

## Terms of Reference

### Programme Monitoring and Evaluation (PM&E) Committee Concern Worldwide Board (Hereafter referred to as the Board)



June 2023 updated

## Role of PM&E Committee

The PM&E Committee has an advisory role in so far as it reports its conclusions and recommendations to the Concern Worldwide Board which makes the organisational decisions. The Board may however delegate appropriate specific powers to the Committee as it considers advisable/necessary.

The normal role of the Committee is as follows:

- It reviews newly developed organisational policies and makes recommendations to the Board as to their adoption or need for revision before being approved.
- It monitors, through evaluations and other sources of programme information/intelligence, the implementation of approved policies.
- It ensures that the quality of different areas of Concern's programmes is evaluated on a regular basis.
- It seeks to ensure that lessons are learnt from the evaluations with a view to improving the quality of the programme.
- It may propose revision, re-purposing or combination of policies as deemed necessary.

## Membership

The number of Board members elected to the Programme Monitoring and Evaluation Committee at the June meeting of the Board will be two (2) (with more than two being encouraged where possible). At its first meeting, the Committee will elect a Chairperson and decide whether to co-opt additional members. The members may co-opt up to three (3) additional members. If vacancies arise on the Committee during the year, the remaining members may co-opt other members to fill vacancies. Given the nature of the work on the PM&E Committee which involves organisational learning, a degree of continuity of service on this Committee is recognised as valuable. It is therefore recommended that people joining this Committee should be willing to serve on it for more than one year.

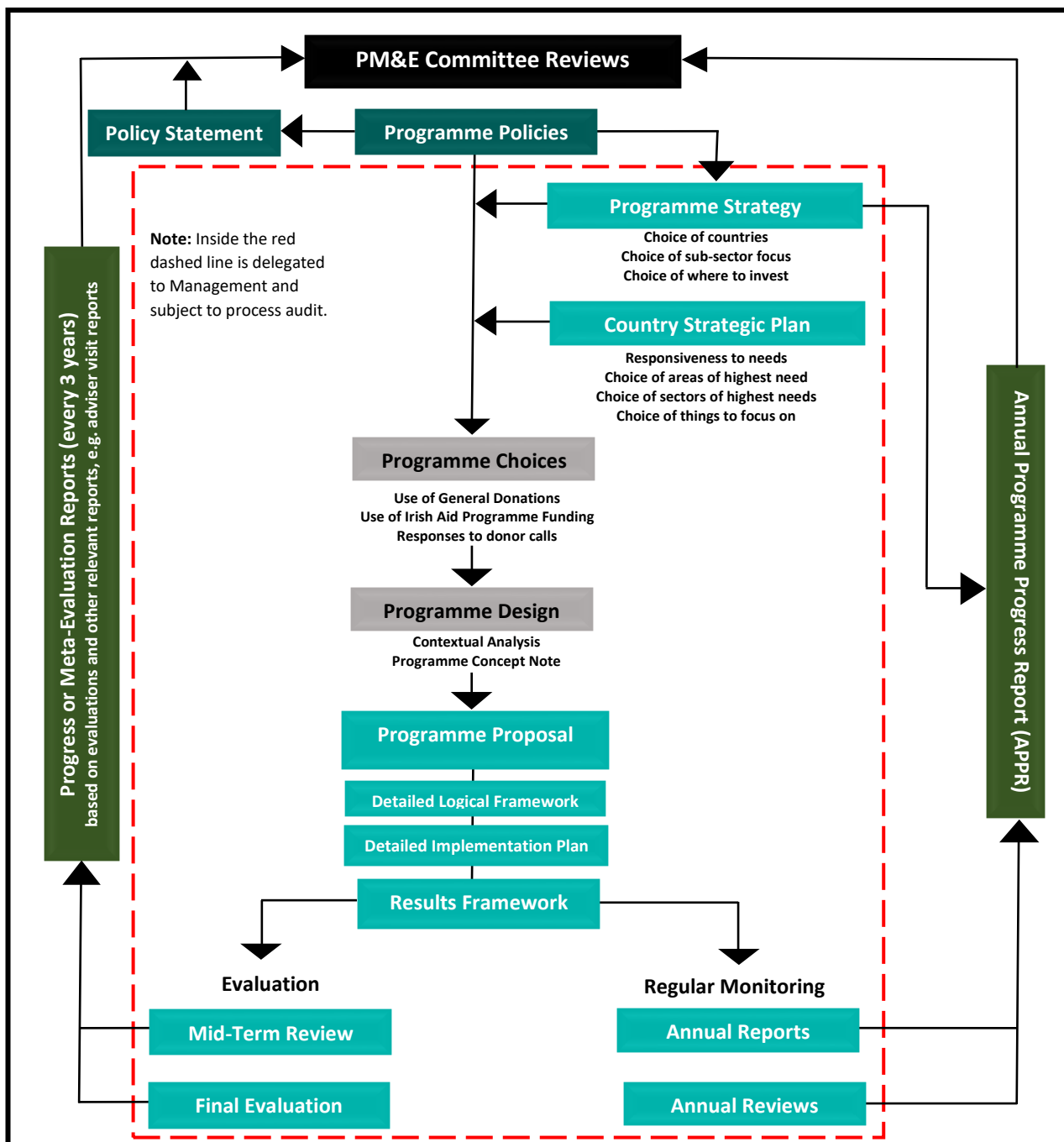
## Meetings

The meetings are held on a quarterly basis though special meetings may be held to consider particular issues. The director of the *Strategy, Advocacy and Learning (SAL) Directorate* of Concern is responsible for ensuring that members are fully briefed on all major issues and attends the meetings of the Committee. Relevant staff from the International Programmes Directorate, the Emergency Directorate and the Public Affairs Directorate will also be present, as required. The quorum for meetings of the committee is three (3), i.e. at least two board members and one other.

## Reporting

The Chairperson of the Committee reports to the Board on the activities and recommendations of the Committee.

**Figure 1. PM&E Committee TOR: Overview of links between policies, strategies and programmes**  
**Note:** All policies will be reviewed every 10 years unless there is identified need for earlier review.



- Key Programme Policies**
1. Approach to Emergencies
  2. HCUEP
  3. Geographical Targeting
  4. Livelihoods
  5. Health
  6. Education
  7. Equality
  8. HIV and AIDS
  9. DRR
  10. Protection
  11. Partnership/Localisation
  12. Capacity Building
  13. Environment
  14. Conflict

- Key Questions by PM&E Committee of POLICIES:**
1. Is there a clear need for this policy in Concern?
  2. Does it make the issue clear and why it is important to Concern?
  3. Does it reflect Concern's Identity, Vision, Mission and Values well?
  4. Does it clearly articulate Concern's beliefs and aims on the topic?
  5. Does it articulate at a broad level to allow application in all contexts?
  6. Does it reflect Concern's focus on the poorest?
  7. Does it give direction on the kinds of things Concern will and will not do?
  8. Are there any other major issues arising?

- Key Questions by PM&E Committee of REPORTS:**
1. Am I happy that I am getting an objective analysis of the quality of and progress in programmes?
  2. Am I happy with the quality and scale of Concern's work in this area and that it is in line with Concern's policies?
  3. Has Concern management implemented accepted recommendations from the last report, identified adjustments necessary and how Concern will take them forward?
  4. Are there any other major issues arising?

## **Guidance on Board Oversight of Concern's Programmes.**

The Board of Concern Worldwide approves policies of the organisation. It also oversees progress in Concern's programmes to ensure that the organisation is making progress against its mission and said policies. The detailed oversight of programme policies is delegated to the Programme Monitoring and Evaluation Committee (PM&E) although the full Board has responsibility to approve policies and reports.

**Policies Review Cycle:** All policies will be reviewed every 10 years unless there is a significant change in the external environment that may trigger a policy review.

Generically, the following are the questions the PM&E Committee will ask of policies:

1. Is there a clear need for this policy in Concern?
2. Does the policy make clear what the issue is and why it is of importance to Concern?
3. Does the policy reflect Concern's Identity, Vision, Mission and Values well?
4. Does the policy clearly articulate Concern's beliefs and aims on the topic?
5. Does the policy articulate at a level broad enough to allow application in all contexts?
6. Does the policy reflect Concern's focus on the poorest people and countries in the world, especially those in fragile and conflict affected contexts?
7. Does the policy give direction to the organisation and its staff on the kinds of things Concern will do and the kinds of things Concern will not do?

**Progress Reports Cycle:** Reports on progress in specific areas come to the Board on a three-yearly rolling cycle (see Annex 2), with the exception of the Policy Statement which has no customised reporting mechanism. Most progress reports will be a meta-evaluation or an analysis of groups of evaluations.

Generically, the following are the questions the PM&E Committee will ask of progress reports or meta-evaluations:

- Am I happy that I am getting an objective analysis of the quality of and progress in programmes?
- Are Concern's programmes addressing key inequalities, key risks and vulnerabilities as well as a considered range of assets on a consistent and systematic basis?
- Has management implemented accepted recommendations from last report, laid out clearly what improvements are necessary and how Concern will take them forward?
- Are there any other major issues arising?

Please see Annex 1 for greater detail on differences between different policies and different reports. These are guidance for staff writing policies and reports as well as for PM&E Committee members.

### **Note on Evaluation:**

Concern does not have a formal "evaluation policy" document *per se*. However, it is the organisational position that Concern "evaluates all programmes at least once in their programme period". This is the *de facto* policy and is embedded in Concern's Programme Quality Guide. Given the difficulties experienced in conducting evaluations in emergency contexts for a range of practical reasons, Concern has developed a guiding paper on how evaluations can be done proportionally for different scales and lengths of intervention. The guiding paper states clearly that Concern needs to do some form of evaluation of interventions, but allows the evaluation to be as practical as an After Action Review or "wash-up" for short-term and small emergency responses.

## **Annex 1: Detailed Guidance on Specific Policies and Progress Reports**

This Annex outlines the following:

1. What the Board should expect to see in policies.
2. What the Board should expect to see in progress reports.
3. The key questions the Board needs to ask about policy to fulfil its oversight role.
4. The key questions the Board needs to ask about progress reports to fulfil its oversight role.

### **Developing and Approving New Concern Programme Policies:**

#### **Purpose:**

To guide Concern's work by articulating what the organisation believes in and how it will work in specific programme areas such as sectors, approaches and with other programme topics (e.g. emergencies, targeting, advocacy, capacity building, etc.).

#### **Content: What the Board should expect to see in policies:**

A Concern policy articulates as clearly and concisely as possible what Concern believes about a topic and how Concern will seek to implement or address it. A Concern policy states how a topic relates to Concern's vision and mission and guides what the organisation can and cannot do in relation to the topic. Policy tends to be broad to cover all contexts and yet seeks to give direction to managers in terms of putting the policy into practice. Most policies need to be supported by strategies and detailed operational guidance. The exact content of the policy will vary according to the topic.

- What is the topic? Definitions.
- Importance of the topic for Concern's target group.
- Global commitments to the topic.
- Importance of the topic for Concern Worldwide and its identity, mission and values.
- Link with HCUEP and Concern's Approach to Emergencies.
- Purpose of the policy and its application in Concern's programmes.
- Global evidence on programme interventions and/or policy effectiveness.
- Concern's core position and key principles on the topic.
- How Concern will apply the topic in its programmes.
- Measures of success: KPIs or proxy measures of what Concern seeks to achieve.

#### **Questions for the Board to ask about all new or revised policies:**

1. Is there a clear need for this policy in Concern?
2. Does the policy make clear what the topic is and why it is of importance to Concern?
3. Does the policy reflect Concern's Identity, Vision, Mission and Values well?
4. Does the policy clearly articulate Concern's beliefs and aims on the topic?
5. Does the policy articulate at a level broad enough to allow application in all contexts?
6. Does the policy reflect Concern's focus on the poorest people and countries in the world, especially those in fragile and conflict-affected contexts?
7. Does the policy give direction to the organisation and its staff on the kinds of things Concern will do and the kinds of things Concern will not do?

Concern management proposes to develop a strategy with results frameworks for the programme policies and to formally review progress on these every three years, as well as reviewing a dashboard of all strategies once a year (in the APPR). The strategies do not need approval from the Board but they will be used to report to the PM&E Committee and the Board on progress in implementing relevant policies.

There are essentially four types of programme-related policies in Concern Worldwide:

- A. **Foundational organisational policies:** Policy Statement, HCUEP, Approach to Emergencies, Geographical Targeting.
- B. **Sector Policies:** Education, Health and Livelihoods (the latter includes Sustainable Livelihoods, Microfinance and Social Protection policies).
- C. **Approaches and cross-cutting issues:** Equality, DRR, HIV and AIDS, Protection, Partnership, Capacity Building, Human Rights. [It is likely that Concern may need to add the following: Environment, Conflict, Accountability, although Concern does not yet have policies on each.]
- D. **Policies guiding work on root causes:** Advocacy and Active Citizenship (development education).

### **Three Yearly Progress Reports (Reported against approved Programme Policies)**

Given the different nature of the categories of the policies as outlined above, some of the headings and questions that are appropriate to and relevant for one set of reports, seem less relevant for others. Thus, Concern seeks to clarify the right content for each type of report and the right questions for the Board and PM&E to ask of each type as follows.

#### **A. Reports on Progress against Foundational Policies**

**A1.** The **Policy Statement** should outline the Identity, Vision, Mission, Values, Organisational Purpose and Organisational Theory of Change. There will be no regular reports against this policy yet all of Concern's work has to be overseen in light of this key document. In particular, each new organisational strategic plan and programme policy has to be framed by this.

**A2. How Concern Understands Extreme Poverty**, or any replacement of same, should articulate a clear conceptualisation of the nature of extreme poverty and how Concern will target and address extreme poverty. Concern is scheduled to report against this policy every three years and Concern will use meta-evaluation to do this.

Reporting on HCUEP is not straightforward because Concern's understanding is usually not part of how donors frame funding mechanisms. Concern proposes to use the DAC (the OECD Development Assistance Committee) criteria for meta-evaluation and to use other reports to pick up whether Concern is adequately applying the HCUEP lens, especially whether Concern are addressing inequalities and key vulnerabilities systematically in Concern's programmes. Concern expects the report on HCUEP to follow the outline below:

1. Relevance of Concern's programmes (appropriateness, targeting, etc.).
2. Efficiency.
3. Effectiveness.
4. Impact (including influencing policy, changing norms...).
5. Sustainability (capacity building, system strengthening...).
6. Evidence of systematic application of the HCUEP lens across all programmes, apart from major sudden-onset emergencies, but including Active Citizenship and International Advocacy programmes. This should include visibility in context analysis, Country Strategic Plans, programme design and programme reports and evaluations.
7. Learning, innovation and continuous quality improvement.
8. Commentary or judgement as to alignment with the relevant policy or policies.

*Questions from the Board/PM&E Committee should be:*

- Am I happy that I am getting an objective analysis of the quality of and progress in programmes of the application of HCUEP?
- Are Concern's programmes addressing key inequalities, risks and vulnerabilities as well as a considered range of assets on a consistent and systematic basis?
- Has management implemented accepted recommendations from last report, laid out clearly what improvements are necessary and how Concern will take them forward?
- Are there any other major issues arising?

**A3.** The **Approach to Emergencies** document is the one that articulates Concern's humanitarian mandate and how Concern will apply such a mandate. Concern is scheduled to report against this policy every three years and Concern will use meta-evaluation to do this.

Concern proposes to use the *extended* DAC principles for meta-evaluation and to use other reports to pick up whether Concern is applying Concern's humanitarian mandate. This is mainly achieved by tracking the number and scale of emergency responses documented in the previous three Annual Programme Progress Reports (APPRs). Concern expects the report to follow the outline below:

1. Relevance of Concern's programmes.
2. Appropriateness (including an analysis of scale of responses).
3. Coverage.
4. Efficiency.
5. Effectiveness (including timeliness).
6. Connectedness (including a consideration of sustainability).
7. Coherence (including a consideration of co-ordination).
8. Impact (including influencing policy and practice).
9. Evidence of systematic application of Concern's humanitarian mandate via tracking the number and scale of emergency responses documented in the previous three Annual Programme Progress Reports (APPRs).
10. Learning, innovation and continuous quality improvement
11. Commentary or judgement as to alignment with the Approach to Emergencies policy.

*Questions from the Board/PM&E Committee should be:*

- Am I happy that I am getting an objective analysis of the scale and quality of, and progress in, emergency response programmes and projects?
- Am I happy with the quality and scale of Concern's work in this area and that this in line with Concern's policies?
- Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
- Are there any other major issues arising?

**A4.** The **Geographical Targeting** policy simply outlines where in the world Concern will work operationally. This policy will be reported against on a three yearly cycle. The Board needs to oversee that Management is making proposals to the Board on country entry and exit that are in line with this policy. Concern does not envisage major changes every three years but this is an important policy in terms of guiding organisational focus and direction. Therefore, Concern needs to track this policy carefully, especially as the potential or offer of major financial contracts or grants to work in other locations can be very attractive and can easily appeal to the financial needs of the organisation.

This report should contain the following key content:

1. Latest Poor-Vulnerable Index (PVI) with clarity on which countries are the poorest and most vulnerable. This then needs to outline in which ones Concern is working and in which ones Concern is not working.
2. Outline of Concern's county portfolio and commentary on alignment with PVI.
3. Commentary on major crises across the world over the period of the report and whether Concern was consistent in decision-making in its responses, or in its decisions not to respond, to international emergencies that met the intervention criteria outlined in the Approach to Emergencies and Geographical Targeting policies.
4. Outline of any country entries and exits in the previous three years and commentary on their alignment with the policy including justification in any case in which they are not aligned.
5. The application of the PVI approach within countries of operation, apart from those of major international emergencies where, in discussion with other humanitarian actors, decisions will be driven by needs assessments, coverage gaps and added value. This will essentially be a report on targeting within Country Strategic Plans.

*Questions to be asked by the Board/PM&E Committee:*

1. Am I happy that I am getting an objective analysis of the geographical targeting?
2. Am I happy that Concern is working in the poorest and most-vulnerable countries and areas within those countries?
3. Am I happy that Concern was consistent and true to its mission in its emergency responses in countries in which Concern was not operational and that the timelines for any interventions made was clear in terms of the length of engagement in them?
4. Am I happy that the reasons provided for not responding in new countries of major humanitarian need are justifiable to the Board?
5. Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
6. Are there any other major issues arising?

<b>B. Reports on Progress on Sectors (Education, Health, Livelihoods)</b>
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***B. Sectoral Progress Reports: Report Outline based on meta-evaluation***

Concern has agreed to structure meta-evaluation reports around the DAC criteria (or the extended DAC principles for emergency responses):

1. Relevance of Concern's programmes (appropriateness, targeting).
2. Efficiency.
3. Effectiveness.
4. Impact (including influencing policy, changing norms...).
5. Sustainability (capacity building, system strengthening...).
6. Learning, innovation and continuous quality improvement.
7. Progress on strategy using a number of KPIs.
8. Commentary or judgement as to alignment with the relevant policy or policies.

*Sectoral Programme Reports: Questions to be asked by PM&E Committee and Board*

1. Am I happy that I am getting an objective analysis of the quality of and progress in programmes?
2. Am I happy with the quality and scale of Concern's work in this area and that this in line with Concern's policies?
3. Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
4. Are there any other major issues arising?

## **C. Reports on Progress on Programme Approaches**

The number of programme approaches will continue to change over time. Currently (Aug. 2019) Concern has adopted the following 'programme approach' policies: Equality, Disaster Risk Reduction (DRR), HIV, Humanitarian Protection, Capacity Building, and Partnership. Concern expects Conflict Sensitivity and Environment to be added to this suite.

### ***Approaches/Cross-Cutting Issues: Report Outline***

The content should include:

1. Level and consistency of application of the programme approach according to the sample evaluations.
2. Strengths of practice, based on wider documentation.
3. Weaknesses in practice, based on wider documentation.
4. Key learning.
5. Evidence of continuous quality improvement and innovation.
6. Progress on strategy, if Concern has a strategy.
7. Commentary or judgement as to alignment with the relevant policy or policies.

### ***Approaches/Cross-Cutting Issues: Questions to be asked by PM&E Committee and Board***

- Am I happy that I am getting an objective analysis of the quality of and progress in programmes?
- Am I happy with the quality and scale of Concern's work in this area and that this is in line with Concern's policies?
- Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
- Are there any other major issues arising?

## **D. Reports on Advocacy and Active Citizenship**

### **D1. Advocacy Reports:**

The paucity of regular evaluations of advocacy programmes or initiatives makes this difficult to report on and any meta-evaluation less meaningful. Advocacy is also one of the most difficult areas of work to monitor and evaluate due to the complex causality related to policy and political decision-making. Nevertheless, Concern will endeavour to continue to apply the DAC criteria to drive consistency across all of its programmes, but Concern will add analysis and commentary based on other sources of intelligence beyond evaluations.

The advocacy report should include the following information.

1. Relevance of Concern's advocacy programmes and interventions.
2. Efficiency: Less of an issue of cost but an analysis of whether Concern's advocacy work has analysed and chosen the most likely pathways and modalities for effectiveness and impact, e.g. via coalitions, via campaigning v. individual lobbying, etc.
3. Effectiveness: This should focus on triangulated reports of Concern's influencing with a strong focus on the uptake of outputs such as policy recommendations or conference inputs, etc. It should also contain commentary from advocacy target groups about whether Concern's inputs have influenced them or not.
4. Impact: This needs to look at the wider impact of Concern's specific lobbying, e.g. implementation of key policies Concern sought to influence, such as roll-out of graduation mechanisms in targeted countries...).
5. Sustainability: Difficult to define in advocacy but potentially the extent to which Concern has supported and built advocacy capacities in local civil society actors for the longer-term.
6. Learning, innovation and continuous quality improvement.



7. Progress on overall advocacy strategy or thematic strategies using a number of KPIs.
8. Commentary or judgement as to alignment with the relevant policy or policies.

*Advocacy: Questions to be asked by PM&E Committee and Board*

1. Am I happy that I am getting an objective analysis of the quality of and progress in Concern's advocacy work at two levels: a) international advocacy and b) country level advocacy?
2. Am I happy with the quality and scale of Concern's work in advocacy? Is Concern being influential; is Concern's level of ambition in advocacy right; is it the right balance with Concern's work overseas; are country programmes reporting systematically on their advocacy; are Concern's programmes on the ground driving Concern's country advocacy?
3. Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
4. Are there any other major issues arising?

**D2. Active Citizenship/Development Education Reports**

The commentary on the challenges noted above for advocacy are similar for active citizenship or development education. Concern will continue to structure reports around the DAC criteria.

The Active Citizenship/Development Education report should look include the following information.

1. Relevance of Concern's active citizenship programmes and interventions.
2. Efficiency: Less of an issue of cost but an analysis of whether Concern's active citizenship work has analysed and chosen the most likely pathways and modalities for effectiveness and impact, e.g. via government structures or via voluntary groups; via inputs or via campaigning....
3. Effectiveness: This should focus on changes from baseline to end-line measures of knowledge, attitudes or behaviour on poverty related issues and other KPIs.
4. Impact: This needs to look at wider impact of Concern's active citizenship work on external surveys and opinion polls on poverty related knowledge, attitudes and behaviours as well as increases in public funding and other forms of support for the sector.
5. Sustainability: Difficult to define in active citizenship work but potentially the extent to which Concern has supported and built motivation and capacities in Irish civil society actors for the longer-term?
6. Learning, innovation and continuous quality improvement.
7. Progress on overall active citizenship strategy using a number of KPIs.
8. Commentary or judgement as to alignment with the Active Citizenship policy.

*Active Citizenship/Development Education: Questions to be asked by PM&E and Board*

1. Am I happy that I am getting an objective analysis of the quality of and progress in Concern's work in active citizenship/development education?
2. Am I happy with the quality and scale of Concern's work in active citizenship? Is Concern doing the right things; is it being effective; is Concern's level of ambition right; is it the right balance with Concern's emergency and development work overseas; is it well aligned with Concern's wider communications, public engagement and advocacy work?
3. Has management implemented accepted recommendations from the last report, clearly laid out what improvements are necessary and how Concern will take them forward?
4. Are there any other major issues arising?

**Annex 2: Cycle of Progress and Policy Reviews by the PM&E Committee.  
Agenda 2022 - 2027 (based on a five year cycle)**

Year	Progress Report	Month Board	Last Policy	Policy to be reviewed
2022	HCUEP	March	2010	HCUEP
	Annual Report (APPR)	May/June		
	DRR	August	2016	DRR
	Accountability and/or Geographical Targeting	October	Geog Targeting 2017	No Accountability Policy. CHS driven.
2023	Equality	March	2005	Equality (linked with EDI in organisation?)
	Annual Report (APPR)	April		
	Partnership	August	2019	Localisation Position Paper in late 2024
	Livelihoods	October	2016	Livelihoods, Social Protection, Microfinance
2024	Environment/Climate Change	March	2019	2029?
	Annual Report (APPR)	May/June		
	Protection	August	2018	Protection (linked with Safeguarding?)
	Health	October	2019; HIV (2007)	Health and HIV
2025	Emergency Response	March	2018	2030? Better now with Policy Statement?
	Annual Report (APPR)	May/June		
	Active Citizenship	August	2017	Active Citizenship
	Advocacy	October	2021	Advocacy (5 year review asked by PM&E)
	<b>Concern Policy Statement Review through this year.</b>			Concern Policy Statement including Theory of Change. Also Geographical Targeting
2026	Conflict	March	2019	Conflict
	Annual Report (APPR)	May/June		
	HCUEP	August		
	Education	October	2016	Education
2027	Accountability	March		
	Annual Report (APPR)	May/June		
	DRR	August		
	Geographical Targeting	October		
2028	Equality	March		
	Annual Report (APPR)	April		
	Partnership	August		Partnership
	Livelihoods	October		
2029	Environment/Climate Change	March		Environment/Climate Change
	Annual Report (APPR)	May/June		
	Protection	August		
	Health	October		
2030	Emergency Response	March		
	Annual Report (APPR)	May/June		
	Active Citizenship	August		
	Advocacy	October		
2031	Conflict	March		
	Annual Report (APPR)	May/June		
	HCUEP	August		
	Education	October		

**Assumptions:**

1. The role of the PM&E Committee does not change.
2. It remains focused on oversight of programme results and progress.
3. It remains focused on oversight of programme policies and relevance of and adherence to same.
4. Selected agenda items will have greater time and oversight at Board level.
5. This is based on current configuration of Concern’s policies<sup>1</sup> and key areas of work (May 2022). If these change, then the schedule is likely to change.
6. We may need to factor in any new policy/approach to the nexuses and localisation which are still in preparation in 2022.

<sup>1</sup> Table excludes Capacity Building Policy (2001) and Human Rights Policy (2002), the status of which are under discussion.