

# Minimum Quality Standards for Community Engagement: DRAFT

## UNICEF C4D, New York, NY.

### 1. Introduction to the community engagement indexes

There is recognition that community engagement must be planned, monitored, and evaluated for both research purposes and program performance. However, there is no such thing as a “gold standard” indicator for community engagement. The evidence base on community engagement does not clearly indicate that there are specific indicators associated with the quality of process or outcomes, which poses a quandary.

Below, we have developed three sociometric indexes that are designed to facilitate comparison of community engagement. These kinds of comparisons can be made over time, within a single program; across a range of programs within an organization; or between organizations and programs across locations.

The three indexes proposed here measure three specific priorities for analyzing community engagement:

[The Community Engagement Score → Community Engagement Results & Outcomes](#)  
[The Community Engagement Power Index → Magnitude of Actions for Minimum Standards](#)  
[The Community Engagement Process Index → Community Engagement Process](#)

The approach detailed below derives from other measurement standards in which qualitative and quantitative indicators do not align neatly with “gold standards” for social or psychological phenomena. Other examples include psychometric ratings scales, UX (user experience) technology measurements, measures of political participation, or measures of consumer satisfaction. In sociometric scales, the weighting of variables is determined by inputs from expert practitioners, researchers, and users/consumers, as well as published and technical literatures. Frequently, this kind of flexibility is required due to highly variable political, economic, social, and technical factors; the need for high-level, scarce or costly expertise to generate a precise evaluation;

#### 1.1. What kinds of indicators are included in the community engagement indices?

Guidance is provided to support quantitative measurement and qualitative evaluation of continuously collected data in order to establish three community engagement “scores.” Indicators may be selected from the indicated minimum standards categories or may be developed in collaboration with local communities.

Indicators used to develop this score should involve the transformation of both qualitative and quantitative variables into categorical variables. Typically, quantitative and qualitative variables can be transformed into categorical variables that range from 1-10, 1-7 or 1-5 (e.g. very poor to excellent), into binary variables (0/10=absent/present), etc. Numerical variables (e.g. number of attendees, percentages) can also be transformed into a numerical score from 1-10. These conversions will need to be context and program specific, and integrated into planning, implementation, and monitoring, evaluation, and learning processes.

#### 1.2. Why develop community engagement indexes?

Today, it is recognized that community engagement is a necessary component of development and humanitarian action. However, there is no clear evidence regarding quantity, frequency, scale, process, or design of community engagement inputs. As indicated above, there is no “gold standard,” and the evidence base for community engagement converges around general principles, but is short on details.

Community engagement scores will lead to the establishment of comparative reference points across programs, regions, and interventions to begin to provide answers to these questions. This can contribute to developing a research basis for community engagement; and to improving practice by clarifying the role of community

engagement in planning, funding, coordination, and implementation. These scales can be aggregated and disaggregated as needed, but in their composite, they can provide an accessible and comparable overview of community engagement performance.

### 1.3. What are intended applications of the community engagement indexes?

Community engagement indexes can be used in to model community engagement attributes and impacts sociometric, economic, epidemiological, and statistical analysis. It also can be used in monitoring, evaluation, and learning (MEL) to observe programmatic changes in baseline conditions, scale, impact, change over time, and inputs. It will allow users to determine how community engagement process and outcomes impact other goals and targets, like Sustainable Development Goal targets, health outcomes, behavior change, WASH benchmarks, technology adoption, access to education or healthcare, or risk of conflict or violence.

### 1.4. What do I do with these data?

Community engagement Index scores can be utilized in data analysis and modeling activities for research and implementation purposes. Additionally, the indicators used to inform the indexes can be disaggregated for internal planning, implementation, evaluation, and research purposes.

## 2. How to use the community engagement indexes

### 2.1. Considerations for the selection of indicators

Based on consultations with stakeholders, we identified 10 considerations to take into account in the development of methodologies and indicators for measuring community engagement:

1. Community engagement indicators should align with community engagement minimum standards.
2. Community engagement indicators should reflect what we have learned from the community engagement evidence base.
3. Community engagement indicators must be adaptable and able to be localized, in order to capture the reality “on the ground.”
4. Reliability, validity, and feasibility: Do selected community engagement indicators meet the criteria for indicator selection?
5. Community measurement indicators must measure process and outcome measures.
6. Community engagement indicators must include both qualitative and quantitative measures.
7. Community engagement indicators must align with phases of implementation. This may be characterized by a program cycle approach: pre-assessment, assessment, planning, implementation, monitoring & evaluation.
8. Community engagement indicators are needed to measure process and outcomes at all levels: local/community, national, international, organizational/institutional levels.
9. Level of resources and efforts required for data collection: Are the proposed indicators going to create an undue burden for participation and data collection on communities, local governments, or partner organizations and institutions?

### 2.2. What kinds of data should be used to populate these indicators?

Both qualitative and quantitative data to inform indicators. Data should derive from real-time program activities, monitoring and evaluation activities, and independent research activities. They also may be informed by existing guidelines, protocols, and materials including: organizational charts, baseline surveys and maps of social data; risk assessments national plans; international standards and guidelines; public data, community outreach; and after-action reports.

### 2.3. Choosing community engagement indicators

In designing or selecting indicators, we recommend that key stakeholders consider the issues detailed in Figure X. These are offered here to inform decision-making and are meant to be considered and applied as appropriate for targeted needs and applications.

As a resource for the user, we have also included in the index suggested community engagement indicators, organized by minimum standard and scale type (Community Engagement Outcomes, Community Engagement Process). There are no suggested indicators for the Community Engagement Power Index – these will need to be adapted to local and programmatic contexts.

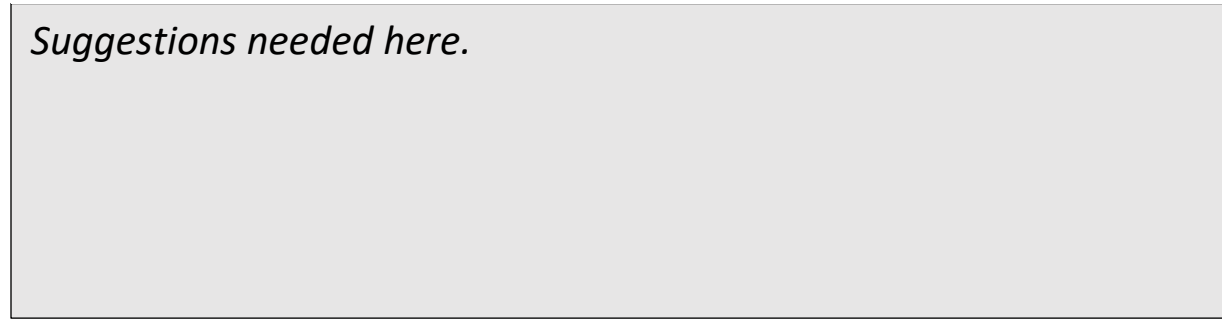
Figure 1: Criteria for Selecting Indicators, from Easterling et al. 2003

ISSUE	DESCRIPTION
<b>RELIABILITY</b>	Is there a consistent way in which to measure the indicator over time? Is there support for continued measurement of the indicator well into the future?
<b>VALIDITY</b>	Is there evidence that the indicator provides meaningful information about the chosen dimension? Will a change in the indicator reflect a change in the dimension? Does an indicator need to be interpreted in relation to other indicators in order to make a judgement about the dimension?
<b>SENSITIVITY TO CHANGE</b>	Does the indicator respond quickly and noticeably to real changes? Is the indicator updated frequently enough to demonstrate this change? At what geographic level will the indicator demonstrate change?
<b>ACCESSIBILITY</b>	Is the indicator available? Is the indicator at the needed geographic level? Is the indicator in the right format? Is the indicator affordable?
<b>POLICY RELEVANCE</b>	Does the indicator have relevance for policy decisions? Can the community do anything that would lead to improvements in the indicator?
<b>UNDERSTANDABILITY</b>	Is the indicator easily interpreted by the general public?
<b>POLITICAL CONSIDERATIONS</b>	Is the indicator likely to be controversial for stakeholders or identifiable segments of the community?
<b>COMPREHENSIVENESS</b>	Will the indicators, taken as a whole, provide a full picture of the vision statement? If the community makes progress towards the vision, will this show up in more than one indicator?
<b>NO REDUNDANCY</b>	Do all of the indicators make a unique contribution?
<b>COST-EFFECTIVENESS</b>	Do community priorities correspond to where money is being spent on indicators? If primary data collection is being conducted, is the sample size efficient? Can additional information be gathered in the survey with no added cost?
<b>STANDARDIZATION</b>	Is the set of indicators similar to those used in other countries, states, and the like such that comparisons could be made?

### 2.4. Developing indicators with communities

During consultations, stakeholders frequently referenced the importance of co-developing community engagement indicators with local communities. This approach is frequently informed by methodologies associated with community-based program design, community-based participatory research, participatory rural appraisal, community-led total sanitation, and other approaches. Please see Figure Y for suggested resources.

Figure 2: Suggested Resources for Co-developing Indicators with Communities



### 3. Community Engagement Indexes

#### 3.1. Using the indexes

For each of the indexes described below, the objective is to develop a relative scale of community engagement. For each minimum standard, best-fit indicators should be selected by communities and programs as measures. For each minimum standard, users should choose a minimum of 1 indicator and a maximum of 10 indicators to inform the standard’s total possible sub-score of 10, with a total possible index score of “140.” With this score, the results of each community engagement index can be assessed against other measurements of program results.

Each minimum standard variable should be populated by indicators that have been co-developed with the community, pre-selected by countries, localities, organizations, or communities, or a combination thereof. After data collection, these indicators can be disaggregated to provide targeted information to practitioners, government officials, and community members; and they can be re-analyzed for other purposes.

It is essential that a robust data management strategy is in place and mobilized in order to ensure that data can be captured, secured, used, shared, and stored appropriately.

The weighting of minimum standards, with each minimum standard carrying an equal possible weight of 10 towards the final score 140, has been carefully distributed to reflect priorities for community engagement identified through stakeholder consultations, a review of the peer-reviewed literature on community engagement, consultations with experts in community engagement, monitoring and evaluation, and the identification of principles and practices through a review of guidelines, protocols, and toolkits for implementation. We discourage efforts to modify the indexes by changing sub-score totals (e.g. from 10 to 15) or by changing overall score totals (e.g. from 140 to 100). This would alter the original weighting structure and would invalidate the scales.

#### 3.2. The Community Engagement Outcomes (CEO) Index

In this index, the objective is to develop a relative scale of the results of community engagement in a program or initiative. This scale is not intended to capture the overall outcome results of a program or initiative. A pool of indicators for each minimum standard will be established in a common database, and may be disaggregated by scale, process/output, or other considerations. With this score, the results of community engagement activities can be analyzed against other measurements of program results.

There is a total possible Community Engagement Score of “140”.

Table 1: Community Engagement Scorecard: Template

Min. Standard	Indicator	Score
1. Participation		n/10
2. Empowerment & Ownership		n/10
3. Communication		n/10
4. Adaptability and Localization		n/10

5. Building on local capacity		n/10
6. Inclusion		n/10
7. Informed Design		n/10
8. Participatory Planning and Preparation		n/10
9. Implementation		n/10
10. Monitoring and Evaluation		n/10
11. Partner coordination		n/10
12. Integration of community engagement		n/10
13. Human resources and organizational structure		n/10
14. Resource mobilization and budgeting		n/10
	<b>Total=</b>	<b>Sum of n/140</b>

### 3.2.1. Example of a Community Engagement Outcomes Scorecard

In the hypothetical example presented below, a Community Engagement Score is developed for an HIV-clinic outreach program. The program is clinic based, but the goal is to provide information about HIV transmission through the community. It is managed by a local NGO, in partnership with local HIV clinic staff. A community advisory board has been selected to provide project oversight and community dispute resolution. The score below suggests that in terms of community engagement results, the program has achieved a score of 118.3/140, reflecting a high degree of investment, localization, communication, and collaboration.

Table 2: Community Engagement Scorecard: A hypothetical HIV intervention

Min. Standard	Indicator	Score
15. Participation	% of patients registered for HIV treatment participating in program=73%	7/10
16. Empowerment & Ownership	% of participants who felt that the project was "theirs," that it "belonged to them"-85%	8.5/10
17. Communication	% of community members having correct knowledge about (different aspects or) the issue or program = 90%	9/10
18. Adaptability and Localization	Did communities perceive that the project requirements were excessively burdensome? (scale of 1-5, with 5=not at all, 1=very burdensome, average is 5.0/5.0)	5/5
	Were no changes, small changes, or major changes made to the project to adapt to local communities' priorities? (1, 3, 5)	3/5
19. Building on local capacity	How large of a role did the community play in implementing the activity? (0=no role, 10=full ownership)	7/10
20. Inclusion	Aggregate types of inclusion (0=absent, 2=present): men, women, children and elderly, individuals with disabilities, minority communities	10/10
21. Informed Design	Did the project align with local HIV/AIDS resource capacities?	10/10
22. Participatory Planning and Preparation	Did participatory processes result in more (10), less (3), or the same engagement with the project (5)?	10/10
23. Implementation	Based on local observations, was the community based advisory board used to resolve disputes, provide oversight, and improve quality? (0-10)	8/10
24. Monitoring and Evaluation	Were community members involved in MEL activities (5) and results dissemination (5)?	7.5/10
25. Partner coordination	Did partner coordination activities and strategizing occur [at least] at the beginning (4), mid-point (3), and end of project (3)?	7/10
26. Integration of community engagement	In what ways did the project align with the national HIV/AIDS strategy? (Qualitative assessment, transformed into 0-10)	10/10
27. Human resources and	What percentage of staff were recruited for community engagement from the local community? (63%)	6.3/10

organizational structure		
28. Resource mobilization and budgeting	Was the budget allocated to CE adequate to fund planned activities? (Y=10), (N=0)	10/10
	<b>Total=</b>	<b>118.3/140</b>

3.3. The Community Engagement Power Index

The Community Engagement Power Index builds a score to measure program sensitivity to community engagement inputs within the framework of the Minimum Quality Standards. 'More' community engagement is not necessarily 'better' community engagement. But how much, and what kinds, of community engagement lead to optimal outcomes? To date, the research on community engagement does not provide uniform standards for determining how much community engagement is needed to yield successful results; nor which community engagement activities leads to improved results. These questions of community engagement 'dosage' and community engagement 'strategies' require further research, and are important for planning, monitoring, evaluation, and long-term learning.

At the same time, specific community engagement actions have no inherent value without considerations of context, local needs, and capacity. For example, in one context, like UNICEF's engagement with youth in the MENA region, social media engagement might be an important aspect of a comprehensive youth engagement strategy; in another, like early education programs, social media engagement might be little-used and not appropriate for the target population. Would it be appropriate to give social media engagement a set value? No.

To build the Power Index, users (with key stakeholders) will determine whether or not institutions have mobilized no actions, or minimum, intermediate, or comprehensive actions for each minimum standard of community engagement. These will be accorded a numeric value (0, 3, 6, 10).

Table 3: Community Engagement Power Index: Using the hypothetical example of a community forestry project

Min. Standard	Indicator	Score
1. Participation	What actions were taken by the implementation actor (local gov't, NGO) to address the minimum standards?  Was it: a. no actions (0) b. minimum actions (3) c. intermediate actions (6) d. comprehensive actions (10)  taken to address the minimum standard.	n/10
2. Empowerment & Ownership		n/10
3. Communication		n/10
4. Adaptability and Localization		n/10
5. Building on local capacity		n/10
6. Inclusion		n/10
7. Informed Design		n/10
8. Participatory Planning and Preparation		n/10
9. Implementation		n/10
10. Monitoring and Evaluation		n/10
11. Partner coordination		n/10
12. Integration of community engagement		n/10
13. Human resources and organizational structure		n/10
14. Resource mobilization and budgeting		n/10
	<b>Total=</b>	<b>Sum of n/140</b>

### 3.3.1. Example of a Community Engagement Power (CEPo) Scorecard

In the example below, we describe a hypothetical community forestry project. The NGO deployed a community engagement model that had worked in another region with little modification or adaptation (adaptability and localization, informed design). Although it encouraged attendance (participation), and used multiple modes of communication (communication), the organization retained strict control over the program priorities and process (empowerment and ownership). The NGO consulted with local leaders and gained their permission to start working on the project (building on local capacity, participatory planning and preparation), and reached out to a local women’s organization to encourage their support (inclusion). Local government officials, other NGOs operating in the region, and local institutions were contacted to inform them about the start of the project, and to request feedback and support. However, when conflicts with the community over the way the forestry project was impacting local hunters, these needs were left unaddressed by the NGO in its second wave of funding requests to support the forestry program (Integration). Funding wasn’t an issue: local staff were paid their salaries regularly, received routine training, and community outreach component of the project was well-supplied and well-funded; and an independent consultant was recruited to evaluate the project outcomes (human resources, and organizational structure, resource mobilization and budgeting, managing activities, MEL). The program had a community Engagement Power Index Score of 72/140.

Table 4: Community Engagement Power Index: Using the hypothetical example of a community forestry project

Min. Standard	Indicator	Score
15. Participation	What actions were taken by the implementation actor (local gov’t, NGO) to address the minimum standards?  Was it: e. no actions (0) f. minimum actions (3) g. intermediate actions (6) h. comprehensive actions (10)	10
16. Empowerment & Ownership		3
17. Communication		6
18. Adaptability and Localization		0
19. Building on local capacity		3
20. Inclusion		3
21. Informed Design		0
22. Participatory Planning and Preparation		6
23. Implementation		10
24. Monitoring and Evaluation		10
25. Partner coordination		6
26. Integration of community engagement		3
27. Human resources and organizational structure		6
28. Resource mobilization and budgeting		6
<b>Total=</b>		<b>72/140</b>

### 3.4. The Community Engagement Process (CEP) Index

Community engagement is as much a process as an outcome, and the effectiveness of community engagement depends to a large extent on how community engagement strategies are implemented and perceived. Effective community engagement processes can lead to community cohesion and the strengthening of community systems.

In the Community Engagement Process Index, the goal is to assess how community engagement is planned, implemented, deployed, and received across all minimum standards. Results indicate how community engagement is being integrated as a cross-cutting process that impacts program efficiency, effectiveness, community representation and empowerment, and durable community systems strengthening contributions.

Table 5: Hypothetical example of a WASH Community-Led Total Sanitation Community Engagement Process Scorecard

Min. Standard	Indicator	Score
1. Participation		n/10
2. Empowerment & Ownership		n/10
3. Communication		n/10
4. Adaptability and Localization		n/10
5. Building on local capacity		n/10
6. Inclusion		n/10
7. Informed Design		n/10
8. Participatory Planning and Preparation		n/10
9. Implementation		n/10
10. Monitoring and Evaluation		n/10
11. Partner coordination		n/10
12. Integration of community engagement		n/10
13. Human resources and organizational structure		n/10
14. Resource mobilization and budgeting		n/10
	<b>Total=</b>	<b>Sum of n/140</b>

### 3.4.1. Example of a Community Engagement Process (CEP) Scorecard

In the example below, we describe a hypothetical urban WASH project that intends to use a Community-Lead Total Sanitation (CLTS) approach. The NGO deployed a community engagement model that had worked in another region, but conducted an intensive research process to analyze the context before initiating the project. However, due to human resource constraints, the NGO had to relocate trained staff from another region with limited local language. Despite impressive efforts to develop capacities for community supervision, bidirectional communication, and community ownership, the continued language barrier between local populations and program workers made effective interaction difficult and confusing. Everyone knew what they were supposed to do, but they could not seem to manage basic communication gaps, and frustration with the project grew in the community. The NGO was constrained by its organizational policies and couldn't hire local staff for this particular project. Although it received continued feedback through bidirectional communication mechanisms, monthly analysis of monitoring data, and feedback from local leaders, the NGO lacked the flexibility to respond to the needs of the staff and the community. A subset of indicators developed by the program yielded a Community Engagement Process Score of 93.5/140.

Table 6: Hypothetical example of a WASH Community-Led Total Sanitation Community Engagement Process Scorecard

Min. Standard	Indicator	Score
15. Participation	On a scale of 1-10, how much control did community members believe they had over the goals of the project? (7/10)	7
16. Empowerment & Ownership	In a ranking of the top 10 problems facing a community (with 1=least and 10=most), where does issue x rank? (5)	5
17. Communication	Was there a bi-directional feedback mechanism to share information between the community and the project (yes=5, no=0)?	5
	How intensively were feedback mechanisms used? (0=not at all, 5=several times/week)	5



18. Adaptability and Localization	Was a contextual analysis conducted as part of program design? (yes=5, no=0)	5
	Are pre-existing community concerns, beliefs, or structures inhibiting project progress? (no=5, yes=0)	3
19. Building on local capacity	Did local communities regard project activities as stand-alone endeavors require special efforts or special burdens, or as part of routine daily life and practices? (Range from 0=very burdensome to 10=part of daily routines)	5
20. Inclusion	How many vulnerable or underrepresented community groups (or community proxies speaking on their behalf) are represented in leadership or advisory roles? (30% of leadership)	3
21. Informed Design	Did the contextual analysis inform the proposal and budget for the project? (yes=5, no=0)	5
	Did the contextual analysis involve “experience-near” research and evaluation contributions (e.g. the use of qualitative data or case studies?) (yes=5, no=0)	5
22. Participatory Planning and Preparation	How many people in the target population were fluent in the language utilized by community engagement workers? A=35%	3.5
23. Implementation	Based on their perceptions, did community mobilizers have a clear understanding of their roles and responsibilities? (0-5)	5
	Based on their perceptions, were clearly defined roles and responsibilities defined for programs, community actors, or local governments? (0-5)	5
24. Monitoring and Evaluation	Is there a data management plan in place that has been agreed upon by all data stakeholders? (yes=5, no=0)	5
	How frequently were data analyzed to inform and make changes to programming? (5=weekly, 3=monthly, 1=midpoint and endpoint of project)	3
25. Partner coordination	As part of the Informed Design and Planning processes, were community engagement resources mapped and shared? (yes=5, 3=partial, no=0)	3
26. Integration of community engagement	How successful were efforts to integrate community engagement planning, implementation, and reporting into national strategies (e.g. health, education, disaster relief)? (10=highly successful, 0=not successful)	10
27. Human resources and organizational structure	Over the course of the project, did staff report lacking key resources (time, professional support, training, management support)? (0=frequently -- 3=never)	1
	Were those needs addressed? (0=never, 3=frequently)	3
	Was project staffing reflective of the composition of the community (language, gender, age, place of origin)? (5=100%, 0=not at all)	2
28. Resource mobilization and budgeting	Relative to other activities, was community engagement funding able to be disbursed in a timely manner? (0=no difference at all, 5=very similar to other activities)	5
<b>Total=</b>		<b>93.5/140</b>

## 4. Frequently-asked Questions (FAQs)

### 4.1. Will community engagement indexes align with suggested community engagement actions?

Not yet. Further research is needed. Through implementation research, our goal should be to find the optimal level of community engagement for a range of contexts and activities. Aligning actions with indexes will require empirical validation through monitoring, evaluation, and learning activities in UNICEF and partner programs. To date, the evidence base does not suggest that “more is better” in community engagement. On the other hand, research does suggest that “less is worse.” Through continuous data collection over time, it will be possible to determine how the scale and intensity of community engagement action aligns with process and outcome indexes. If activities do not align with community engagement scores, this may have implications suggesting the need to revise the scoring system. Alternately, it may point to inefficiencies, a lack of effectiveness, process challenges, or implementation issues with the community engagement actions that are being taken.

### 4.2. Why does this guidance document place responsibility for the selection of indicators on national and local programs, communities, and organizations?

In consultations with stakeholders, there was a consensus that community engagement is a cross-cutting issue that requires adaptation to specific goals, tasks, contexts, program requirements, and institutional processes. Through the proposed methodologies, local communities and implementing actors can make locally-determined, contextually appropriate choices about priorities for measurement while ensuring that the minimum standards for community engagement are being captured in their MEAL and research activities.

### 4.3. Can the data generated through this methodology be integrated into other data and measurement systems, like WHO’s OpenDataKit, GeoNode, OpenDRI, or other open-source data platforms?

It depends upon the choices made by local stakeholders. In early decision-making about MEAL processes, local communities, NGOs, or governments need to decide if integration of local data into international data sharing platforms is a priority. If so, a determination must be made to collect and aggregate data in a way that aligns with other datasets’ anchoring variables (e.g. GIS location), as appropriate for the desired end use. If this decision is made, both community engagement scores and disaggregated indicators can be uploaded and shared widely for comparison across time, context, and sector.

### 4.4. My organization needs more data than this community engagement index approach supports. Why are there so few indicators used in these indexes?

These indexes are meant to be a tool that will allow for the establishment of benchmarks, targets, and comparison across a wide range of community engagement programs, while allowing for local input, consideration of local contexts, and flexible design. We encourage users to collect all the data that they need and utilize additional indicators as necessary. This approach ensures that at least one benchmark indicator for each minimum standard is captured in research and implementation for community engagement.

### 4.5. Why aren’t there any suggested or pre-determined scores or cut-offs for specific indicators?

Based on a current review of the community engagement evidence base, there are no identified cut-off points for community engagement indicators that align with the quality of community engagement. Therefore, until a larger standardized evidence base is developed, judgement and context should determine how cut-off points are determined in transforming variables.

4.6. Can I change the total possible score for any sub-variable (minimum standard)? Can I change the total possible score for each index?

We encourage users to retain the original scoring structure as presented here. The original scoring structure has been carefully weighted to reflect research and practice priorities and needs. Universal application of a standard scoring structure will allow for maximum transparency, comparability, and cross-program research. If the original scoring structure is altered, it will be difficult to determine if and how variables have been re-weighted in any specific application.

4.7. Won't it be easy to "game the system" by leaving the selection of indicators to the implementing agencies?

No. Each scale address process, intensity, and outcomes of community engagement, each of which incorporates program design, coordination, and basic principles. As a result, it would be very difficult to "game the system." Under a system of basic reporting, accountability, and oversight, the community engagement index scores must have face validity in that it aligns with the program's narrative of community engagement. If it does not, further inquiry should be considered.

4.8. Why aren't the suggested indicators divided into levels, like national, local, international, organizational)?

Because the community engagement minimum standards all include community, organizational, national, and international considerations, organizations can make "best-fit" informed choices about which level of analysis should be represented in the CE indexes. The indices are agnostic to questions of "level." However, if further information is needed to conduct targeted evaluations of community engagement activities and outcomes, organizations are urged to collect data on additional key performance indicators.

## 5. Indicator Packages

5.1. Suggested Indicators for Minimum Standard 1: Participation	
<i>Community Engagement Outcomes Index (CEO)</i>	<p># of people attending meetings</p> <p>Number (%) of community members who have helped organize activities over time period x.</p> <p>Who are those most affected by issue X and what % are participating the group (or activities)?</p> <p>% community members who are aware of mechanisms for participation in activities related to the issue/ program.</p> <p>How do community members define participation for this issue? (passive to active)</p> <p>What were community goals for participation? What were project goals for participation? Were they able to be reconciled?</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Was a mapping or qualitative research activity conducted to explore barriers to participation?</p> <p>How many of the identified barriers were addressed through subsequent strategy changes?</p> <p>Do community leaders encourage participation from community members?</p> <p>Have strategies to promote participation been identified and deployed?</p> <p>On a scale of 1-10, how much control did community members believe they had over the goals of the project?</p> <p>Do most group members have a sense of satisfaction from participating?</p>

5.2. Suggested Indicators for Minimum Standard 2: Empowerment and Ownership	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Level of demonstrated ability to carry out action plans.</p> <p>Level of demonstrated ability to implement effective technical interventions.</p> <p>Community leaders' ability to advocate for policy changes.</p> <p>How did the community monitor progress towards goals?</p> <p>Was the community able to identify when planned activities or strategies are not leading toward desired results and develop alternative strategies?</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Does the project change meaningfully as a result of community participation?</p> <p>In a ranking of the top 10 problems facing a community, where does issue x rank?</p> <p>How important is the issue or program to community members?</p> <p>Do community members accept responsibility for success or failure of project?</p> <p>Whose project is this? [possible answers: outsiders, some members of the community, leaders, most-affected, the community as a whole, others?]</p>

5.3. Suggested Indicators for Minimum Standard 3: Communication	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>How many types of communication strategies were used to reach all members of the community?</p> <p>Frequency with which communication is initiated by community.</p> <p>% community members with correct knowledge about the issue or program.</p> <p>Is there an effective communication channel that reached all stakeholders?</p> <p>Were technology and digital platforms for facilitating information flow utilized?</p> <p>Were complaints mechanisms in place for communities to provide feedback?</p> <p>Do stakeholders perceive that communications between local and regional governments and local communities improved, worsened, or stayed the same through community engagement actions?</p>
<i>Community Engagement</i>	<p>How were feedback mechanisms structured to facilitate comprehensive information flow? Did they function as expected?</p> <p>Are there continuous opportunities for input, feedback, and complaint?</p>

<i>Process Index (CEP)</i>	<p>Frequency of two-way interactions between project and community.</p> <p>Was information flow bi-directional?</p> <p>Identification of strategies, capacities, and resources needed to facilitate communication.</p> <p>% community members who are aware of mechanisms for participation in activities related to the issue/ program.</p> <p>Was a clear and functional line of communication set in place?</p> <p>Are lines of communication understood and agreed to by all stakeholders?</p>
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<b>5.4. Suggested Indicators for Minimum Standard 4: Adaptability and Localization</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Was the projects adapted to meet the needs and concerns of local communities?</p> <p>How many of the following were community engagement targets: formal institutions, formal structures and informal social networks, informal social networks, households, or individuals?</p> <p>Do communities perceive that project requirements are excessively burdensome?</p> <p>Are rumors about the intervention or project successfully resolved?</p> <p>Can clear examples of adapting to the local context as a result of contextual analysis and local consultations be identified at every stage of the program cycle?</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Are communities suspicious or doubtful of project goals or outcomes?</p> <p>Are pre-existing community concerns, beliefs, or structures inhibiting project progress?</p> <p>Was a contextual analysis conducted as part of program design?</p>

<b>5.5. Suggested Indicators for Minimum Standard 5: Building on Local Capacity</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Did the contextual analysis (informed design) and participatory planning processes identify local capacities not previously anticipated?</p> <p>Were local capacities elevated to ensure key roles in project advising, oversight, quality control, access, or management?</p> <p>Were pre-existing structures, institutions, or social networks consulted regularly to identify or anticipate emerging problems or conflicts?</p> <p>Did the community systematically collect community data?</p> <p>Was data shared with the community for comment, feedback, and action planning?</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Does the community have the ability to identify the needs and priorities of various groups and sub-groups within the community?</p> <p>Did local communities regard project activities as stand-alone endeavors requiring special efforts, or as part of routine daily life and practices?</p> <p>Does the community have the capacity to systematically collect community data?</p> <p>Does the community have the capacity to analyze its own data?</p> <p>How often does the group speak with policy makers about their opinions on X?</p>

<b>5.6. Suggested Indicators for Minimum Standard 6: Inclusion</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Were vulnerable populations, at-risk groups, etc. identified through mapping exercises and informed design processes?</p> <p># and type of specific needs identified for vulnerable or at-risk populations</p> <p># and type of specific accommodations identified for vulnerable or at-risk populations</p> <p>Are a range of groups (e.g. including poor households, persons with disabilities, the elderly and children, ethnic and linguistic minorities, religious minorities, or LGBTI community members) represented at community meetings and activities?</p> <p>% breakdown of participants by diversity categories</p>

	# of events convened to ensure inclusive participation for individuals excluded on the basis of gender, age, disability
<i>Community Engagement Process Index (CEP)</i>	Were vulnerable groups included in participatory assessment processes? How many vulnerable or underrepresented community groups (or community proxies speaking on their behalf) are represented in leadership or advisory roles? Is a diverse group of community members engaged in each process of consultation, analysis, and decision making?

<b>5.7. Suggested Indicators for Minimum Standard 7: Informed Design</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	Was a contextual analysis conducted? Was the contextual analysis verified through validation with local community leaders and community members? On a scale of 1-10, how flexibly was the project able to respond to local contingencies? Was sufficient time allocated for informed design?
<i>Community Engagement Process Index (CEP)</i>	How are (were) the goals/objectives set up? Is community support assessed before initiating projects or activities? Did the contextual analysis inform the proposal and budget for the project? Did the contextual analysis involve “experience-near” research and evaluation contributions (e.g. the use of qualitative data or case studies?)

<b>5.8. Suggested Indicators for Minimum Standard 8: Participatory Planning and Preparation</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	How many steps were taken to accommodate local communities (awareness of barriers to communication, transportation barriers, seeking formal approval, utilizing appropriate meeting spaces, adapting time schedules to local economic, cultural, religious, and political cycles)? Quality of the strategic community plan (range of community interests addressed in the plan, clearly defined responsibility, accessibility of the plan (readability), timeline, progress checkpoints)
<i>Community Engagement Process Index (CEP)</i>	Was inquiry conducted to investigate how local populations manage problems or challenges similar to the problem at hand? How many people in the target population were fluent in the language utilized by community engagement workers? Were participatory approaches used? Did these processes result in meaningfully different outcomes than initially anticipated? Were the results of participatory assessments shared with communities?

<b>5.9. Suggested Indicators for Minimum Standard 9: Implementation</b>	
<i>Community Engagement Outcomes Index (CEO)</i>	Who was responsible for leading the project? (program, government, community) Who was responsible for monitoring and collecting data on the project? (program, government, community) Did community entities established or convened for the project believe that their roles and responsibilities were consistent with their expectations at the outset? Was a written community action plan co-developed with community stakeholders? Number (%) of community planned activities implemented by sector within the specified time/period.

	For the activities not implemented as planned, what reasons were provided for non- or incomplete implementation?
<i>Community Engagement Process Index (CEP)</i>	Were clearly defined roles and responsibilities defined for programs, community actors, or local governments? Did community mobilizers receive ongoing support and guidance? Did community mobilizers have a clear understanding of their roles and responsibilities? Were strategies developed to ensure the representation of as wide a range of key partner and stakeholder groups as possible? Milestones reached for the strategic community plan, e.g., projects completed

<a href="#">5.10. Suggested Indicators for Minimum Standard 10: Monitoring, Evaluation, and Learning</a>	
<i>Community Engagement Outcomes Index (CEO)</i>	Were the findings of evaluations disseminated within organizations, to local governments, to local communities, and to partners and stakeholders? Did community members find the processes of data collection associated with monitoring and evaluation to be positive or negative (on a continuum?)
<i>Community Engagement Process Index (CEP)</i>	Is there a data management plan in place that has been agreed upon by all data stakeholders? How frequently were data analyzed to inform and make changes to programming? Were indicators for monitoring and evaluation co-developed with local communities? Alternately, were changes made to indicators to validate them for local communities?

<a href="#">5.11. Suggested Indicators for Minimum Standard 11: Partner Coordination</a>	
<i>Community Engagement Outcomes Index (CEO)</i>	Type of internal and external organizations/resources contacted. Was community-level data shared with local partners? How frequently? Were multi-agency and multi-partner activities conducted that utilized shared community engagement personnel and resources? Did local communities know which stakeholders were relevant to contact for specific questions, problems, goods, or services?
<i>Community Engagement Process Index (CEP)</i>	Were local actors consulted to develop an inter-agency strategy for the coordination of community engagement activities? As part of the Informed Design and Planning processes, were community engagement resources mapped and shared? Was it a priority to avoid duplication of community engagement activities? If not, why not?

<a href="#">5.12. Suggested Indicators for Minimum Standard 12: Integration of Community Engagement</a>	
<i>Community Engagement Outcomes Index (CEO)</i>	Did senior government agencies, local government officials, or both demonstrate commitment and support (e.g., financial, political, technical) for community engagement activities? Is there recognition by all sectors in the organization that community engagement is a cross-cutting aspect of implementation? How many types of support were provided to non-CE actors to facilitate integration in non-CE sectors? If there was conflict with any of these agencies or officials, how successfully was conflict resolved?
<i>Community Engagement Process Index (CEP)</i>	Of all possible meetings during a given timeframe, how many local governance or coordination meetings were conducted with community engagement actors present? At how many of these meetings was community engagement discussed? How successful were efforts to integrate community engagement planning, implementation, and reporting into national strategies (e.g. health, education, disaster relief)?

5.13. Suggested Indicators for Minimum Standard 13: Human Resources and Organizational Structures	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Were adequate human resources allocated for activities planned?</p> <p># community engagement staff with participatory expertise and training recruited</p> <p># community engagement staff or volunteers who received training in participatory approaches</p> <p>Did all stakeholders regard community engagement as a cross-cutting strategy at the beginning, mid-point, and end of the initiative?</p> <p>How many staff were recruited from the local area?</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Over the course of the project, did staff report lacking key resources (time, professional support, training, management support)? Were those needs addressed?</p> <p>Was project staffing reflective of the composition of the community (language, gender, age, place of origin)?</p>

5.14. Suggested Indicators for Minimum Standard 14: Resource Mobilization and Budgeting	
<i>Community Engagement Outcomes Index (CEO)</i>	<p>Were there sufficient secure financial resources available to decide upon and implement activities?</p> <p>Type, value and source of development resources per time period.</p>
<i>Community Engagement Process Index (CEP)</i>	<p>Over the course of the project, did staff report lacking key resources (transportation, funding, access to resources?) Were those needs addressed?</p> <p>Were key resource requirements anticipated, funded, and deployed?</p> <p>Relative to other activities, was community engagement funding able to be disbursed in a timely manner?</p> <p>Were the funder's conditions supportive of adequate funding for community engagement activities?</p>



## 6. Existing Indicators

### 6.1. International Indicators

We have not found any international indicators designed to measure international partnerships, cooperation, funding, or results associated with community engagement activities<sup>1</sup>. There are some international data sets that intersect with the minimum standards and may be used as a proxy in data analyses when datasets are complete and sufficiently current. Future research using the community engagement indexes may lay the groundwork for international comparisons.

### 6.2. National and Local Indicators

Presently, there are no routinely collected national-level indicators to measure community engagement. We have identified SDG goals indicators that overlap with community engagement minimum standards. When not evident, we have proposed or highlighted suggested CE indicators to align with the SDG goals and indicators.

### 6.3. Sustainable Development Goals (SDGs)

SDG Goal	SDG Indicators	Suggested indicators
<b>Goal 3. Ensure healthy lives and promote well-being for all at all ages</b>		
3.d Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks	3.d.1 International Health Regulations (IHR) capacity and health emergency preparedness.	This includes community engagement, which is included in the WHO Joint External Evaluation Tool, under Section 4.5.4 on Risk Communication “ <i>Communication engagement with affected communities</i> ” <sup>2</sup>
<b>Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all</b>		
4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	See suggested indicators in proposed in the <i>Communication Indicators Package</i> .

<sup>1</sup> The WHO Joint External Evaluation Framework has a section on community engagement for risk communications, but it has not been universally adopted by nation-states. Several additional indicator frameworks are being developed by multilateral agencies (e.g. Sphere, IFRC), but are in process at this time.

<sup>2</sup> Additional information: Availability of the following related to R.5.4 (documentation): Organizational charts, baseline surveys and maps of social data related to increased risk for top five hazards; Risk assessments that address the most likely local public health threats; National response plan; Surge capacity plan; Data from public health hotline (relevant questions from the public, etc.); Community outreach plan; After-action report from actual emergency or exercise

<b>Goal 5. Achieve gender equality and empower all women and girls</b>		
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life		<ul style="list-style-type: none"> <li>• #/% of women participating in community engagement activities.</li> <li>• #/% of women in leadership or advisory positions in community engagement activities.</li> <li>• #/% women providing community engagement services and programming.</li> <li>• Presence/absence of program strategies developed to address targeted needs of girls and women in communities.</li> </ul>
<b>Goal 6. Ensure availability and sustainable management of water and sanitation for all</b>		
6.b Support and strengthen the participation of local communities in improving water and sanitation management	6.b.1 Proportion of local administrative units with established and operational policies and procedures for participation of local communities in water and sanitation management	Presence/absence of community-led total sanitation approaches for WASH-related issues.
<b>Goal 10. Reduce inequality within and among countries</b>		
10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status		Proportion of people living below 50 per cent of median income, by sex, age and persons with disabilities included in community engagement activities
10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard		Proportion of population reporting having personally felt excluded, under-represented, discriminated against or harassed during community engagement activities
<b>Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable</b>		
11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels	11.b.2 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies	See suggested indicators in Goal 13, as well as indicators proposed in the <i>Inclusion Indicators Package</i> .
<b>Goal 12. Ensure sustainable consumption and production patterns</b>		
12.8 By 2030, ensure that people everywhere have the relevant information and awareness for sustainable	12.8.1 Extent to which (i) global citizenship education and (ii) education for sustainable development (including climate change	

development and lifestyles in harmony with nature	education) are mainstreamed in (a) national education policies; (b) curricula; (c) teacher education; and (d) student assessment	
<b>Goal 13. Take urgent action to combat climate change and its impacts</b>		
13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning	13.3.1 Number of countries that have integrated mitigation, adaptation, impact reduction and early warning into primary, secondary and tertiary curricula 13.3.2 Number of countries that have communicated the strengthening of institutional, systemic and individual capacity-building to implement adaptation, mitigation and technology transfer, and development actions	See community engagement indicators suggested in the Global Facility for Disaster Risk Reduction. These include: <ul style="list-style-type: none"> <li>• Are communities being engaged in discussions about the local, national, and global implications of climate change and disaster risk?</li> <li>• Has an inclusive process been established to ensure that all stakeholders in local communities are engaged in design and participation in resilient development?</li> <li>• Is risk information openly accessible at the district level?</li> <li>• # communities reached by GFDRR Inclusive Community Resilience Initiative reached these communities?</li> <li>• Have communities been consulted about climate risks and vulnerabilities?</li> <li>• Is a two-way information and knowledge exchange system in place to communicate local resilience strategies to officials; and to provide local communities with information, resources, etc?</li> <li>• Are local and supported steps being taken to identify plans for increasing community resilience to changes caused by climate change?</li> <li>• Are community leaders in contact with local and national government officials regarding plans for recovery efforts in the event of a disaster?</li> </ul>
13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities	13.b.1 Number of least developed countries and small island developing States that are receiving specialized support, and amount of support, including finance, technology and capacity-building, for mechanisms for raising capacities for effective climate change-related planning and management, including focusing on women, youth and local and marginalized communities	
<b>Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</b>		
16.6 Develop effective, accountable and transparent institutions at all levels		
16.7 Ensure responsive, inclusive, participatory, and representative decision-making at all levels	16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	
17.8.1 Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology.	17.8.1 Proportion of individuals using the internet	<ul style="list-style-type: none"> <li>• How many forms of information and communications technologies are being deployed in community engagement activities?</li> <li>• How intense was their utilization, by how large of a group?</li> <li>• How do community members (both participants and non-participants) rank the usefulness of ICT in community engagement communications?</li> </ul>

		<ul style="list-style-type: none"><li>• To what extent is the use of ICT tools excluding populations due to (a) access, (b) cost, (c) difficulty of use (e.g. individuals with disabilities), (d) social or political barriers?</li></ul>
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6.4. Community Engagement Benchmarks in Section 4.5.4 on Risk Communication “*Communication engagement with affected communities*”

*National Indicators*

- Is there a social mobilization, health promotion or community engagement department, team or working group that is used for emergency response?
- 2. Is the social mobilization, health promotion or community engagement department or team/working group integrated within the overall health response and linked to the media department/team/focal person and coordinated with key partners?
- 3. Does the social mobilization, health promotion or community engagement department/team/working group have mechanisms to reach out to affected or at-risk populations during health emergencies at national as well as provincial, district and local levels?
- 4. Is social mobilization, health promotion or community engagement included in the national response plan?
- 5. Are opportunities for information sharing or training regularly provided between experienced community engagement experts and volunteers or for potential surge capacity to be used during emergencies?
- 6. Is there an ongoing and functioning feedback loop between at-risk or affected populations and response agencies?
- 7. Are baseline social data, intelligence and analysis on factors that may increase the population’s risk to (or the ability to withstand) the top five hazards in the country (such as mapping of languages, living conditions, religious/cultural practices/trusted channels of communication, influencers) conducted or commissioned?

6.5. Proposed Community Engagement Benchmarks to inform National Assessment for the Global Facility for Disaster Risk Reduction

*National Indicators*

- Are communities being engaged in discussions about the local, national, and global implications of climate change and disaster risk?
- Has an inclusive process been established to ensure that all stakeholders in local communities are engaged in design and participation in resilient development?
- Is risk information openly accessible at the district level?
- # communities reached by GFDRR Inclusive Community Resilience Initiative reached these communities?
- Have communities been consulted about climate risks and vulnerabilities?
- Is a two-way information and knowledge exchange system in place to communicate local resilience strategies to officials; and to provide local communities with information, resources, etc?
- Are local and supported steps being taken to identify plans for increasing community resilience to changes caused by climate change?
- Are community leaders in contact with local and national government officials regarding plans for recovery efforts in the event of a disaster?