EVALUATION OF

ENHANCED READINESS TO RESPOND
GRANTS
FY15-FY19

KEY AID
CONSULTING

American Red Cross

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Acknowledgement

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Acronyms

AmRC	American Red Cross
CiE	Cash in Emergencies Toolkit of the Red Cross Red Crescent
CPWG	Red Cross Red Crescent global Cash Peer Working Group
CTP[1]	Cash Transfer Programming
CO	Country Office
ET	Evaluation Team
ETL	Emergency Team Leader
FACT	Field Assessment and Coordination Team
FBF	Forecast-Based Financing
FY	Fiscal Year
GIS	Geographic Information System
HeOps	Head of Emergency Operations
ICRC	International Committee of the Red Cross
IFRC	International Federation of the Red Cross and Red Crescent
IM	Information Management
ISD	International Services Department (from the American Red Cross)
ITT	Information Technology and Telecommunications
MACP	Margaret A. Cargill Philanthropies
NHQ	National Headquarters
NS	National Societies

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[1] The authors acknowledge that CaLP glossary now uses CVA as opposed to CTP. As the Red Cross uses CTP, the choice was deliberate to keep this more familiar acronym.

OL	Operational Leadership
OM	Operations Management
PECT	Practical Emergency Cash Transfer Programming
PER	Preparedness for Effective Response
PNS	Partner National Societies
R2R	Readiness to Respond
RCRC	Red Cross Red Crescent
RO	Regional Office
SIMS	Surge IM Support
SOP	Standard Operating Procedure
ToC	Theory of Change
TOR	Terms of Reference
VSAT	Very Small Aperture Terminal
WPNS	Well Prepared National Society

Executive summary

Between fiscal year (FY) 2015 and FY 2019, the American Red Cross (AmRC) International Services Department (ISD) designed and implemented four Readiness to Respond (R2R) Grants, which apply innovative approaches to improve disaster response and R2R. The R2R Grants's main objective has been to strengthen local, national, and global disaster management capacities within the Red Cross Red Crescent (RCRC) Movement to meet the immediate needs of crisis-affected households, while building community readiness for future emergencies. The four R2R Grants were allocated between the AmRC, the International Federation of the Red Cross and Red Crescent (IFRC) and partner National Societies (NS).

Between FY 2015-FY 2019, AmRC prioritized five main response domains to contribute to better R2R, i.e. response planning, Cash Transfer Programming (CTP), Information Management (IM), Information, Technology and Telecommunications (ITT), and Operational Leadership (OL).

After five years of implementation, the ISD commissioned this evaluation to determine the Grants' effect on AmRC's, IFRC's and NS' organizational capacities to respond to disasters, generate lessons learned, and provide recommendations for future innovations. This evaluation relied on a remote, qualitative approach that used various sources of primary and secondary data. Primary data collection consisted of an online survey to harvest outcomes, and 53 key informant interviews across the R2R recipient organizations.

Evaluation findings

Relevance of the R2R Grants

The Evaluation Team (ET) assessed whether the **Grants were designed based on the needs of the AmRC, NS and IFRC.**

It found that the R2R Grants were allocated based on the IFRC's annual plans and NS' demand and prioritized needs, which contributes to these funded activities being relevant and contextually appropriate. Overall, all key informants found the R2R-funded activities to be relevant to enhancing preparedness. While it appears that needs and priorities were discussed collaboratively, the ET did not find any formalized, comprehensive, and documented capacity assessments or situation analyses that were conducted at the start of each funding cycle to better identify IFRC and NS needs. The Grant's design was based on the lessons learned in each country and the achievements of the previous grants; individual NS used the findings from previous assessments their teams conducted to inform their proposals to the AmRC for further R2R funding.

The activities were found to be relevant and contextually appropriate. This is mostly due to the fact that a number of the Grants-funded activities were initiated at country level and trickled up vertically or horizontally.

The **Grants' flexible nature** also positively influenced the relevance of the funded initiatives at the national, regional and global levels, both in terms of geographic scope and supported themes. The vast majority of interviewees from the AmRC, NS and IFRC deemed the Grants sufficiently flexible to adjust to changes in demand, e.g. to alter the scheduled activities or their timelines. This was due to the nature of the Grants themselves and to their design, which provided leeway

in the range of activities that could be funded. The lack of flexibility around which domain to focus on, however, sometimes led to frustration. This noted frustration is also likely due to the fact that the NS informants did not necessarily have a comprehensive understanding of the Grants.

Next, the ET assessed the **alignment of the Grants with the RCRC Movement's strategic objective**. The CTP component of the Grants was aligned with the RCRC Movement's strategic objectives for cash transfers and it has highly influenced the RCRC Movement's Cash Strategic Framework. At the strategic level, both the AmRC and the Cash Peer Working Group (CPWG), comprised of NS leaders, helped champion the cash agenda across the RCRC Movement. Similarly, there is a strong alignment between the Grants' tools and CTP Standards, as some of the Grant-supported tools became Standards that are globally used in the sector. The IM focus of the Grants was also found to be fully aligned with the RCRC Movement's strategic objectives, as strengthening national digital and data capacities for humanitarian action is a priority of the IFRC (Strategy 2020 and Strategy 2030).

Lastly, the ET looked at **innovation, creation & knowledge sharing**. The Grants supported innovative domains, and also generated creative thinking within those themes. According to the IFRC interviewees, the Grants were instrumental in creating space to innovate. Conversely, NS staff did not always feel that money was available for innovation. Instead, some reported feeling pressured to implement activities per the set domains, without necessarily understanding the global picture. In terms of knowledge sharing, the majority of the key informants at AmRC HQ noted that the knowledge gained from the Grants remains mostly informal and rests with specific individuals, as opposed to being institutionalized. There was also no formal knowledge management system for the R2R Grants.

Effectiveness of the R2R Grants

Across domains, the Grants largely contributed to developing the capacities of AmRC, IFRC and NS team members. All informants praised the quality and technical soundness of the trainings delivered. They allowed teams to develop a critical mass of trained personnel in each of the Grants' domains. However, among the global level AmRC informants, there was a shared feeling that there is a lack of technical experts for each domain. AmRC informants felt that this lack of dedicated technical manpower hampered both the achievement of outcomes and the timeliness of the outputs.

Regarding **CTP**, all interviewees agreed that the R2R Grants were critical in progressing the cash agenda within NS and the IFRC. Cash readiness is considered to be one of the major achievements of the Grants. Perceptions of CTP across the RCRC Movement have evolved from considering CTP to be an innovative approach, to CTP now being seen as the default modality when conditions allow. Key informants credited the R2R Grants as a key contributing factor in this change, as they allowed the AmRC to fund the activities and train the personnel needed to push for CTP's appropriate use across sectors and regions.

Globally, the R2R Grants helped shift the RCRC Movement's dynamics vis-a-vis cash assistance. For example, within eight years, the IFRC went from having only a few cash program, to signing its largest global contract with the European Union's European Civil Protection and Humanitarian Aid Operations (ECHO) to deliver 500 million Euros through multi-year, multi-purpose cash assistance to 1.6 million Syrian refugees in Turkey. While at the global level the uptake of CTP occurred rather quickly, at the NS level, the uptake and institutionalization of CTP has been more

disparate and sometimes slower. The duration of the Grants was sometimes deemed to be too short for building effective cash preparedness**.**

Most NS have still made significant progress towards becoming cash ready however. This was particularly apparent in Myanmar, Bangladesh and Honduras.

Regarding **IM** (Information Management) and **ITT** (Information Technology and Telecommunications), the RCRC Movement now have an appreciation for IM skills at the global level. For instance, the RCRC Movement is increasing its use of data visualization. Key informants revealed that a significant amount of decision-making is now data-based, and that most of the NS' COVID-19 responses include IM products. The R2R Grants improved the way the RCRC Movement conducts IM, as they enabled training both on data literacy and IM for NS personnel, and funded the position of an IM coordinator in IFRC regional office. The R2R Grants also allowed for the development of large-scale IM projects, such as the Surge Information Management Support (SIMS). SIMS is a network of trained specialists who develop, coordinate and implement IM systems for global RCRC Movement's disaster response operations. Related to IM, one of the global trends the IFRC has observed has been the increased use of technology. ITT is now seen as a critical need and an important element within emergency response, rather than just being a helpdesk. The AmRC is now integrating the idea that access to information is an essential need for the disaster-affected population in its internal programs. As such, one of the current challenges is the blurry delineation of roles and responsibilities for IM and ITT teams.

The **OL** component also made significant progress within the IFRC Secretariat in Geneva. However, most key informants felt that the strategy behind this component was ill-defined.

The IFRC and AmRC commissioned a review of the RCRC Movement's existing managerial capacities, and via the support of the R2R Grants, the AmRC was able to help inform and influence the scale-up of these capacities within the IFRC. OL trainings finally became available in 2018. The Head of Emergency Operations (HeOps) certification program is now regarded as one of the most comprehensive trainings delivered within the RCRC Movement. There was also a recognition among interviewees that there was a need to groom the next generation of leaders, and to increase their cultural, language and gender diversity.

Lastly, in terms of **planning**, in 2012-2013, the Canadian Red Cross, along with a few other NS, began working on a methodology to help NS better prepare for emergency responses. This initiative was called "Well-Prepared National Societies" (WPNS), but is now referred to as the Preparedness for Effective Response (PER) initiative. In the 2018-2019 R2R Grant, the AmRC made substantial funding contributions to IFRC Geneva to support the PER working group. NS now have tools to go through the PER process, which they previously could not afford to do. One of the successes of this new PER approach was that the RCRC Movement went from about 17 NS supporting global alerts in 2016, to about 35 NS in 2019. For example, during Cyclone Idai response in Mozambique, the response included surge members from the Brazil and Paraguay Red Cross Societies.

Efficiency of the R2R Grants

The ET first looked at the **efficiency of the outputs and the extent to which they fed into the intended outcomes**.

AmRC informants consistently reported that from the start of the evaluated period until approximately 2017, activities were developed within a theme (cash, IM, etc.), and therefore within a silo. At the same time, the Grants' outcomes have, from 2015 onward,[2] been structured as per the different layers they are supporting (i.e. AmRC, IFRC and NS). As such, until 2017, it was quite challenging to see the extent to which outputs efficiently (or even effectively) contributed to outcomes.

Both AmRC and IFRC informants noted a significant increase in efficiency from the moment the Grants were approached as "one." Since this change, the different thematic objectives have been envisioned as collectively contributing to improving preparedness.

The RCRC Movement and the AmRC are also changing their capacity development approach by moving away from a thematic and siloed one, and towards building learning pathways that cut across multiple expertise.

The main purpose of the R2R Grant was to "strengthen local, national, and global disaster management capacities to meet the immediate needs of disaster survivors while building community readiness to future emergencies."[3] This purpose in and of itself builds the case for the Grants' efficiency. The body of available evidence highlights how critical it is to strengthen ex-ante preparedness and disaster risk management at all levels, including the organizational level, as the R2R Grants aim to do.

Looking at the **efficiency of the chosen delivery modality**, the ET found that the R2R-funded training has mainly taken place to date as face-to-face training, with very few attempts at remote or blended learning.[4] However, blended learning approaches present numerous advantages from an efficiency standpoint, as they allow for an increase in the number of participants at little cost and within the same classroom space.

Second, irrespective of the type of activities examined during this evaluation,[5] the AmRC sought to collaborate with both the Grants' other recipients, and also beyond this group, e.g. with the British, German and Danish Red Cross Societies, and the International Committee of the Red Cross (ICRC). Beyond the effectiveness of the approach to create RCRC Movement-wide momentum, pooling together resources also contributed to increased efficiency via cost sharing.

Lastly, some AmRC informants noted that further efficiency gains could have been explored for the decisions on how to work with private sector partners.

Finally, the ET looked at the **efficiency of the operational models chosen for the R2R Grants and of their ways of working**.

It was first found that expanding the Grants' duration from one to two years has been consistently highlighted as an efficiency gain. Evidence highlights that overall, humanitarian projects that run over several years can lead to increased Value for Money and efficiency, due to lower operational costs, the flexibility to adjust programming to changing contexts, and funding predictability.

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[2] See for example : FY15 Final Report Enhanced Resp-v11-Document.
[3] 2018 R2R Funding proposal
[4] The HeOps certification program is the only R2R-supported training that explored blended learning, using a combination of face-to-face and remote interactions.
[5] Except for the AmRC country delegation response plans and Standard Operating Procedure (SOPs).

In terms of accountability and communication, reporting between the IFRC and the AmRC, or between NS and the AmRC, was described as flexible and non-bureaucratic. However, informants from both the AmRC and the IFRC had various views on who was accountable to whom, and for what, bringing up a dual accountability paradox.

Looking at the organizational chart, the Grants' management structure was light and fairly informal. Interviewees described a well-functioning organization with good relationships between members and smooth decision-making. On the other hand, they consistently highlighted that internal and external communication about the R2R Grants' achievements, and information sharing in general, could have been improved.

Lastly, in terms of monitoring, evaluation and learning, most of the Grants' monitoring system is output-based, which is not always the most efficient way to monitor a project's success. There was also no consensus on how informants perceived the reporting requirements: technical experts tended to feel that they had the right level of information, while senior managers felt the reporting was either too informal or too output-based to support decision-making.

The fluidity of communication and access to various platforms made access to immediate learning easy and flexible. On the other hand, learning was not always systematically documented in a way that will ensure its accessibility over time. This limits the extent to which decisions can be based on past lessons, and the efficiency of the institutional learning.

Recommendations

Based on the findings, the ET has developed the following recommendations, which are divided into two categories: 1) short-term recommendations to inform the design process of the future Grant cycle; and 2) advocacy-related, longer-term recommendations.

Actionable recommendations in the short-term

Recommendation 1: Develop a clear communication plan for stakeholders to fully grasp the breadth and ambition of the Grants. Communication has been a key element in the R2R-funded projects' sustainability. However, stakeholders and partners were not fully aware of the Grants' overall objectives. The ISD or the Grant design team should create a clear communication plan about these objectives, which will also contribute to having a more participatory response design, as it is likely that better informed stakeholders will have more meaningful inputs to share.

To support this communication plan, identifying **regional points of contact**/counterparts within IFRC Regional Offices to discuss the Grants or this line of work would be a valuable asset.

Recommendation 2: Further build the consultative process to ensure the Grant's design has a more tailored and granular approach. Strengthening the co-design of the future Grants would further improve their alignment with the IFRC's strategic interests, which will contribute to enhanced efficiency and sustainability. Within the ISD, the consultative process across the different departments should continue and adjust to the new organizational structure. As the AmRC has been using CTP in its domestic response for a long time, there may be an opportunity to harness the domestic team's lessons learned and expertise to inform future R2R-supported activities.

Similarly, to strengthen Grant design, AmRC should make a clear connection between the formalized capacity assessments produced across the RCRC Movement (e.g. the Well-Functioning National Society Assessment, the Capacity Building Assessment Rubric, and the Organizational Capacity Assessment and Certification, etc.) and activities the R2R Grants fund.

Recommendation 3: Ensure the number of technical advisor roles and their job descriptions within the AmRC reflect the organization's ambitions. While the AmRC's ambitions and thematic expertise grows, so too should the number and capacity of dedicated technical support sitting in the AmRC HQ to meet the overall objectives and ease the day-to-day Grant management. This would also contribute to the horizontal spreading of the R2R Grants' effects across all the regions in which the AmRC is responding.

Recommendation 4: Strengthen outcome monitoring to assess program effectiveness. The AmRC needs to move beyond output monitoring to focusing on outcomes, in order to assess the Grants' short- and medium-term effects and program quality. For instance for the OL component, the AmRC should look beyond leader development and identify the extent to which these trained leaders contribute to improving the quality of response.

Recommendation 5: Establish financial tracking per theme to quantify the Grants' return on investment. The people managing the Grants were program staff, rather than finance or grants staff. Considering the size of the Grant, additional financial expertise would help with tracking spending per thematic areas.

Recommendation 6: Continue documenting and sharing lessons learned on preparedness. The RCRC Movement is unique within the humanitarian sector when it comes to the proportion of resources allocated to preparedness, and notably for CTP preparedness. As this was not done consistently over the past five years, evaluation stakeholders expressed a need to regularly capture and disseminate lessons learned internally and externally. While the documentation seems to happen fairly regularly (e.g. the IFRC annual response review), it is inconsistently shared both inside and outside the RCRC Movement.

Recommendation 7: Clarify the lines of accountability. One of the challenges stakeholders faced were reporting lines. While being flexible and non-bureaucratic was considered to be a strength, it is balanced out by the "dual accountability paradox" discussed in this report. Going forward, it is important to set clear expectations in terms of reporting and accountability between the IFRC and the AmRC. Reporting does not need to be heavy, and the flexible and non-bureaucratic processes should remain the norm. However, with the shift to multi-year funding, it may be reasonable to identify milestones for more formalized reporting. This should also be focused on monitoring the quality of the Grants' outcomes and making program-related decisions.

Advocacy-related, longer-term recommendations

Recommendation 8: Favor multi-year funding cycles. Partner National Societies (PNS) found longer-term funding to be more effective, enabling them to make wiser investment decisions and representing a gain in efficiency. When PNS receive support with limited funding or short timeframes, they tend to implement activities on an ad hoc basis without mainstreaming the domain (cash and IM particularly) into their systems, processes and procedures. This also echoes

the recommendations the Global Cash Preparedness Approaches Evaluation made in 2018.[6] Advocating to the donor for a longer-term funding cycle would also support the recommended shift to monitoring outcomes, as opposed to monitoring outputs.

Recommendation 9: Strengthen the connection between the R2R Grants' outcomes and the new AmRC International Strategy. As already initiated during this current grant cycle (FY 2020-2022), the R2R Grant Theory of Change and Logical Framework should directly contribute to the AmRC and the RCRC Movement's strategic vision. Being considered as one Grant, as opposed to a sum of innovative activities, would also boost synergies between domains.

Recommendation 10: Continue mainstreaming domain areas in the RCRC Movement. Mainstreaming cash preparedness, IM, ITT and planning should continue on all levels - governance, policy, globally, regionally, country, etc. - during an operation. The AmRC and its partners were focused on the technical side of the thematic areas at the start of this evaluated period (developing tools, software, etc.), and should now place more emphasis on leadership buy-in. This will help secure further resource allocation and contribute to the sustainability of the Grants-induced changes. At the same time, the AmRC should continue supporting implementation at field level, as there will always be a time lag between mainstreaming and implementation in priorities countries.

Recommendation 11: Keep the operational model light and trust-based.
The R2R Grants should continue to contribute to the RCRC Movement's strategies through implementing activities, representing the RCRC Movement, holding strategic discussions, and providing technical support to the NS through IFRC regional and global HR structures. On the activities level, co-hosting activities (e.g. training) should be continued wherever feasible and relevant. This will not only boost efficiency, but will also promote the organizational and thematic diversity of participants. It will also increase deployment opportunities, especially for PNS staff, as well as peer-to-peer support and on the job learning.

Recommendation 12: Streamline the Grant management structure to increase efficiency.
Clarifying the management structure of the Grant and allocating more time for the appointed people to focus on its management would make the decision-making process leaner, and lighten some staff members' workload. In the same vein, identify a dedicated Grant design focal point to articulate the changes the AmRC wants to highlight in Grant proposals. Make sure the AmRC organigram reflects those changes and that the AmRC adopts a dedicated management matrix.

Recommendation 13: The AmRC should create a single knowledge management system that can be used for all of its activities, including those funded by the R2R Grants. Currently, different teams use different platforms for knowledge sharing and collaborative work, which decreases efficiency as well as the effective institutionalization of knowledge. This recommendation goes beyond the R2R Grant and the scope of this evaluation, but is still relevant as the resulting loss of efficiency and effectiveness has had a negative effect on activities implemented through these Grants.

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[6] Lois Austin and Jacqueline Frize, 'Evaluation of the International Red Cross and Red Crescent Movement Cash Preparedness Support', January 2019.

I. Introduction

I.1. Context & Background

Between 2015 and 2020, the American Red Cross (AmRC) International Services Department (ISD) designed and implemented four **Readiness to Respond (R2R) Grants** (previously referred to as "Enhanced Response" grants), which apply innovative approaches to improve disaster response and R2R.

Grants' main objectives

Over the past five years, R2R's main objective has been to strengthen local, national, and global disaster management capacities within the Red Cross Red Crescent (RCRC) Movement to meet the immediate needs of crisis-affected households, while building community readiness for future emergencies.

The four R2R Grants were consistently implemented across three layers of the RCRC Movement:

- **American Red Cross (AmRC)** – Response Readiness at National Headquarters (NHQ), Regional, and Delegation Offices;

- **The International Federation of the Red Cross and Red Crescent (IFRC)** Secretariat – both globally (Geneva) and regionally (Americas/Asia Pacific);

- AmRC's **priority National Society (NS) partners**; focusing on Bangladesh, Indonesia, Myanmar, El Salvador and Honduras.[7] These NS have been long-standing AmRC partners, with whom the partnerships extend beyond the R2R Grant.

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[7] In 2014-2015, the Grant was not limited to these five countries, but also included other NS partners such as the Ukraine Red Cross.

Figure 1: Location of R2R-funded activities 2015-2019
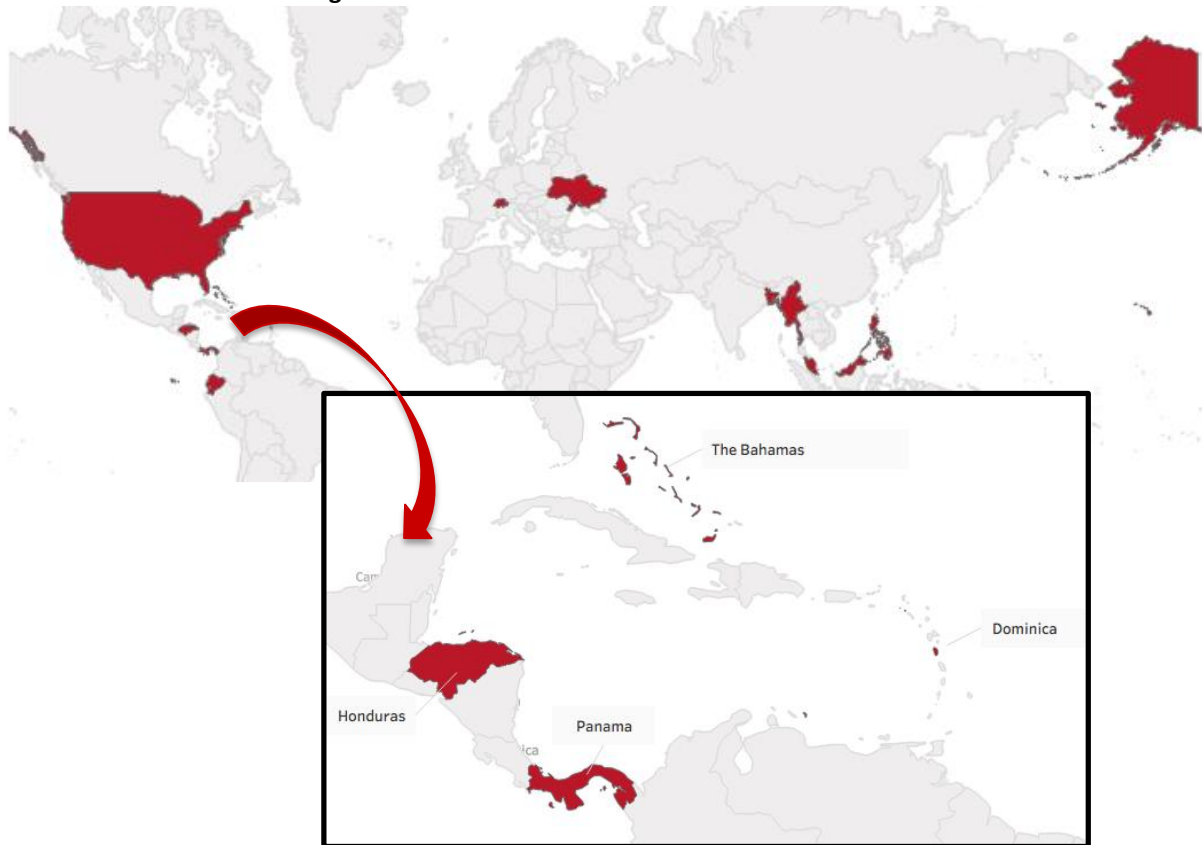
Source: the authors

Funding mechanism

Back in 2012, the AmRC received an Enhanced Response Grant from the Anne Ray Charitable Trust (ARCT) to invest in leadership, cash and relief and disaster management. Since then, the AmRC has received this umbrella grant on an annual basis. From 2017 onwards, the Enhanced Response Grant became the R2R Grant, with a two-year funding cycle.[8] ARCT is now known as Anne Ray Foundation, which is part of Margaret A. Cargill Philanthropies

The R2R Grant is allocated between the AmRC, the IFRC and partner NS. Allocations are decided on the basis of IFRC's operational plans, and partners' response capacity building assessments and plans. The allocated funding is not necessarily presented to the IFRC or NS as being associated with the R2R Grant, nor is the R2R marketed as a cross-thematic program.

The Grants', and therefore this evaluation's, main stakeholders are presented in the figure below:

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[8] In total the AmRC received six grants. The scope of this evaluation is the past five years, which encompasses the third, fourth, fifth and sixth grants.

Figure 2: R2R Grants' main stakeholders
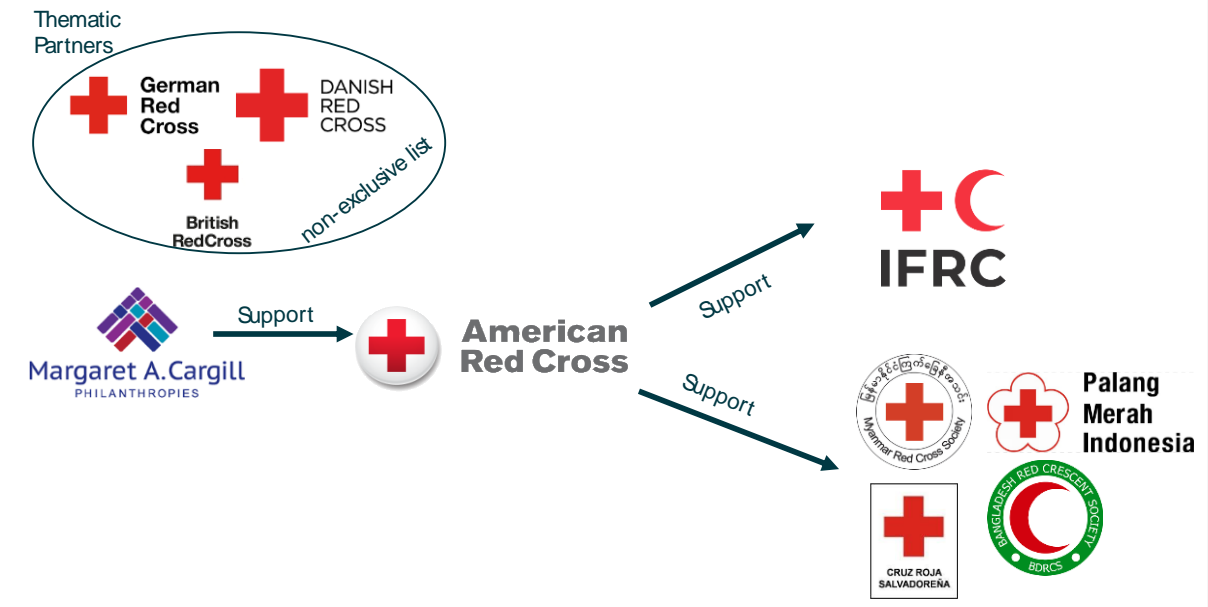
Source: the authors

The grants' three overarching outcomes mirror the three layers of implementation:

Figure 3: Outcomes of the Enhancing Readiness to Respond project

1. American Red Cross strengthens its ability to respond in disasters

2. American Red Cross contributes to strengthening and sustaining IFRC's readiness to respond capacity in disasters

3. American Red Cross priority national societies strengthen their ability to provide goods and services to disaster affected populations
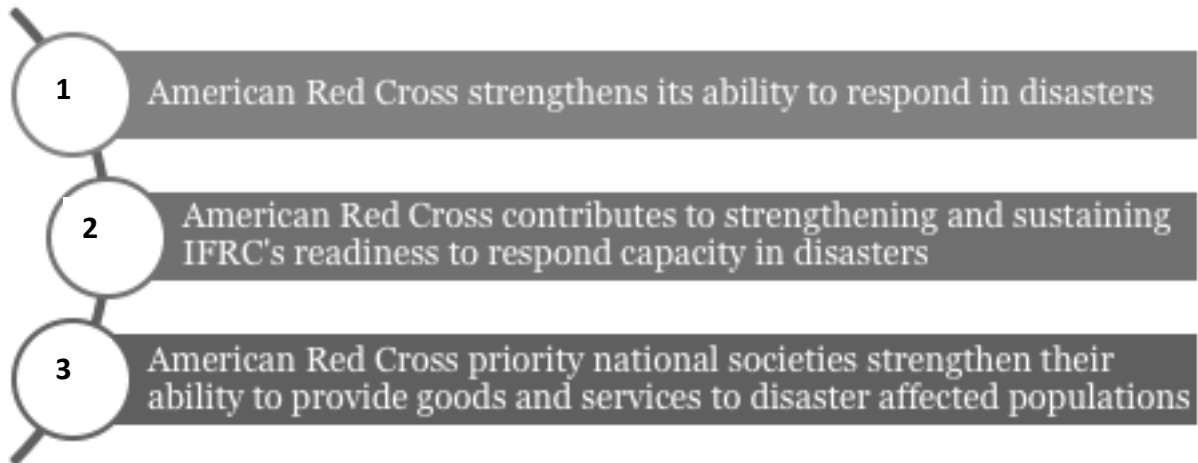
Five main response domains

Between 2015 and 2020, AmRC prioritized five main programmatic areas. These programmatic areas were selected to build on AmRC's subject matter expertise, and have been systematically explored at all three layers. Together, these themes are complementarity for enhancing disaster response:

Figure 4: The R2R Grants' five response domains

Planning	Cash Transfer Programming (CTP)	Information Management (IM)	Information Technology & Telecommunications (ITT)	Operational Leadership (OL)
Elaboration of response plans (e.g. operational response plans), Well-Prepared National Society (WPNS) or Preparedness for Effective Response (PER) assessments	Systems and people capacity development for the appropriate, timely and quality CTP to families affected by disasters	Development of geographic information system and IM capacity - Surge IM Support (SIMS) project	Material purchases as well as capacity building on data readiness, ITT assessments, and development of concept for connectivity such as 'Information as Aid"	Capacity development on strategic and operational leadership; rosters of operations leaders

Source: the authors

The logic of intervention is two-fold:

- Further develop AmRC's expertise in the domains of Cash Transfer Programming (CTP), Operational Leadership (OL), Information Management (OM), and Information Technology and Telecommunications (ITT).[9] In turn, the AmRC would be in a position to leverage this expertise to support the IFRC in strategic planning for CTP and IM, as well as to provide OL development as part of the IFRC's global surge capacity.[10]

- Directly support the IFRC's and AmRC's priority NS partners across these five response domains. Through this support, NS would strengthen their capacity to respond to small-scale disasters (independently or with AmRC support), and to work with the IFRC teams for medium and large-scale disasters.[11]

R2R support

To strengthen disaster management capacities within the RCRC Movement, the R2R Grants have embraced a multi-dimensional approach. They support policies, people, platforms and systems, as well as tools and equipment, across all thematic areas and assisted stakeholders. The figure below demonstrates the breadth of activities the R2R Grants support, but does not aim to be comprehensive.

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[9] Note that when designing the proposals, outcomes were only defined as high levels goals; more specific targets were set for each funding cycle.
[10] R2R Funding proposal 2018-2020.
[11] R2R Funding proposal 2018-2020.

Figure 5: R2R type of support

	Policies	People	Systems & platform	Tools & equipment
CTP **IM** **OL** **ITT**	- Red Cross Movement CTP strategy	- Direct funding for technical experts positions - Rosters - Capacity development	- Community of practice: Surge Information Management Support (SIMS), Cash Peer Working Group (CPWG) - General service requirements for global payment solution	- Very Small Aperture Terminals (VSATs), Mobile Data Collection equipment - Cash in Emergency toolkit

Source: the authors

I.2.   The Grants' major trends

CTP was one of the first themes to be explored as part of the Enhanced Response Grants, having started in 2013. In this earlier phase of the Grant, the CTP component was managed separately from the rest of the Grant. The use of CTP as a modality to respond to crises builds on AmRC's domestic experience, as well as the global trend in increasing the uptake of CTP as an appropriate humanitarian tool.

The Grants evolved to support five domains that correspond to the AmRC's priorities and feasibility. Since 2018, the Grants have encompassed: CTP, OL, IM, ITT, and Planning.

As the thematic scope of the Grants increased,[12] **the budget concurrently increased** from 1.075 million USD in fiscal year (FY) 2015, to 2.5 million USD in FY 2019.

Figure 6: Grant funding evolution (USD)

	2015	2016	2017	2018	2019
	1 075 010	1 075 010	1 469 659	2 480 537	2 518 468
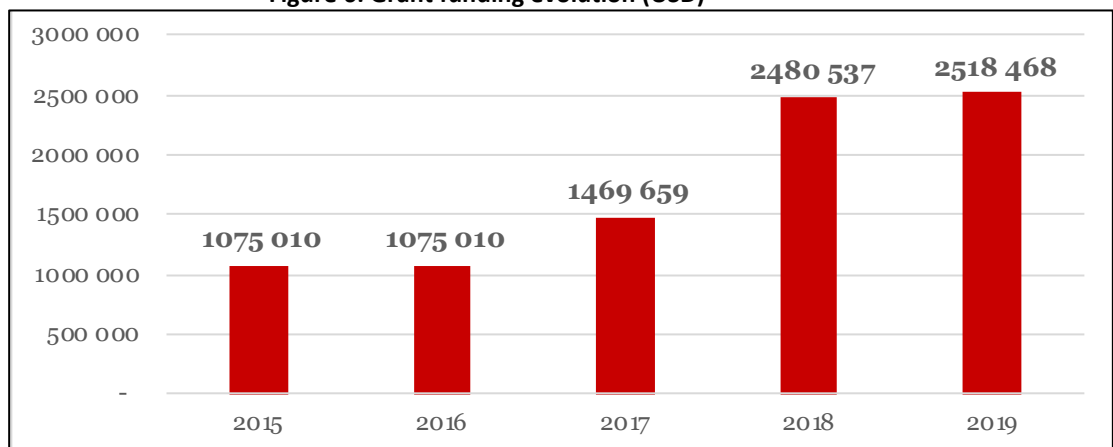
Source: ERP Budget per FY

After five years of implementation, the ISD commissioned this evaluation to determine the Grants' effect on AmRC's, IFRC's and NS's organizational capacities to respond to disasters.

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[12] See Section IV.1.2 "Flexible nature of the Grants" for a visualization of thematic domains supported by year.

II. Objective and Scope of the Evaluation

The objective of this evaluation was two-fold. First, it aimed to assess how and to what extent the innovative practices helped achieve the project's intended goals (outcome evaluation). Second, it sought to generate lessons learned and provide recommendations for future innovations[13] (formative evaluation).

The evaluation is meant to inform the design process for the Grant's future cycle (FY 2022-2025), set to begin in July/August 2020.

The evaluation was conducted for both learning and accountability purposes, with a primary focus on learning. Thus, the evaluation team (ET) looked at the implementation's divergence from the initial plan not necessarily as mistakes or failures, but as opportunities to better understand the agility of the Grants.

The evaluation covered the period of FY 2015–FY 2019 in all locations where Grants-supported activities were implemented, across all relevant stakeholders and the five themes.

More specifically, the **key objectives** of the evaluation were to:

1. Assess the continuous relevance of the Grants vis-a-vis the needs of the RCRC Movement;
2. Determine the effectiveness of the consecutive Grants, with a strong focus on presenting the R2R's outcomes;
3. Gauge the efficiency of the ways of working and of the Grants' implementation processes.

Evaluation stakeholders

Primary users are the MACP (grant donor) and the AmRC ISD team members. This audience will utilize the evaluation findings to shape thematic strategies and future preparedness efforts. Lessons learned and recommendations should also directly support the formulation of the next Grant cycle.

Secondary users include the IFRC and the NS involved in disaster preparedness and response. They will use the evaluation to inform their future operational plans and preparedness efforts.

III. Methodology

This evaluation relied on a qualitative approach. It took place from April to August 2020, with remote data collection occurring in June and July 2020.

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[13] The RCRC Movement defines innovation as "solving a problem or improving a process that betters how the organization delivers on its humanitarian mission." (see https://www.redcross.org/about-us/who-we-are/innovation.html for more information). Within this grant, innovation refers to operation-related innovation and sits at the intersection of all thematic areas. Hence, it encompasses location services (such as GIS), enablement tools on digital devices, innovative technologies, knowledge management systems, etc. For the purpose of the evaluation, the ET decided that innovation would include all the new approaches, activities and ways of working that informants deemed different from "business as usual."

Based on the Organization of Economic Cooperation and Development (OECD) criteria set out in the Terms of Reference (ToR), the team framed the evaluation around three criteria: (i) Relevance, (ii) Effectiveness, and (iii) Efficiency.

For each of these criteria, the ET used and adapted questions from the ToR. To ensure the evaluation questions' consistency across the AmRC and interoperability of the information emerging from evaluations, the ET used the standardized evaluation questions provided. For each question, the ET then developed associated indicators, which are captured in the **evaluation matrix** available in Annex VII.1. These indicators informed the development of the data collection tools, which were tailored for each stakeholder group.

The ET formed its judgement using various sources of primary and secondary data, which allowed the consultants to triangulate and substantiate the findings presented in this report.[14] The methodology steps are summarized below:

Figure 7: Overview of the evaluation methodology
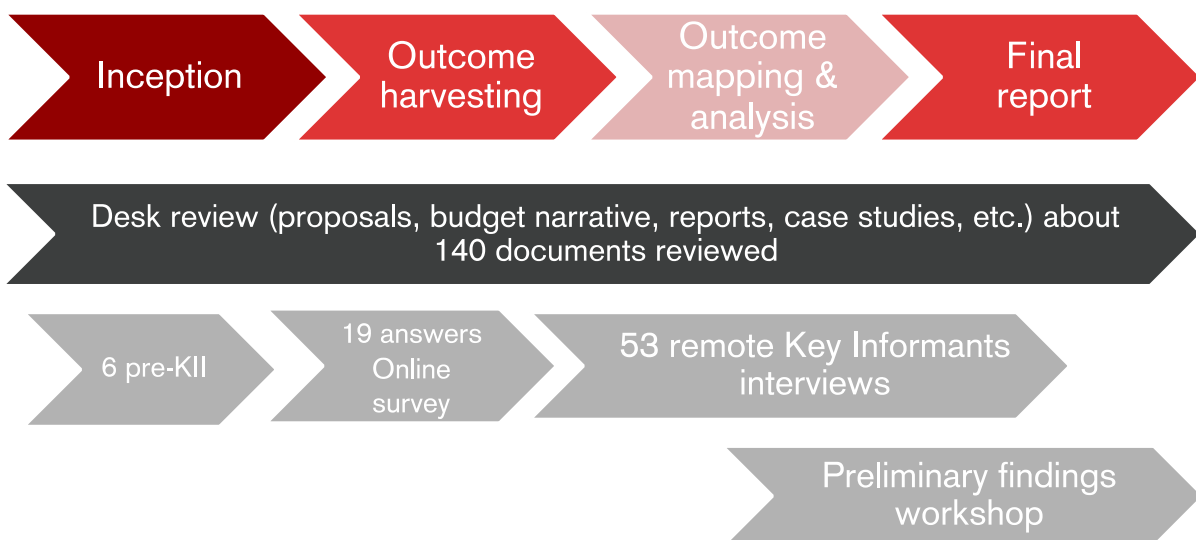
Source: the authors

III.1.   Desk review and inception phase

The evaluation started with remote briefings with the evaluation managers to acquire a broad and sufficient understanding of the Grants' background and the intended approaches for the evaluation.

During the inception phase, short preliminary key informant interviews were conducted with each thematic lead, as well as with the Grant manager (for a total of six preliminary interviews), to capture their expectations vis-a-vis the evaluation.

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[14] Triangulation of data was made possible by using different sources of data (literature review, online survey and key informants) but also by trying to be as inclusive as possible in the stakeholders selection, which included former staff.

Finally, the ET organized two remote working sessions with the knowledge management focal point to get a deeper understanding of the Grants' background, and also to create a structured folder of available documents and a list of key informants to involve in the evaluation.

During the inception and data collection phases, the ET reviewed 140 documents. All consulted documents were systematically coded to extract relevant information. It included: R2R overall budgets, proposals and donor reports, IFRC pledges and progress reports, CTP strategies, etc. The full list of documents reviewed is available in the Bibliography in <u>Annex VII.6.</u>

The inception phase culminated with the development of an inception report capturing the evaluation scope and matrix, a detailed methodology and timeframe, primary data collection tools, a list of relevant documents, and a list of key informants. The inception report was shared with the review group for comments. It was accordingly revised and finalized on June 12th, 2020.

III.2.   <u>Outcome Harvesting approach</u>

To answer questions related to the R2R Grants' effectiveness, the evaluation harvested outcomes, among other data collection methods.[15] Outcome Harvesting is a participatory evaluation approach that was used to assess the Grants' contribution to improving the preparedness of the AmRC, IFRC, and partner NS. The approach is user-centered and captures qualitative, tacit knowledge.

The outcomes harvested focused on the changes in behavior (i.e. actions, relationships, practices and policies) of the organizations benefiting from the R2R Grants. Outcome identification relied on the retrospective collection of information from the past five years of R2R results. The evaluation first identified the outcomes, and then investigated the R2R activities and outputs that contributed to them. The information has been verified for accuracy through substantiating stakeholders' feedback, before being analyzed against the R2R Grants' effectiveness.

Figure 8: Outcome Harvesting key steps[16]
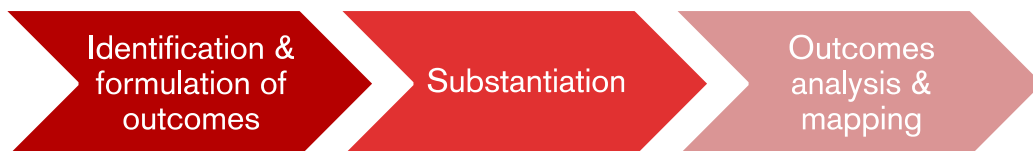
Outcomes identification & formulation

An outcome is information that describes what changed, for whom, when and where, why it matters to organizations' preparedness (i.e. the significance of the change), and how the R2R contributed to the change. These outcomes or changes, could be positive or negative transformations that influence the preparedness of AmRC, IFRC and/or NS. The key features of an outcome are summarized in the figure below:

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[15] See the evaluation matrix in <u>Annex VII.1</u> for a detailed description of the data analysis methods that were used for each evaluation question.
[16] Adapted from: World Bank, 2014, Outcome-Based Learning Field Guide.

Figure 9: Key features of an outcome

Outcome statements	Significance	Contribution
Who did what when and where (i.e. what changed)?	Why does the change matter?	How did the R2R contribute to this change?
A description of an action, a relationship, a practice or a policy that changed, appeared or disappeared within one of the organizations in between 2015 and 2019	A description of the relationship between the change and the state of preparedness of one of the organizations	A plausible link in between the change described and one of the R2R activities or outputs.

Outcomes identification started during the desk review, as the ET identified a first set of outcomes based on the literature review. The outcomes were entered in a Microsoft Excel sheet as per R2R's five themes. Outcomes were further disaggregated per location and organization. Because the Grant monitoring primarily focused on outputs rather than outcomes, the ET only found a limited number of these outcomes via the desk review.

To identify more outcomes, the ET also created an online questionnaire using KoBo, which was shared with all the identified key informants. Survey respondents were asked to reflect on their experience with the R2R, and on how the Grants have influenced new actions or changes in behaviors, relationships, activities, policies or practices with regards to preparedness. A total of 20 respondents completed the survey.[17] The outcome harvesting questionnaire template is available in Annex VII.5.1.

Outcomes substantiation

To ensure the consistency of information, enhance the credibility of the findings and further encourage strategic learning across the different organizations, some of the outcomes were substantiated during the preliminary findings presentation.

Workshop participants were asked their degree of agreement (using a closed Likert scale) with the outcome information. For a given outcome, substantiation focused on areas that could not be verified using secondary data. These areas included:

- Whether an event or milestone occurred;
- Whether a behavior changed in the way it had been described;
- Details about the information on an outcome;
- Significance of the outcome;
- Contribution of the R2R to the outcome.

Outcomes analysis & mapping

Outcomes were organized per theme, and through a mapping process placed along a results chain. This contributed to identifying how the R2R Grant has contributed to higher-level results over time.

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[17] 12 respondents from the AmRC and eight from the IFRC (Geneva, Asia and Americas offices).

The harvested outcome information was used to develop a R2R Theory of Change (ToC), which was then compared to the existing one.

III.3.   Primary data collection

Following the inception report, selection of key documents and approval of the data collection tools, the ET conducted qualitative data collection. This aimed to complement the Outcome Harvesting, in order to answer the other evaluation questions.

Primary data collection included semi-structured key informant interviews, as well as short vignettes. Due to the current pandemic situation, all primary data was collected remotely.

Key informant interviews of stakeholders

Semi-structured key informant interviews were conducted with stakeholders who were involved with the Grants during the last five years of implementation. Interviews took place remotely, either via Zoom, Skype or phone, based on informants' preferences. As the ET was collecting non-sensitive data as part of this review, a positive answer to an email invitation was considered as consent.[18]

The final list of informants was agreed upon during the inception report stage. The selection of key informants was done purposefully, targeting people thought to be best able to contribute to the evaluation process. They were representative of the key stakeholder groups presented in the graph below. **A total of 53** people were interviewed, including 28 from the AmRC and 25 from other RCRC Movement partners.[19]

To maximize efficiency, **paired interviews** were also conducted. Paired interviews collect information from several people at the same time who represent the target audience. The aim of a paired interview is to create a dynamic in which the participants interact with each other.

Figure 10: Profile of the key informants interviewed (n=53)
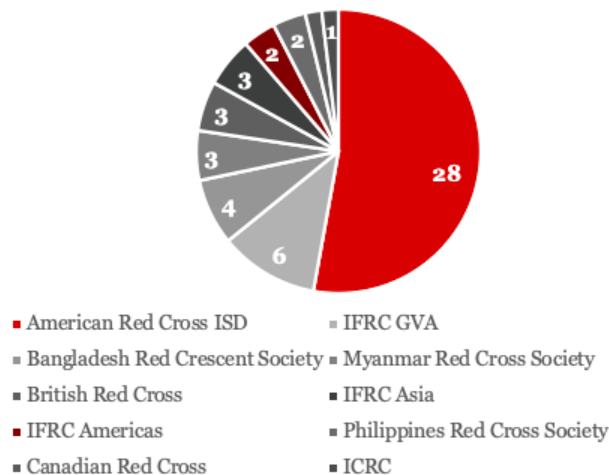
The questionnaire for key informant interviews is available in <u>Annex VII.5.3</u>.

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[18] The ET committed to inform all stakeholders willing to be interviewed of Key Aid Consulting's GDPR policy.
[19] The initial plan was to conduct about 60 interviews.

Vignettes

During primary data collection, the ET collected a total of seven vignettes. The purpose of these short case studies was to illustrate the human side of the disbursed funding. The ET identified individuals and NS partners that benefited from assistance and who had an interesting story to tell during the key informant interviews and the preliminary findings presentation.

With their informed and written consent, selected individuals were interviewed, and their photographs taken. This short interview (45 minutes) focused on the most significant outcome experienced as a result of the R2R Grants. Questionnaires used to collect vignettes were open-ended to capture the story from the interviewee's perspectives. These questionnaires are available in Annex VII.5.2.

Vignettes can be accessed here.

III.4. Data analysis and report writing

The number and diversity of the interviewees' positions vis-a-vis the Grants (with more or less influence on the project) allowed the ET to reach data saturation. Data was triangulated to ensure a rigorous qualitative process as per the sources described in the evaluation matrix.

Qualitative disaggregated data was recorded and coded to analyze emerging trends. The analysis was done iteratively so as to be able to adjust the data collection tools and explore some of the trends more in-depth. Most of the analysis was disaggregated per location, organization and theme.

The team then produced a first draft of the evaluation report and a PowerPoint presentation to highlight the preliminary findings.

The ET led two remote workshops with IFRC and then RCRC teams to present the findings, analyze their consistency and discuss recommendations. These occurred at the end of the data collection and upon completion of the first draft of the evaluation report.

Upon receiving feedback both remotely and during the workshop, the ET produced the final version of the evaluation report.

III.5. Evaluation limitations

The ET faced the following limitations:[20]
- As the R2R was never presented as a stand-alone program or a specific funding stream, most of the key informants from NS and the IFRC were unable to distinguish between the activities funded by the R2R Grants and other grants or donors. As a mitigation measure, the ET triangulated informants' answers with the R2R budgets for the period 2015-2019

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[20] The first two points presented limitations for this evaluation, but are strengths of the R2R Grants that are discussed in the findings section. The fact that key informants were more familiar with the activities and outcomes than the funding stream or the donor tends to demonstrate the focus the MACP placed on results, as opposed to attribution or branding. Similarly, the RCRC Movement often uses pooled fund mechanisms where multiple entities and donors are pooled into one financial pot to support an operation/program. Though this makes attribution to a single donor difficult, it is a positive sign of global collaboration to achieve collective impact.

- to exclude findings related to activities not funded by R2R Grants. It is possible however that some findings in this report may also be applicable to other funding streams.
- The R2R Grants sometimes contributed to (as opposed to fully funded) certain activities, and therefore to reaching certain outcomes alongside other funding streams (from the AmRC or other NS). Considering this evaluation's methodology, the ET did not assign attribution to these changes, but rather focused on contribution.
- Because the R2R Grants' monitoring primarily focused on outputs rather than outcomes, the ET used the Outcome Harvesting approach to uncover the R2R Grants' main outcomes. Outcome identification was thus done in a qualitative manner, based on respondent availability and willingness to contribute. It is therefore possible that some outcomes were missed.
- Financial information is not organized per activity or per theme, hence it was difficult for the ET to allocate the costs per theme. As a result, some of the financial indicators originally chosen in the evaluation matrix have not been measured. Specifically, these include:
  - Evolution of budget allocation to a given activity through the years as the budgets were not specific enough;
  - Resources spent per beneficiary over the years.

IV. Evaluation findings

IV.1. Relevance of the R2R Grants

The first OECD criterion examined during this evaluation was relevance.[21] The ET looked at the relevance of the Grants' design vis-a-vis the needs of the AmRC, NS and IFRC (Section IV.1.1) and against the RCRC Movement's strategies and standards (Section IV.1.2). The ET then assessed the flexibility of the Grants (Section IV.1.3) and the space created for innovation and knowledge sharing (Section IV.1.4).

IV.1.1. Grants designed based on needs

Through the R2R Grants, the AmRC aimed to "strengthen local, national, and global disaster management capacities to meet the immediate needs of disaster survivors while building community readiness to future emergencies."[22] The AmRC recognized that success would require approaching capacities from multiple facets, both in terms of domains and capacity types. From the start, the R2R umbrella Grants covered processes, systems, tools, and manpower, across multiple domains, to consistently develop the capacity to respond.

At the start of each funding cycle, the Grant's design is based on the lessons learned and achievements of the previous Grants, which is detailed in a dedicated section in the new Grant's proposal. For example, the definition of the OL strategy in FY 2020-FY 2022 was based on lessons learnt from the previous Grants. The funding proposal highlights how the types of activities the

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[21] As per the OECD, relevance is defined here as the extent to which the intervention objectives and design respond to beneficiaries (i.e. AmRC ISD, IFRC and PNS), global and country-level needs, policies, and priorities in a given context and continue to do so overtime, adapting to changing circumstances.
[22] American Red Cross, 'Funding Proposal and Budget-v1-Document.Zip', March 2017.

Grants fund have evolved from research and scoping, to capacity development and systems-strengthening.[23]

The R2R Grants are allocated based on the IFRC's and NS' demand, which contributes to these funded activities being relevant and contextually appropriate. The IFRC and NS needs are identified and prioritized through an informal, participatory process. Key informants reported that grant design became more participative with each successive year.[24] This process is rooted in stakeholders' experiences, but is not formalized in comprehensive and documented capacity assessments or situation analyses that were conducted at the start of each funding cycle. The ET came across an attempt to map and use the various capacity assessments conducted within the NS, such as the Well-Functioning National Society Assessment, the Capacity Building Assessment Rubric, and the Organizational Capacity Assessment and Certification.[25] The extent to which these have served to inform the R2R Grants' design however remains unclear, particularly as some of these span across a long period of time (from 2007 to 2016).

Every year, to support the Grant's design, each IFRC Regional Office (RO) shares an operational plan with the AmRC that outlines their intended workplan. For CTP or IM, this workplan aligns with the IFRC regional strategies, which are developed with NS partners and incorporate NS priorities that stem from their experience. Individual NS use the findings from previous assessments their teams have conducted to inform the proposals they submit to the AmRC to receive a portion of the R2R funding.

The majority of external key informants (i.e. not from the AmRC) wished to have a broader understanding of the Grants' objectives to support the proposal writing process. NS staff were often unclear about how the R2R-funded activities contributed to a broader capacity development objective.

Key informants' perceptions around the relevance of the funded domains have significantly improved over time. In 2020, all informants acknowledged the relevance of the R2R-funded activities for quality emergency response. This was, however, not always the case. From about 2015-2017, CTP and IM were not high on the IFRC's strategic agenda. Among the NS, some did identify IM as a priority early on (e.g. Philippines, Indonesia, and Nepal), but for others (El Salvador, Honduras, Myanmar), it took time and effort for IM to be considered relevant for quality response. The R2R Grants, via expert secondment, training, etc., undoubtedly contributed to this shift in perceptions, as further examined in Section IV.2 Effectiveness.

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[23] Each annual final report contains a lessons learned section.

[24] From the last cycle Grant onwards (FY17-FY19), the AmRC HQ organized a field visit to meet with the NS and the regions in order to discuss their needs.

[25] Response Capacity Assessment document, undated.

Figure 11: Word cloud from respondents' answers on relevance

As for the relevance of the activities themselves, informants overwhelmingly stated that they were relevant and contextually appropriate, largely due to the fact that said informants were involved in designing the plans that were funded. A small number of respondents highlighted a "one size fits all approach," but this was more related to the domains than the activities themselves, as further discussed below.

One indication of the Grants-funded activities' relevance is that a number of them were initiated at country level and trickled up vertically or horizontally. The box below provides an example of such horizontal trickling, when activities originally funded by the R2R Grants were then replicated with a different funding source.

Box 1: Activities that trickled up horizontally

Acknowledging the importance of ITT, the **Philippines Red Cross,** in the aftermath of Typhon Haiyan, allocated a portion of the response grant that was originally meant for emergency CTP to support its ITT operation center with laptops, calls centers, communication materials in ambulances, etc. Interviewed Philippines Red Cross staff confirmed that the trend is now to fund more ITT-related activities.[26]

Related to the use of technological tools, the **Ecuadorian Red Cross** piloted and adapted the RC2 Relief tool, a data management tool for registering crisis-affected households that incorporates security questions and a digital signature. They developed a lessons-learned document as a result of this pilot that is now available to the whole RCRC Movement.[27]

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[26] This was notably the case for FY 2020-2022 assistance received of 50,000 USD. Source: Priority Country Response Plan: Philippines, November 2019 and Key informants.

[27] Cash-Based Interventions Regional Working Group, 'Review of the Refugee and Migrant Response Plan 2020 for Venezuelans - Covid-19 Situation', May 2020.

IV.1.2. Flexible nature of the Grants

The flexible nature of the Grants positively influenced the relevance of the funded initiatives at the national, regional and global levels.

The vast majority of interviewees from the AmRC, NS and IFRC deemed the Grants sufficiently flexible to adjust to changes in demand. This is due to both the nature of the Grants and to their design, which focuses on three objectives and the five domains that correspond to the AmRC core competencies. The way the Grants approach capacity building – encompassing manpower, systems, tools and procedures – provides more latitude in the range of activities that can be funded. Furthermore, the grant's donor had a flexible approach to funding, which only

> *"The flexible and negotiated approach to join planning allowed the IFRC to invest where the needs are" – IFRC staff*

earmarked the geographical region. The donor's flexibility allowed the AmRC to in turn be flexible with the IFRC and NS. Informants shared several examples of funding reallocations that the Grants' recipients initiated that were not due to spending constraints. The ET could not determine how many of these requests occurred throughout the evaluated period, as they mostly occurred over email.

Key informants praised this level of flexibility, as it allowed grantees to adjust to both the scheduled activities and to their timelines. AmRC systematically allowed for flexibility in the activities, as long as they were working towards the same set of objectives across the five identified domains. The overall domains within which capacities were to be developed were not subject to change, but the means on how to develop these capacities were.

The lack of flexibility around which domain to focus on, however, sometimes led to frustration. This frustration is likely also due to the fact that the NS informants did not necessarily have a comprehensive understanding of the Grants. For example, as the AmRC ISD did not identify logistics support as one of its core competencies, NS' requests for activities related to logistics (e.g. from Indonesia), were rejected. However, the reason for the rejection was not necessarily clear for the NS staff.[28]

Flexibility in the geographical scope

The geographical scope of the Grants, throughout the selection of Partner National Societies (PNS), was based on: 1) NS' demand for such support, but also 2) the overlap of the AmRC's and the MACP's lists of priority countries. Certain countries were fairly consistently involved throughout the project – e.g. Myanmar, Bangladesh, Philippines, and Indonesia. Other countries were added or removed each year – including Dominica, Vietnam, and the Bahamas. This is illustrated in the figure below.

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[28] Source: key informant.

Figure 12: Supported PNS

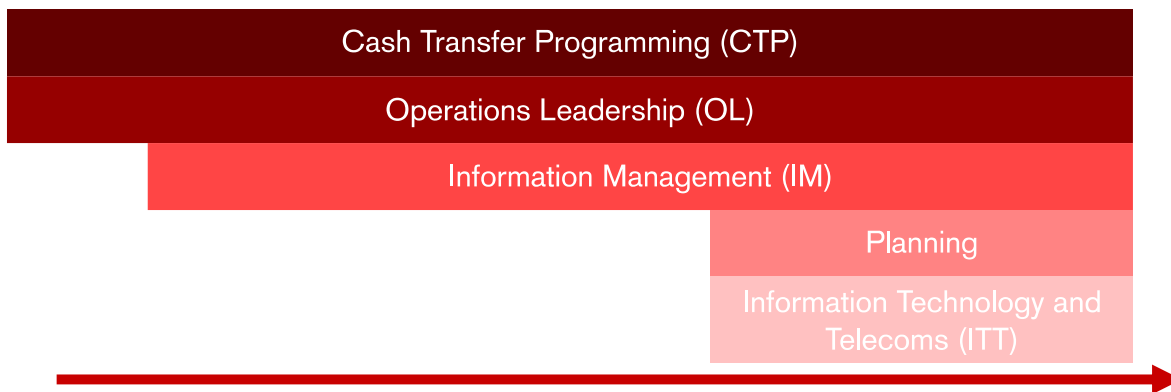| FY15	Myanmar Red Cross	Ukraine Red Cross	Vietnam Red Cross		
FY16	Myanmar Red Cross	Indonesia Red Cross	Dominica Red Cross		
FY17	Myanmar Red Cross	Bangladesh Red Crescent	Philippines Red Cross	Bahamas Red Cross	Ecuador Red Cross
FY18-FY19	Myanmar Red Cross	Bangladesh Red Crescent	Indonesia Red Cross	Honduras Red Cross	Salvador Red Cross
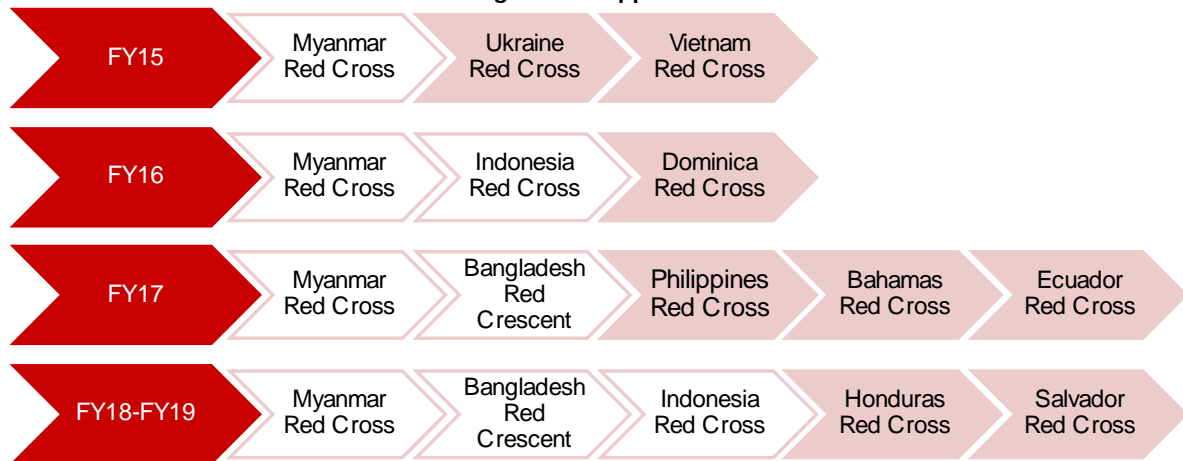
The limited overlap between the MACP's and the AmRC's lists of priority countries led to some NS not being able to consistently receive R2R support. For instance, for FY 2020-FY 2021, the Haiti Red Cross requested R2R support, but was not eligible as it was not on the MACP's priority countries list. Similarly, the Myanmar Red Cross, despite being a "historical" R2R recipient, was no longer eligible in FY 2020, as Myanmar is no longer a priority country for the MACP.

Flexibility in the supported themes

Domain-wise, there was an evolution of the thematic areas the Grants supported over the years. It expanded from only focusing on CTP in FY 2013, to covering the current five domains, as demonstrated in the figure below. These five domains were ultimately selected as there are the AmRC core competency areas.

Figure 13: Themes' integration over time

FY2013   FY2014   FY2015   FY2016   FY2017   FY2018   FY2019   FY2020

Cash Transfer Programming (CTP)

Operations Leadership (OL)

Information Management (IM)

Planning

Information Technology and Telecoms (ITT)

As the Grants developed, the AmRC created bridges between the thematic areas. For instance, CTP & IM now have a common working group. IM & ITT also work together on several common initiatives, so much so that the scope of each has become blurrier. For instance, the "Info As Aid" initiative started with providing generators to charge phones, but then evolved to providing connectivity, and now it focuses on curating information. Hence, it is no longer a matter of just ITT, as it now involves IM as well. While this may have created confusion in terms of roles and responsibilities, it has resulted in a more comprehensive approach to providing assistance.

The thematic allocation of funding also evolved over the years with the increase in the number of programmatic areas supported, and with some programmatic areas becoming more or less prominent throughout the years as per the theme being institutionalized and prioritized. For instance, the figure below shows that while IM has been part of the R2R Grants since 2014, it has only received a noticeable share of the funding since 2017. This is not representative of these response domains' overall funding within AmRC however, as there were other sources beyond R2R. Especially in the early days (i.e. FY 2015 and FY 2016), the International Response Operations Center core funds also largely contributed to these domains.

Figure 14: Grant budget evolution in percentage per domain[29]
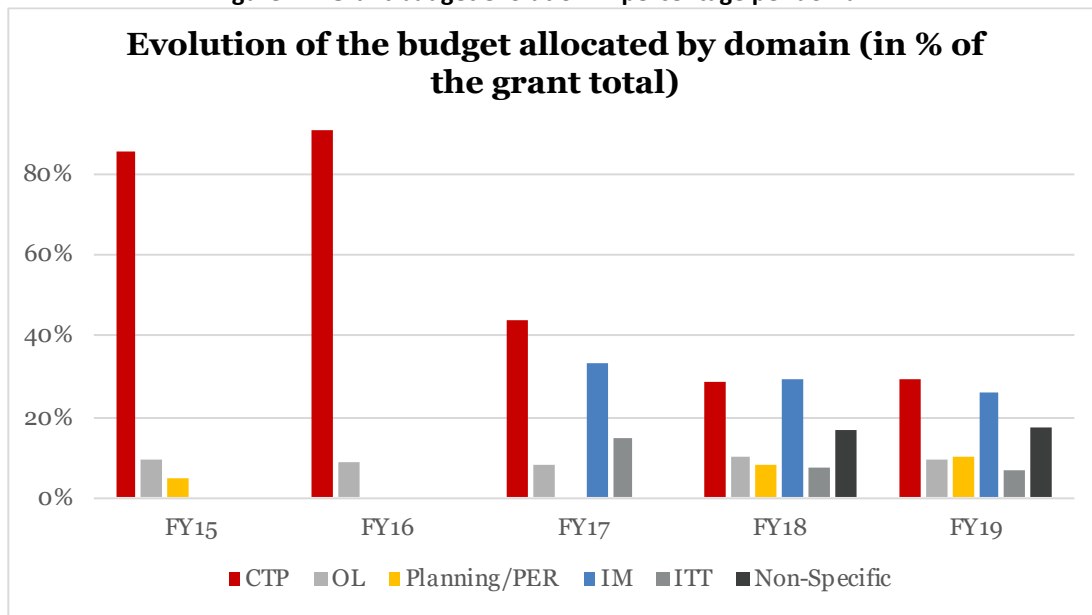
IV.1.3.   Alignment of the Grants with the RCRC Movement's strategic objective

Cash transfer programming

The CTP component of the Grants was not only aligned with the RCRC Movement's strategic objectives for cash transfers, but also it has highly influenced the RCRC Movement's Cash Strategic Framework. Global respondents felt that there was a high degree of alignment between the CTP component of the Grants and the RCRC Movement's strategic objectives for cash transfers. The Grants were considered to be especially relevant since 2017, when ISD started to have a more consistent strategic framework for its overall work.

Back in 2007, the IFRC published its first landmark document to support the RCRC Movement in implementing cash transfers.[30] In line with the Grand Bargain commitment to use CTP as the preferred and default method of support,[31] the IFRC developed and adopted a Cash Roadmap for

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[29] Those figures are based on proposal budgets and not actual spending.
[30] ICRC & IFRC, 'Guidelines for Cash Transfer Programming', 2007.
[31] David Peppiatt, British Red Cross, 'MONEY MATTERS: DELIVERING CASH TO PEOPLE IN CRISIS - CONSIDERATIONS FOR STRATEGY 2030', n.d.

2017-2020.[32] The RCRC Movement's Cash Strategic Framework 2018–2020, as part of this roadmap, embraces the goal of scaling-up CTP.[33] The RCRC 2030 Strategy[34] further discusses the potential role of cash as an enabler of resilience.

The 2018 Cash Strategic Framework was created and guided by the work of the Cash Peer Working Group (CPWG). Created in 2016, the CPWG is a body of technical advisers who collaborate on efforts to scale-up and improve the quality of cash assistance. The AmRC co-chairs the CPWG and played a pivotal role in setting up and facilitating the group, notably with the support of R2R Grants. The first CPWG meeting was held in October 2015, and now occurs quarterly.[35] All key informants who joined the working group were very positive about the way the CPWG was run, and confirmed its impact on the RCRC Movement's commitment to use cash.

At the global level, a CPWG comprised of NS leaders helps to champion the cash agenda across the RCRC Movement. The AmRC also plays a major role in this effort, as reported by key informants. The AmRC also supported planning and strategic development at regional level by providing funding from the R2R Grant to the IFRC Regional Offices in Asia Pacific and the Americas to hold workshops in 2018 and 2019.[36]

Similarly, there is a strong degree of alignment between the Grants' tools and sector-wide Standards on CTP, as some of the Grants-supported tools have become CTP references used across the globe. This is especially the case with the Cash in Emergency (CiE) Toolkit,[37] whose tools are referred to in both the Practical Emergency Cash Transfer Programming (PECT) and the CaLP training. Furthermore, some of them are also included as part of the CaLP Program Quality Toolbox,[38] e.g. the operational part of the Sphere Standards on CTP.[39]

Box 2: CiE Toolkit

CiE Toolkit: The CiE Initiative was launched by the AmRC's International Response Operations Center in July 2012. The toolkit serves as a guide to support the many steps that are involved in assessing and designing CTP processes and operations. Through the R2R Grants, the goal was to disseminate and develop a cash toolkit, applications, and other resources to enable quality CTP programming.

The mobile app:[40] To further boost the use of CTP, one of the AmRC-led initiatives was to develop a mobile-ready platform for the CiE Toolkit.[41] Having the toolkit available as a

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[32] The IFRC's Cash Roadmap highlights the IFRC commitment of increasing CTP while recognizing the need to invest in cash preparedness and organizational mainstreaming to achieve it.

[33] Developed by the RCRC Movement's CPWG and endorsed by the IFRC Governing Board, 'Cash Transfer Programming Strategic Framework for the International Red Cross and Red Crescent Movement', June 2018.

[34] IFRC (2020) Strategy 2030 Update Report – Visions for the Organization.

[35] With three face-to -face and on online meeting every year.

[36] IFRC Asia-Pacific regional strategic cash workshop**,** in Kala Lumpur in 2018. The workshop covered the following: 1. Global Cash Capacity. 2. Localized Response and Prepared RC/RC Movement Members. 3.Policy and Advocacy, and 4. Partnership and Innovation.

[37] http://rcmcash.org.

[38] https://www.calpnetwork.org/learning-tools/programme-quality-toolbox/.

[39] The CaLP Program Quality Toolbox provides a set of common standards and actions for quality CTP. Each action is accompanied by a set of curated guidelines and tools, some of which come from the CiE Toolkit.

[40] To download the app: http://rcmcash.org.

[41] American Red Cross, 'FY17 Funding Proposal and Budget-V28-Document', n.d.

mobile app acknowledged the fact that many people were using the toolkit, but that it was not always available in a convenient format.

IM & Data readiness

The IM focus of the Grants also echoes the RCRC Movement strategic objectives, as "Recognizing that…digitalization brings the ability to help more individuals and in a more efficient manner, we commit to work together with national and international partners on the following actions in order to realize digital literacy, digital inclusion, and digital responsibility and data protection throughout the movement in a practical, coordinated and responsible way." [42] As indicated by this on-going international pledge, strengthening national digital and data capacities for humanitarian action is a priority on the IFRC's agenda.

Through Strategy 2020 and Strategy 2030, the IFRC has shown a desire to embrace and harness the promises of the Data Revolution and Digital Transformation.[43] Digital Transformation has in fact been established as one of the IFRC's seven transformation pillars for the next decade.[44] IM and digitalization also align with the ICRC commitment "Protecting individuals' personal data is an integral part of protecting their life, integrity and dignity." The ICRC's Handbook On Data Protection[45] In Humanitarian Action is considered to be a reference in the humanitarian world.

Mirroring the R2R Grants' general trend, the RCRC Movement now articulates its Cash and IM strategic objectives together. For instance, the Cash and IM sub-working group seeks to enable efficient and transparent cash assistance programming through providing support to operational data collection, analysis, documentation and reporting activities. Similarly, for Cash and IIT, the RCRC Movement recognized that digital technology has the potential to transform the way in which cash programs operate.

IV.1.4.   Innovation, creation & knowledge sharing

The Grants-supported domains were deemed to be innovative, especially back in 2015. Specifically, the Grants helped to generate innovative and creative thinking within those themes, as detailed below.

Dynamics of innovation and knowledge sharing

For the IFRC interviewees, the Grants were instrumental in creating the space to innovate. Staff appreciated the flexibility of the R2R Grants and the level of trust coming from the AmRC, which de facto enabled innovation and creative thinking.[46] They also praised the AmRC's constant engagement and dialogue. In addition, the Grants also facilitated the RCRC Movement's ability and interest in coordinating around the Grants-supported domains (e.g. via the different platforms and working groups).

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[42]   https://rcrcconference.org/pledge/strengthening-national-digital-and-data-capacities-fro-humanitarian-action-renforcement-des-capacites-nationales-en-matiere-de-numerisation-et-de-traitement-des-donnees-pour-laction-humanitaire-fo/.

[43] Will Walker Hankey. "Data, decisions & Strategy 2030: Creating a data-driven decision space (Initial findings)", January 2020.

[44] https://future-rcrc.com/why-strategy-2030/s2030-the-seven-transformations/.

[45] https://www.icrc.org/en/data-protection-humanitarian-action-handbook.

[46] Source: key informants.

However, the IFRC interviewees also flagged that it was difficult to track which achievements could be attributed to the R2R Grants, as they overlapped with other AmRC funding. This is further explored in Section IV.2 Effectiveness.

One of the biggest achievements in terms of innovation, creation and knowledge sharing is inevitably the CiE Toolkit. This finding consistently emerged during the interviews and the desk review.

For interviewed stakeholders from the IFRC and the British Red Cross, the "Counting Cash Initiative" was both critical and revolutionary, and the AmRC support was fundamental for the success of this initiative. The AmRC developed this data collection initiative to gather key data points on CTP programs within each NS. It provides critical information to the RCRC Movement on the progress of CTP's use, which allows the RCRC to not only monitor global commitments on the use of CTP (e.g. the Grand Bargain), but also to take any corrective measures. Based on the 2018 figures, the RCRC Movement was one of the top three humanitarian CTP providers. In 2018, the RCRC Movement dispensed 826M CHF (832M USD) as CTP. For 2019, 37% of the IFRC Emergency Appeals and Disaster Relief Emergency Fund plans used cash, compared to 26% in 2018.[47]

At AmRC HQ level, the majority of the key informants noted that the knowledge gained from the Grants remains mostly informal and rests with specific individuals, as opposed to being institutionalized. The Grants helped support developing the capacity of individuals and systems via dedicated activities (e.g. training, tools development, etc.). What may not have been harnessed to its full potential is the more "unintended learning" that individuals gained from managing the Grants or interacting across domains. There is no formal knowledge management system (i.e. tools and process) for the R2R Grants, which would allow people to easily access learning. Instead, learning has been passed on from person to person.

Staff reported that in the early stage of the Grants cycles there were very few brainstorm sessions, which led to some frustration. According to key informants, designing the Grants was always rushed, and sometimes resulted in a lack of logical thinking and clear results chains. Since 2019, the AmRC has shifted towards using a more articulated Grant design process, including developing the ToC that was included in the FY 2020-FY 2021 Grant.[48]

At country level, some NS key informants reported feeling confined by a narrow set of domains. In general, NS staff did not feel that money was available for innovation. Rather, some felt pressured to implement activities per the set domains, without necessarily understanding the global picture.

Limitations to innovation and knowledge sharing

▪ **Considering the size of the RCRC community, engaging people can be very demanding**

One of the major shortcomings with regards to knowledge sharing was engaging people after workshops and working group meetings. This challenge was particularly flagged for the Surge Information Management Support (SIMS) network. As the network is still growing, it requires better engagement of all stakeholders to become sustainable. Some key informants expressed

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[47] Will Walker Hankey, 'Data, Decisions & Strategy 2030: Creating a Data-Driven Decision Space (Initial Findings)', January 2020.
[48] Source: key informant.

regret with the overreliance on certain NS thus far to respond and provide support.[49] Although expectations for other NS' continued involvement were maybe not sufficiently communicated, how to effectively engage all participants after a workshop, and follow-up with them, was mentioned as an issue that needs further attention. Nonetheless, the lack of engagement is reflective of the time that people actually have to engage; it often conflicts with their regular tasks and work plans, leaving them with limited dedicated time to engage.[50]

Similarly, some key informants noted that workshops, and in particular those on IM and the SIMS network, were sometimes not collaborative enough. Participants felt that the NS did not have sufficient time to discuss their ideas and properly share knowledge and best practices. One key informant mentioned that the working group meetings have become just a succession of presentations, instead of a collaborative working space as it used to be.

- **Reaching general consensus on the use of tools**

Some key informants also encountered difficulties in getting a general consensus on the tools that have been developed. Changing behaviors, e.g. getting everyone to use the GoPlatform, takes time.

For the CiE Toolkit, there was a debate around the idea of the 'Critical Path.' The 'Critical Path' helps users navigate the Toolkit by highlighting key activities and documentation, and allows for the annotation, tracking and sharing of operational progress. Thus, the 'Critical Path' pushed for increased standardization and attempted to help users understand the difference between required activities in the toolkit, as opposed to narrative tools aimed at less experienced cash practitioners. However, key informants did not all agree on this lack of flexibility, and notably the selection of the tools as part of the required activities.

Some key informants also mentioned that the politics and the technical aspects sometimes got in the way of a smooth collaboration process. The Toolkit website[51] is currently hosted and managed by the AmRC. The Toolkit is also accessible on the CashHub, which is hosted by the British Red Cross. As two content management systems operating one two different websites, it is not possible to easily transfer information automatically without incurring excessive costs. As there is currently no formal agreement between the British Red Cross and the AmRC,[52] the Toolkit may not always display the exact same information if updates are done on the platforms at different times.

Capturing the learning: lessons learned exercises

One of the AmRC's objectives was to disseminate learning. Capturing learning involved a mix of formal knowledge sharing and less formal methods: the AmRC wrote case studies and learning documents, made presentations at conferences, produced online videos for the RCRC Movement, etc.

Previously, there were no formal evaluations of the R2R Grant and its supported activities. Rather, a Lessons Learned Workshop would took place, at the initiative of a NS after a major disaster. As such these workshops were held on an ad hoc basis, for instance after Typhon Haiyan in the

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[49] Including British Red Cross, AmRC, and the German Red Cross.
[50] Source: key informant.
[51] http://rcmcash.org.
[52] The informal agreement (as of 2019) is to review and update the toolkit and the Cash Hub every two years when funding and "someone's time" can be used to do the project. Source: Key informant.

Philippines, or after the floods in Myanmar in 2015.[53] NS key informants in Asia reported that these workshops were not only a way to share and capitalize on the learning gained, but also to improve collaboration with the IFRC RO.[54]

IFRC Geneva and ROs also hosted workshops to discuss certain themes of their programs. For instance, they held workshops on IM and CTP nearly every year. These were not formally written up as "lessons learned" however, but rather they were reported as reviews for the coming year.[55]

The learning from those reviews did lead to programmatic changes. For instance, the IM team altered the approach of IM training design, after realizing that they needed champions in leaderships roles to manage staff and volunteer turnover.

In July 2018, the AmRC CTP team organized a large lessons-learned conference in Washington DC to review its progress in CTP preparedness activities, both globally and at the NS level. This was partially paid for by the R2R Grants, but most of its funding came from a companion grant for organizational learning provided by the same donor (MACP).

Joint initiatives

The **British Red Cross** was the AmRC's main partner for initiatives related to CTP, IM and OL. All key informants deemed the partnership successful.

For the OL component, the **Canadian Red Cross** was also a major partner. The Canadian Red Cross developed the OL training together with the AmRC, following an organic process and consulting with a large number of stakeholders.[56]

Additional partners included the Danish Red Cross, specifically for supporting Myanmar Red Cross CTP, the German Red Cross for forecast-based action with the Bangladesh Red Crescent, and the Netherlands Red Cross for IM workshops and personnel training across the IFRC/RCRC Movement.

Box 3: Learning from Forecast-Based Financing Action

For the forecast-based financing (FBF) component, the AmRC partnered with the IFRC, the German Red Cross and the Bangladesh Red Crescent.

Designing the pilot was done in a centralized manner that was managed by western NS. It did not significantly involve the Bangladesh Red Crescent, which made it more difficult to secure their buy-in afterwards. It took nearly 18 months to get the NS ready to actually begin implementing the FBF pilot, and then an additional six months to complete the pilot. Known as "Forecast based Action," the pilot ended up being done in a different way than was initially envisioned.

In working with these partners, the AmRC recognized that the process was too centralized at the HQ level, which made it difficult to deploy resources to the affected areas.

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[53] This workshop was paid for through the R2R Grants. Myanmar Red Cross Society, 'FINAL Lessons Learned Workshop Report 2015 Floods', n.d.
[54] Source: key informant.
[55] Source: key informant.
[56] Source: Key informants

IV.2. Effectiveness of the R2R Grants

The second OECD criterion examined during this evaluation was effectiveness.[57] As part of this evaluation, the ET looked at the effectiveness of the Grants and the notable outcomes that can be attributed to them. Outcomes are defined as the measurable and significant changes or differences for the program beneficiaries[58] that, if the program is successful, are achievable over the long-term.

This section examines the cross-sector indicators defined in the evaluation matrix (available in Annex VII.1), and then adopts a thematic approach. It first examines CTP-related outcomes (Section IV.2.1), then IM and ITT outcomes (Section IV.2.2), followed by OL outcomes (Section IV.2.3), and finally those related to Planning (Section IV.2.4).

Until the last Grant iteration (FY 2018-FY 2020), monitoring mostly focused on the output, rather than outcome, level. This made it harder to track, and subsequently communicate, about the Grants' achievements. Similarly, budget allocation was not tracked for each of the themes, mostly because only a small percentage of the finance manager's time was allocated to managing the R2R Grants. It is therefore challenging to quantify the Grants' return on investment.

This is an area for improvement that the AmRC is aware of, and has already acted upon in the new funding cycle (FY 2020-FY 2021). The upcoming R2R Grant has its own ToC, logical framework, and monitoring plan.[59] Together, these define the Grant's result chain and provide the basis for future outcome-based monitoring.

Availability of technical experts

A large portion of the Grants was dedicated to support staff and personnel across the five domains. Among the global level AmRC informants, there was a shared feeling that were not enough technical experts for each domain.

Despite the fact that the overall funding of staff has remained stable, as shown in the figure below,[60] in the recent years have been allocated to different organizations at country and regional levels, which explains the ISD staff's perceptions.

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[57] The OECD defined effectiveness as the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any different results across groups.
[58] The AmRC, NS in priority countries and IFRC.
[59] Source: key informant.
[60] The percentage attributed to the staffing varied between 21% of the total Grant budget to 38%.

Figure 15: Evolution of R2R budget attributed to the staffing in percentage
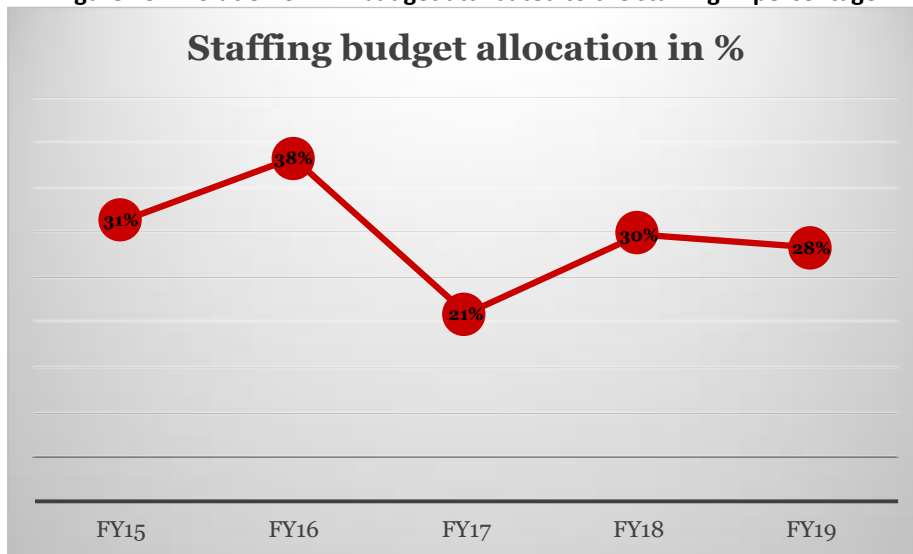
This perception is corroborated by the figures. The number of staff positions funded through the R2R Grants did not increase proportionally with the funding amount. The size of the R2R team sitting in the AmRC HQ has remained stable, or even decreased, over the evaluated period. This is illustrated in the box below:

Box 4: Evolution of CTP-dedicated personnel vis-a-vis CTP funding

In 2015, there were five full-time positions in the AmRC focusing on CTP:
- Three CTP advisers based in HQ (a CTP team leader, a payment mechanism senior advisor, and a CTP officer);
- Two CTP advisers, one based in each of the regional centers (e.g. in East Africa and Asia).

In 2018, there were four full-time positions in the AmRC focusing on CTP: the Cash Transfer Lead and an analyst based in HQ, and two CTP advisors in regional centers. Informants acknowledged that the nature of the responsibilities for CTP personnel evolved over the years as CTP became a more institutionalized approach. However, they challenged the assumption that the workload reduced, and that there wasn't sufficient funding for more CTP-related positions since funding increased.

As for OL, there has always been one person responsible for it, as IFRC Geneva conducts most of the activities. A couple of key informants however were not clear as to why, when there was an acknowledged need for additional resources to lead the implementation of the OL workplan, the AmRC allocated funding to the Canadian Red Cross, as opposed to having strengthened in-house resources.[61]

Furthermore, existing technical experts have the dual responsibilities of providing technical advice to country delegations, the IFRC and NS, as well as managerial support as the Grants' managers, co-leads of working groups, etc. They are not only responsible for advising, but also for actually responding in case of an emergency. As a result, there is few to no full-time positions

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[61] The decision was for the AmRC to support a Canadian Red Cross-based Program Manager and part-time assistant to lead the OL workplan, as opposed to strengthening in-house resources.

solely focused on providing technical advice. Although the approach was intentional, to ensure those responsible for the technical areas stay current in operational realities, interviewed technical experts felt that this was a missed opportunity for pushing the thematic agendas forward.

Overall, the AmRC informants felt that this lack of dedicated technical manpower hampered both the achievement of outcomes and the timeliness of the outputs. There was also a perceived discrepancy between the strategy the AmRC pushed for, and the personnel, time and funding available to make it happen.

Within the IFRC, informants consistently shared that there has been a significant increase in the number of positions whose job title includes IM, CTP or OL over the years. The majority attributed this increase to global trends (especially for CTP), but also to the R2R Grants. The Grants acted as a catalysis for uptake across these domains, as illustrated in the box below:

Box 5: Evolution of IM-dedicated personnel within the IFRC Secretariat

In 2015, there was only one person in the IFRC Secretariat whose job title included "Information Management." At that time, IM did not exist as a separate function or job profile. In 2018, there were three IM positions within the IFRC Secretariat, and today there are 10.

Informants identified the Go Study[62] as the tipping point for recognizing the need for dedicated IM manpower, and the subsequent uptake of IM within the IFRC. The Go Study led to the set-up of the GoPlatform, which after a pilot phase was fully launched in September 2018.

Building technical expertise within the RCRC Movement

Across domains, the Grants largely contributed to the capacity development of the AmRC, IFRC and NS team members. The Grants funded a vast array of specialized training programs: the Field Assessment and Coordination Team (FACT) training, the Emergency Team Leader (ETL) training, the Operations Management (OM) training, the Practical Emergency Cash Transfer Programming (PECT) training, and the Head of Emergency Operations (HeOps) certification program.

All informants praised the quality and technical soundness of these trainings, as further explored in the thematic sections below. In FY 2017, 62 people were FACT trained, 55 were ETL trained, 26 were OM trained, 56 were PECT trained by the IFRC,[63] and nine completed the HeOps program. In turn, the trained staff were able to train volunteers in their home countries.[64]

For CTP and IM, the goal was to develop the capacity of specialists, while at the same time mainstream the fundamentals across all sectors. All non-specialists responding to emergencies were expected to have a certain degree of cash and data literacy. This integrated approach helped lead to positive outcomes.

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[62] The study was funded by the R2R Grants.

[63] In total, 5 PECT trainings were organized in 2017: two by the IFRC (Asia Pacific and Americas regions), two by the ICRC, and one by the Spanish Red Cross. Both of the trainings organized by the IFRC were facilitated by trainers from the AmRC.

[64] For instance, in Honduras, the Red Cross was able to organize four workshops in FY 2019 with 18 participants each. Source: FY19 Honduras RC CTP IM Plan.

With regards to **CTP** skillsets, informants consistently agreed that there was a critical mass of trained CTP personnel across the RCRC Movement who were available to respond to emergencies. The IFRC and PNS have evolved from treating CTP as a topic for certain specialists, to CTP skills being part of the standard skillsets of responders. The number of trainings funded by R2R increased, following the trend in the humanitarian sector. The RCRC Movement designed three levels for the PECT training. Within the IFRC, informants confirmed that all surge roster personnel have a certain degree of CTP literacy. In the two regions covered by these Grants, interviewees from the IFRC Asia-Pacific and Americas mentioned that they had sufficient staff with good levels of CTP knowledge, who could interchangeably deploy to emergencies.[65]

IM has also become more embedded in the expected skillset of a standard response. At first, the AmRC relied on a volunteer network of 20-40 members, but now IM has been integrated into all domains and sectors. The R2R Grants have been pivotal in shifting this mindset. Furthermore, the demand for IM specialists also drastically increased, and the R2R Grants have been pivotal in training people to meet this demand. In the past years, the number of surge requests for IM increased from 27 in 2018 to 34 in 2019.[66] Also, in the Americas region, the CTP pool remained fairly small, while the IM pool tripled during the COVID-19 lockdown.[67]

There has also been a large increase of trained **Operation Managers.** Via the R2R-funded capacity development initiative, the IFRC has certified nearly 20 HeOps, who are currently on IFRC's international response roster. The IFRC informants believed that the surge capacity is now sufficient to meet the demand.

IFRC interviewees shared a common perception across all domains that the supply of technical expertise is generally sufficient to meet the demand. This is in large part attributed to the skills development that the R2R Grants supported. Informants however highlighted the need to shift to a more holistic approach, so that the surge capacity is not only technically sound, but also diversified. This holds true across domains when it comes to language skills, with a request from NS and country delegations' informants in the Americas for more Spanish speakers. For HeOps, informants also specifically highlighted the need for a culturally diverse and gender-balanced pool, as well as for identifying HeOps with a health background. There is little doubt that the current COVID-19 pandemic and the Ebola epidemic in Democratic Republic of the Congo influenced this request.

IV.2.1.   Focus on CTP

All interviewees agreed that the R2R Grants have been critical in pushing the cash agenda forward within NS and the IFRC. Cash readiness is considered to be one of the major achievements of these four-cycle Grants.

Perception of CTP across the RCRC Movement have evolved from considering CTP to be an innovative approach, to now being seen as the default modality when conditions allow. CTP is now fully institutionalized, and as of today almost every Emergency Appeal includes a CTP component. Cash preparedness is a strong focus of the RCRC Movement, as illustrated by its CTP

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[65] However, this does not apply to all regions worldwide. There are very few people in the MENA region, or Pacific or Central Asia for instance. Source: Key informant.
[66] Source: Key informant.
[67] Source: key informant.

Strategic Framework.[68] This commitment was reiterated in 2018 in Manila, through a call for action encouraging NS leaders in the Asia-Pacific and the Middle East to have 60% of the NS be cash ready by 2022.[69]

The number of PNS investing in cash preparedness also significantly increased from four in 2012 to 41 in 2019.

Figure 16: PNS investing in cash preparedness overall
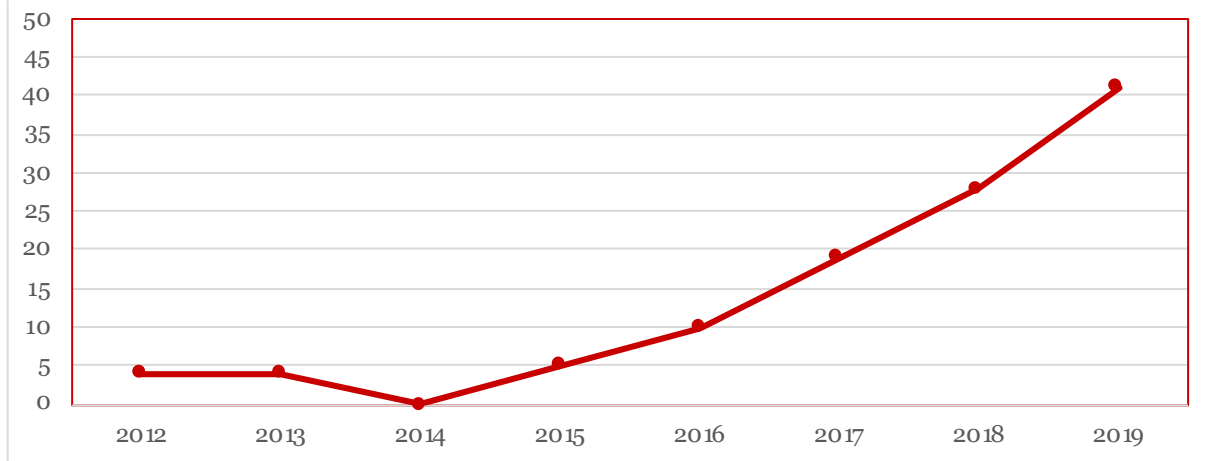
Source: IFRC

To date, the IFRC and NS (including the AmRC) have implemented 295 CTP projects across five regions (Asia Pacific, Africa, Americas, Europe & Central Asia, MENA), as shown in the map below:[70]

Figure 17: The IFRC, AmRC and NS use of CTP, funded via Public Appeal as of July 2020[71]
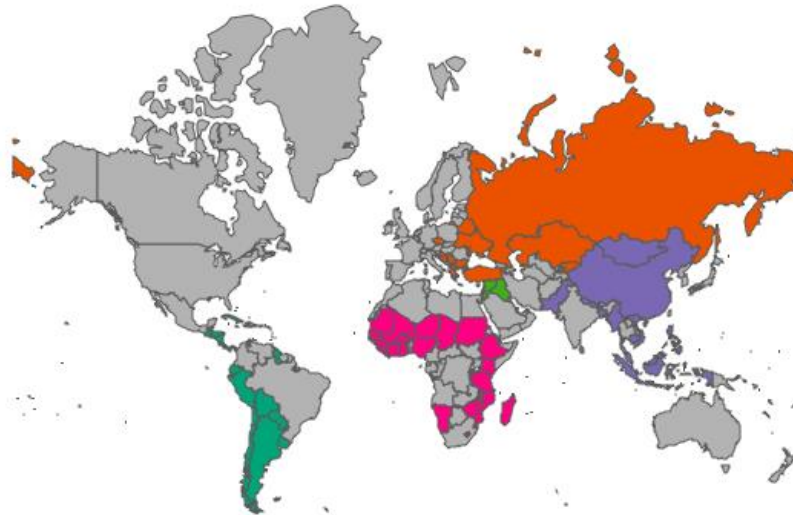
Source: AmRC

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[68] IFRC (2018) Cash Transfer Programming Strategic Framework 2020–2025.
[69] IFRC (2018) Manila Call for Action in a Fast-Changing World - 10th Asia Pacific Regional Conference.
[70] This map excludes all the domestic and bilateral work, which is not captured through the public appeals.
[71] https://americanredcross.github.io/ctp-mapping/. The different colors represent the different regions.

Key informants considered the R2R Grants to be a key contributing factor in making this change occur. It gave the AmRC the ability to fund the activities and personnel needed to push for the appropriate use of CTP across sectors and regions. An explanation of how this occurred in Asia is illustrated in the box below:

Box 6: The increased use of CTP in Asia

In 2015, there were fewer than five NS in Asia who were using CTP to respond to emergencies. In 2020, 20 NS (out of 38) were using CTP, across sectors. This represents an increase from less than 13% of the NS using CTP to more than 50%, e.g. a fourfold increase, in under five years.

While this is somewhat attributable to global trends, the uptake of CTP has been quicker within the RCRC Movement than the global humanitarian sector at large. The last State of the World of Cash Report[72] notes that the use of CTP has "only" doubled between 2016 and 2019.

Not only did the NS use CTP, but they did so by complying with the key standards and international best practices on data protection, like the International Aid Transparency Initiative (IATI). The Asia Pacific Roadmap also illustrates best practices integrating gender considerations, as highlighted in its strategic objectives "Mainstream CTP in Minimum Standards for Gender and Diversity, VCA manual."[73]

Globally, the R2R Grants helped shift the RCRC Movement's dynamics vis-a-vis cash assistance. Within eight years, the IFRC went from having no cash program, to signing its largest global contract with the European Union's European Civil Protection and Humanitarian Aid Operations (ECHO) to deliver 500 million Euros through multi-year, multi-purpose cash assistance to 1.6 million Syrian refugees in Turkey.[74]

Key informants from the IFRC and AmRC mentioned that this kind of project would never have been possible without the continuous support of the Grants over the last five years. The IFRC would not have had the systems, tools, procedures, and skillsets to successfully bid on such a contract.

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[72] CaLP (2020) State of the World of Cash Report.
[73] Cash Transfer Programming Asia Pacific Roadmap, DCPRR Extended Meeting Kuala Lumpur, 24 January 2018.
[74] https://www.thenewhumanitarian.org/news/2019/10/24/EU-%E2%82%AC500m-Turkey-cash-aid-WFP-Red-Cross-Crescent.

Outcome 1: The R2R Grants as the contributing factor to making the case for cash

Outcome statements	Significance	Contribution
Between 2014 and 2018, the RCRC Movement organized a working group (CPWG) to create the strategy and workplans for cash programming across the Movement	Prior to 2012, the IFRC had no cash program – a program defined here as having 1) a strategy, 2) member buy in, 3) funding, 4)a workplan, 5) personnel, 6) rules (policies / procedures), and 7) tools (job aids, trainings, technology)	The R2R Grants were THE contributing factor in making this change occur because it gave the AmRC the ability to fund the activities and personnel needed to create the proof of concept for CTP

Among the major achievements linked to the R2R Grants, key informants often mentioned the fact that they allowed the RCRC Movement and the AmRC to set up the CPWG. The CPWG is widely recognized as a major contributor to pushing the CTP agenda forward across the RCRC Movement. As mentioned on the IFRC website: *"Some of the CPWG's main achievements have been establishing a cash community in the Movement with technical and regional levels, developing guidance and tools (Movement Cash Strategic Framework, market assessment and analysis guidance and the cash in emergencies toolkit) that inform global practice and standards and of course working to support learning and good practice in developing National Society capacity in preparedness to deliver cash and build the right human resources to do so through the Movements cash training pathways."*[75]

Regional variations

While at the global level the uptake of CTP occurred rather quickly, at the NS level the uptake and institutionalization of CTP has been more disparate and sometimes slower. This is even more relevant when looking at as the push to have cash prepared NS. Cash preparedness cuts across multiple aspects, from capacities to political willingness and behavior changes, with the additional challenge that readiness is hard to measure and monitor unless a disaster strikes. The multi-faceted aspect of being cash ready meant that it takes time and dedicated effort. The R2R Grants provided the resources for such efforts, but the previous Grants' duration of only one year was highlighted as an impediment to their effectiveness.

Indeed, **the duration of the Grants was deemed to be too short for building effective cash preparedness.** This encouraged the use of more "sprinkled" activities to develop cash capacity, rather than adopting a holistic approach towards cash preparedness.

Informants mentioned that throughout the years, the Grant's activities directly contributed to operationalizing the pre-established IFRC strategies. A similar trend is yet to be seen at NS level where the Grants' activities could contribute to the pre-existing WPNS plans. Having a two-year plan and funding cycle will undoubtedly help this shift.

One of the PNS interviewees mentioned that he/she underestimated the manpower required to effectively implement cash preparedness, and the importance of direct interaction to get support

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[75] Source: https://media.ifrc.org/ifrc/cash/.

and exchange ideas. The time difference between the AmRC HQ and the NS office in Asia has been cited as a factor that hampered the effectiveness of these interactions.

Nonetheless, NS still made significant progress towards becoming cash ready. In Bangladesh, interviewees mentioned that cash readiness has drastically improved as a result of the Grants, and notably through signing a framework agreement with a financial service provider. **The Bangladesh Red Crescent** is now the largest cash distributor in the country and is currently being approached by the UN to support the distribution of a large-scale emergency cash assistance project.

Box 7: Success Stories at the national level

The **Myanmar Red Cross Society** is becoming a CTP leader among both the humanitarian community in country and also other NS in the region, for its sectoral use of CTP as well as its capacity to deliver at scale rapidly.[76] In 2011, the proportion of disaster responses using cash transfers was less than 20%, while in 2018 **100% of the medium/large scale disaster responses considered using cash.** In May 2019, the RCRC Movement used Myanmar as one of six case studies to document evidence on the impact of, and lessons from, cash preparedness support programs it supported between 2015 and 2017.[77]

In 2019, under the Emergency Appeal, the **Bangladesh Red Crescent** delivered CTP to 12,500 flood-affected households within three months of the natural disaster. This was a vast improvement to the distribution of 10,000 cash grants in 2017 that took more than nine months to implement.

The **Bangladesh Red Crescent** also influenced the decentralization of response funding for FBF in cyclone situations. As a result, 75,000 USD was distributed across 13 coastal district branches within 36 hours using the IFRC Disaster Relief Emergency Fund.

Although the AmRC stopped supporting the **Honduras Red Cross** in December 2019, it still regularly uses cash. The Honduras Red Cross is now a key partner of the Government in implementing its social safety net.[78] The Honduras Red Cross is also using cash pilots in its program.

The **El Salvador Red Cross** is currently implementing a cash response to the COVID-19 pandemic.

Capacity building

Capacity building was another major achievement directly linked to the Grants, as they supported various iterations of PECT (with each iteration increasing the number of available cash practitioners). From 2017 to January 2020, there have been 31 completed cash surge deployments (11 female, 20 male), and 90-95% of the deployed surge staff were PECT trained staff and volunteers.

Key informants systematically highlighted the quality of the PECT training, and noted that the PECT-trained personnel were also usually highly regarded.

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[76] https://www.rcrc-resilience-southeastasia.org/tag/cash-transfer-programming/.
[77] 'Cash Preparedness Case Study - Myanmar Red Cross Society (MRCS)', May 2019.
[78] https://www.calpnetwork.org/community/americas/americas-cash-working-groups/.

Outcome 2: PECT trained personal
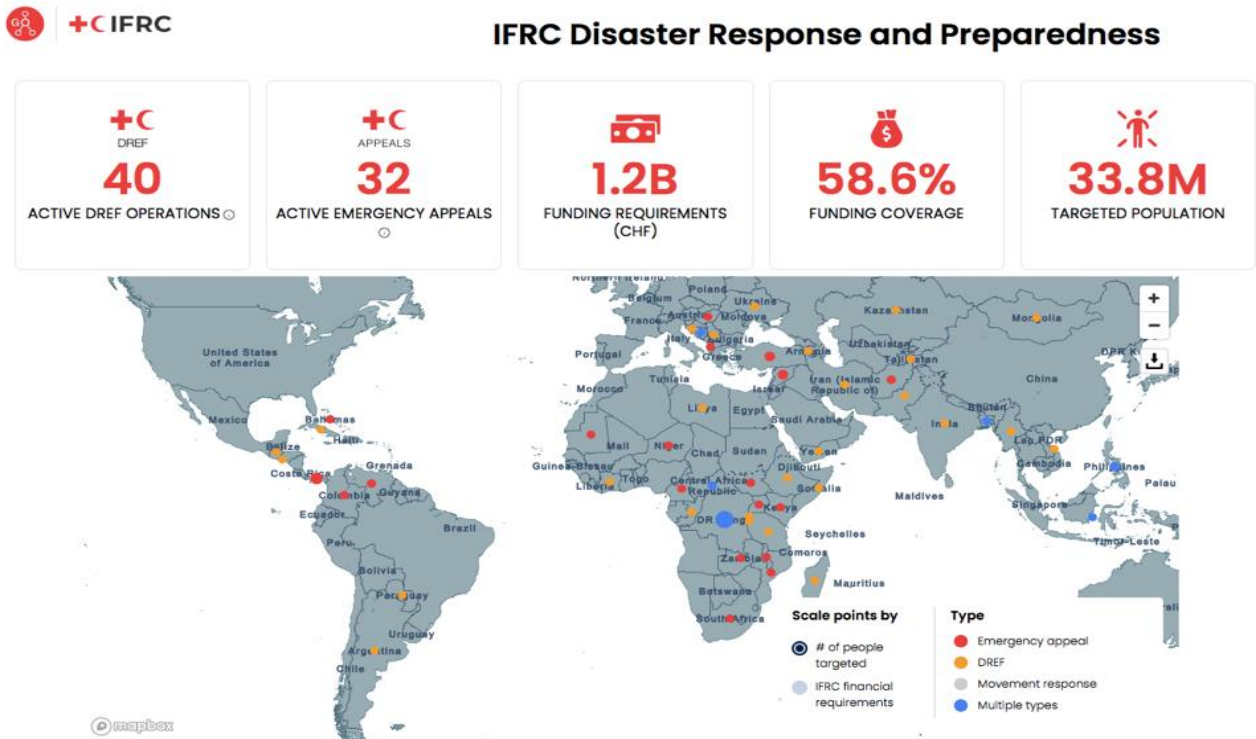
Outcome statements	Significance	Contribution
Increased pool of PECT trained and deployable staff and volunteers who support NS with their CTP assistance	Quicker and more tailored responses at the regional level. New network of cash practitioners in the Asia region	PECT training supported to build a network of cash practitioners in the region to provide assistance, examples of tools, and learning to various NS

IV.2.2.   Focus on IM & ITT

The added benefit of IM skills is now recognized at the global level, with the RCRC Movement increasing its use of data visualization. Key informants revealed that a significant amount of decision-making is now data-based, and that currently most of the NS' COVID-19 responses include IM products.

The R2R Grants improved the way the RCRC Movement delivers IM. For instance, the IFRC GoPlatform, which was developed with R2R funding,[79] aims to make all disaster information universally accessible and useful to the IFRC responders to improve decision-making.

Figure 18: GoPlatform as of July 2020

Source: IFRC

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[79] All the resources and the backend is funded through the Grants.

Outcome 3: Making the case for IM via capacity development

Outcome statements	Significance	Contribution
Since 2017, there has been increased attention on IM and a better understanding of mobile data collection at NS and IFRC levels	Data readiness is key because the RCRC Movement uses a lot of data in its assessments and planning, and many NS need to bridge the digital divide	Through the delivery of IM and data literacy trainings, the R2R Grants have increased these capacities. The Grants also provided financial support for one IM officer position

The majority of interviewees mentioned that the Grants led to more focus on IM matters. In addition to increasing staff's use of the GoPlatform, the Grants also created the foundation for a dedicated IM team within the IFRC regional office in Asia and enabled the launch of Asia Pacific Information Network.

Overall, the Grants enabled the delivery of data literacy and IM training for NS personnel and funded a temporary IM coordinator position in IFRC regional office. As a result, decision-makers are now using the various dashboards and other IM products, particularly for the NS' COVID-19 responses.

Box 8: Success Stories at regional and national levels

IFRC regional office in **Panama** now has an IM roster, and a lot of young staff are part of it. Thanks to the Grants, the IFRC RO is able to provide support to PNS and regional interventions. This has helped them be able to reach more communities and use more tools, and thus has positioned them on the cutting edge of innovations.

From 2018 to 2019, the **Myanmar, Indonesia and Bangladesh NS** were able to focus on IM capacity building and related technology. The Grants supported IM and ITT teams with IM-specific trainings, strategy building sessions/meetings, IT technologies, and salaries, so that staff could in turn train volunteers on assessments using mobile data collection and the principles of cash transfers, and organize workshops to share best practices.

IM was also one of the biggest investments in the **Americas Region**. Now, the NS and IFRC ROs there are able to organize and analyze information in real-time, and create different tools and statistics.

Interviewees also mentioned that the **Indonesia Red Cross** was able to build on their IM expertise to attract new donor funding and sustain its activities.

Outcome 4: Win-win with open source software

Outcome statements	Significance	Contribution
Increased engagement with open source software communities, the mobile data collection working-Group, ODK improvements	A significant amount of value has been extracted from open sources, and especially ODK. Staff are able to give back and contribute to the sustainability of the project, as well as its growth and development	The Grants provided staff resource allocation, and monetary support to open sources

Key informants highlighted the increased and better use of mobile data collection as a key achievement of the Grants. Specifically, they mentioned that NS' use of ODK, an open source mobile and data collection software, has increased over the years. Staff from the AmRC also directly contribute to ODK technical steering committee, which leads to two benefits: 1) AmRC is able to tailor ODK to the needs of the RCRC Movement's emergency operations, and 2) this provides access to a wider, non-RCRC community of practice to further exchange on the use of IM for emergency response.

In addition, the R2R Grants also supported the development of the SIMS project, which launched in 2016. The SIMS is a network of trained specialists who develop, coordinate and implement information management systems for global RCRC Movement disaster response operations.

Outcome 5: Build up the SIMS network

Outcome statements	Significance	Contribution
Build up the SIMS network. Staff are willing and able to respond to surge information management requests, and to serve as champions of IM in their respective NS	Shifting the membership in global IM networks to a larger, more diverse number of NS. Helping IM champions find a voice to advocate within their own NS	R2R funded some of the AmRC staff to work on the SIMS. It also funded workshops and SIMS-related meetings

Today, the network is composed of 29 SIMS specialists, and includes staff and volunteers from NS and the IFRC, as well as 12 IM communities of practice that are linked to the SIMS.[80] Since 2016, the SIMS network has been expanding and has worked all over the world, from 2015 Nepal Earthquakes, to Cyclone Idai in Mozambique in 2019.[81] Key informants from the AmRC considered the SIMS to be a success, which appears to be validated when looking at the number of NS engaged in SIMS, their participation in SIMS weekly calls, and the volume of messages and questions answered on the SIMS Slack chain.

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[80] http://rcrcsims.org/resources/.
[81] Where We Work: 2019 Mozambique Cyclone Idai, 2018 Nigeria: Floods, 2017 Uganda: Population Movement, 2017 Madagascar: Cyclone, 2017 Bangladesh: Flood, 2017 IFRC: East African Famine, 2017 Somalia: Cholera, 2017 Sierra Leone: Mudslide, 2016 Nepal: Earthquake.

As a result of the better data management and information sharing among staff, the Bangladesh Red Crescent developed an organization-wide database[82] that includes information from different departments (such as the volunteer database, blood bank info, relief items provided during a certain period of time, etc.). Similarly, the Myanmar Red Cross deployed an emergency information center, enabling HQ to connect with the field level. Other actors also use this emergency information center, including the Government of Myanmar.[83]

Related to IM, one of the global trends the IFRC observed has been the increased use of technology.[84] The ITT component is now seen as a critical need and an important element of the emergency response, rather than just being a helpdesk.

In 2017, in the aftermath of the Hurricane Maria in Puerto Rico, the ISD ITT resources (Very Small Aperture Terminals (VSATs), network infrastructure, etc.) and technicians from the ITT Emergency Response Unit community (the Finnish Red Cross and the Spanish Red Cross) partnered with AmRC's domestic operations to provide connectivity to isolated communities throughout the island. This was one of the first times that delivering communication services to crisis-affected households has been considered as an emergency response in and of itself. It allowed the RCRC Movement to re-evaluate restoring family link programs and other potential roles for ITT resources in crisis response.

In the light of this experience, the AmRC wrote a case study and subsequent technical guidance documents based on lessons learned. Overtime, "Info as Aid" has become its own outcome for emergency response. In internal programs, the AmRC is now integrating the idea that access to information is an essential need. For example, the IFRC's plan of action for population movements in the Americas integrates a migration section, which deploys a series of Internet hotspots along the migratory roads to facilitate restoring family links and access to information.

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[82] https://bdrcsmisweb.azurewebsites.net/.
[83] Source: key informant.
[84] IFRC, 'Meta-Analysis 2016-2018 From RTE, Reviews, Evaluations & EOM Reports', n.d.

Outcome 6: Enabling the delivery of Info as Aid

Outcome statements	Significance	Contribution
Since 2016, AmRC has partnered with the Canadian Red Cross to co-deploy Response Operations. The idea is to bundle ITT services with health programs in order to provide beneficiaries with both health services and access to information	1. Affected people can access and transmit information (a critical need) while receiving medical attention 2. ITT resources and services have shifted from being a 'cost' to the operation, to a benefit for affected people 3. This proof of concept validates an 'integrated service delivery' concept that should spread beyond the health sector 4. Self-service RFL has now been proven to be effective and valuable	R2R supported the cost of additional VSATs, travel, deployment and training

One of the current challenges is the blurry delineation of roles and responsibilities for IM and ITT teams. For instance, Info as Aid no longer sits with the ITT team, but rather is under the IM department.

IV.2.3. Focus on Operational Leadership

The OL component falls under Outcome 1: the AmRC strengthens its ability to respond in disasters, and Outcome 4: the AmRC identifies and trains operational leadership for response.[85] The concept of OL touches on a number of initiatives, including capacity building for the HeOps and surge support.

Overall, the OL domain made significant progress within the IFRC Secretariat in Geneva. However, most key informants felt that its underlying strategy was ill-defined.

The IFRC and AmRC[86] commissioned a review[87] of the RCRC Movement's existing managerial capacities, and whether they were fit for purpose to respond to emergencies. Based on the results of this process, the AmRC, via the R2R Grants, was able to help inform and influence the scaling-up of these capacities within the IFRC. This, in turn, was made available to the wider IFRC Global Surge Response System, which helped to disseminate the initiative's positive effects.

For a few years, the AmRC support consisted of a financial contribution and providing trainers for the leadership training. The AmRC did not develop a curriculum, but rather left it to the IFRC to create. This is now changing, as the AmRC is reconsidering what they want to get out of the OL activities, and is currently designing a strategy for OL management.[88] Future plans include

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[85] American Red Cross, 'R2R Report Progress FY18', n.d.. Previously it used to be "**Objective 1**: The IFRC's Disaster and Crisis Preparedness, Response and Recovery Department (DCPRR) increases its pool of emergency response leadership personnel."
[86] With the financial support of other RCRC NS.
[87] Attfield K., Austin L., Kessler R., O'Neil G. (2016). Global Tools Review Final Report".
[88] Source: key informant.

growing the AmRC leadership rosters and continuing to provide experienced facilitators for HeOps and OL trainings.

OL trainings finally became available in 2018, after quite a long delay that was due to funding[89] and technical expertise gaps. The HeOps certification program is now regarded as one of the most comprehensive trainings delivered within the RCRC Movement. It is also one of the few that relies on blended learning methods. Through AmRC-funded trainings, about 20 IFRC HeOps have been certified, and as of 2019, there were 20 HeOps in the roster.[90]

Interviewees generally recognized that there was a need to groom the next generation of leaders, and to increase their cultural, language and gender diversity. This aspect has become even more important recently, given the humanitarian sector's localization agenda.[91]

The OL component is an example of a successful partnership with other RCRC Movement partners, such as the Canadian Red Cross and the British Red Cross. The Canadian Red Cross expressed interest in further collaborating on this domain, and sponsoring women in OL.

IV.2.4. Focus on Planning

In FY 2012-FY 2013, the Canadian Red Cross, along with a few other NS, began working on a methodology to help NS become better prepared for emergency responses. This initiative was called "well-prepared national societies" (WPNS), but is now referred to as the Preparedness for Effective Response (PER) initiative. While it was set up in conjunction with IFRC Geneva, the AmRC was not significantly involved.

In 2016, the AmRC began to work with its PNS on preparedness, and especially on Emergency Response Preparedness.

A significant change for PER came in FY 2018-FY 2019, when a working group was formed at the IFRC Geneva Secretariat. It included the key players within IFRC, as well as the AmRC, the Canadian Red Cross, the British Red Cross, and the Asia Pacific IFRC RO. In the FY 2018-FY 2019 R2R Grant, the AmRC made substantial funding contributions to IFRC Geneva to support the PER working group.

Once the group started to receive consistent funding to move its activities forward, it gained more traction with NS. The AmRC provided human and financial resources, which allowed the group to produce a strategy, workplan, key methodology documents, and training. It also allowed them to hire an evaluation team to conduct the trainings and PER reviews.

NS now have tools to go through the PER process, which was not clearly done before. Many NS are going through a PER process, which they previously could not afford to do.

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[89] The R2R Grants were only co-funding the initiative.
[90]   'HeOps   Bios   -   2020   02.Pdf',   https://ifrcgo.org/global-services/assets/docs/opsmanagement/HeOps%20bios%20-%202020%2002.pdf.
[91] Source: key informant.

Outcome 7: Increasing the diversity of the NS supporting global alerts

Outcome statements	Significance	Contribution
Since 2017, a larger and more diverse group of NS supported large-scale emergencies that required global alerts support	More diversity in surge increases the quality and timeliness of the response system But more importantly, it contributes to changing the preconception that the surge system is just for "rich NS"	R2R supported the costs of participation of NS representatives in global surge trainings, such as FACT R2R also supported coordination meetings

One of the successes of this new PER approach was that the RCRC Movement went from about 17 NS supporting global alerts in 2016, to about 35 NS in 2019. This change cannot be solely attributed to PER, but rather was also associated with the work done on OL. Indeed, surge was able to identify good candidates to join the FACT/ETL/OM trainings and consequent international deployments because participants were strong domestic responders in the first place. For example, during Cyclone Idai response in Mozambique, the response included surge members from the Brazil and Paraguay Red Cross Societies.

Box 9 Success Stories at the national level

The Salvadoran Red Cross started using PER as part of its day-to-day work. In the **Americas region**, the AmRC organized a training for the NS and supported a PER pilot. Since then, NS, such as the Salvadoran Red Cross, have started using PER in their proposals and have updated their response Standard Operation Procedures (SOPs), their training curricula, and their Disaster Risk and Reduction policies.

Internally at **the AmRC,** PER is now a more regular part of Disaster Readiness programs (largely for FY 2020 onwards).

In Panama, the PER process has reportedly been very successful. The tools allowed the Panama Red Cross to standardize training and processes. These tools have also been integrated with CTP & IM. Thanks to this new approach and related tools, the NS is no longer working in silos.

IV.3. Efficiency[92] of the R2R Grants

The third OECD criterion examined during this evaluation was efficiency;[93] the ET looked at the efficiency of the outputs and the extent to which they fed into the intended outcomes (Section IV.3.1), the efficiency of the modalities chosen to deliver these outputs (Section IV.3.2), and finally

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[92] As mentioned in Section III Methodology, some indicators related to budgetary analysis have not been measured. For the efficiency section, these are: 8.c Evolution of budget allocation to a given activity through the years, and 9.c Resources spent per beneficiaries over the years.

[93] As per the OECD, efficiency is the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

the efficiency of the operational models chosen for the R2R Grants and of the ways of working (Section IV.3.3). Efficiency has been assessed in terms of cost and time.

IV.3.1. Efficiency of the chosen result chains

Breaking thematic silos

AmRC informants consistently reported that from the start of the evaluated period until approximately 2017, that activities were developed in a thematic (cash, IM, etc.), and therefore siloed, manner. At the same time, the Grants' outcomes have, from 2015 onward,[94] been structured as per the different layers they are supporting (i.e. the AmRC, IFRC and NS). With outputs developed per theme and outcomes developed per Grant recipient, prior to 2017 it was quite challenging to see the extent to which outputs efficiently (or even effectively) contributed to outcomes.

One AmRC informant highlighted that, at the start of the evaluated period, the progress of creating buy-in among managers around IM and CTP could have been made more efficient by leveraging the OL component of the Grants.

Both the AmRC and IFRC informants noted a significant increase in efficiency from the moment the Grants were approached as "one." Since this change, the different thematic objectives have been envisioned as collectively contributing to improving preparedness. An illustration of this is the integration of both IM and CTP communities of practice via the creation of the sub-working group on cash and IM under the umbrella of the CPWG.

This approach to integrated programming was also supported by the recent restructuring with the AmRC.

Beyond the delivery method (explored in Section IV.3.2), the RCRC Movement, and the AmRC specifically, is also changing its capacity development approach by moving away from a thematic and siloed one, and towards building learning pathways that cut across multiple expertise. The box below highlights some anecdotal examples of potential efficiency gains as a result of the more cohesive approach to skills development that the RCRM Movement is exploring. These efficiency gains have the potential to further materialize.

> *"The walls haven't been entirely taken down [in ISD], but we do have more staff bridging between teams" – AmRC staff*

Box 10: From thematic training to learning pathways

> **Mainstreaming IM:** the AmRC is taking a two-pronged approach to developing IM skills within its team. It is aiming both to increase the skills of IM staff to build a pool of IM specialists, while also mainstreaming IM into the learning pathways of other team members. **Going beyond CTP technical skills**: the RCRC Movement Cash Programming Preparedness Evaluation[95] identified the need to go beyond building technical CTP-related skills and to "strengthen managerial or strategic cash preparedness capacity in situation and response analysis and contingency or response planning."

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[94] See for example : FY15 Final Report Enhanced Resp-v11-Document.
[95] Austin L. and Frize J. (2019) Evaluation of the International Red Cross and Red Crescent Movement Cash Preparedness Support 2015-2017.

At the same time, the co-design of the Grants, mostly by the AmRC and the IFRC, also improved. The R2R Grants are now contributing to pre-established RCRC Movement-wide strategies, such as the 2018 Movement Cash Strategic Framework or the Data Coordination Framework. This has positive effects in terms of efficiency. The Grants-funded activities are not perceived as an add-on to other responsibilities or activities to be implemented. Instead, they are envisioned as being fully embedded into pre-existing thematic strategies and country plans. Furthermore, the resources allocated under the R2R Grants shifted from being perceived as a "pass through" of money to an investment strategy, de facto improving the efficiency of the Grants. The steady increase of the ratio of the Grants allocated to PNS and the IFRC under financial assistance was also seen as a factor of efficiency: managing larger envelopes is not necessarily more resources heavy than managing smaller ones.

Figure 19: Evolution of the R2R Grant budget attributed to financial assistance
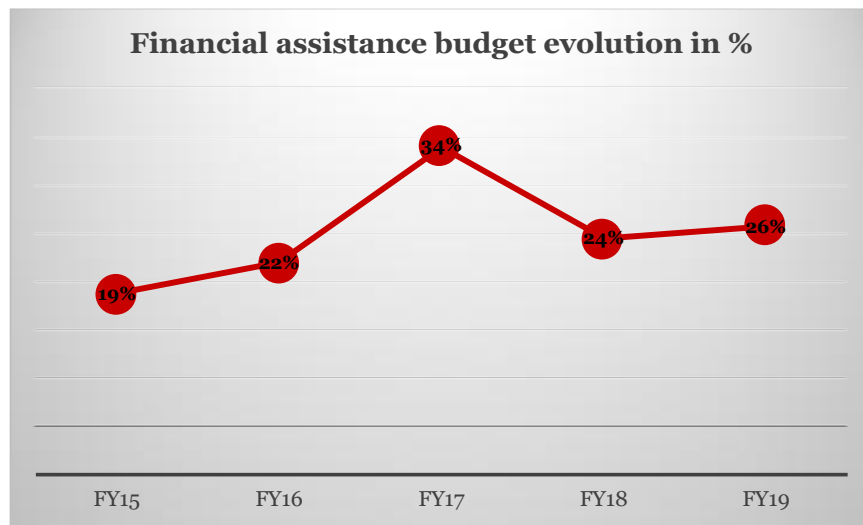
Funding innovation[96]

Innovation can be expensive, and the decision to fund innovation depends on risk aversion and risk management. Prospective effectiveness and relevance gains have to be balanced with the immediate efficiency costs of an intervention. As discussed in Section IV.1.4, informants overwhelmingly praised the Grants' flexibility and AmRC's willingness to push for innovation. Calculating the efficiency of the R2R-funded innovations goes beyond the scope of this evaluation. However, informants identified a couple of factors related to how the R2R Grants have approached innovation that have either increased or reduced efficiency. Factors hampering efficiency were identified as:

"The more standardized your activities, the cheaper they are" – AmRC staff

▪ It is easier to find funding for well-defined innovative products than it is to search for what could be the right one. The R2R Grants provided recipients with the space to not only to develop innovative products or approaches, but also to search for ones to develop. This resulted in gains in effectiveness and relevance as described in the previous sections, but may have led to a decrease in efficiency.

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[96] The term innovation here has a loose definition, as it refers to all the new approaches, activities and ways of working that were deemed by informants as different from "business as usual."

▪ Funding innovation and purchasing innovative products are two different activities. Interviewees from the ITT department explained that under the last completed round of the Grants (in FY 2017), they purchased two VSATs from known and trusted vendors. These two VSATs used new technologies that had not yet passed through the proof of concept phase, thus making the investment premature. Although there is still room for this technology to further improve,[97] the potential future applications are very exciting and could potentially revolutionize the role of satellite-based telecommunications in humanitarian response.[98]

> *"It is important to let the technologies evolve before making an investment." – AmRC staff*

On the other hand, the drivers of efficiency related to how the R2R Grants approached innovations included:

▪ The piloting and institutionalization of innovation, as the use of CTP once was, have high initial set-up costs. It requires building systems, developing capacities, etc. Once these initial set-up costs have been absorbed, the efficiency gains can be immense, and will increase over time. Looking at CTP, evidence shows that it is consistently cheaper to deliver than in-kind assistance.[99] The RCRC Movement is one of the key players when it comes to the use of CTP, as they are distributing 19%[100] of the total emergency CTP volume at global level. It is therefore safe to assume that the R2R funding initially dedicated to support CTP as an innovative approach has now been fully recovered by the costs saved using CTP as a delivery modality.

▪ Funding certain innovative but "useless products" may still be money well spent, as they may harness positive outcomes that go beyond the intended use of said product. For example, interviewed IM specialists acknowledged the fact that some maps or IM products developed under the Grants' activities may not have been especially useful to increase the quality of operations at the time. However, developing well-designed maps may have had positive effects on making the case for how IM is pivotal to quality emergency response.

▪ Funding innovation has allowed the AmRC, IFRC and NS to leverage further financial support, hence maximizing the Grants' return on investment.

Funding preparedness

The main purpose of the R2R Grant is to "strengthen local, national, and global disaster management capacities to meet the immediate needs of disaster survivors while building community readiness to future emergencies."[101] This purpose in and of itself builds the case for the Grants' efficiency. The body of available evidence highlights how critical it is to strengthen ex-ante preparedness and disaster risk management at all levels, including the organizational level, as the R2R Grants aim to do. Tanner articulates the benefits of preparedness investments across three "dividends": "(1) Avoiding losses when disasters strike; (2) Stimulating economic activity

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[97] Indeed, a lot of learning can be drawn from the AmRC Hurricane Irma response in Domenica, as several problems affected the new systems in the field.
[98] Source: Key informant.
[99] Cabot Venton C. & Al (2015), Value for Money of Cash Transfers in Emergencies.
[100] CaLP (2020) State of the World of Cash report.
[101] 2018 R2R Funding proposal.

thanks to reduced disaster risk; and (3) Development co-benefits, or uses, of a specific Disaster Risk Management investment."[102]

Even without quantifying the efficiency gains of such preparedness investments, there is no doubt that it pays off on multiple fronts.

IV.3.2. Efficiency of the chosen delivery modality

Training delivery modalities

R2R-funded training has mainly taken place to date as face-to-face training. This holds true for the FACT, ETL, OM, and the PECT training. The HeOps certification program is the only R2R-supported training that explored blended learning, using a combination of face-to-face and remote interactions. Outside of the evaluated period, the AmRC recently piloted a fully remote 12-week IM class, demonstrating the interest of the organization in further exploring different training methods. The current COVID-19 pandemic and subsequent travel restrictions will without a doubt be an accelerator for change in how trainings are delivered.

Blended learning approaches present numerous advantages from an efficiency standpoint, without necessarily being detrimental to the trainings' effectiveness.[103] It presents the opportunity to increase the number of participants at little cost, and within the same classroom space. This could be especially relevant for the NS, as a couple of interviewees mentioned high volunteer turnover as an impediment to the efficiency of capacity development. Remote delivery also facilitates reaching new training participants, who may face access constraints to training locations as a result of a heavy workload or visa issues.

Looking at learning opportunities more broadly, remote delivery is already being explored via webinar series, such as the one the IFRC piloted in Asia, or by designing and delivering remote workshops on the use of CTP.

Acknowledging the significant costs that come with face-to-face delivery (e.g. venues, trainers, flights and accommodation), informants from the AmRC, IFRC and NS all shared practical and concrete efforts of how they have endeavored to reduce costs and time. The box below illustrates some of these good practices.

Box 11: Cost saving examples – delivering and attending face-to-face training

Saving on travel costs: AmRC Grants-funded thematic experts have been, quite systematically, looking at piggybacking their activities on other trips they needed to take to a given country or region. This reduced the time spent traveling, and cut down on travel costs. Several examples were shared where staff would arrange for multi-country visits in one trip, rather than flying back and forth. For example, the IM advisor would travel to the Asia Pacific region for a three-week trip – one week in Malaysia at the IFRC office working on IM projects, and then fly to Myanmar the next week to support the NS' and AmRC country delegation's IM activities. The last stop would be in Bangladesh to check on the IM

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[102] Tanner, T.M & Al. (2015) The Triple Dividend of Resilience: Realising development goals through the multiple benefits of disaster risk management. Global Facility for Disaster Reduction and Recovery (GFDRR) at the World Bank and Overseas Development Institute (ODI), London.

[103] Bower M. & Al (2015) Design and implementation factors in blended synchronous learning environments: Outcomes from a cross-case analysis. Computer & Education Volume 86.

portion of the proposal that was being developed for the coming year. This meant less expensive regional travel and reduced travel time, compared to flying from Washington DC to Asia three different times on longer, more expensive flights.

Combining training with other face-to-face events: To further reduce costs, face-to-face trainings were combined with other face-to-face events. One example was the data literacy training that was organized at the same time as other face-to-face events in Asia Regional Center. Informants noted that this "opportunistic" event planning was more frequent and consistent at global or regional centers than at the country level. Informants noted that this was likely due to competing priorities at the country level, which rendered pre-planning more challenging.

Collaborative delivery modalities

Irrespective of the type of activities examined during this evaluation,[104] the AmRC tried to collaborate not only with the Grants' other recipients, but also beyond this group, such as with the British, German and Danish Red Cross Societies, and the ICRC, to name a few. This collaborative aspect was particularly apparent when discussing CTP-related activities. Beyond the effectiveness of the approach to create RCRC Movement-wide momentum (discussed in Section IV.2), pooling together resources also contributed to increased efficiency via cost sharing. The box below highlights some anecdotal examples of cost savings as a result of collaboration.

Box 12: Cost saving examples – collaborative delivery of CTP[105]

Co-hosting cash forums: the British Red Cross and the AmRC co-hosted several in-person cash forums during the evaluated period, bring together resources and sharing the costs of participants' travel.

Commissioning joint evaluations: the RCRC Movement-wide Cash Programming Preparedness Evaluation[106] was jointly commissioned by the IFRC's Cash Peer Working Group members, including by the AmRC via R2R funding. Similarly, in 2017, the British Red Cross, the Danish Red Cross and the AmRC Societies jointly funded an evaluation of the Jordan cash program.[107] These joint activities lessened the overall financial burden on any one organization, and allowed them all to benefit from the learning.

Surge deployment modalities

Two IFRC informants cited the merging of FACT and the Emergency Response Unit rosters as an example of increased efficiency in an area the Grants supported. Merging both pools not only reduced running costs, but also allowed them to reach more people via a single alert, hence saving both money and time.

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[104] Except for the AmRC country delegation response plans and SOPs.

[105] Note that the Cash Help Desk, set up in March 2020 (i.e. outside the scope of the evaluation) at the start of the COVID-19 epidemic to offer dedicated remote support to NS on the use of CTP was also offered by two informants as an example of an efficient collaborative approach.

[106] Austin L. and Frize J. (2019) Evaluation of the International Red Cross and Red Crescent Movement Cash Preparedness Support 2015-2017.

[107] Unpublished.

Subcontracting modalities

Two AmRC informants noted that further efficiency gains could have been explored for the decisions on how to work with private sector partners. The first example is related to the decision to use either in-house personnel or an external service provider for specific deliverables. It seems the trade-off between the added value of paying for external service providers versus the time needed by in-house team members for such deliverables has been inconsistently valued, leading to an unclear rationale for such decisions. The box below highlights two examples where informants felt that the chosen subcontracting modality may not have been the most efficient choice. These anecdotes highlight a certain gap in understanding for how, and on what basis, the decision is made.

Box 13: Trade off – outsourcing versus using in house expertise

Developing an emergency response unit training: The design of the emergency response unit training on how to integrate response activities and CTP was outsourced to a training consultant group. The quality of the output was not deemed sufficient, because the external provider was not familiar enough with the RCRC Movement's ways of working. As a result, the training package had to be re-done by the AmRC cash team.

Developing country response plans: country response plans were delivered by the field officers, and added to their duties as opposed to being outsourced to a consultant. This meant that interviewed AmRC team members felt that the plans' development took longer than if it were developed externally. An external consultant could also have supported multiple country offices at once, encouraging horizontal learning across them.

IV.3.3.   Efficiency of the ways of working and operational models

Funding cycles

Between FY 2015 and FY 2017, the R2R Grants were funded annually. In FY 2017 the funding cycle expanded to two years. Expanding the Grants' duration has been consistently highlighted as an efficiency gain. This was the case at all levels. The AmRC also cascaded down this expanded funding cycle, signing two-year Grants with the other supported RCRC Movement organizations. Informants noted that the efficiency gains of this expanded funding cycle were both in terms of time and costs. Timewise, it reduced the time spent on administrative processes, while cost-wise it allowed for better and longer-term planning. The predictability of the funding also allowed for pooling orders for supply and services and better planning, which can further save costs. Additionally, a project with a two-year life span tends to have longer-term deadlines, which allows for better inputs from the different thematic leads and sectoral experts.

Looking at reporting, beyond the indicators and the framework itself, IFRC and PNS informants reported facing challenges with the reporting schedule. The Grants' stakeholders all abide by different fiscal years, for which their reporting is done. Coupled with the Grants' short timeframe, this process did not appear to be the most efficient. The longer funding cycle however is expected to have a positive effect on this issue.

Finally, this expanded funding period is also expected to have a positive effect on the capability of the IFRC and NS to fill positions to implement the R2R-funded activities. Two AmRC global informants reported that, during the previous years, the AmRC had to either send their CTP or IM

team members to conduct R2R-funded activities within IFRC or the NS, or risked seeing the funding returned because it was not used. It was not clear to these informants why the AmRC was not able to use its roster members or reservists to fill these gaps.

Similarly, aiming for a more integrated and efficient approach, the AmRC phased out the use of small grants to NS on specific readiness topics (e.g. data readiness, forecast-based financing, etc.). These activities are now included as part of the two-year grants.

Long-term collaboration

Evidence[108] highlights that, overall, humanitarian projects that run over several years can lead to increased Value for Money and efficiency due to lower operational costs, the flexibility to adjust programming to changing contexts, and the predictability of the funding. Lower operational costs originate from savings on proposal writing and reduced currency risks, for example. Interviewees across RCRC Movement members consistently highlighted the increased collaboration over the Grants' lifespan, and while they did not specifically associate the lower operational costs as being a result of longer-term collaboration, a few of them highlighted the level of trust that now exists between the different R2R Grants' stakeholders. Trust is a pivotal element of teams being able to effectively and efficiently work together, especially across countries and languages.

Accountability and communication

> *"The relationship [between AmRC & IFRC] is solid, technical with the right level of scrutiny and feedback delivered in the right way."* – IFRC staff

Reporting between the IFRC and the AmRC, or between NS and the AmRC, was described as flexible and non-bureaucratic.

Looking at chain of accountability and therefore such "scrutiny," informants in both the AmRC and the IFRC had various views on who was accountable to whom, and for what. The majority of the AmRC informants at the global level felt the IFRC was accountable to the AmRC for the efficient and effective spending of the R2R Grants. On the other hand, IFRC informants in Geneva felt that the AmRC, as a member of the RCRC Movement, was accountable to them for supporting the achievements of Movement-wide strategies. These dual chains in accountability are not necessarily mutually exclusive, but they would benefit from being clearly laid out.

Looking at the organizational chart, the Grant management structure has been a light and fairly informal one. Interviewees across all members and countries generally described a well-functioning organization with good relationships between members and smooth decision-making. IFRC interviewees across thematic areas consistently reported to have clear lines of communication with their counterparts in the AmRC. Similarly, interviewees from the AmRC RO described a fluid, efficient and easy way of communicating. For those interviewees who have been working with the R2R Grants for the past five years, they noted that communication vastly improved in the last three years.

Informants from Spanish speaking countries however expressed frustrations about the communication mostly taking place in English, with few exchanges happening in Spanish.

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[108] Cabot Venton C. (2013) Value for Money of Multi-year Approaches to Humanitarian Funding.

This set-up, as efficient and non-bureaucratic as possible, cannot however be easily replicated as it is in large part personality-driven. The global staff's little turnover has helped to build the trust that rendered this set-up possible and functional.

On the other hand, interviewees consistently highlighted that internal and external communication about the R2R Grants' achievements could have been improved. This goes beyond a simple examination of efficiency, as it is related to cost-effectiveness considerations, but it does relate to the MEAL aspects discussed below. Key informants regretted the focus on "doing the work," as opposed to both doing and communicating about the work done. A good indication that there is room for improvement is the fact that very few informants, beyond the AmRC's global staff, were in a position to discuss the Grants' overall objectives or intended outcomes. Unsurprisingly, the AmRC informants at the country level would also like to know more about the regional and global levels' activities and achievements.

Expanding from internal communication, information sharing is another area informants highlighted that could be improved. Some noted that uniformly using the same platforms could further improve efficiency. Currently, some people work with Sharepoint, some with Teams, others with Slack, etc. There are a multitude of platforms used, which forces users to shift from one to another. This also hampers the possibility to efficiently share information across thematic pillars, including IM, which may seem paradoxical. As one informant put it: "the shoemaker's son always goes barefoot."

Monitoring, Evaluation and Learning (MEAL)

As mentioned above, most of the Grants' monitoring system is output-based. Monitoring outputs is perceived as being quicker and easier, yet it may not be the most efficient way to monitor the success of a project, or of the Grants.

Reporting requirements should stem from clear chains in accountability and a MEAL framework. However, as of the time of writing this report, there was no consensus on how informants perceived the reporting requirements. While technical experts across all organizations tended to feel they have the right level of information, senior managers felt the reporting was either too informal or too output based to serve as a strong basis for decision-making.

A new Quality Data & Learning director has joined the AmRC, focusing on M&E planning. Part of his role is to improve the MEAL system.

The efficiency of the learning mirrors the above findings. The fluidity of communication and access to various platforms (e.g. the IM WhatsApp group, etc.) makes access to immediate learning easy and flexible. Peer support is also accessible at one's fingertips. On the other hand, and as already identified in the Global Cash Evaluation,[109] learning is not always systematically documented in a way that makes it accessible over time. As the evaluation noted, "The evaluation highlights the need for significantly more investment in capturing and disseminating lessons from cash preparedness activities both across the Red."

This limits the extent to which decisions can be based on past lessons, and the efficiency of the institutional learning. Via the R2R Grants, individual learning has been identified as a success, as was the strengthening of systems for better emergency response. However, setting up of

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[109] Austin L. and Frize J. (2019) Evaluation of the International Red Cross and Red Crescent Movement Cash Preparedness Support 2015-2017.

systematic institutional learning processes, or developing a RCRC Movement-wide available body of evidence, could have been further strengthened.

V.   Conclusion

The R2R Grants aimed to improve R2R within the RCRC Movement. Overall, this has been a success across the three supported layers of the AmRC, the IFRC and the PNS. Over the past five years, the Grants allowed these layers to explore innovative responses to disasters within the five supported domains (CTP, IM, ITT, OL and Planning).

The R2R Grants made the case for innovative approaches following global trends, such as with CTP or IM, while also driving and influencing these trends, be it within the RCRC Movement or the humanitarian sector at large. The Grants' flexibility allowed for the right balance between being a catalyzer for changes and amplifying changes that were already occurring.

While NS were not always aware of the overarching Grant design, nor its ultimate objectives, the design process was based on a true partnership, sharing both risks and rewards. This operational model was praised as an appropriate one for a membership-based organization, as it built trust, improved alignment, and created multipliers.

Overall, the R2R Grants were found to be relevant and tailored to the context, notably due to their high degree of flexibility. This flexibility stemmed from the MACP as the donor foundation, and allowed the recipients to accommodate gaps and unexpected circumstances.

The effectiveness of the R2R Grants is harder to determine, as the monitoring mostly focused on the output level, as opposed to outcomes. There is evidence that the Grants were effective and did have an impact, particularly when looking at the RCRC Movement's growth in use of CTP, the development of its IM capacity, the number of OL deployments, and the level of NS' preparedness. This evidence of growth points to the importance of a multilateral approach and validates the strategic alignment with other key partners, such as the British Red Cross and the Canadian Red Cross. The lack of full-time, dedicated technical experts to realize the AmRC's high ambitions may have ultimately hampered the Grants' effectiveness; this evaluation however did not look at the extent to which financial and human engagements were sustainable.

Structurally, the AmRC ISD went through changes and a re-organization in the past few years, and it is still exploring the best way to divide and define roles and responsibilities. One of the major challenges was formalizing institutional knowledge, as most of the learning remains at the individual level. The R2R Grants' success is evident by the dedicated team members who manage the Grants or implement the supported activities. However, they fell short in setting up formal processes, including reporting processes, which could in the future question the sustainability and replicability of the ways of working.

Beyond the five domains, the RCRC Movement and the AmRC altered their overall approach to capacity development, moving away from a thematic and siloed one, and towards building learning pathways that cut across multiple expertise. The RCRC Movement is likely to continue in that direction for the years to come, which illustrates the sustainability of the changes triggered by the R2R Grant.

VI. Recommendations

Based on the findings, the ET has developed the following recommendations, which are divided into two categories: 1) short-term recommendations to inform the design process of the future Grant cycle; and 2) advocacy-related, longer-term recommendations.

Actionable recommendations in the short-term

Recommendation 1: Develop a clear communication plan for stakeholders to fully grasp the breadth and ambition of the Grants. Communication has been a key element in the R2R-funded projects' sustainability. However, stakeholders and partners were not fully aware of the Grants' overall objectives. The ISD or the Grant design team should create a clear communication plan about these objectives, which will also contribute to having a more participatory response design, as it is likely that better informed stakeholders will have more meaningful inputs to share.

To support this communication plan, identifying **regional points of contact**/counterparts within IFRC Regional Offices to discuss the Grants or this line of work would be a valuable asset.

Recommendation 2: Further build the consultative process to ensure the Grant's design has a more tailored and granular approach. Strengthening the co-design of the future Grants would further improve their alignment with the IFRC's strategic interests, which will contribute to enhanced efficiency and sustainability. Within the ISD, the consultative process across the different departments should continue and adjust to the new organizational structure. As the AmRC has been using CTP in its domestic response for a long time, there may be an opportunity to harness the domestic team's lessons learned and expertise to inform future R2R-supported activities.

Similarly, to strengthen Grant design, AmRC should make a clear connection between the formalized capacity assessments produced across the RCRC Movement (e.g. the Well-Functioning National Society Assessment, the Capacity Building Assessment Rubric, and the Organizational Capacity Assessment and Certification, etc.) and activities the R2R Grants fund.

Recommendation 3: Ensure the number of technical advisor roles and their job descriptions within the AmRC reflect the organization's ambitions. While the AmRC's ambitions and thematic expertise grows, so too should the number and capacity of dedicated technical support sitting in the AmRC HQ to meet the overall objectives and ease the day-to-day Grant management. This would also contribute to the horizontal spreading of the R2R Grants' effects across all the regions in which the AmRC is responding.

Recommendation 4: Strengthen outcome monitoring to assess program effectiveness. The AmRC needs to move beyond output monitoring to focusing on outcomes, in order to assess the Grants' short- and medium-term effects and program quality. For instance for the OL component, the AmRC should look beyond leader development and identify the extent to which these trained leaders contribute to improving the quality of response.

Recommendation 5: Establish financial tracking per theme to quantify the Grants' return on investment. The people managing the Grants were program staff, rather than finance or grants staff. Considering the size of the Grant, additional financial expertise would help with tracking spending per thematic areas.

Recommendation 6: Continue documenting and sharing lessons learned on preparedness. The RCRC Movement is unique within the humanitarian sector when it comes to the proportion of

resources allocated to preparedness, and notably for CTP preparedness. As this was not done consistently over the past five years, evaluation stakeholders expressed a need to regularly capture and disseminate lessons learned internally and externally. While the documentation seems to happen fairly regularly (e.g. the IFRC annual response review), it is inconsistently shared both inside and outside the RCRC Movement.

Recommendation 7: Clarify the lines of accountability. One of the challenges stakeholders faced were reporting lines. While being flexible and non-bureaucratic was considered to be a strength, it is balanced out by the "dual accountability paradox" discussed in this report. Going forward, it is important to set clear expectations in terms of reporting and accountability between the IFRC and the AmRC. Reporting does not need to be heavy, and the flexible and non-bureaucratic processes should remain the norm. However, with the shift to multi-year funding, it may be reasonable to identify milestones for more formalized reporting. This should also be focused on monitoring the quality of the Grants' outcomes and making program-related decisions.

Advocacy-related, longer-term recommendations

Recommendation 8: Favor multi-year funding cycles. Partner National Societies (PNS) found longer-term funding to be more effective, enabling them to make wiser investment decisions and representing a gain in efficiency. When PNS receive support with limited funding or short timeframes, they tend to implement activities on an ad hoc basis without mainstreaming the domain (cash and IM particularly) into their systems, processes and procedures. This also echoes the recommendations the Global Cash Preparedness Approaches Evaluation made in 2018.[110] Advocating to the donor for a longer-term funding cycle would also support the recommended shift to monitoring outcomes, as opposed to monitoring outputs.

Recommendation 9: Strengthen the connection between the R2R Grants' outcomes and the new AmRC International Strategy. As already initiated during this current grant cycle (FY 2020-2022), the R2R Grant Theory of Change and Logical Framework should directly contribute to the AmRC and the RCRC Movement's strategic vision. Being considered as one Grant, as opposed to a sum of innovative activities, would also boost synergies between domains.

Recommendation 10: Continue mainstreaming domain areas in the RCRC Movement. Mainstreaming cash preparedness, IM, ITT and planning should continue on all levels - governance, policy, globally, regionally, country, etc. - during an operation. The AmRC and its partners were focused on the technical side of the thematic areas at the start of this evaluated period (developing tools, software, etc.), and should now place more emphasis on leadership buy-in. This will help secure further resource allocation and contribute to the sustainability of the Grants-induced changes. At the same time, the AmRC should continue supporting implementation at field level, as there will always be a time lag between mainstreaming and implementation in priorities countries.

Recommendation 11: Keep the operational model light and trust-based.
The R2R Grants should continue to contribute to the RCRC Movement's strategies through implementing activities, representing the RCRC Movement, holding strategic discussions, and providing technical support to the NS through IFRC regional and global HR structures. On the activities level, co-hosting activities (e.g. training) should be continued wherever feasible and

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[110] Lois Austin and Jacqueline Frize, 'Evaluation of the International Red Cross and Red Crescent Movement Cash Preparedness Support', January 2019.

relevant. This will not only boost efficiency, but will also promote the organizational and thematic diversity of participants. It will also increase deployment opportunities, especially for PNS staff, as well as peer-to-peer support and on the job learning.

Recommendation 12: Streamline the Grant management structure to increase efficiency. Clarifying the management structure of the Grant and allocating more time for the appointed people to focus on its management would make the decision-making process leaner, and lighten some staff members' workload. In the same vein, identify a dedicated Grant design focal point to articulate the changes the AmRC wants to highlight in Grant proposals. Make sure the AmRC organigram reflects those changes and that the AmRC adopts a dedicated management matrix.

Recommendation 13: The AmRC should create a single knowledge management system that can be used for all of its activities, including those funded by the R2R Grants. Currently, different teams use different platforms for knowledge sharing and collaborative work, which decreases efficiency as well as the effective institutionalization of knowledge. This recommendation goes beyond the R2R Grant and the scope of this evaluation, but is still relevant as the resulting loss of efficiency and effectiveness has had a negative effect on activities implemented through these Grants.

VII. Annexes

VII.1. Evaluation matrix

Evaluation Question	How judgement will be formed	Source of information	Data collection methods	Data analysis methods / Triangulation
Criteria 1: Relevance				
1. To what extent were the tools and resources created through this grant based on the needs of the RCRC Movement or its partners?[111]	**1.a** Number of comprehensive and formalized capacity assessments conducted before/at the start of each funding cycle **1.b** Proportion of AmRC, NS and IFRC representatives who deem the Grant activities contextually appropriate and in line with their organizational priorities **1.c** Number of documented examples of program decisions based on lessons learned from previous grants and assessments **1.d** Degree of alignment between the CTP component of the Grants and the RCRC Movement's strategic objectives for cash transfers **1.e** Degree of alignment between the Grants' tools and resources and international humanitarian and RCRC standards.	▪ Thematic capacity assessments for IM/ITT, CTP and PER ▪ R2R proposals ▪ NS letters of agreement ▪ R2R Final reports ▪ IFRC's Cash Roadmap ▪ R2R Theory of Change & Logical Framework Approach ▪ RCRC Movement Strategic Framework Logframe ▪ Data from key informant interviews	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives	▪ Narrative/thematic analysis of secondary data ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)

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[111] This question captures by default the question of: How were these needs identified, understood and informed the design and/or prioritization?

2. To what extent did the flexible/adaptable nature of this grant positively or negatively influence the relevance of the initiatives funded through this grant at the national, regional and global levels?	**2.a** Proportion of AmRC, NS and IFRC representatives who found the Grants agile enough to adjust to change in demands from stakeholders **2.b** Number of themes or new activities that have been supported by the Grant through the years **2.c** Number of activities funded by the Grant initiated at country level that have trickled up vertically and horizontally **2.d** Number of formal and informal funding reallocations per year initiated by grant recipients that are not due to spending constraints	▪ R2R proposals ▪ NS letters of agreement and addendums ▪ R2R Final reports ▪ R2R budget and final financial report ▪ IFRC Cash Pledges ▪ Data from key informant interviews	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives	▪ Narrative/thematic analysis of secondary data ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)
3. What investments were made in the innovative use of technology, knowledge and/or resources? How were program innovations mainstreamed?	**3.a** Perception of AmRC, NS and IFRC representatives about the dynamics of innovation and knowledge creation process within the Grants **3.b** Proportion of funded activities that did not go as per the plan[112] **3.c** Proportion of staff time and funding set aside to pursue ideas that do not fit into any established grant activity **3.d** Number of activities implemented by more than one organization **3.e** Number of lessons learned workshops held by the AmRC in the past five years on the themes funded by the Grant	▪ R2R budgets ▪ R2R Final reports ▪ Thematic evaluation reports ▪ Lessons learned/thematic workshops reports ▪ Data from key informant interviews	▪ Literature review ▪ Review of HR data ▪ Key informant interviews with AmRC, NS and IFRC representatives	▪ Narrative/thematic analysis of secondary data ▪ Analysis of qualitative data ▪ Quantitative analysis of staff's time allocation per theme ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)

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[112] The assumption here is that innovations likely require adjustments or even to fail, which is normal.

	3.f Number of lessons learned coming from these workshops and applied by AmRC, NS or IFRC			
Criteria 2: Effectiveness				
4. What type of returns did this grant generate? How are the returns understood, applied and assessed?	**4.a** Evolution of the number of positions within AmRC, supported NS and IFRC, whose job title includes IM, Cash or OL **4.b** Evolution of the number of Field Assessment Coordination Teams (FACT) trained personnel **4.c** Proportion of AmRC, NS and IFRC representatives who found that their organizations' investments in IM, Cash and OL have increased over the year(s) as a result of the Grants **4.d** Number of innovations and activities funded by the Grants that are now deemed institutionalized by AmRC, NS or IFRC representatives **4.e** Amount of organizations' budget allocated to the Grant supported themes **4.f** Number of interventions and projects implemented by AmRC, NS and IFRC outside of the Grants that have been designed as a result of the activities implemented under the Grants	▪ Organizational charts ▪ Financial data for AmRC, NS and IFRC on funding allocation per theme per year ▪ IFRC Cash Pledges ▪ CTP case studies ▪ Data from key informant interviews ▪ Data from online survey	▪ Literature review ▪ Review of financial data ▪ Key informant interviews with AmRC, NS and IFRC representatives ▪ Outcome harvesting online survey (2 rounds)	▪ Quantitative analysis of secondary data ▪ Comparison of the amounts allocated per theme per year per organization versus the Grant amount allocation evolution ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)

5. In what ways did this grant contribute to the RCRC Movement's strategic objectives for cash transfers? **To what extent did this grant contribute to the Movement's ability to deliver cash quickly and at scale?**	**5.a** Comparison of achievements against the RCRC logical framework and AmRC CTP framework **5.b** Proportion of AmRC, NS and IFRC representatives who found that the duration of the Grant-funded activities for cash are appropriate in view of the expected results **5.c** Proportion of AmRC, NS and IFRC representatives who are satisfied with the quality of the Grant funded activities delivered **5.d** Degree to which AmRC, NS and IFRC representatives attribute progress and failure on cash to the Grant **5.e** Evolution of the NS cash preparedness self-assessment scoring **5.f** Number of contributions made in cash forums (internal & external) by grant funded cash personal	▪ LFA ▪ IFRC CTP Strategic Framework ▪ Monitoring reports & final reports ▪ Evaluation reports ▪ IFRC CTP preparedness Evaluation report ▪ Cash preparedness self-assessment ▪ Red Cross internal cash working group meeting minutes ▪ RCRC CTP discussion group ▪ CaLP Library ▪ Data from key informant interviews ▪ Data from online survey	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives ▪ Outcome harvesting online survey (2 rounds) ▪ Review of the last 50 RCRC CTP D-group discussion threads	▪ Narrative/thematic analysis of secondary data ▪ Comparison of proposed and final reported figures of achieved outputs ▪ Analysis of the number of AmRC contributors to the RCRC discussion group ▪ Analysis of the number of AmRC documents shared in the CaLP Library ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM) ▪ Analysis and synthesis of the outcomes harvested
6. How has the interpretation or definition of IM changed in the RCRC Movement during these grant	**6.a** Proportion of AmRC, NS and IFRC representatives who found the duration of the Grant funded activities for IM to be appropriate in view of the expected results	▪ IFRC IM/ITT Strategic Framework	▪ Literature review ▪ Key informant interviews with	▪ Narrative/thematic analysis of secondary data

| periods?
To what extent did this grant contribute to identifying and addressing the gaps in IM within the RCRC Movement? | **6.b** Proportion of AmRC, NS and IFRC representatives who are satisfied with the quality of the Grant funded activities delivered
6.c Degree to which AmRC, NS and IFRC representatives attribute progress and failure of a response to having an IM person in the team
6.d Number of IM related events open to non-RCRC members funded by the Grants | ▪ Red Cross internal IM working group meeting minutes
▪ Workshop reports
▪ Data from key informant interviews
▪ Data from online survey | AmRC, NS and IFRC representatives
▪ Outcome harvesting online survey (2 rounds) | ▪ Analysis of the number of events organized disaggregated by locations & participating organizations
▪ Analysis of qualitative data
▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)
▪ Analysis and synthesis of the outcome harvested |
| **7.** In what ways did this grant contribute to the RCRC Movement's OL programs and pools? How does the AmRC understand and utilize the return on this investment? | **7.a** Proportion of AmRC, NS and IFRC representatives who found the duration of the Grant funded activities for OL to be appropriate in view of the expected results
7.b Proportion of AmRC, NS and IFRC representatives who are satisfied with the quality of the Grant funded activities delivered
7.c Degree to which AmRC, NS and IFRC representatives attribute progress and failure of a response to having an Ops Manager in the team | ▪ IFRC OL Strategic Framework
▪ Data from key informant interviews
▪ Data from online survey | ▪ Literature review
▪ Key informant interviews with AmRC, NS and IFRC representatives
▪ Outcome harvesting online survey (2 rounds) | ▪ Narrative/thematic analysis of secondary data
▪ Analysis of qualitative data
▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)
▪ Analysis and synthesis of the outcome harvested |

	7.d Number of requests for OL/managers in operations. **7.e** Perception of OL funded staff that their skills have evolved as a result of the Grant			
Efficiency (From an output perspective)				
8. Could the same outputs have been achieved for less?	**8.a** Proportion of AmRC representatives who deem the activities cost-effective **8.b** Number of examples of cost-saving activities **8.c** Evolution of budget allocation to a given activity through the years	▪ Data from key informants' interviews ▪ Data from online survey ▪ Data extracted from budget reporting	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives ▪	▪ Analysis of qualitative data ▪ Analysis of budget quantitative data
9. To what extent have the R2R delivery modalities allowed for cost saving?	**9.a** Description of the modalities chosen and the reasons why they have been chosen **9.b** Proportion of AmRC representatives who deem the activities cost-effective **9.c** Resources spent per beneficiaries over the years	▪ Data from key informant interviews ▪ Data from online survey	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives ▪	▪ Analysis of qualitative data ▪ Analysis of budget quantitative data
10. To what extent have the R2R platforms allowed for timely action?	**10.a** Descriptions of the platforms established **10.b** Proportion of AmRC, NS and IFRC representatives who have referred the R2R platforms before designing or implementing an action	▪ Data from key informant interviews ▪ Quantitative data extracted from the platforms	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives ▪	▪ Quantitative data extracted from the platforms ▪ Qualitative data

	10.c Proportion of AmRC, NS and IFRC representatives who deem the R2R platforms to have save time			
11. What are the key approaches or processes (partnerships, advocacy, network, etc.) that these initiatives have taken?	**11.a** Description of the modalities chosen and the reasons why they have been chosen **11.b** Proportion of AmRC representatives who deem the ways of working and activities modalities as a source of cost savings **11.c** Proportion of AmRC, NS and IFRC representatives who deem the ways of working and activities modalities as a source of time savings	▪ Futures and Foresight Workshop reports ▪ R2R proposals & final reports ▪ Data from key informant interviews	▪ Literature review ▪ Key informant interviews with AmRC, NS and IFRC representatives	▪ Mapping of decision-making process on grant allocation ▪ Narrative/thematic analysis of secondary data ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)
12. To what extent was the chosen operational models an enabler or a blocker to maximizing the overall coordination? Which of them are context-specific?	**12.a** Proportion of AmRC, NS and IFRC representatives who deem the coordination process efficient (i.e. clear, predictable and timely) **12.b** Description of the decision-making process on topics, objectives & activities to be supported by the Grants **12.c** Proportion of AmRC, NS and IFRC representatives who deem the decision-making process efficient (i.e. clear, predictable and timely) **12.d** Examples of policy alignments or divergences (e.g. financial risk	▪ ISD/MACP liaison instructions ▪ Data from key informant interviews	▪ Literature review ▪ Key informant interviews	▪ Narrative/thematic analysis of secondary data ▪ Analysis of qualitative data ▪ Disaggregation of data by locations, organizations & functions (e.g. cash, IM)

	management, contractual liabilities, data protection, cost- recovery, intellectual property) that have facilitated or hampered smooth coordination			

VII.2. Team roles & responsibilities

Hélène Juillard ensured project management and the overall quality control of the evaluation methodology and outputs. She was the main point of contact for this work.

Margaux Estager provided inputs and contributed to each stage of this evaluation from data collection, to data analysis and report writing.

Wendy Brightman, Evaluation Knowledge Management Consultant and former grant manager, supported the R2R evaluation process by facilitating efficient access to key materials, data and informants to the ET. She identified required materials and provided an overview of collected materials to the evaluation team.

Yejin Oh, Response DMERL Advisor, International Services, managed the consultancy and signed off on the deliverables produced.

VII.3. Quality assurance

A review group was set up for the evaluation, which was composed of Helen Welch, Director of Response Readiness, International Services Department, American Red Cross, Bernard Vicary, Director of Quality, Data and Learning Unit, and Yejin Oh, Response DMERL Advisor, International Services who is the designated Evaluation Manager. This group steered the work and was given an opportunity to review the outputs of the consultancy at critical steps (i.e. inception report, preliminary findings and first draft).

The evaluation team adhered to the **evaluation standards and specific, applicable practices** outlined in the IFRC Framework for Evaluation (utility, feasibility, ethics & legality, impartiality & independence, transparency, accuracy, participation, collaboration).

Throughout this evaluation, the team ensured an ethical approach to the whole process, following UNCEG ethical guidelines for evaluation, including but not limited to:
- ▪ Respect for dignity and diversity of the participants;
- ▪ A commitment to avoid harm to participants;
- ▪ Awareness of data protection sensitivity;

Furthermore, the team complied with the **seven Fundamental Principles of the Red Cross and Red Crescent.**[113]

VII.4. Data protection and security

Key Aid Consulting complies with the E.U. General Data Protection Regulation (GDPR) directive that came into force on May 25th, 2018. This directive sets out individuals' rights regarding the processing, handling, treatment and storage of their personal data. The evaluation team implemented the following data protection measures to ensure the protection and security of primary data collected during this study.

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[113] 1) Humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality.

For **qualitative data collected** the evaluation team:
- Clearly presented the evaluation objective to potential interviewees;
- Asked for interviewees consent: as data collected for this evaluation is non-sensitive, then consent may be **non-ambiguous** but not necessarily explicit (e.g. an email in which a respondent accepts an interview, with clear information in the invitation mail on the conditions in which the interview will be performed and the data processed);
- Did not share any raw data collected (audio recordings, transcripts, interview database) from interviewees with the client, especially considering the sensitivity of the topic;
- Did not quote individuals nor refer to interviewees by name, position, or organization in the final report. Individuals will be only referred to by their stakeholder group (e.g. lead actors, state actors, etc.)**.**
- Applied the data minimization principal and only collect necessary data.

During the evaluation, the data collected was kept on a server accessible only by Key Aid Consulting team members. At the end of the evaluation, the anonymized primary data was transmitted to the AmRC consultancy manager via a secure server only accessible by Key Aid data protection officer. **18 months after the start of the consultancy, the data will be deleted**.

VII.5. Data collection tools

VII.5.1. Open questionnaire for Outcome Harvesting

Hello, American Red Cross International Services Department (ISD) have commissioned an independent, external evaluation to Key Aid Consulting on four consecutive Enhanced Response / Readiness to Respond (R2R) grants implemented in 2015 - 2020, which intended to apply innovative approaches to improve disaster response and readiness to respond. With these grants, AmRC supported several initiatives on Cash and Vouchers Assistance (CPWG, RCRC Cash Strategy, Cash in Emergencies Toolkit, etc.), Ops Leadership (HeOps roster, Ops Management capacity building, etc.), Information Management (GO Platform, Data Playbook, SIMS, GIS capacity, etc.), IT & Telecoms (IT assessments, VSATs, Info As Aid, etc.), and planning (WPNS, PER, etc.), among others.The Red Cross is now exploring the outcomes of the R2R Grants to date and would like to hear from you.

The information you communicate will be anonymized and the final report will only make references to organization if the data provided by them is public. Please also be aware that you have the right to amend or delete the data you communicated after this survey. In compliance with GDPR regulations, if you wish to delete your information afterwards, please send an email to info@keyaidconsulting.com.
Do you agree to take part in this survey?

 Yes   No

Respondent Information

Please provide the following information to indicate how you have been involved with the R2R Grants and how we can contact you if any clarification or additional details are needed.
Name:
Organization:
Title/Position:
Email address:

Brief description of your engagement or role with the R2R Grants:

Changes

Changes influenced by R2R Grants. Please reflect on your experience with the R2R Grants. To date, how has the Grants and the activities funded by them influenced new actions or changes in behaviors, relationships, activities, policies or practices on preparedness? These changes could be observed in Red Cross Movement Organizations in your country, regionally, or globally. These changes could be positive transformational changes or negative changes in terms of preparedness.

For each important change, please describe the following:

    a. WHAT happened and WHO was involved? Please identify the main actor(s) by organization(s) and/or titles and describe what changed in their behaviors, relationships, activities, policies or practices.

    b. WHEN and WHERE did the change take place?

    c. WHY is the change relevant? Explain why you consider this to be a substantial change related to preparedness. How is it different from the previous preparedness status?

    d. HOW did the Grant contribute to making this change happen? Describe which activities or inputs specifically supported the change.

    e. WHAT EVIDENCE could be used to demonstrate this change? Identify any documents, online content, data sources or methods that could be used to verify this information.

    f. Would you like to describe any additional important changes?

☐ Yes ☐ No

[If YES, then questions would repeat]

VII.5.2.   Vignette questionnaire

Objective:

With their informed and written consent, 6 to 8 selected people will be interviewed, in order to create "success stories", such as a "day in the life of ...". The purpose of these life stories is to show individual changes as a result of the R2R Grants. Interviewees will be identified during key informant interviews. Vignette stories will cover a range of countries and organizations.

Name:
Organization:
Position:
Consent:

Questions

▪ Could you tell who you are?

▪ How do you interact with the R2R?

▪ What does your working day look like?

▪ What has been the most significant change in your professional life as a result of the R2R Grant?

▪ Could you tell us why this has been important for you?

▪ How likely is this to have an effect on your professional future?

Can I take a picture of you/could you send me a picture?

VII.5.3. Semi structured key informants' questionnaire

American Red Cross International Services Department (ISD) have commissioned an independent, external evaluation to Key Aid Consulting (Helene Julliard and Margaux Estager as our evaluators) on four consecutive **Enhanced Response / Readiness to Respond (R2R) grants** implemented in 2015 - 2020, which intended to apply innovative approaches to improve disaster response and readiness to respond. With these grants, AmRC supported several initiatives on Cash and Vouchers Assistance (CPWG, RCRC Cash Strategy, Cash in Emergencies Toolkit, etc.), Ops Leadership (HeOps roster, Ops Management capacity building, etc.), Information Management (GO Platform, Data Playbook, SIMS, GIS capacity, etc.), IT & Telecoms (IT assessments, VSATs, Info As Aid, etc.), and planning (WPNS, PER, etc.), among others. The information you communicate will be anonymized and the final report will only make references to organization if the data provided by them is public. Please also be aware that you have the right to amend or delete the data you communicated after this survey. In compliance with GDPR regulations, if you wish to delete your information afterwards, please send an email to info@keyaidconsulting.com.

Do you agree to take part in this interview?

🗆 Yes   🗆 No

Respondent Information

Name:

Organization:

Title/Position:

Email address:

Brief description of your engagement or role with the R2R Grants:

Relevance

1. How involved were you in designing the Grant activities? Did you feel you requested the support provided or was it offered? **(1.a)**
2. Were the Grant activities in line with country/national level and community needs and your organization priorities? (evidence) **(1.b)**
3. According to you, were the Grant activities tailored to the context you intervene in? **(1.b)**
4. Are you aware of any capacity assessment conducted before/at the start of each funding cycle? **(1.a)**
5. Was the Grant able to adjust to any organizational changes that happened within your organization over the past 5 years? (If any, please illustrate by a concrete example). **(2.a)**
   - Number of themes or new activities that have been supported by the Grant through the years **(2.b)**
   - Number of activities funded by the Grant initiated at country level that have trickled up vertically and horizontally **(2.c)**
6. Do you think the Grant was agile enough to adjust to changes in demands from other stakeholders (AmRC, IFRC, PNS)? **(2.a)**
7. How many lessons learned exercises did you participate in over the past 5 years? **(3.e)**
8. Do you have any specific example of programmatic decisions based on lessons learned from previous grants and assessments? **(3.f)**
9. In your opinion, did the Grants generate innovation and knowledge creation process? Do you have any specific examples? **(3.a)**
10. Were there any activities that did not go as per the plan? **(3.b).**

11. Did you feel that some of your ideas were not taken into consideration as per lack of time or lack of funding? To what extent? **(3.c)**

12. On the contrary, do you have examples of activities funded by the Grant that trickled up vertically and/or horizontally? **(2.c)**

13. Did you set up activities together with other organization? In what proportion of the total number of the Grant activities? **(3.a)**

Effectiveness

14. Regarding your organization staff composition, can you briefly talk us through the evolution of the following positions: persons whose job title includes IM, Cash or OL? How did you perceive this evolution as an asset or a burden for your organization development? (**4.a)**

15. In your opinion, did your organizations' investments in IM, Cash and OL have increased over the year(s) as a result of the Grants? **(4.c)**

16. Do you see any institutionalized changes in your organization? **(4.d)**

Cash component

17. Can you talk us through the result chain of cash activities of the Grants? Have all outputs contributed to intended outcomes? **(5.a)**

18. In your opinion, was the duration of the Grant funded activities for Cash appropriate in view of the expected results? **(5.b)**

19. In your opinion, was the response design of the Grant-funded activities for cash consistent with the overall goal and the attainment of its objectives? **(5.b)**

20. How would you rate the quality of the Grant funded activities delivered? **(5.c)**

21. Is there any example of progress and failure on cash that you would attribute to the Grant? **(5.d)**

22. Did you personally contribute to any internal or external cash forums? **(5.f)**

Information Management

23. In your opinion, was the duration of the Grant funded activities for IM appropriate in view of the expected results? **(6.a)**

24. How would you rate the quality of the Grant IM funded activities delivered? **(6.b)**

25. Is there any example of progress and failure that you would attribute to having an IM person in your team? **(6.c)**

26. Did you personally contribute to IM related events open to non-RCRC members funded by the Grants? **(6.d)**

Operational Leadership

27. In your opinion, was the duration of the Grant funded activities for OL appropriate in view of the expected results? (**7.a**)

28. How would you rate the quality of the Grant OL funded activities delivered? (**7.b**)

29. Is there any example of progress and failure that you would attribute to having an Operational Manager in your team? (**7.c**)

30. (OL funded staff) – To what extent did your skills evolved as a result of the Grant? (**7.e**)

31. (OL funded staff) - What was your major learning over the past five years? To what extent can this be attributed to the R2R Grants? (**7.e**)

Efficiency

32. According to you, could the same outputs have been achieved for less? (**8.a**)

33. Could you share any example of cost-saving activities? **(8.b)**

34. According to you, was the IM staff available enough to implement the activities?

35. Would you say that the IM staff received enough training to have the required skills for the job?
36. According to you, was the cash staff available enough to implement the activities?
37. Would you say that the cash staff received enough training to have the required skills for the job?
38. According to you, was the OL staff available enough to implement the activities?
39. Would you say that the OL staff received enough training to have the required skills for the job?
40. To what extent have the R2R chosen delivery modalities allowed for cost saving? (**9.a**)
41. How often did you refer to R2R platforms? **(10.b)**
42. To what extent have the R2R used platforms allowed for timely action? (**10.c**)
43. (For AmRC staff) what were the successes and drawbacks of the ways of working? **(11.c)**
44. Was there any partnership, advocacy, network that you deemed successful over the past five years? **(11.c)**
45. How would you describe the level of cooperation at global and/or regional level? **(12.a)**
46. In your opinion, were those dynamics an enabler or a blocker to maximizing the overall coordination? (**12.a**)
47. Do you have any examples of policy alignments or divergences (e.g. financial risk management, contractual liabilities, data protection, cost- recovery, intellectual property) that have facilitated or hampered smooth coordination? **(12.d)**
48. In your opinion, was the decision-making process efficient (i.e. clear, predictable and timely)? (**12.c**)

Wrap up

49. If you were to start again the R2R Grants what would you do differently?
50. Is there anything else we have not talked about and you feel is important to mention?

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