengthening on Planning Processes

- 3.1 Due to the PMER project, I now have a good understanding of the IFRC Planning process

1	2	3
Do not Agree	Agree	Strongly Agree

- 3.2 PMER Support has increased my knowledge on Program Planning

1	2	3
Do not Agree	Agree	Strongly Agree

- 3.3 PMER support has ensured/contributed towards the adoption of a more systematic and standardized process for planning

1	2	3
Do not Agree	Agree	Strongly Agree

- 3.4 PMER Support has directly contributed towards improvement in the quality of the Annual plans

1	2	3
Do not Agree	Agree	Strongly Agree

- 3.5 PMER Support has indirectly contributed towards improvements in the quality of Annual Report

1	2	3
Do not Agree	Agree	Strongly Agree

4 Impact of PMER Strengthening of Monitoring and Evaluation:

- 4.1 PMER Support has been useful in increasing my understanding of key M&E Concepts

1	2	3
Do not Agree	Agree	Strongly Agree

- 4.2 PMER Support has contributed towards my increased understanding of IFRC M&E procedures and tools

1	2	3
Do not Agree	Agree	Strongly Agree

- 4.3 Through PMER Support, I have enhanced my practical skills in designing M&E Frameworks/Plans

1	2	3
Do not Agree	Agree	Strongly Agree

- 4.4 Through PMER Support, I have improved my skills in designing data collection tools

1	2	3
Do not Agree	Agree	Strongly Agree

4.5 Through PMER Support, I have enhanced my skills in data analysis and reporting

1	2	3
Do not Agree	Agree	Strongly Agree

4.6 PMER Support has contributed towards an improvement in the understanding of roles and responsibilities in the management of Evaluations

1	2	3
Do not Agree	Agree	Strongly Agree

4.7 PMER Support has directly contributed towards an improvement in the quality of the evaluation TORs

1	2	3
Do not Agree	Agree	Strongly Agree

4.8 PMER Support has directly contributed towards improvement in the Quality of Evaluation Reports

1	2	3
Do not Agree	Agree	Strongly Agree

4.9 PMER Support has directly contributed towards improvement in the Quality of Internal Evaluations undertaken

1	2	3
Do not Agree	Agree	Strongly Agree

5 Impact of PMER Strengthening on Reporting processes and Products

Indicate the degree to which you agree with the following statements:

PMER Support has contributed to the following:

5.1 Improvement of my skills in donor reporting

1	2	3
Do not Agree	Agree	Strongly Agree

5.2 Improvement of my skills in writing of research/assessment/evaluation reports

1	2	3
Do not Agree	Agree	Strongly Agree

5.3 Improved quality of reports/reporting

1	2	3
Do not Agree	Agree	Strongly Agree

5.4 Improved adherence to reporting timelines

1	2	3
Do not Agree	Agree	Strongly Agree

5.5 Improvement in the timeliness of reporting

1	2	3
Do not Agree	Agree	Strongly Agree

5.6 Ensured standardized tools for reporting are adopted/adhered to

1	2	3
Do not Agree	Agree	Strongly Agree

5.7 Timely feedback on reports at all levels:

1	2	3
Do not Agree	Agree	Strongly Agree

5.8 Appropriate use of evaluation results for decision making by the management

1	2	3
Do not Agree	Agree	Strongly Agree

6 Sustainability of PMER Outcomes

Indicate the degree to which you agree with the following statements:

- 6.1 Gains achieved through PMER support will be sustained beyond the life of the PMER Strengthening program

1	2	3
Do not Agree	Agree	Strongly Agree

- 6.2 PMER processes have been adequately institutionalized

1	2	3
Do not Agree	Agree	Strongly Agree

- 6.3 Gains realized through the PMER support are likely to be lost when funding of the program comes to an end

1	2	3
Do not Agree	Agree	Strongly Agree

7.0 Areas of Improvement

7.1 What do you think could have been done differently in the implementation of the project?

7.2 Which areas of the PMER process have markedly improved in your office in the past 4 years?

7.3 What areas of the PMER process still require further support in your office?