

# Albania: Final Evaluation of the 2019 Albania Earthquake Emergency Appeal

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Most impressive, however, was the interaction with the ARC volunteers. We found them to be extremely motivated, innovative, and dedicated – they most definitely form a solid base for ARC and a firm operational backbone.

Last, but not least, my special thanks to the over 100 people assisted by the appeal who consented, despite difficult conditions and considerable COVID-19 restrictions, to meet with us either in the ARC branches or at their own, still damaged homes. It was their unanimously positive feedback that has resulted in a generally very positive outcome of this evaluation.

## List of Abbreviations and Acronyms

<b>ARC</b>	Albanian Red Cross (Kryqi-I-Kuq Shqiptar)
<b>CEA</b>	Community Engagement and Accountability
<b>CHF</b>	Swiss Francs
<b>COVID-19</b>	Coronavirus Disease - 19
<b>CSO</b>	Civil Society Organisations
<b>CVA</b>	Cash and Voucher Assistance
<b>DPPI</b>	National Emergency/Disaster Management Authority - General Directorate of Civil Emergency, Ministry of Interior
<b>DREF</b>	Disaster Relief Emergency Fund (of IFRC)
<b>DRR</b>	Disaster Risk Reduction
<b>EMT</b>	Evaluation Management Team
<b>EPoA</b>	Emergency Plan of Action
<b>EU</b>	European Union
<b>FGD</b>	Focus Group Discussion(s)
<b>GoA</b>	Government of Albania
<b>HR</b>	Human Resources
<b>KII</b>	Key Informant Interview(s)
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>IFRC-ROE</b>	IFRC Regional Office for Europe (Budapest)
<b>INGOs</b>	International Non-Governmental Organisations
<b>NGO</b>	Non-Governmental Organisation
<b>NOCCE</b>	National Operations Centre for Civil Emergencies
<b>NS(s)</b>	National Red Cross Society/ies
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development – Development Assistance Committee
<b>PERCO</b>	Platform for Red Cross Cooperation on Refugees, Asylum Seekers and Migrants
<b>PGI</b>	Protection, Gender and Inclusion
<b>PNS</b>	Partner National Society/ies
<b>PSS</b>	Psychological Support Services
<b>RCRCM</b>	Red Cross Red Crescent Movement
<b>RFL</b>	Restoring Family Links
<b>SDC</b>	Swiss Agency for Development and Cooperation (Bern)
<b>ToR</b>	Terms of Reference
<b>UNDP</b>	United Nations Development Program
<b>WASH</b>	Water, Sanitation and Hygiene

## 1. Executive Summary

This evaluation was commissioned by the International Federation of Red Cross and Red Crescent Societies (IFRC – Regional Office for Europe (ROE), and this Final Report:

- elaborates on ARC structures, systems and planning processes, focusing on efficiency, effectiveness, relevance, appropriateness of the operation, and on accountability;
- assesses key programmatic areas with regard to efficiency and effectiveness, relevance and appropriateness of intervention, and possible sustainability;
- explores the support provided by the International Federation of Red Cross and Red Crescent Societies (IFRC), Regional Office for Europe (ROE), and other Movement partners with a view to efficiency and effectiveness as well as actual impact;
- draws conclusions from the above and provides recommendations to move forward, either to address shortcomings or to further support and enhance achievements and positive developments.

Two major earthquakes of 6.4 and 5.4 Richter magnitude occurred on November 26<sup>th</sup>, 2019 early in the morning (shortly before 04:00 hrs and at 07:10 hrs local time respectively). The epicentre was located appr. 30 kms west of the country's capital Tirana at a depth of 10 kms. Although it appears that precise damage assessment figures by the Government of Albania (GoA) were at first not entirely conclusive, consolidated reports indicated a total of 11,490 housing units that were categorized as either fully destroyed, demolished or in need of complete rebuilt. Further 83,745 housing units were partially or slightly damaged. 17,000 people were said to have been displaced and were living in temporary accommodation, and most of the displaced households were staying first in camps, then in tents (a particularly precarious situation considering the approaching winter) or in rented accommodation. Most affected administrative regions were Durrës, Lezhë and Tiranë.

Following the instant release of CHF 229,375 from the DREF, the immediate issue of an initial Emergency Appeal (EA) on November 29<sup>th</sup>, 2019, only three days after the earthquakes, said appeal was revised on February 14<sup>th</sup>, 2020. The revised Plan of Action (PoA) focused on meeting immediate needs as well as early and mid-term recovery of officially identified and properly verified most vulnerable sections of the population. Targeted groups to be assisted included those whose homes had been damaged (collapsed, severely or lightly damaged), and who are vulnerable due to having lost a family member, low level income, or particular household vulnerabilities (e.g., disability, single female households, old people, pregnant women). The EPoA was in line with the overall PoA of Albanian Red Cross (ARC) and various reports indicate that more than 20,000 people were assisted with health services, PSS, WASH (through hygiene kits), livelihood and basic needs support (mostly cash grants) and shelter activities (household items). By the end of the intervention, it was assumed that up to 50,000 people will have been reached through community-based activities (DRR, PSS, health activities through awareness programming, which will ensure that the assistance has taken an integrated approach, particularly in the sectors of WASH, Health/PSS, Shelter, PGI, RFL, and DRR through multifunctional mobile teams. Cash assistance was increased from initially 700 to 1,100 households. The response programme also planned to re-stock and replenish ARC contingency stocks and to support ARC organizational development and strengthening in the areas of cash preparedness, volunteer management, IT, finance and logistic systems.

Due to the COVID-19 pandemic that occurred shortly after the disaster response had gathered momentum, and due to the restrictions imposed worldwide and in Albania, the timeframe of the EA operation was extended by three months to be able to complete activities that had been adversely impacted by COVID-19.

The evaluation criteria are based on OECD/DAC for evaluations in complex emergencies (OECD/DAC, 2006), the IFRC criteria for evaluations, and the criteria and questions mentioned in the evaluation matrix. Apart from a thorough review of all available documentation, the evaluation succeeded to conduct face-to-face interviews under strict COVID-19 restrictions with 14 present and former staff of IFRC-ROE, 18 staff of Albanian Red Cross (ARC), 36 ARC volunteers in four key locations, and a total of 105 assisted people (69 female / 36 male). House-to-house field visits were undertaken wherever possible to obtain a realistic view on current needs and to act as cross-checking mechanism. The evaluation had only limited success in interviewing government or diplomatic representatives which, in hindsight, posed a certain bias to the evaluation (see 3.1.). It should be noted, that all findings and analyses refer only to the 2019 Earthquake Appeal Operation and do not reflect any other previous or current operations and activities of ARC, except where meaningful cross-cutting effects were identified.

Already prior to this operation, ARC enjoyed an excellent collaboration with the IFRC-ROE. Although ARC possessed already sound operational experience in disaster relief and social community projects, the leadership of the NS requested technical support from IFRC given the anticipated magnitude of the operation, and this early close collaboration resulted in the very timely preparation of the Emergency Appeal and Emergency Plan of Action. Initial systems of ARC appear to have been fully adequate to respond to more commonly occurring of lesser magnitude and the NS was well experienced in the distribution of relief items. Strong social programmes had created a good public image of the NS. During the operation, ARC not only succeeded in expanding, consolidating and further developing this experience, but also to significantly increase its operational capacities and develop new skills, such as large-scale registrations and verification, psychological support, provision of unconditional cash assistance, etc. (see 4.1.1.). The most impressive asset of ARC is the NS's highly motivated, energetic and dedicated volunteers who have been pivotal to the success of this operation. With the support of IFRC-ROE and technical delegates and an intensive, still ongoing, training of all ARC volunteers on new data collection and analysis technologies (KoBo), the NS has built up a powerful capacity for future emergency operations and for addressing community-based disaster reduction activities.

Logistic arrangements that were initially rather limited and overloaded were improved by a temporary storage facility made available locally, and by the complete refurbishment of the Tirana warehouse through IFRC support. This included a rearrangement of warehouse space and the successful introduction of the standard IFRC warehouse management and stock control system. Although the IFRC procured three new vehicles, the fleet management of ARC is still in need of further investment. While the trucking capacity was increased by commercial means, a significant number of defunct vehicles still exist. With proper repair or scrapping, these could alleviate the lack of transportation in some of the more remote branches (see recommendations). The NS still uses the rather traditional though less efficient procurement mechanism by purchasing primarily individual items and repacking them with the help of volunteers rather than tendering and purchasing by complete package. (see recommendations).

One still contentious issue is the perceived lack of full- or at least part-time staff and the obvious high demand on volunteers. While volunteers are particularly essential in an emergency (as seen in this earthquake), there is a very real possibility of burnout, and the evaluator concludes that the volunteer management of ARC could possibly benefit from a review or repositioning (see recommendations).

The general process of identification and verification appears to be highly appropriate and thorough (see 4.1.2.), ensuring the Fundamental Principles of impartiality and independence. ARC assessments were usually undertaken separately from the municipality assessments. The relevance and appropriateness of ARC activities in response to the earthquakes were unanimously confirmed by the interviewed individuals. Of particular importance was the appropriate type of assistance at the appropriate time of need, e.g. related to accommodation in camps, tents, and later in rented accommodation. In terms of accountability, ARC had established a Hotline (Green Line), however, it appears that the most effective way of dealing with requests from people, comments and the very few complaints were the repeated door-to-door visits by ARC volunteers.

The listed table under 4.2.1. provides a detailed overview of the various programmatic components, initial and revised plans, and their level of achievements. In some programme areas (for instance cash assistance) target were raised, in others exceeded (for instance shelter outputs), and in some, mostly community-related activities, these had to be either cancelled or temporarily halted due to the interfering COVID-19 pandemic and resulting restrictions.

Close to 50% of all interviewed assisted people confirmed that all assistance was most relevant, while almost a quarter stated that CVA and the distribution of hygiene articles was the most helpful. 10% regarded PSS as most helpful support after the earthquake. This cash support was not only due to the successful Emergency Appeal but also due to the fact that ARC contributed substantial amounts from own fundraising sources.

This positive feedback from people assisted by the appeal is of particular interest as ARC succeeded to develop strong operational capacities in the two areas of CVA and PSS. Although, for a variety of reasons (see 4.2.2.) the process that led to CVA and the eventual disbursement was slow and protracted, ARC was in the position to build onto an earlier similar experience with World Food Programme during an operation where cash vouchers had been distributed. The reasons for this delay are explained in detail under the respective section 4.2.2. (CVA) and range from slow decision-making on the side of ARC, IFRC tendering packages and tendering procedures that are not fully applicable in times of an emergency, to a lack of responsiveness and interest among Financial Service Providers (FSP). The eventual joint decision between ARC and IFRC to go for cheque distribution resulted in SOPs being finalised in April 2020 and the appointing of Raiffeisenbank in May 2020, with the first payment having been disbursed in June 2020. The four most common uses of this cash support were (1) rent payment, (2) food purchase, (3) medical expenses, and (4) debt repayment.

The second major operational capacity developed was in the area of Psychological Support (PSS / PFA). Again, with the support from technical delegates through the IFRC-ROE, staff and volunteers were given in-depth training and even before such training, based on their social work experience, provided PSS in

the immediate aftermath of the earthquakes. This was the more praiseworthy as many of the volunteers were themselves affected by the trauma of the disaster.

In terms of sustainability, it was very encouraging to see that ARC clearly expressed a desire to make these two activities (CVA and PSS/PFA) part of their future priorities and strategy. Any such plans, however, clearly depend on maintaining and ideally slightly expanding human resources in some key operational areas, and on the future proper management of these motivated and by now very skilled volunteers (see 4.2.3.)

Of particular mention should the considerable and immediate support provided by IFRC, both in terms of the DREF release of CHF 229,375 and the timely and immediate availability of technical delegates, e.g., operations manager, PMER, health delegates and later additional support delegates for logistics, PSS, etc. This immediate response and the excellent collaboration with ARC at all levels were pivotal to the fact that only three days after the earthquake a full Emergency Appeal could be launched.

As detailed under 4.3. some delay occurred in the area of CVA, as it was found that existing regulation do not cater for appropriate actions necessary in disasters of this magnitude, and certain steps appear to be necessary to address this shortcoming as part of future operational readiness (see recommendations).

**Summarized conclusions / recommendations** (For details, please, refer to 5., 5.1. ARC, 5.2. IFRC)

ARC	
No	Conclusions / Recommendation
1	Maintain all achievements and thoroughly analyse steps, investments, inputs, processes and outputs / results (organisational self-assessment) and clearly prioritise key areas that ARC wants to continue, expand, strengthen and develop further. This should be done with technical support from the IFRC-ROE. The achievements of this operation should be regarded as a decisive step towards a more medium- to longer-term organisational development.
2	Due to operational priorities and the current COVID-19 pandemic, certain planned activities could not yet be implemented. Pending activities, such as translation of the various guidelines, the completion of the ARC business plan, replenishment of ARC supplies, completion of the warehouse re-construction / renovation should be completed as soon as operational realities allow.
3	The Earthquake Operation has opened a new mode of very successful fundraising: <b>Crowdfunding</b> . This has raised an impressive amount of funding support (appr. USD 40,000). It may be worthwhile to investigate this possibility for future resource generation, particularly considering that a large part of the Albania population lives and works abroad.
4	Continue the organisational improvements (once the COVID-19 pandemic allows) that had already started before the earthquake emergency, such as (a) the Strategic Planning Review, (b) the General Assembly that was planned for June 2020, (c) revision of the NS Statutes, and (d) the development and formulation of the Strategy 2030.
5	When eventually time and work pressures allow, ARC should consider conducting a repeat of the initially mentioned “Local Vulnerability and Capacity Assessment”, not only to demonstrate the considerable improvements and developments, but also to provide a current view on operational and organisational realities which, in turn, could support future prioritisations as well as strategic planning.

6	Maintain and further expand / develop the approach of establishing and training multifunctional volunteer teams. This approach has proved a most successful and appropriate way to address the multiple needs of a community affected by disaster.
7	Volunteer Insurance – As the evaluation could not clearly identify whether or not volunteers are adequately insured by ARC through the IFRC Volunteer Policy, greater support and follow-up should be provided by IFRC-ROE in an attempt to safeguard the proper insurance of volunteers. As the evaluation found significant knowledge gaps, more clarity should also be provided to ARC as to the exact level of insurance coverage,
8	Continue organisational support to and training / refresher training of volunteers in the KoBo application thus potentially expanding this highly relevant and useful technical skill eventually to all volunteers (and staff) in ARC and creating an even higher operational DM capacity.
9	During non-emergency situations, volunteers could meaningfully be engaged in identifying potentially most vulnerable people in high-risk areas (e.g., in flood-prone areas, areas of landslide / earthquake risks). This would: <ul style="list-style-type: none"> <li>a. provide a good opportunity of continued direct contact with the community;</li> <li>b. help ARC, its branches and respective communities / municipalities to establish contingency plans;</li> <li>c. Enhance ARC’s responsiveness to future disaster and further increase the NS’s disaster preparedness and risk reduction capacity.</li> </ul>
10	The evaluation found that quite a significant number of ARC staff (mostly in branches) and many volunteers were, themselves, affected by the earthquake and the resulting damage, are still rather traumatized. It is, therefore, recommended that ARC not only addresses the future utilisation of its volunteers but, under the principle of “Duty of Care” also establishes an applicable and practical method, together with PSS and Health staff, to adequately address such psychological trauma among own staff and volunteers.
11	Maintain the well-reputed and excellent First Aid programme and, where possible, expand it to an even more distinct community approach whenever the current pandemic allows.
12	Maintain and further expand / develop the newly acquired operational capacities in the field of PSS and PFA. Ideally, these should be linked even closer with existing and future social programmes. These social programmes of ARC already provide strong resources and sound knowledge, and represent an excellent background and base an expanded PSS/PFA programme could be built on.
13	The evaluation team reiterates the previous recommendation by IFRC to either repair and maintain currently defunct vehicles of ARC or to scrap non-operational stock. Repaired or replaced vehicles should be either kept as rolling stock at the warehouse or be given to very active operational branches or branches in areas of particular risk, e.g., regular flooding or likely earthquake damage. Naturally, this would require at least a modest operational budget for the maintenance and running. This recommendation is made based on the fact that the IFRC Country Team, with support of IFRC-ROE and Global Fleet Management, provided guidance / SoP to ARC on the use of Fleet and maintenance, and purchased 2 new 4WD cars and one minivan under the EA.
14	In future operations, ARC should at least consider to tender for complete packages rather than individual distribution items --> This process is less labour intensive, and despite the vague possibility to save a minimal amount in local currency, the benefits of tendering and procuring complete packages by far outweigh such small savings, and are timelier in the provision of essential items to needy populations in an emergency, freeing volunteers for more important tasks than packaging.
15	ARC has shown that it can professionally, effectively and efficiently manage cheque distribution. The NS has realised that, despite initial scepticism, CVA is by far more advantageous and logistically less demanding than the more traditional distribution of tons of relief items. While this latter approach still has an important place in emergency situations, CVA provides much needed assistance with

	dignity and puts people assisted by the appeal in charge of their own future. In addition, ARC NHQ as well as branches have expanded their knowledge and experience in the area of cheque distribution and related logistics It is for these reasons that the expertise gained in the distribution of CVA need to be further maintained and nurtured.
16	It is also noteworthy that ARC is now in a good position to support the partner NSs in peer-to- peer exchanges and sharing their learnings (e.g., using KoBo, effective way of CVA distribution etc)
	<b>IFRC</b>
17	it is recommended, that IFRC-ROE pays regular visits to ARC in order to continue capacity-building support where and when necessary and to follow-up on currently unfinished project activities after COVID-19 restrictions have been lifted.
18	Similarly, IFRC-ROE should provide, continue and, where required, increase its strategic leadership support to ARC and regard the substantial experience and knowledge gains in DM and the added value of PSS and CVA skills as a valuable potential and an important step forward on the path of organisational and management development. As such, any technical support whenever required is seen as a valuable investment.
19	Maintain, whenever possible, the practice of supporting similar operations primarily with delegates of similar background (also geographically). This was highly effective in the Earthquake Operation as cultural attitudes, approaches and values are rather similar within the operational region.
20	Innovative Fundraising – ARC and the Earthquake Operation has opened a new mode of potentially very successful fundraising: Crowdfunding. This has raised an impressive amount of funding support. IFRC-ROE should investigate (together with the appropriate departments in the Geneva Secretariat) the feasibility of (a) utilizing this type of fundraising and (b) of supporting ARC by assisting the draft of respective policies and procedures.
21	The newly acquired skills (e.g., CVA, PSS, KoBo Technology) could be utilised as peer-to-peer resource within the Eastern European / European region or even within the wider IFRC network. This could also involve using very capable and, by now, experienced volunteers as potential human resource for regional training events.
22	The evaluation has witnessed that, despite the time passed since the earthquake, a considerable number of affected families still live in hardly acceptable conditions. As reconstruction and / or new construction shows only slow progress (especially during the current and continuing COVID-19 pandemic), it is recommended to consider the possibility of a medium-term rehabilitation programme to assist exceptionally vulnerable families.
23	<p>C V A – IFRC and/or IFRC-ROE urgently require a standardized yet customizable policy and SOPs on Cash and Voucher Assistance that is suitable for emergency situations.</p> <p>It is, therefore recommended that:</p> <ul style="list-style-type: none"> <li>• The IFRC-ROE undertake a regional risk assessment identifying countries in the Europe region with particular and likely disaster risks.</li> <li>• The IFRC-ROE (together with the respective departments at the Geneva Secretariat), translate any policies, SOPs, guidelines, sample contracts, and other relevant documents into the main languages of these identified countries.</li> <li>• Regular workshops, seminars and training events should be conducted to familiarize NSs of these countries with the standard procedures and guideline as part of an extended regional disaster management approach.</li> <li>• Once established, each NS in the region should, in turn, identify through appropriate processes suitable FSPs, and negotiate and establish formal Memoranda of Understanding with these identified FSPs and/or banks.</li> </ul>

	<ul style="list-style-type: none"> <li>This will avoid lengthy and unnecessary tendering process in the immediate aftermath of a national disaster or emergency, establish transparency, and create mutually respectful and fully informed business relations based on national and international practice and standards. Such a process could also shorten the negotiation process and avoid situations, where IFRC rules may or may not be compliant with national rules and regulations -&gt; increased national and regional Cash Preparedness.</li> </ul>
24	More emphasis and follow-up need to be placed on volunteer insurance. The evaluation found (a) contradicting evidence as to what extent such insurance exists. (b) At the same time, there is a considerable uncertainty within ARC what exactly such a volunteer insurance entails. More information and details may need to be provided to encourage ARC to apply a universal volunteer insurance.
25	Continue organisational support to ARC by any necessary means to continue training and refresher training in the KoBo application, as required.
26	While regional solidarity in the immediate aftermath of the earthquake was extremely positive and much appreciated, this assistance became, at times, overwhelming, particularly as a substantial amount of in-kind donations were unsolicited goods. This is by no means a new problem. It is, therefore, even more pressing that more attempts to coordinate or at least positively and diplomatically influence bilateral donations and avoid unsolicited goods.
27	Similar more coordinative attempt should be made in the area of donor education and the introduction / use of single reporting formats (narrative and financial). Particularly at times of an ongoing substantial national emergency, it is relatively unrealistic by some donors to insist on their respective reporting formats.
28	Due to the fact that the surge team was overwhelmed by the sudden call by the GoA to coordinate the shelter cluster, it may be useful to consider (a) including more rigorous training on this topic, and (b) establish at least a focal point on shelter cluster at the IFRC-ROE.

## 2. Introduction

This evaluation was commissioned by the International Federation of Red Cross and Red Crescent Societies (IFRC – Regional Office for Europe (ROE)). An Inception Report was drafted following an initial discussion between the consultant and IFRC-ROE and the Albanian Red Cross (ARC) regarding the focus and scope of this evaluation, the approach and methodology to be used, and the feasibility and timing of field research. This Final Report

- elaborates on ARC structures, systems and planning processes, focusing on efficiency, effectiveness, relevance, appropriateness of the operation, and on accountability;
- assesses key programmatic areas with regard to efficiency and effectiveness, relevance and appropriateness of intervention, and possible sustainability;
- explores the support provided by the International Federation of Red Cross and Red Crescent Societies (IFRC), Regional Office for Europe (ROE), and other Movement partners with a view to efficiency and effectiveness as well as actual impact.

Due to the fact that time in country was limited and only one governmental organization was available for meetings and discussions (CIMIC Directorate, Ministry of Defence), this report will not address in detail specific relations with external actors (see ToR ‘Optional objective’).



Map of evaluation sites

In accordance with the Terms of References (ToR), this report includes an introduction to the project and evaluation (Section 1), a section outlining the approach and methodology used by the consultant, including risks, assumptions and biases that may have affected the evaluation (Section 2), a more detailed and adjusted work plan for the evaluation process (Section 3). A detailed evaluation matrix is included in Annex 1, as are lists of documents reviewed (Annex 2) and stakeholders interviewed (Annex 3).

## 2.1 Overview of the Albania Earthquake Appeal / Subject of the Evaluation

A major earthquake of 6.4 Richter magnitude occurred on November 26<sup>th</sup>, 2019 early in the morning (shortly before 04:00 hrs local time) and a second earthquake of 5.4 Richter magnitude at 07:10 hrs. The epicentre was located appr. 30 kms west of the country's capital Tirana at a depth of 10 kms. The quake occurred as the result of thrust faulting near the convergent boundary of the Africa and Eurasia plates (according to the USGS – United States Geological Survey). Large earthquakes are common in this region; seven M6 and larger events have occurred within 150 km of this November 26 earthquake over the past 100 years, mostly with considerable loss of lives and property and significant damages to the country's infrastructure. Only two months earlier, on September 21, 2019, a similarly strong earthquake (5.8 Richter) occurred 5 kms northwest of Durrës, causing already considerable damage in the area of this evaluation.

Although it appears that precise damage assessment figures by the Government of Albania (GoA) were at first not entirely conclusive, consolidated reports indicated a total of 11,490 housing units that were categorized as either fully destroyed, demolished or in need of complete rebuilt. Further 83,745 housing units were partially or slightly damaged. 17,000 people were said to have been displaced and were living in temporary accommodation, and most of the displaced households were staying first in camps, then in tents (a particularly precarious situation considering the approaching winter) or in rented accommodation. Most affected administrative regions were Durrës, Lezhë and Tiranë. Due to the poor building codes and the fact that many buildings were constructed in the 1990s and early 2000s, structural damage was widespread. Other affected prefectures included Berat, Dibër, Elbasan, Fier, Kukës, Shkodra and Vlorë.

Reports stated that the GoA had an efficient and well-practiced procedure for requesting international assistance and activated on 26 November 2019 the European Civil Protection Mechanism. The international community supported Albania with technical expertise, humanitarian supplies and institutional support. The UN system mobilized an UNDAC team and conducted, together with Albania authorities, damage assessments. The World Bank undertook a Global Rapid Post-Disaster Damage Estimate. Eventually, the GoA requested the EU, UN and World Bank to undertake a comprehensive Post-Disaster Needs Assessment. ARC and IFRC participated in all multilateral coordination activities, meetings and processes, sharing information as well as good emergency relief practices.

Following the instant release of CHF 229,375 from the DREF, the immediate issue of an initial Emergency Appeal (EA) on November 29<sup>th</sup>, 2019, only three days after the earthquakes, said appeal was revised on February 14<sup>th</sup>, 2020. The revised Plan of Action (PoA) focused on meeting immediate needs as well as early and mid-term recovery of identified most vulnerable sections of the population with a geographical focus on Durrës (Durrës city, Shijak), Tiranë (Vorë), Lezhë (Lac, Shëngjin), and Krujë (Thumanë). Targeted groups to be assisted included those whose homes had been damaged (collapsed, severely or lightly damaged), and who are vulnerable due to having lost a family member, low level income, or particular household vulnerabilities (e.g., disability, single female households, old people, pregnant women).

The EPoA was in line with the overall PoA of Albanian Red Cross (ARC) and various reports indicate that more than 20,000 people were assisted with health services, PSS, WASH (through hygiene kits), livelihood and basic needs support (mostly cash grants) and shelter activities (household items). By the end of the

intervention, it was assumed that up to 50,000 people will have been reached through community-based activities (DRR, PSS, health activities through awareness programming, which will ensure that the assistance has taken an integrated approach, particularly in the sectors of WASH, Health/PSS, Shelter, PGI, RFL, and DRR through multifunctional mobile teams. Cash assistance was increased from initially 700 to 1,100 households. The response programme also planned to re-stock and replenish ARC contingency stocks and to support ARC organizational development and strengthening in the areas of cash preparedness, volunteer management, IT, finance and logistic systems.

Due to the COVID-19 pandemic that occurred shortly after the disaster response had gathered momentum, and due to the restrictions imposed worldwide and in Albania, the timeframe of the EA operation has been extended by three months to be able to complete activities that had been adversely impacted by COVID-19.

## 2.2 Overview of the Evaluation

This evaluation will provide an account and analysis to the results and outcomes of the Albanian Earthquake Emergency Appeal operation. It will, in particular, assess to what extent the project was relevant and appropriate to the needs of those affected by the earthquake and particularly vulnerable. It will further investigate how effective the project has been in relation to actually meeting people's needs. As the project was coordinated by the IFRC-ROE, particular focus will be on the effectiveness and efficiency of applied coordination, support and the collaboration between the NS and IFRC-ROE. The evaluation was conducted in a respectful, transparent and impartial manner, thus contributing to organizational learning and accountability.

The evaluation strictly observed the usual OECD-DAC evaluation standards (as far as these are applicable to the project), existing IFRC Standards as outlined by the IFRC Framework for Evaluations, the Red Cross Red Crescent Movement 'Seven Fundamental Principles', as well as the Red Cross 'Code of Conduct'.

The evaluation also ensured that, during the data collection process, a strong selection of relevant stakeholders' perspectives was heard and taken into account in the elaboration of conclusions and recommendations and in the development of any lessons learned for future similar interventions.

## 3. Approach and Methodology

This section outlines the approach and methodology that was used by the consultant. It builds on the ToR drafted by IFRC as well as on the proposed approach and methodology that was outlined in the consultant's offer for this assignment, and the subsequent discussion with IFRC and ARC involved in the project about the scope of the work prior to signing the contract for this assignment. The section also includes an outline of the constraints and risks that the consultant foresaw in the implementation of the evaluation, as well as the assumptions that could have affected the working process.

The evaluation criteria are based on OECD/DAC for evaluations in complex emergencies (OECD/DAC, 2006), the IFRC criteria for evaluations, and the criteria and questions mentioned in the evaluation matrix.

### 3.1 Data Sources and Means of Verification

The evaluation used the following main data sources:

1. **Thorough document review** including policies, operational guidelines and SoPs (as available and applicable of ARC and IFRC, IFRC emergency appeals, applications and their revisions, operational progress updates, regular and final reports or evaluations (e.g. separate evaluation of the ARC/IFRC Cash Voucher Assistance (CVA) and a project evaluation by the Swiss Agency for Development and Cooperation (SDC) on a similar assistance programme, operational reports of ARC and IFRC, mobilisation / logistics tables, financial documentation, context analyses and other relevant documentation including relevant academic papers.
2. **In-depth key informant interviews and focus group discussions (as appropriate and possible, subject to restrictions).** In total,
  - a. 14 interviews were held online with present and former IFRC staff and / or technical delegates at the IFRC Regional Office for Europe (ROE) in Budapest and at their respective locations.
  - b. 18 interviews were conducted with Albanian Red Cross (ARC) staff at National Headquarters Tirana and in the branches of Tirana, Durrës, Lezhë and Krujë
  - c. Interviews were conducted with 36 ARC volunteers in the same locations.
  - d. A total of 105 people assisted by the appeal (69 female / 36 male) were interviewed, either individually, during home visits or in Focus Group Discussions (FGD) as appropriate and possible (due to existing COVID-19 restrictions).
3. Whenever and where appropriate and possible, **field visits to operations / implementation areas and sites** were conducted to obtain a fairly realistic view on current needs.
4. The consultant partially succeeded in **ensuring inclusion of representatives of specifically vulnerable groups in the conversations**, i.e., women, single parent households, young people (boys and girls), the elderly, people with disabilities, and particularly marginalized groups. Due to prevailing circumstances, it was not possible to focus this investigation on marginalised groups or people with specific needs.
5. The consultant attempted to **meet representatives from relevant ministries and local administrations** and other agencies such as the EU, UN and INGOs. This was, however, only partially possible due to the fact (a) that most officials have, since, been moved to other departments or tasks, (b) neither relevant EU nor UN officials could be identified as the operation had come to an end as far as these organisations are concerned, and (c) the consultant was only informed of a similar project (SDC in Bubq) shortly before departure from Albania. In the latter case, online interviews were undertaken. This lack of contact with external stakeholder represents a considerable bias.

It should be noted that the sample size of n=377 would have been necessary to arrive at a statistically relevant result when surveying the people assisted by the appeal (given an estimated total number of

20,000). Due to the limited time available and the prevailing COVID-19 restrictions, it was only possible to interview 105 people assisted. However, while there may not be statistical significance, the practical significance of information and the adequate sensitivity were confirmed through in-depth questioning, cross-checks and direct observation.

### 3.2 Stakeholder Analysis

Primary Intended Users	Intended use
<b><i>IFRC Regional Office for Europe, sectoral departments and Country Team Albania</i></b>	To understand the effectiveness and efficiency of its role in the management of the operation as supporter and provider of regional technical expertise, as commissioners of the evaluation, and to inform on possible improvements in short, medium, and long-term approaches to increase learning, as well as operational capacity building and preparedness (sustainability).
<b><i>Albanian Red Cross Society (Kryqi-I-Kuq) Headquarter, Field Staff and Volunteers</i></b>	To understand the effectiveness and efficiency of its role in the management of this operation, as a national lead agency in assisting people affected by disasters, and as organization auxiliary to government authorities and structures, and to inform on possible improvements in short-, medium-, and long-term approaches to increase learning, as well as operational capacity building and organizational as well as community-based preparedness (sustainability).
<b><i>Other partners involved in the Albania Earthquake Response</i></b>	To understand how the IFRC, ICRC, NSs and other actors and groups interact, collaborate, communicate, coordinate, and share experiences with each other.
<b><i>Other NSs in Europe</i></b>	To understand how the IFRC, operating and participating NSs and other actors and groups can meaningfully interact, collaborate, communicate, coordinate, and share experiences with each other in order to prepare for similar events in the future and to assist in coping with possibly existing similar challenges. This specifically applies to unsolicited in-kind donations.

### 3.3 Evaluation quality and standards

The evaluation fully respected the seven Fundamental Principles of the Red Cross and Red Crescent and was carried out under the strict observance of the IFRC evaluation standards, i.e., utility, feasibility, ethics and legality, impartiality and independence, transparency, accuracy, collaboration and participation. The evaluation also ensured observance of the ‘Do No Harm’ principle and all standard ethical considerations for evaluations, i.e., safe and secure environment, informed choice, and the voluntary participation in this evaluation. All interviewees were asked to provide their consent and were fully informed of the purpose of this evaluation. Where applicable, ‘SPHERE’ standards were used for assessing results.

Data protection was assured by treating all information strictly confidential. Any contextual information was coded and / or published only with the expressed consent of the individual. Information obtained for use in case study was either anonymized or the specific consent of respective individuals was obtained prior to usage. This also applied to photographs. Any recorded interviews (for the purpose of later

transcription) were erased once transcribed, and all data held by the consultant(s) will be erased once the final product has been accepted by the client.

**It is important to note that this evaluation only addresses the operation arising from the 2019 Albanian Earthquake appeal and not any other ARC operation, programme or project.**

## 4. Findings

### 4.1. National Society structure, systems and programme planning processes

#### 4.1.1. Efficiency and Effectiveness (suitability of systems, adequacy of resources, internal coordination mechanisms)

At the onset, the evaluation team would like to clarify that all findings and analyses refer to the 2019 Earthquake Appeal Operation and do not reflect any other previous or current operations and activities, except where meaningful cross-references and cross-cutting effects were identified.

Universal feedback from relevant interviewees indicates not only the strong commitment of ARC but also its very good relationship with IFRC in general and IFRC-ROE in particular. Given the scale of likely operation and financial volume after the earthquake, some of the history of the country and the risk of exposure to both, media coverage and possible unwanted desires, the ARC leadership requested technical support from IFRC. The immediate close collaboration of ARC and IFRC-ROE resulted in the impressive and almost immediate preparation of an Emergency Appeal and an Emergency Plan of Action facilitated by the close collaboration of ARC staff and IFRC supporting technical delegates.

Sound operational experience in disaster relief and social community projects had placed ARC in a good position to build on existing capacities. Through this operation, the NS has gained valuable new experiences and is viewed by partners as added value. This could now be reflected in the strategic planning and strategic leadership support that had been planned prior to the earthquake.

Initial systems of ARC appear to have been fully adequate to respond to more commonly occurring emergencies (e.g., regularly occurring floods) of lesser magnitude. The NS is well experienced in and known by the public for the well-organized distribution of relief items, its strong social programmes with a wide geographical coverage, and has a reputation of close collaboration with IFRC-ROE and NSs in the region. Furthermore, the NS appears to have considerable experience in community-based activities, social work and DRR / CBDP.

During the operation, ARC has not only succeeded in expanding, consolidating and further developing this experience, but also able to significantly increase its operational capacities and develop enhanced or new capabilities and skills, particularly in the areas of:

- Dealing with larger emergencies
- Efficient registration and verification methodologies
- Providing psychological support and psychological First Aid (PSS / PFA)

- Providing unconditional cash voucher assistance to people assisted by the appeal
- Increased experience in the fast preparation of emergency documentation (e.g., Emergency Appeals, DREF application, Operational Updates).

The evaluation found that the most impressive asset of ARC was the cadre of highly motivated, dedicated and energetic mostly young volunteers without whom this operation would not have been as successful as it was. Through the intensive training of all ARC volunteers in the KoBo data collection and analysis system, ARC and IFRC have created a powerful capacity for responding to future emergency operations and for addressing community-level disaster risk reduction.

On the logistic side, interviews revealed storage arrangements were initially very limited with the Tirana warehouse substantially overloaded and partly stocked with outdated equipment and material. Storage space was limited. This was, in the beginning of the operation, somewhat alleviated by a generous contribution of a local entrepreneur in Durrës, who made available one of his warehouses to ARC free of charge. Through close collaboration with IFRC technical delegates, the previously rather ineffective warehouse management and stock control systems have notably improved and are now in line with IFRC standards. The renovation of the warehouse was temporarily interrupted by the still prevailing COVID-19 pandemic) and standard stock control mechanisms are in place. The suggested re-organisation of the warehouse layout has been completed.



Prior to the operation, the Tirana warehouse was in urgent need of renovation. Despite work having been delayed by the COVID-10 pandemic, all renovations and repairs had been completed by the time this report was prepared and finalised.



Based on the feedback from relevant delegates, ARC staff and the very limited feedback from government authorities, the successful operation has resulted in an even stronger relationship of ARC with authorities, particularly with the Ministry of Foreign Affairs and the Ministry of Justice, who both recognized the coordination of the operation through the regular attendance of coordination meetings, ARC's operational capacities and the substantial donor support. This is also a very important added value in terms of the peer-to-peer support and sharing learning and experiences with partner NS and could be used in future regional knowledge sharing.

Fleet management was extremely limited and remains an area that could benefit from further investment and attention. While temporary fleet arrangements were successful and highly effective, there is still a considerable number of defunct vehicles (cars and small trucks) in the warehouse compound. These could be either scrapped or repaired and be given to branches that have no vehicles whatsoever, something that had previously been suggested by IFRC-ROE.

While volunteers form the core of the ARC work force, they are – in general – ill equipped. Only two of the four visited branches had at least a vehicle, staff and volunteers of other branches had to use their own transport means to carry out their duties. While expenses are usually reimbursed, this lack of equipment is viewed as a serious weakness that needs to be urgently addressed and, ideally, remedied.

Procurement policies (Note: NOT the procurement itself) remain a contentious issue in ARC. For the distribution of food parcels and hygiene kits, it still appears to be the NS policy to tender for / procure the individual items separately rather than by parcel content. This is a common weakness in many NS, yet, once challenged, they quickly adapt the new approach. While the purchase of individual items may save a minimal amount of money, it (a) requires labour-intensive re-packaging (by volunteers), and (b) is time-consuming – a fact that is, particularly in emergencies, a definite operational weakness and has, so far, not been sufficiently addressed.



Concerning the structural repair of ARC HQ and affected branches, all visible work had been completed at the time of the evaluation. However, due to operational priorities and the prevailing COVID-19 pandemic, anticipated work on the EOC has not yet been completed. While meeting / seminar rooms have been renovated and upgraded with audio-visual technology, the main electronic part of the EOC still needs to be completed.

According to interviewed people assisted by the operation, ARC enjoyed, already before the earthquake, a good public image as a competent, mainly relief oriented humanitarian organization. With the support of IFRC technical delegates and through a highly successful operation, ARC achieved a significant enhancement of public image (general public and authorities) as a competent humanitarian organization with new, value-adding skills and capacities.

Through this successful operation, ARC has gained additional public reputation, image and has strengthened partnerships. The quote below is only one example of the frequently received verbal support from interviewed people who were assisted by the operation.

*“When all this is over, how can we help the Red Cross who helped us in our most difficult time ?”*

*(Beneficiary, female, 54 years, Durrës)*

As mentioned earlier, and apart from an experienced and loyal, yet minimalist staff at NHQ and visited branches, the main workforce of the NS is its dedicated and motivated volunteers. While the dedication, enthusiasm and motivation of volunteers is most impressive and highly commendable, the evaluation found through interviews and observation that human resources at the NS are substantially limited and suffers from a considerable lack of permanent or, at least, temporary employed staff. This situation is now further aggravated by (a) the additionally achieved capacities and skills, (b) by the desire of the ARC to maintain newly acquired skills in its future operations (e.g., CVA, PSS, increased operational capacities), (c) by the still existing needs and likely continuation of some programme components, and (d) by the raised public expectations after this successful operation. The evaluator initially proposed to ARC a gentle review of the existing human resources in light of (a) needs that were identified in this operation, and (b) likely needs in future disasters. ARC comments, however, show that there appears to be a reluctance to do so, possibly due to concerns about future obligations. Also, ARC comments showed the common misconception that funds need to be spent only on the operation, forgetting somehow that efficient management by staff is also part of a successful operation. May that be as it is, there is a need to review these issues as they potentially affect the use of volunteers. While volunteer recruitment is actively pursued, ARC volunteer management still requires further significant strengthening. According to the IFRC Volunteering Policy, volunteers need to be recognized. This recognition comes in a variety of forms, e.g., through skill training (which is done very efficiently), through proper insurance (which is still widely lacking), through proper equipment (which is definitely lacking) and through utilization (partly through the various ARC social projects).

While the overall assessment of this operation brought about overwhelmingly positive results and outcomes, there is the very real danger of ARC not utilizing the opportunity for further and continued organizational and operational capacity building through the positive developments and the potential

gained by the successful operation, and not utilizing the achievements and newly gained operational experience and capacity for taking the next step in organizational change management and for re-prioritizing ARC's vision and future strategies. Suggestions, such as a possible review of employment strategies and volunteer management should not be interpreted as criticism but rather seen as a possibility and opportunity.

In October 2004, ARC and UNDP undertook a joint "Local Vulnerability and Capacity Assessment in Albania" that was financially supported by DfID. This assessment developed several very appropriate recommendations for ARC and international agencies and donors. *Inter alia*:

- (ARC) Raising communities' awareness of potential risks and of possible actions to prevent, mitigate and cope with disaster risks;
- (ARC) Redefinition of its place in working with the community and in developing disaster plans, training and re-training staff and volunteers;
- (ARC) Continuing increase in the ratio of women among its staff and volunteers;
- (ARC) Greater emphasis of the dissemination of First Aid;
- (ARC) Development of specific disaster mitigation projects;
- (ARC) The findings in that document should be considered in the next revision of ARC's disaster plans;
- (IFRC and donors) Agencies should explore the possibility of adding "disaster management" or "public safety" components to their community-based activities;
- (IFRC and donors) should cooperate with relevant government authorities at central and local levels and share their plans.

The evaluation found strong evidence that most of the above recommendations had been implemented, put into practice and were reflected in the operational plans of the NS, the Emergency Appeal and the Emergency Plans of Action. As a result, many of the organizational strengths existed already before the earthquake, a fact that creates a solid base for further strengthening of ARC.

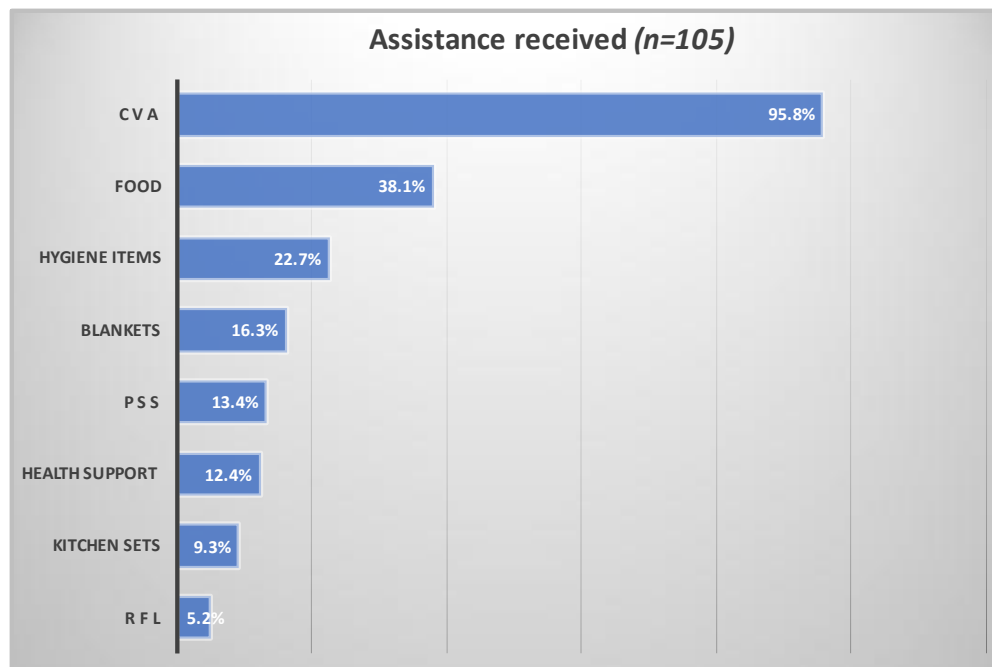
#### 4.1.2. Relevance and Appropriateness (registration and assessment procedures, steps to develop and improve capacities)

The general process of identification and registration ensured, on the one hand, mostly appropriate information and documentation (registration lists) from the affected municipalities (GoA), yet, on the other hand, adequate registration processes by ARC safeguarding the relevant Fundamental Principles of independence and impartiality. ARC assessments were usually conducted separately from municipality visits. All information received from the municipalities was checked, verified, re-verified and updated when and where appropriate. This was possible by the often quoted highly motivated, dedicated and enthusiastic ARC volunteers who carried out these verification exercises through home / door-to-door visits.

One of the recurring themes during this evaluation was the almost unanimous feedback from assisted people about the relevance and appropriateness of the staged or phased assistance that was provided:



- In the immediate aftermath of the earthquake, ARC provided First Aid, helped in Search & Rescue, afforded general assistance in hospitals and medical establishments, and provided much appreciated assistance to people trying to find their relatives who required medical treatment due to injuries or medical conditions (expanded form of RFL).
- Mainly during the time of camp accommodation, identified people assisted by the appeal received mattresses, field beds, clothing and food / hot meals.
- Mainly during the accommodation in tents, the affected population received (a limited amount of) tents, blankets, kitchen sets, food / hot meals and food parcels, plus hygiene sets (incl. menstrual and baby items).
- Finally, mainly at the time of people being accommodated in rented accommodation, some of the above assistance continues and families received CVA.



One of the most relevant, useful, and openly visible outcomes (with a possibility to develop into a longer-term impact) of this earthquake response operation has had on ARC operational capacity was **the introduction of KoBo** by the technical support of IFRC-ROE and surge delegates.

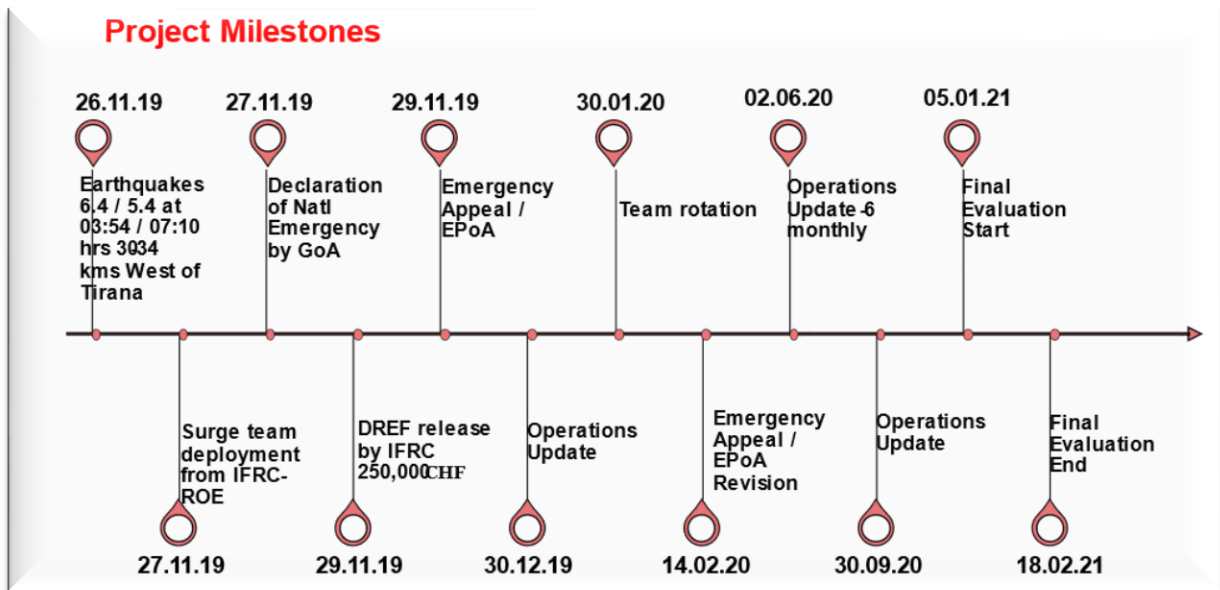
KoBo Toolbox is a free open-source tool for mobile data collection and available to everyone. It allows the collection of data in the field using mobile devices, such as mobile phones or tablets, but also using more conventional methods, such as paper and computers. The system is continuously improved and optimised, particularly for the use of humanitarian actors in emergencies and difficult environments and in support of needs assessments, monitoring and other data collection activities. The adaptation of KoBo for humanitarian use is a joint initiative by organisations, such as OCHA, Harvard Humanitarian Initiative, International Rescue Committee, UNICEF, USAID, Save the Children, Médecins sans Frontiers, the International Office for Migration, and many others.

The introduction of KoBo by IFRC-ROE immediately after the earthquake, placed ARC in the highly advantageous position to:

- Conduct reliable and fully transparent needs assessments of families affected by the earthquakes;
- Independently verify entitlements through door-to-door / home-to-home visits based on registration lists provided by the affected municipalities, thus affirming its position as independent actor auxiliary to the GoA;
- Conduct re-verification exercises to identify families that had moved away, thus enabling new and additional families to be placed on the register for assistance.
- Develop and continuously build up a clear and very impressive capacity to undertake rapid and reliable data collection by having trained and by continuing to train all volunteers of ARC.

This, in turn, enables ARC to respond quickly and professionally to any future disaster or emergency situations thus not only significantly improving the NS's disaster response and operational planning capacity but also proving itself to the GoA as a reliable, transparent, and timely partner in emergencies.

Despite the fact that GoA was not immediately able to confirm definite damage statistics and figures, the thorough analysis of available data, the immediate request by ARC to IFRC for support with technical delegates, and the very positive and productive collaboration of national and international staff and volunteers, resulted in a **very speedy preparation of a DREF request, an Emergency Appeal and an Emergency Plan of Action**.



#### 4.1.3. Accountability (community feedback mechanisms, information, gender, protection and diversity)

The NS established a **telephone hotline (“Green Line”)** to enable relatives living abroad or elsewhere in the country to find their relatives. The evaluation found that only a very limited number of calls were received requiring direct RFL services due to enquiries from distant relatives.

Immediately after the earthquakes, ARC volunteers provided valuable, more localized RFL services by helping family members finding their injured relatives in hospital.

The **most effective way** of dealing with requests from people assisted by the appeal, comments, or complaints **were the repeated door-to-door visits by ARC volunteers**.



## 4.2. Key programmatic areas

### 4.2.1. Efficiency and Effectiveness (immediate, intermediate and developmental intervention results, constraints, corrections)

The Emergency Plans of Action (initial and revised) envisaged a broad spectrum of assistance. The evaluation found mainly positive results and achievements. Those activities that underperformed had been adversely affected by the prevailing COVID-19 pandemic and by the steadily increasing related restrictions (e.g., limitation on meeting in groups of a specific size, access to schools, access to communities, etc.). The achievements listed were verified by relevant reports.

OUTPUTS as per EPoA / Revised EPoA	Targets EPoA / Revision	Achieved	Issues
<b>SHELTER OUTPUT 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being, and longer-term recovery through shelter and settlement solutions</b>	2,000 households	2,000	<ul style="list-style-type: none"> <li>- Lists assembled by municipalities, ARC conducted independent verification and re-verification</li> <li>- Household items were tendered, procured and repacked.</li> <li>- Distributed:               <ul style="list-style-type: none"> <li>o 32,892 blankets,</li> <li>o 1,052 Clothing sets,</li> <li>o 636 tents,</li> <li>o 1,944 kitchen sets</li> </ul> </li> <li>- Replenishment of ARC stocks still i/progress / almost complete at time of evaluation</li> <li>- Lessons learned workshop conducted (on CVA)</li> </ul>
<b>SHELTER OUTPUT 2: Shelter, settlement and basic household items to affected families</b>	10,000 people	20,000+	
<b>Livelihoods and Basic Needs Output 1: Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods.</b>	10,000 people	10,222	<ul style="list-style-type: none"> <li>- Regular participation in coordination meetings</li> <li>- Target households selected (see above)</li> <li>- In assembly of household lists assisted (see above)</li> <li>- Food items were tendered, procured and repacked. Distributed:               <ul style="list-style-type: none"> <li>o 2,599 hot / cold drinks distributed</li> <li>o 6,374 food packages</li> <li>o 3,848 dry food portions</li> </ul> </li> </ul>
<b>Livelihoods and Basic Needs Output 2: Basic needs assistance for livelihoods securing, including food provision to most affected communities.</b> (Food parcel: White flour 20 kg, Rice 4 kg, Veg Oil 4 kg, Sugar 4 kg, White beans 4 kg, Pasta 4 kg, Salt 0,5 kg = per family / per month)	10,000 people		
<b>Livelihoods and Basic Needs Output 3: Households are provided with unrestricted (unconditional) / multi-purpose grants to address their basic needs</b>	Initial EPoA < 700 households Revised EPoA < 1,100 households	1,100	<p><b>See description of CVA, procurement severely delayed due to a variety of reasons due to (a) IFRC inadequate policies, (b) ARC desire to be contract signatories, and (c) lack of interest by financial service providers.</b></p> <p>A Livelihoods assessment in parallel to feasibility study on use of cash to assess impact of the disaster and the opportunity of livelihoods recovery (AP081) was not conducted, however, the issue was partially addressed by the independent evaluation of the CVA programme component</p>
<b>Health Output 1: The health situation and immediate risks are assessed using agreed guidelines</b> (for instance, AP022 regular assessments together with health authorities to identify health or PSS needs).	4 assessments	NIL	<b>Postponed due to COVID-19 pandemic</b>



			<ul style="list-style-type: none"> <li>○ 500 Children's hygiene kits</li> </ul>
<i>P G I Output 1: Communities become more peaceful, safe and inclusive through meetings the needs of the most vulnerable</i>	Initial EPoA 1,000 people <hr/> Revised EPoA < 200 people	NIL	Due to <b>COVID-19 restrictions</b> , activities had to be suspended / reduced.
<i>P G I Output 2: Programmes ensure safe and equitable provision of basic services, considering different needs based on gender and other diversity factors.</i>	Initial EPoA 5 ARC staff /volunteers <hr/> Revised EPoA 30 ARC staff /volunteers trained in RFL	53	More than initially planned staff and volunteers were trained in RFL  Due to <b>COVID-19 restrictions</b> , community-based activities relating to the identification of community protection mechanisms and any active community consultations had to be suspended / reduced.
<i>D R R Output 1: Communities in high-risk areas are prepared for and able to respond d disaster and to strengthen their preparedness for timely response.</i>	50,000 people (reached with public awareness and education campaigns) <hr/> 50,000 people (reached through DRR activities in communities and schools)	20,000 In 57 schools <hr/> 100,000 indirect Partly	20,000 children benefitted directly and an estimated 100,000 people indirectly.  - Pools of volunteers were established and trained - Dissemination material was produced, printed and distributed - First Aid kits were tendered, procured and distributed.  Community drills, FA and DRR training public awareness campaigns, and some school related dissemination activities and the development of community contingency plans had to be suspended due to <b>COVID-19 restrictions</b> that were introduced at some stage.
<i>Strategic Implementation Output 1: Strengthening of ARC capacities to ensure sustained presence in communities</i>	Updated/ revised contingency plans	NIL	Due to <b>COVID-19 restrictions</b> , activities had to be suspended / reduced.
<i>Strategic Implementation Output 2: ARC has effective and motivated volunteers who are adequately protected</i>	200 volunteers benefitting from	Partly	Training, coaching and mentoring of volunteers and staff in various technical aspects was conducted and is still continuing.

	training activities		
AP040 IFRC Insurance for volunteers		Not known	The evaluation was unable to reach a definite conclusion due to inconclusive information.
<i>Strategic Implementation Output 3: Support ARC capacity to support CBDRR, CBDP and response capacity</i>	1 EOC in place by end of appeal	Partly	<ul style="list-style-type: none"> <li>- Damages to ARC HQ and branches have been repaired, the ARC HQ Meeting Room was equipped with audio-visual technology, renovations were completed.</li> <li>- <b>Significant progress has been made in logistic systems (warehousing, stock control, etc.)</b></li> <li>- <b>ARC has developed impressive capacities in CVA, PSS.</b></li> <li>-</li> <li>- <b>The EOC still needs to be equipped to be functional / operational.</b></li> <li>- <b>Development and revision of ARC Contingency Plans has not been completed.</b></li> </ul>
<i>Strategic Implementation Output 4: Effective and coordinated international disaster response is ensured.</i>	100% of ARC / IFRC presence at coordination meetings	100%	Better coordination by IFRC-ROE is required in the field of bilateral in-kind donations to avoid the sending / receiving of unwanted and unsuitable donations and an overload of overstretched logistic capacities.
<i>Strategic Implementation Output 5: Effective surge capacity mechanism is maintained</i>	80% of surge requests have positive response	100%	<p>More volunteers reached</p> <p>Very useful was the existence of a Regional Disaster Managers Network</p>
<i>Strategic Implementation Output 6: ARC compliance with Principles and Rules for Humanitarian Assistance is improved</i>	Community feedback mechanism is set up	100%	Established through hotline and regular door-to-door visits
<i>Strategic Implementation Output 7: Supply chain and fleet management meet recognized quality and accountability standards</i>	<p>Initial EPoA: 100% of vehicles serviced and maintained</p> <hr/> <p>Revised EPoA: Adequate warehouse mgmt. systems and procedures in place</p>	100%	<p>Initial focus on proper vehicle service and maintenance had been achieved as ARC succeeded in negotiating free-of-charge storage space in Durres. The owner of that storage space also runs a garage and took on the servicing and maintenance of ARC vehicles.</p> <p>(see write-up) The revision of the current ARC warehousing system and procedures was completed,</p> <p>The renovation and refurbishment of the Tirana warehouse has been completed and all repairs are done.</p> <p>ARC stock replacement has been completed</p>
<i>Strategic Implementation Output 8: IFRC secretariat, together with National Societies, uses their unique position to influence decisions at local, national and</i>	1 ARC staff trained on communications	NIL	Due to <b>COVID-19 restrictions</b> , activities had to be suspended / reduced. However, one ARC staff was trained by IFRC technical support particularly in the use of social media platforms and has, since, notably enhanced

<i>international levels to affect the most vulnerable</i> (e.g., Facebook regular posts) <b>IFRC and ARC are visible, trusted and effective advocates of humanitarian issues</b>	<b>5 intl. press releases issued</b>	<b>6-8 press releases</b>	ARC's image, appearance and messages on social media.
<b>Strategic Implementation Output 9: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming</b>	<b>1 Final Evaluation is conducted</b>	<b>In progress</b>	The Final Evaluation was contracted January 5, 2021 – February 18, 2021. The evaluation was carried out in country between January 11 – 26, 2021.
<b>Strategic Implementation Output 10: Programmatic reach of National Societies and IFRC is expanded.</b>	<b>3 IFRC-ROE PMER missions</b>	<b>2</b>	<b>Due to COVID-19 restrictions, activities had to be suspended / reduced.</b> Three Operations Updates (#1, #2, 6-monthly) and regular situation reports.
<b>Strategic Implementation Output 11: Resource generation and related accountability models are developed and improved.</b>	<b>5 ARC staff trained in PMER</b>	<b>3</b>	<b>Extensive and still ongoing training of volunteers on KoBo data collection and analysis technology</b> (see text)
<b>Strategic Implementation Output 14: Financial resources are safeguarded. Quality financial and administrative support is provided contributing to efficient operations and ensuring effective use of assets. Timely quality financial reporting to stakeholders is ensured.</b>	<b>2 ARC staff deal with finances</b>  <b>1 IFRC audit is carried out</b>	<b>Done</b>	"Adequate" is open to interpretation and needs to be specified.  Audit will be carried out at the end of the operation.
<b>Strategic Implementation Output 15: Staff security is prioritised in all IFRC activities</b>		<b>Done</b>	Security guidelines were established very early in the operation and adhered to. The Evaluation Team also received a briefing and had to sign Security Regulations.



# Albania: Earthquake - Albanian Red Cross response



## Distribution activities

**38866** 99  
People assisted locations

### Impacts:

**51** **913** **32,000** **202,000**  
people confirmed dead people injured people lost their home people affected

### Cash distributions

**1100**  
Cash Cheque distributed / 6 months

### Food

**7329** Hot meals  
**6374** Food packages  
**3848** Dry food portions  
**2599** Drinks (hot or c...)

### Shelter NFI

**32892** Blankets  
**1052** Clothing items  
**636** Tents  
**1944** Kitchen sets

### Hygiene NFI

**7548** Total ARC hygien...  
**2000** Female Hygiene K...  
**606** Diaper packages ...  
**500** Children Hygiene ...

### RFL, PSS, First Aid

**2554** People reached with P...  
**64** People receiving first aid  
**20** Families reached with ...

### DDR

**Trained staff /volunteers and teachers/students:145 persons**

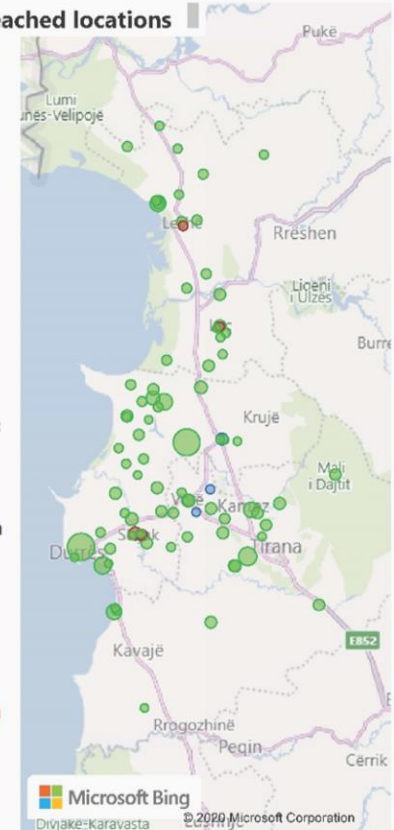
**Printed DRR promotion materials:**  
- Manual for DRR in schools(15000 pcs).  
- Roll-up, Risk maps etc.

**Performed Exercise: Activity On October 13th for International DRR Day in 12 Prefectures**

**Direct DRR beneficiaries: 20 000 people where 5700 in 57 schools**

**Indirect DRR beneficiaries:100 000 people.**

### Reached locations



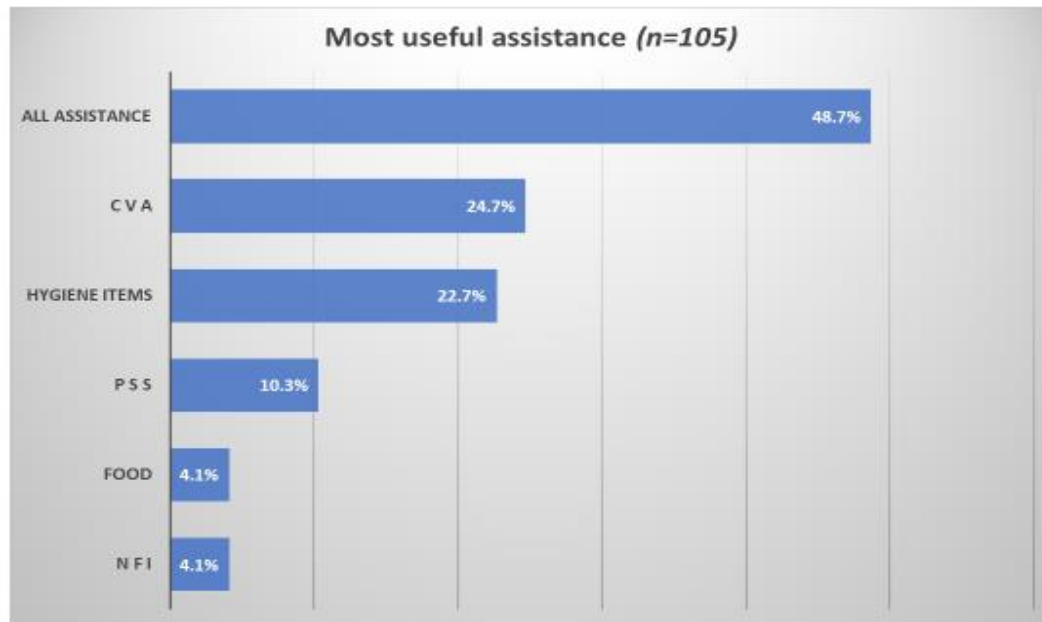
Green=active, Blue=planned, Red= closed  
Size of dot is number of people reached

Date last updated: 30/11/2020

Data from Albanian Red Cross

#### 4.2.2. Relevance and Appropriateness (appropriate and efficient assistance, successes, challenges, limitations, exclusions)

All interviewed assisted people assisted by the appeal (n=105) confirmed that the assistance provided by ARC / IFRC was fully or highly relevant and addressed their needs at the right time, e.g., during accommodation in camps, later in tents, then in rented accommodation. The ranking of assistance received is shown below:



#### Cash and Voucher Assistance (CVA)

***“The Red Cross has helped us to overcome the difficult time with dignity !”***

(Female, 68 years, Lezhe)

This statement by several people assisted by the appeal was the most poignant feedback the evaluation team received during the interviews. A separate evaluation of the CVA part of the earthquake response<sup>1</sup> goes into much more detail of this component, hence this evaluation will only focus on the most pertinent issues.

Prior to the start of CVA, national and international stakeholders, including senior management of ARC, were sceptical and raised concerns about transparency, exposure, and the fear of not assisting the right

<sup>1</sup> IFRC & ARC: Albania Earthquake Emergency Appeal Operation – Cash and Voucher Assistance Programme – Lessons Learnt Report, Emina Pasic, 08 January 2021

people assisted by the appeal. Some international donors (e.g., SDC<sup>2</sup>), however, started immediately and received very good feedback about cash appropriateness, and eventually the ARC/IFRC assistance was agreed.

The long-protracted tendering and procurement process for financial service providers (FSP) turned out to be a tedious and highly demanding part of the CVA. Various reasons were identified by the evaluation team:

- Unfamiliarity with cash distribution, scepticism, reluctance, fear of possible exposure and potential risk of image loss by ARC;
- Lack of established / existing CVA policies and initial resources at IFRC-ROE;
- The IFRC standard tender package and tendering procedures were not fully applicable in time of an emergency in the country context, resulting in time-consuming and protracted processes;
- Lack of responsiveness by FSP (e.g., the Albania Post Office);
- Lack of interest by FSP as likely profit or image gains were low.

Eventually, the decision was jointly taken to shift to cheque distribution. The respective SOPs were finalized during April, and in May 2020 the Raiffeisen Bank Albania was selected to implement the alternative payment method by cheque.



ARC with IFRC provided CVA to 1,100 households (see above table). The increase in assisted households was achieved through careful verification and re-verification exercises, allowing ARC to add additional families either due to their obvious need and damage criteria or due to the fact that several families had left their initial location.

The assistance was distributed in 6 tranches during June – December 2020. ARC had opened a separate bank account, money was transferred by IFRC-ROE, bank cheques were prepared by ARC branches, and volunteers assisted people in cashing them. Those assisted by the appeal signed on receipt of the cheque upon presentation of their ID documents. On encashment, the bank would also check the people's identity. Particularly noteworthy is the fact that ARC contributed their own, bilaterally raise funds to this part of the appeal assistance.

More than 90 ARC volunteers and 15 staff were trained in CVA modalities and in the KoBo system methodology. This training proved to be instrumental to the success and achievements of the CVA distribution and enabled ARC to undertake a transparent and reliable field assessment process. This process, however, had to be suspended at some stage due to the imposed COVID-19 restrictions.

The separate CVA lessons learned workshop provides excellent data concerning on client satisfaction. Our evaluation also confirmed this high level of satisfaction, as well as the fact, that ARC (and reportedly also

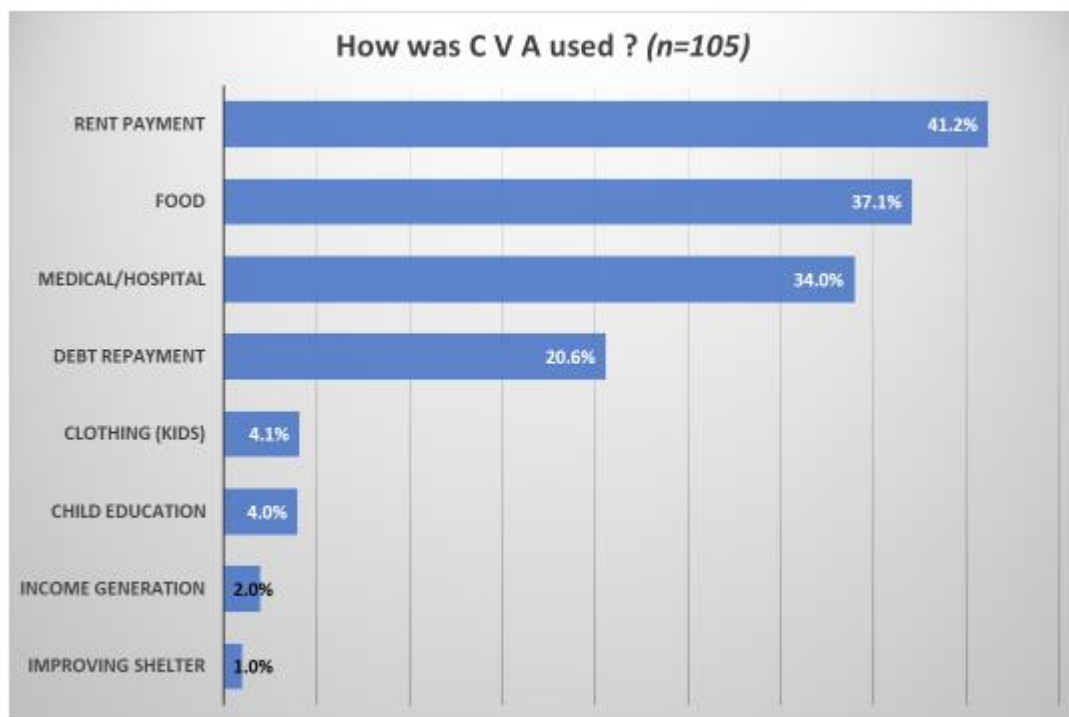
<sup>2</sup> Swiss Agency for Development and Cooperation (Bern)

the respective government authorities) had overcome their initial scepticism and, by now, supported CVA as a suitable and well-developed new operational capacity of ARC.

An additional benefit of the form of assistance is the fact that women were identified as CVA recipients. This resulted in progressive gender women empowerment and gender mainstreaming. The above mentioned CVA workshop also includes some interesting analysis on how this choice for the women receiving the cash assistance challenged stereotypes (88% of households in Albania are headed by males<sup>3</sup>) and likely increased opportunities for women to make decisions on finances. During the few reported occasions where the predominantly patriarchal system created an initial obstacle, the patient and appropriate interaction by ARC volunteers was able to resolve any problems.

Of particularly useful and very positive side-effect is the massively enhanced image ARC has achieved among government authorities and the general public as it was the Red Cross and not an anonymous FSP who provided people assisted by the appeal with the much-needed cash support.

The evaluation also explored the main use of cash by people assisted by the appeal:



(Above table indicates multiple uses by same people assisted by the appeal). It is interesting to see that the vast majority of interviewed people used their cash provision for rent payment (of the alternative accommodation due to their home having been destroyed or severely damaged), for the purchase of additional food requirements, for medical bills or hospital treatment and for dept repayment.

<sup>3</sup> UNDP, *Room at a glance – Albania*, April 2018

## Psychological Support Services (PSS) / Psychological First Aid (PFA)

At the very aftermath of the earthquake and upon arrival of the supporting technical delegates, ARC had declared that the NS wanted to include PSS / PFA in the earthquake response operation. The supporting delegate(s) assisted ARC in setting up PSS and supported the NS with the training of volunteers. The building up of this capacity was facilitated by the fact that ARC already had a substantial number of dedicated, mostly young and motivated volunteers at its disposal. Due to ARC already having undertaken a number of social programmes prior to the earthquakes, the learning environment was very conducive, and volunteers and staff were eager to expand their social skills by adding knowledge on PSS and PFA.

This highly positive crossover effect enabled ARC to set up multi-functional teams of volunteers who could be entrusted with a broad variety of tasks, relevant and appropriate to the actual situation on the ground. Some good examples were identified by the evaluation team:

- Volunteers provided essential PSFA during the immediate aftermath of the earthquakes, while helping with search and rescue and while assisting the affected population and medical staff in hospitals.
- Volunteers were placed in the position to apply their newly acquired skills by conducting highly sensitive, caring and empathic house-to-house visits. This was remarked upon by many of the interviewed people.
- Volunteers paid specific attention to the children during the family assessments, and were always available to listen and provide much needed compassionate support. This is the more praiseworthy as many volunteers and ARC branch staff had been themselves affected by the earthquake.

While the applied PSS and PFA seems to have had the mayor impact during the initial months after the earthquakes, the planned psychological support of children in schools has had limited effect and was rather sketchy due to the COVID-19 pandemic and resulting limitations and restrictions. In some locations, interviewees enthusiastically reported a significant and positive effect of PSS provided by ARC volunteers in school, while others categorically denied that any such support had been provided at their children's school. In the opinion of the evaluation, this is largely due to the fact that related activities had mostly come to an end during the pandemic.

### 4.2.3. Sustainability (Contribution to future organizational, operational, community preparedness / DRR)

Undoubtedly, the Earthquake Response Operation of ARC/IFRC has resulted in several positive operational capacity building outcomes:

- Much enhanced operational capacity of ARC in terms of traditional disaster response;
- Impressive new capacity in the field of CVA and PSS/PFA;

- High level of operational skills, both among staff and volunteers, in new, customizable and appropriate technology (KoBo) that can be applied to any future emergency situations;
- Significant progress in warehousing and storekeeping systems and, partly, in logistics.

ARC can rightly be proud of these achievements and has indicated that the NS wishes to maintain and further develop these skills and new capacities. Achievements and capacity building outcomes, however, highly depend on the future **organizational** set-up of ARC in terms of staff and volunteers. The evaluation has concluded that any level of sustainability of these new skills and abilities will directly depend on:

- How the frequently quoted shortage of full-time or at least part-time staff will be addressed by the NS once the current remainder of the financial provisions has come to an end. At least the newly acquired capacities shown above will require permanent human resources in order to become sustainable.
- To what extent ARC will succeed in revising its Volunteering Policy to reflect a more appropriate use of volunteers. As all NS within the IFRC experience, the recruitment of volunteers is usually the easier part, while volunteer maintenance is a greater challenge. ARC has a large cadre of motivated and enthusiastic volunteers who, in future large-scale emergencies, might face the risk of burn-out.
- New technologies will need to be kept, trained, refreshed and further developed in order to become a sustainable capacity that ARC can use in and customize to any future emergencies or even regular programmes.
- The evaluation was able to ascertain the considerable improvements in the Tirana warehouse. Sustainable logistic capacity will depend on (a) the completion of the ongoing warehouse refurbishment, (b) the maintenance of the newly established storage and store control systems, (c) on the adequate human resource development, and (d) on addressing the current limited availability of operational vehicles by properly maintaining the available small vehicle fleet and either repairing or salvaging the older, defunct resources.

The COVID-19 pandemic and resulting limitations and restrictions have been largely responsible to the cessation of most, if not all, **community-related activities**, such as disaster preparedness and disaster risk reduction in school, communities, etc. ARC is well versed in community activities and at any costs the postponed and delayed activities have a strong sustainability potential, provided they will be implemented once the COVID-restrictions are being relaxed.

### 4.3. IFRC support

### 4.3.1. Efficiency and Effectiveness (Management, coordination with ARC / other Movement partners, clusters, technical working groups)

#### a. Provision of technical operational / delegate support

Very impressive, immediate and universally appreciated by ARC staff and volunteers at NHQ and affected branches was the rapid response by IFRC in releasing CHF 229,375 from the Disaster Emergency Relief Fund (DREF) and the immediate deployment of an Operations Manager and as well as Communications, PMER and Health delegates. This was later enhanced to some form of a Rapid Response Team with additional support delegates, such as Logistics, PSS.

This immediate support enabled all, ARC and IFRC delegates to achieve the commendable task of preparing the Emergency Appeal / Emergency Plan of Action within a matter of only three days.

***“The IFRC Regional Office was present when we needed support most and provided good follow-up”***

(ARC staff, Tirana)

#### b. General coordination

One area where the immediate support featured very prominently was the coaching of ARC to regularly participate in official / governmental coordination meetings. This coaching support undoubtedly raised the NS’s image as an “organisation auxiliary to the public authorities in the humanitarian field”, thus strengthening ARC’s operational position.

#### c. Cash Voucher Assistance (CVA)

The evaluation found that Cash Voucher Assistance (CVA) was, on the one hand, probably the most successful part of the earthquake intervention, yet, on the other hand the most problematic issue causing frustration, consternation and considerable delays due to the protracted procurement process (as shown in the respective chapter above).

Interviews with ARC staff, former and current IFRC staff point to the fact that current IFRC structures, requirements and contracting policies with regard to cash logistics are far too inflexible, overly bureaucratic, and simply unworkable in emergencies. In reality, the current procedures are likely to take a minimum of two months and are, thus, not fit for purpose.

These circumstances, together with a very work-intensive and time-consuming registration and verification process (see above) and the fact that CVA of that magnitude was a new approach for ARC, caused a considerable and unnecessary delay in the pay-out to affected families. While at least one other organisation (Swiss Corporation for Development – SDC) succeeded in distributing

cash assistance to affected people one month after the earthquakes, the ARC/IFRC operation effected the first pay-out in June 2020, i.e., seven months after the earthquake.

As explained in more detail in the respective chapter, one delaying factor was the unfamiliarity of financial service providers (FSP) with the complex and overdemanding procurement procedures and rules for tender submission, all in English language. This lengthy process in a largely unfamiliar language, plus a very limited benefit drove away any possibly interested FSP.

#### **d. Shelter**

At the 2005 General Assembly, the IFRC committed to convening the Shelter Cluster after natural disasters. Over the following six years, the IFRC deployed the Shelter Cluster to nearly twenty disaster response operations worldwide. However, in the very first days after the earthquake and despite the fact, that initially GoA was responsible for the provision of shelter, the IFRC Surge Team suddenly received requests to coordinate shelter cluster activities. The evaluation team obtained information that more support would have been appreciated from IFRC (Geneva Secretariat) as surge team, members were rather unprepared for this. Due to the GoA's late request (after initially refusing the need for tents), the operation missed a good opportunity to procure and eventually distribute sufficient numbers of winterized tents.

### **4.3.2. Impact (Enhancement of ARC institutional capacities)<sup>4</sup>**

#### **a. KoBo Toolbox**

One of the most relevant, useful, and openly visible impact this earthquake response operation has had on ARC operational capacity has had was the introduction of KoBo by the technical support of IFRC-ROE.

KoBo Toolbox is a free open-source tool for mobile data collection and available to everyone. It allows to collect data in the field using mobile devices, such as mobile phones or tablets, but also using more conventional methods, such as paper and computers. The system is continuously improved and optimised, particularly for the use of humanitarian actors in emergencies and difficult environments and in support of needs assessments, monitoring and other data collection activities, and is characterized by its extreme versatility. The adaptation of KoBo for humanitarian use is a joint initiative by organisations, such as OCHA, Harvard Humanitarian Initiative, International Rescue Committee, UNICEF, USAID, Save the Children, Médecins sans Frontiers, the International Office for Migration, and many others.

The introduction of KoBo by IFRC-ROE and the Rapid Response IM-Delegate immediately after the earthquake, placed ARC in the highly advantageous position to:

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<sup>4</sup> As expressed in the Inception Report, "Impact" as a long-term change of knowledge, attitude and practice cannot be assessed immediately after the end of an operation but possibly requires years, if not decades, to assess. "Outcome is a more applicable term in this context.

- Conduct reliable and fully transparent needs assessments of families affected by the earthquakes;
- Independently verify entitlements through door-to-door / home-to-home visits based on registration lists provided by the affected municipalities, thus affirming its position as independent actor auxiliary to the GoA;
- Conduct re-verification exercises to identify families that had moved away, thus enabling new and additional families to be placed on the register for assistance.
- Develop and continuously build up a clear and very impressive capacity to undertake rapid and reliable data collection by having trained and by continuing to train all volunteers of ARC.

This, in turn, enables ARC to respond quickly and professionally to any future disaster or emergency situations thus not only significantly improving the NS's disaster response and operational planning capacity but also proving itself to the GoA as a reliable, transparent, and timely partner in emergencies.

The immediate benefit can be seen by the fact that ARC is applying the same technology in its activities related to the current COVID-19 pandemic and the identification of particularly vulnerable sections of the population.

On a regional level, the still growing cadre of KoBo-trained ARC volunteers could also act as peers and regional resources, either for training volunteers in neighbouring NSs or for conducting such training events in Albania.

## **b. Communications**

The immediate focus on streamlining and supporting communications paid off well. While the media in Albania are generally described as aggressive, the proactive approach created a more conducive media environment. At the same time, the IFRC support created a very attentive and open approach to communications. ARC branches were trained on how to work with media in general, and the NS was supported in working with national and international media, such as Voice of America through a variety of interviews. During these media events, the close collaboration between ARC and international partners was always highlighted.

In addition, work undertaken in the area of **social media** has had a lasting impact on the positive image of ARC. While ARC had, already, created some kind of social media network prior to the earthquakes, the added impact resulted in:

- The creation of 22 Facebook pages for ARC and ARC branches with regular postings and key messaging;
- ARC have established and administer Instagram pages;
- ARC has set up and administers Twitter accounts and maintains a regularly updated website.

## 5. Conclusions / Recommendations

### 5.1. For Albanian Red Cross

#### General

1. Maintain all achievements and thoroughly analyse steps, investments, inputs, processes and outputs / results (organisational self-assessment) and clearly prioritise key areas that ARC wants to continue, expand, strengthen and develop further. This should be done with technical support from the IFRC-ROE. The achievements of this operation should be regarded as a decisive step towards a more medium- to longer-term organisational development.
2. Due to operational priorities and the current COVID-19 pandemic, certain planned activities could not yet be implemented. Pending activities, such as translation of the various guidelines, the completion of the ARC business plan, replenishment of ARC supplies, completion of the warehouse re-construction / renovation should be completed as soon as operational realities allow.
3. The Earthquake Operation has opened a new mode of very successful fundraising: Crowdfunding. This has raised an impressive amount of funding support (appr. USD 40,000). It may be worthwhile to investigate this possibility for future resource generation, particularly considering that a large part of the Albania population lives and works abroad.
4. Continue the organisational improvements (once the COVID-19 pandemic allows) that had already started before the earthquake emergency, such as (a) the Strategic Planning Review, (b) the General Assembly that was planned for June 2020, (c) revision of the NS Statutes, and (d) the development and formulation of the Strategy 2030.
5. When eventually time and work pressures allow, ARC should consider conducting a repeat of the initially mentioned “Local Vulnerability and Capacity Assessment” not only to demonstrate the considerable improvements and developments, but also to provide a current view on operational and organisational realities which, in turn, could support future prioritisations as well as strategic planning.  
IFRC-ROE should support such assessment to the maximum possible.

#### Volunteers

6. Maintain and further expand / develop the approach of establishing and training multifunctional volunteer teams. This approach has proved a most successful and appropriate way to address the multiple needs of a community affected by disaster.
7. Volunteer Insurance – As the evaluation could not clearly identify whether or not volunteers are adequately insured by ARC through the IFRC Volunteer Policy, greater support and follow-up

should be provided by IFRC-ROE in an attempt to safeguard the proper insurance of volunteers. As the evaluation found significant knowledge gaps, more clarity should also be provided to ARC as to the exact level of insurance cover,

8. Continue organisational support to and training / refresher training of volunteers in the KoBo application thus potentially expanding this highly relevant and useful technical skill eventually to all volunteers (and staff) in ARC and creating an even higher operational DM capacity.
9. During non-emergency situations, volunteers could meaningfully be engaged in identifying potentially most vulnerable people in high-risk areas (e.g., in flood-prone areas, areas of landslide / earthquake risks). This would:
  - a. provide a good opportunity of continued direct contact with the community.
  - b. help ARC, its branches and respective communities / municipalities to establish contingency plans.
  - c. Enhance ARC's responsiveness to future disaster and further increase the NS's disaster preparedness and risk reduction capacity.
10. The evaluation found that quite a significant number of ARC staff (mostly in branches) and many volunteers were, themselves, affected by the earthquake and the resulting damage and are still rather traumatized. It is, therefore, recommended that ARC not only addresses the future utilisation of its volunteers but, under the principle of "Duty of Care" also establishes an applicable and practical method, together with PSS and Health staff, to adequately address such psychological trauma among own staff and volunteers.,

## Health

11. Maintain the well-reputed and excellent First Aid programme and, where possible, expand it to an even more distinct community approach whenever the current pandemic allows.
12. Maintain and further expand / develop the newly acquired operational capacities in the field of PSS and PFA. Ideally, these should be linked even closer with existing and future social programmes. These social programmes of ARC already provide strong resources and sound knowledge, and represent an excellent background and base an expanded PSS/PFA programme could be built on.

## Logistics

13. The evaluation team reiterates the previous recommendation by IFRC to either repair and maintain currently defunct vehicles of ARC or to scrap non-operational stock. Repaired or replaced vehicles should be either kept as rolling stock at the warehouse or be given to very active operational branches or branches in areas of particular risk, e.g., regular flooding or likely earthquake damage. Naturally, this would require at least a modest operational budget for the maintenance and running.

This recommendation is made based on the fact that the IFRC Country Team with support of IFRC-ROE and Global Fleet Management. provided guidance / SoP to ARC on the use of Fleet and maintenance, and purchased 2 new 4WD cars and one minivan under the EA.

14. In future operations, ARC should at least consider to tender for complete packages rather than individual distribution items --> This process is less labour intensive, and despite the vague possibility to save a minimal amount in local currency, the benefits of tendering and procuring complete packages by far outweigh such small savings, and are timelier in the provision of essential items to needy populations.

## CVA

15. ARC has shown that it can professionally, effectively and efficiently manage CVA distribution. The NS has realised that, despite initial scepticism, CVA is by far more advantageous and logistically less demanding than the more traditional distribution of tons of relief items. While this latter approach still has an important place in emergency situations, CVA provides much needed assistance with dignity and puts people assisted by the appeal in charge of their own future. In addition, ARC NHQ as well as branches have expanded their knowledge and experience in the area of cheque distribution and related logistics. It is for these reasons that the expertise gained in the distribution of CVA need to be further maintained and nurtured.
16. It is also noteworthy that ARC is now in a good position to support the partner NSs in peer-to-peer exchanges and sharing their learnings (e.g., using KoBo, effective way of CVA distribution etc)

## 5.2. For IFRC - ROE

### General

17. It is recommended that IFRC-ROE pays regular visits to ARC in order to continue capacity-building support where and when necessary and to follow-up on currently unfinished project activities after COVID-19 restrictions have been lifted
18. Similarly, IFRC-ROE should provide, continue and, where required, increase its strategic leadership support to ARC and regard the tremendous experience and knowledge gains in DM and the added value of PSS and CVA skills as a valuable potential and an important step forward on the path of organisational and management development. As such, any technical support whenever required is seen as a valuable investment.
19. Maintain, whenever possible, the practice of supporting similar operations primarily with delegates of similar background (also geographically). This was highly effective in the Earthquake Operation as cultural attitudes, approaches and values are rather similar within the operational region.

20. Innovative Fundraising – ARC and the Earthquake Operation has opened a new mode of potentially very successful fundraising: Crowdfunding. This has raised an impressive amount of funding support. IFRC-ROE should investigate (together with the appropriate departments in the Geneva Secretariat) the feasibility of (a) utilizing this type of fundraising and (b) of supporting ARC by assisting the draft of respective policies and procedures.
21. The newly acquired skills (e.g., CVA, PSS, KoBo Technology) could be utilised as peer-to-peer resource within the Eastern European / European region or even within the wider IFRC network. This could also involve using very capable and, by now, experienced volunteers as potential human resource for regional training events.
22. The evaluation has witnessed that, despite the time passed since the earthquake, a considerable number of affected families still live in hardly acceptable conditions:



As reconstruction and / or new construction shows only slow progress (especially during the current and continuing COVID-19 pandemic), it is recommended to consider the possibility of a medium-term rehabilitation programme to assist exceptionally vulnerable families. It is encouraging to see that, e.g., Austrian Red Cross is planning a regional CVA project, which will include Albania, in support of vulnerable families, and it might be worthwhile exploring the possibility of additional donor support from other interested donors.

CVA

23. C V A – IFRC and/or IFRC-ROE urgently require a standardized yet customizable policy and SOPs on Cash and Voucher Assistance that are suitable for emergency situations. The lack of such SOPs and policies created a most unsatisfactory, confusing and unnecessarily complicated tendering process for FSPs. This, in turn, caused significant delays of several months in the pay-out of urgently needed financial support to targeted people. It is, therefore recommended that:

- The IFRC-ROE undertake a regional risk assessment identifying countries in the Europe region with particular and likely disaster risks.
- The IFRC-ROE (together with the respective departments at the Geneva Secretariat), translate any policies, SOPs, guidelines, sample contracts, and other relevant documents into the main languages of these identified countries.
- Regular workshops, seminars and training events should be conducted to familiarize NSs of these countries with the standard procedures and guideline as part of an extended regional disaster management approach.
- Once established, each NS in the region should, in turn, identify through appropriate processes suitable FSPs, and negotiate and establish formal Memoranda of Understanding with these identified FSPs and/or banks.
- This will avoid lengthy and unnecessary tendering process in the immediate aftermath of a national disaster or emergency, establish transparency, and create mutually respectful and fully informed business relations based on national and international practice and standards. Such a process could also shorten the negotiation process and avoid situations, where IFRC rules may or may not be compliant with national rules and regulations -> increased national and regional Cash Preparedness.

### Volunteering

24. More emphasis and follow-up need to be placed on volunteer insurance. The evaluation found (a) contradicting evidence as to what extent such insurance exists. (b) At the same time, there is a considerable uncertainty within ARC what exactly such a volunteer insurance entails. More information and details may need to be provided to encourage ARC to apply a universal volunteer insurance.

25. Continue organisational support to ARC by any necessary means to continue training and refresher training in the KoBo application, as required.

### Movement Coordination

26. While regional solidarity in the immediate aftermath of the earthquake was extremely positive and much appreciated, this assistance became, at time, overwhelming, particularly as substantial amounts of in-kind donations were unsolicited goods. This is, by no means, new in international disaster response and a problem that has spanned past decades. It is, therefore, even more pressing that more attempts to coordinate or at least positively and diplomatically influence bilateral donations and avoid unsolicited goods.

27. Similar more coordinative attempts should be made in the area of donor education and the introduction / use of single reporting formats (narrative and financial). Particularly at times of an ongoing substantial national emergency, it is relatively unrealistic by some donors to insist on their respective reporting formats.
  
28. Due to the fact that the surge team was overwhelmed by the sudden call by the GoA to coordinate the shelter cluster, it may be useful to consider (a) including more rigorous training on this topic, and (b) establish at least a focal point on shelter cluster at the IFRC-ROE.

Gert Venghaus  
Hollymount, 10 March 2021

## Annex 1 – Documentation review - Reference material

This was an evolving list that was updated as the evaluation progressed.

No	Document	Prepared by	Source	Last revision
1	Albania Earthquake Field Report	Agnes Rajacic	IFRC - ROE	26.11.2019
2	Emergency Appeal # MDRAL008	N/N	IFRC	29.11.2019
3	Emergency Appeal # MDRAL008 - Revision	N/N	IFRC	14.02.2020
4	Donor Response	Automatically generated	IFRC	06.12.2020
5	OpsUpdate Nr. 1	DCPRR/PMER	IFRC	30.12.2019
6	OpsUpdate 6-Months	N/N	IFRC	02.06.2020
7	Response as of 03.03.2020	N/N	ARC	03.03.2020
8	OpsUpdate No. 2	N/N	IFRC	30.09.2020
9	Hand-over and EoM Document	Jürgen Högl, former Operations Manager	IFRC	30.01.2020
10	Situation Report No. 1	Juergen Hoegl (IFRC Ops Manager); David Kohlmann (IFRC surge PMER); Fatos Xhengo (ARC Disaster Response Coord)	IFRC - ROE	26.11. 2019 – 02.12. 2019
11	Situation Report No. 2	Juergen Hoegl (IFRC Ops Manager); Fatos Xhengo (ARC Disaster Response Coord)	IFRC - ROE	03.12.2019 – 09.12.2019
12	Situation Report No. 3	Juergen Hoegl (IFRC Ops Manager); Fatos Xhengo (ARC Disaster Response Coord)	IFRC - ROE	21.12.2019 – 12.01.2020
13	MDRAL008 Albania Earthquake EPoA Matrix (incomplete)	N/N	IFRC	Until end Dec 2019
14	IFRC/ARC Operations Area (Map and List by Geo-Coordinates)	N/N	IFRC / ARC	
15	Operational Response Map	N/N	EU/ECHO	09.12.2019
16	Safety & Security Brief Albania	Jürgen Högl, former Operations Manager	IFRC	12.12.2019
17	Info-Graphic of Operation	N/N	IFRC / ARC	19.12.2019
18	Financial Donor response (Updated 07.01.2021)	N/N	IFRC	29.11.2020 – 07.01.2021
19	Mobilization Table	N/N	IFRC	03.12.2019
20	Mobilization Table v.2	N/N	IFRC	07.12.2019
21	Mobilization Table v.3	N/N	IFRC	11.12.2019
22	Mobilization Table v.4	N/N	IFRC	18.12.2019
23	Useful Operational Links (E-Mail)	Jassen Slivensky, Operations Manager	IFRC	05.01.2021
20	Various finance reports and analyses	ARC Finance Department	ARC	Various dates
21	Leaflet “Earthquake Preparedness” (Në rast tërmeti)	ARC / IFRC / Civil Defence	ARC / IFRC / Civil Defence	2020
22	Leaflet “Cash Voucher Assistance” (Mbështetje financiare për familjet e prekura nga tërmeti l dates 26 Nëntor 2019)	ARC / IFRC	ARC / IFRC	2020

24	Booklet "Disaster Risk Reduction" for schools on World DRR Day (Këshilla për zvogëlimin e rreziqeve nga Fatkeqësitë)	ARC / IFRC / Civil Defence	ARC / IFRC / Civil Defence	2020
25	Local Vulnerability and Capacity Assessment in Albania	UNDP / ARC	ARC	October 2004
26	External Evaluation of SDC/HA Emergency Cash Pilot For Earthquake Affected Households in Bubq, Albania	Ruth Aggiss / Valbona Lenja	Swiss Development Corporation (SDC)	April 2020
27	Albania Earthquake Emergency Appeal Operation - Cash and Voucher Assistance Programme - Lessons Learnt Report	Emina Pasic	IFRC / ARC	08.01.2021
28	Guidelines for cash transfer programming	International Red Cross Red Crescent Movement	International Red Cross Red Crescent Movement	2007

## Annex 2 – Stakeholders interviewed

The list contains initially proposed interviewees and was updated and populated as the evaluation progressed. Contact details of IFRC and ARC key informants available upon request from IFRC ROE.

#	Interview Date	Stakeholder Category	Individual Position
<b>A</b>	<b>IFRC – Regional Office for Europe (Budapest)</b>		
1	29.01.2021	IFRC	Head of DCPRR - IFRC ROE
2	04.02.2021	IFRC	Media and Communication
3	29.01.2021	IFRC	Early CVA Delegate
4	27.01.2021	IFRC	PMER Manager
5	04.02.2021	IFRC	Former Operations Manager, Tirana
6	05.02.2021	IFRC	PSS Delegate
7	28.01.2021	IFRC	PMER Officer
8	28.01.2021	IFRC	Early IFRC Logistics Delegate
9	27.01.2021	IFRC	Health and Care Coordinator
10	28.01.2021	IFRC	Former CVA Programme Coordinator at IFRC-ROE
11	29.01.2021	IFRC	Former HoD Albania, former Head of Cluster, former Act HoROE
12	01.02.2021	IFRC	Volunteering Coordinator
<b>B</b>	<b>Albania</b>		
<b>B1</b>	<b>IFRC – Albania Office</b>		
13	16./22. 01.2021	IFRC	Current Operations Manager
14	16./21. 01.2021	IFRC	Admin / Finance Delegate
<b>B2</b>	<b>Albanian Red Cross (ARC)</b>		
15	21.01.2021	ARC	Secretary General
16	13.01.2021	ARC	Under-Secretary General / Head, Finance Dept
17	13.01.2021	ARC	CVA Coordinator / OD Coordinator
18	12.02.2021	ARC	Disaster Response Coordinator
19	13.01.2021	ARC	Disaster Programme Officer

20	13.01.2021	ARC	Head, Youth Services
21	12.01.2021	ARC	Head, Social Services
22	13.01.2021	ARC	Head, Health Services / Health Coord.
23	12.01.2021	ARC	First Aid Coordinator
24	12.02.2021	ARC	PSS Coordinator
25	13.01.2021	ARC	Logistics Coordinator
26	13.01.2021	ARC	Information Manager
27	14.01.2021	ARC	Branch Secretary
28	14.01.2021	ARC	Distribution and FA Coordinator / Volunteer Management
29	14.01.2021	ARC volunteer	ARC volunteer (29)
30	14.01.2021	ARC volunteer	ARC volunteer (20)
31	14.01.2021	ARC volunteer	ARC volunteer (21)
32	14.01.2021	ARC volunteer	ARC volunteer (18)
33	14.01.2021	ARC volunteer	ARC volunteer (21)
34	14.01.2021	ARC volunteer	ARC volunteer (22)
35	14.01.2021	ARC volunteer	ARC volunteer (18)
36	14.01.2021	ARC volunteer	ARC volunteer (17)
37	14.01.2021	ARC volunteer	ARC volunteer (18)
38	14.01.2021	ARC volunteer	ARC volunteer (18)
39	18.01.2021	ARC volunteer	Branch Secretary
40	18.01.2021	ARC volunteer	ARC volunteer (19)
41	18.01.2021	ARC volunteer	ARC volunteer (22)
42	18.01.2021	ARC volunteer	ARC volunteer (23)
43	18.01.2021	ARC volunteer	ARC volunteer (21)
44	18.01.2021	ARC volunteer	ARC volunteer (19)
45	18.01.2021	ARC volunteer	ARC volunteer (19)
46	18.01.2021	ARC volunteer	ARC volunteer (23)
47	19.01.2021	ARC	Branch Secretary
48	19.01.2021	ARC	Administrator / Finance
49	19.01.2021	ARC volunteer	ARC volunteer (17)
50	19.01.2021	ARC volunteer	ARC volunteer (17)
51	19.01.2021	ARC volunteer	ARC volunteer (21)
52	19.01.2021	ARC volunteer	ARC volunteer / TL (50)
53	19.01.2021	ARC volunteer	ARC volunteer (48)

54	19.01.2021	ARC volunteer	ARC volunteer (37)		
55	19.01.2021	ARC volunteer	ARC volunteer (17)		
56	19.01.2021	ARC volunteer	ARC volunteer (17)		
57	19.01.2021	ARC volunteer	ARC volunteer (18)		
58	19.01.2021	ARC volunteer	ARC volunteer (18)		
59	19.01.2021	ARC volunteer	ARC volunteer (19)		
60	19.01.2021	ARC volunteer	ARC volunteer (17)		
61	19.01.2021	ARC volunteer	ARC volunteer (18)		
62	20.01.2021	ARC	Branch Secretary		
63	20.01.2021	ARC volunteer	ARC volunteer / FA trainer (59)		
64	20.01.2021	ARC volunteer	ARC volunteer (23)		
65	20.01.2021	ARC volunteer	ARC volunteer (23)		
66	20.01.2021	ARC volunteer	ARC volunteer (18)		
67	20.01.2021	ARC volunteer	ARC volunteer (19)		
<b>B2</b>	<b>Government Authorities / Other</b>				
68	14.01.2021	GoA	Specialist for civil emergencies CIMIC Directorate Ministry of Defence		
		GoA	Ministry of Justice		
		GoA	Ministry of Foreign Affairs		
69	01.02.2021	SDC (Swiss Agency for Development and Cooperation))	Programme Officer CVA, Fed. Dept for Foreign Affairs (FDFA),		
<b>B3</b>	<b>People assisted by the appeal per household and location</b>				
70-82	14.01.2021	People assisted by the appeal	8 female / 5 male	13 People assisted by the appeal / families	Tirana
83-93	15.01.2021	People assisted by the appeal	7 female / 5 male	12 People assisted by the appeal / families	Tirana Baldushk
94-99	15.01.2021	People assisted by the appeal	5 female / 2 male	7 People assisted by the appeal = 1 family incl 2 school-age children	Tirana Baldushk Home visit
100-114	15.01.2021	People assisted by the appeal	10 females / 6 males	16 People assisted by the appeal / families	Tirana Kombinat

115-126	18.01.2021	People assisted by the appeal	10 female / 4 male	14 People assisted by the appeal / families	Durrës
127-128	18.01.2021	People assisted by the appeal	1 female (101) / 1 male (70+)	2 People assisted by the appeal (mother/son)	Durrës Home visit
129-130	18.01.2021	People assisted by the appeal	1 female / 1 male (old)	2 People assisted by the appeal (old couple)	Ndroj (Durrës) Home visit
131-144	19.01.2021	People assisted by the appeal	11 female / 4 male	15 People assisted by the appeal / families	Lezhe / Laç
145-148	19.01.2021	People assisted by the appeal	3 females / 1 male	4 People assisted by the appeal = 1 family Incl. 2 daughters 18 + 12	Gjorem (Laç) Home visit
149-159	20.01.2021	People assisted by the appeal	9 female / 2 male	11 People assisted by the appeal / families	Kruje
160-163	20.01.2021	People assisted by the appeal	2 female / 2 male	4 People assisted by the appeal = 1 family Incl 1 boy (8) and 1 girl (3)	Thuamne / Borizanë (Kruje) Home visit
164-167	20.01.2021	People assisted by the appeal	2 female / 3 male	5 People assisted by the appeal = 1 family Incl. 2 boy (14) and 1 girl (6)	Thuamne / Borizanë (Kruje) Home visit
<b>C</b>	<b>NGOs – (not applicable)</b>				
<b>D</b>	<b>European Union (EU) – (not applicable, Not possible to identify relevant person(s))</b>				

## Annex 3 – Terms of Reference

### **Terms of Reference (TOR) for:** **Final Evaluation of the Albania: Earthquake Emergency Appeal** **(MDRAL008)**

#### 1. Summary

- 1.1. Purpose:** The International Federation of Red Cross and Red Crescent Societies (IFRC) seeks to evaluate the **relevance, effectiveness, efficiency and sustainability** of the Albania Earthquake Response Operation (MDRAL008) from November 2019 to February 2021.
- 1.2. Audience:** The findings will be the basis for Albanian Red Cross (ARC), IFRC and Partner National Societies (PNS) to inform future planning and response preparedness for similar operations in the future.
- 1.3. Commissioners:** This evaluation is being commissioned by IFRC Regional Office for Europe jointly with the IFRC Country Team in Albania in compliance with its Evaluation Policy for final evaluations.
- 1.4. Reports to:** The evaluator will report to the Evaluation Management Team (EMT). Whilst in Albania (if COVID-19 related situation allows in-country presence), the evaluator will be under the management of the IFRC Operation Manager in Albania. The evaluator will be supported by a Research Assistant (to be recruited through a separate process.)
- 1.5. Duration:** The timeframe of the evaluation is 6 weeks (including briefings, key informant interviews desktop review, data collection, data analysis, report writing, presentation, and follow-up), with 30 days covered by consultancy fees.
- 1.6. Timeframe:** 1 January - 14 February 2021 (with a potential no-cost extension of two weeks for final report compilation if necessary, in case COVID-19 measures affect the process and would delay some key activities)
- 1.7. Methodology summary:** Secondary and literature review, field work (if applicable), interactions with stakeholders across different levels, internal discussions, analysing the quantitative data available from the project interventions and other lessons learned workshops, reviews, evaluations/PDMs over the life of the project etc.
- 1.8. Location:** Remote, with field work in Albania if COVID-19 related situation allows in-country presence during the timeframe.

#### 2. Background

On 26 November 2019, a 6.4 magnitude earthquake hit Albania at 3.54 am local time, centred 30 km west of Tirana, at a depth of 10 km. A second earthquake of 5.4 magnitude followed at 7.10 am with the epicentre near Durres (34 km northwest of Tirana) and aftershocks (peaking above Magnitude 4) in subsequent weeks. According to official sources a total of 51 people lost their lives and 913 people were injured.

A total of 11,490 housing units were categorized as fully destroyed or demolished and need to be rebuilt. An additional 83,745 of housing units were either partially or lightly damaged.

Approximately 17,000 people are displaced and are living in temporary accommodation. Most of the displaced households are staying in tents, host families or rented apartments.

The most affected administrative regions are the prefectures of Durrës, Lezhë and Tiranë.

Structural damage is widespread, yet focused on old buildings and those built with poor building practice in the transition area of the 1990s and early 2000s. Additional administrative areas

considered secondary affected are those where people have been evacuated to by the government, including Berat, Dibër, Elbasan, Fier, Kukës, Shkodra and Vlorë (minor damage is reported in several villages in some of these prefectures).

The revised emergency appeal plan of action aims at meeting immediate needs and supporting the early and midterm recovery of the most vulnerable population affected by the earthquake in Albania with focus on the population of the most affected prefectures of Durrës (Durrës city, Shijak), Tirana (Vorë), Lezhë (Laç, Shëngjin), and Kruja (Thumane).

The targeted groups through this operation included people whose homes were damaged (collapsed, severely damaged or lightly damaged) and are vulnerable due to having lost a family member, low level of income, and household composition (disability, single female heads of household, older people, pregnant women).

This Emergency Appeal has been contributing to the overall ARC plan of action for their response to the earthquake, complementing the national and bilaterally funded activities of ARC in the respective sectors. More than 20,000 people have been supported with health/PSS, WASH (hygiene kits), livelihoods and basic needs (multi-purpose cash grants), and shelter (household items) activities.

Up to 50,000 people will be reached with community based DRR, PSS and health activities through awareness programming. The operation thereby takes an integrated approach for activities in the sectors of WASH, health/PSS, Shelter, PGI (including RFL) and DRR through multifunctional mobile teams.

The number of households supported through unconditional CVA has been increased from 700 to 1,100.

Replenishment of ARC contingency stocks as well as NS capacity development in cash preparedness, volunteer management, IT, finance and logistics systems support have also been included in the plan.

The timeframe of the Emergency Appeal operation has been extended three months in order to be able to complete the activities which could not be implemented due to COVID 19 related measures.

IFRC has been supporting ARC in responding to the needs of affected communities through the Areas of Focus identified, complementing the capacity and experience of ARC in this comparatively large-scale disaster by national standards. The EPoA outlines actions that not only seek to support the communities affected, but also strengthen the National Society's capacity and preparedness for future disaster response.

Please refer to this link for reports on the Emergency Appeal operation:

<https://www.ifrc.org/en/publications-andreports/appeals/?ac=mdral008&at=0&c=&co=&dt=1&f=&re=&t=&ti=&zo=>

### 3. Evaluation Purpose & Scope

This final evaluation aims to assess the relevance, effectiveness (and any clear impact), efficiency and sustainability of the activities, systems, management, and coordination of the IFRC Emergency Appeal (MDRAL008) responding to the Albania Earthquake as well as identify lessons learned for future interventions.

### 4. Evaluation Objectives - Criteria - Questions

#### Objectives:

**Objective 1:** To assess the structure, systems and processes across different levels of the Albanian Red Cross, related to their programming capacity (in relief and recovery), organizational sustainability and coordination, and how efficiently the capacity strengthening **activities** are

conducted under the EA including CVA, volunteer management, logistics, CEA, Communications and PMER.

**Objective 2:** Assess the achievements, effectiveness and efficiency of **key programmatic areas** defined in the emergency plan of action, with particular emphasis on the

- Livelihoods and basic needs – in-kind and CVA (Cash and Voucher Assistance modality review is running in parallel, results will be available as secondary data)
- Psychosocial Support
- Disaster Risk Reduction

**Objective 3:** To assess the relevance and efficiency of the **support provided by the IFRC** throughout the operation, focusing on the timeliness and modality of financial, human resources and technical support.

**+ Optional objective based on evaluation team capacity:** To assess how the emergency response has influenced the status and **external cooperation** of the Albanian Red Cross in its auxiliary role, and how the Albanian Red Cross took part in different coordination mechanisms and interacted with other organisations within the national context.

The impact of COVID-19 pandemic on the operation's implementation has to be carefully analysed throughout the whole final evaluation process, as well as Protection, Gender and Inclusion (PGI) and Community Engagement and Accountability (CEA) as cross-cutting approaches.

## 6. Evaluation Criteria

The following are the **evaluation criteria** by which this evaluation will be conducted. These criteria should be used as applicable for every question and objective, based on their relevance for the given objective and the questions related to the objective.

- 1) **Relevance and appropriateness** of the operation in delivering assistance based on needs and context; 2) **Coverage** in reaching target population across different groups, ethnicity, gender, physical construct etc.
- 3) **Efficiency** of the interventions in delivering quality services with minimum resources, **effectiveness** of the management and systemic mechanisms and strategies; **and accountability** to the impact population in relation to service delivery, sustainability, inclusion and resilience building.
- 4) **Impact** of the interventions on the National Society's capacities and the level of resilience of the communities and institutions in areas covered by the operation.
- 5) **Connectedness and sustainability** of the interventions in developing the organizational capacity of PRC and enhancing the resilience of assisted people against future hazards.

**Evaluation criteria** are key internationally recognized measures endorsed by IFRC for evaluation of its work. They specify the key areas (criteria) by which assessment will be made. **IFRC criteria are presented in the [IFRC Framework for Evaluation](#), which should be referred to when preparing this section.** IFRC criteria include: 1) adherence to Fundamental Principles and Code of Conduct, 2) relevance and appropriateness, 3) efficiency, 4) effectiveness, 5) coverage, 6) impact, 7) coherence, 8) sustainability and connectedness.

## 7. Recommended Questions

The following are **recommended questions** listed per objective to be assessed along the above evaluation criteria.

### 7.1. Objective 1: NS structure, systems and processes in programming

#### *Efficiency and effectiveness*

1. Were the National Society's systems and procedures suitable for implementing the planned activities? If not, has IFRC provided appropriate support in building relevant capacities?
2. Were there adequate resources (financial, human, physical and informational) available and were the resources utilized effectively and efficiently?
3. Were internal coordination mechanisms between the NS HQ and branches efficient? Was there a need for adjustments to ensure efficient coordination?

#### *Relevance and appropriateness*

4. Were assessment and registration capacities, procedures and systems robust enough to ensure the relevance and appropriateness of the assistance provided? If not, what steps were taken to develop capacities and improve procedures?
5. How could the coverage and distribution/delivery methods be improved?

#### *Accountability*

6. Were there mechanisms to capture community's complaints/feedback and how accountable was the project in assisting the community take informed decisions?
7. Were gender and diversity aspects considered in programming, monitoring and reporting?

### 7.2. Objective 2: Key programmatic areas

#### *Efficiency and effectiveness*

1. Did the interventions meet their immediate, intermediate and developmental results?
2. What problems and constraints were faced during implementation and how did the interventions manage these?
3. Did the project consider mid-course corrections and changed direction of programming based on lessons learned from the monitoring data?

#### *Relevance and appropriateness*

1. Was the assistance provided appropriate and sufficient to meet intended needs?
2. To what degree the interventions were successful in identifying the most vulnerable people from among the affected population and responded appropriately to their context and situation specific needs?

3. Were there exclusions or differential impact between groups based on their location (e.g., urban vs. rural)?

#### *Sustainability*

4. Has the operation contributed to efforts that aim to mitigate the impact of any future disasters and result in better disaster preparedness? Did the operation strengthen the local disaster preparedness and response capacities (including community resilience to disasters and crises)?

### **7.3. Objective 3: IFRC support**

#### *Efficiency and effectiveness*

1. How were programme activities managed and coordinated, particularly between ARC, IFRC, other Movement partners, clusters / technical working groups, and local authorities?
2. Has the IFRC Regional Office for Europe provided timely and appropriate financial and technical support to implement the operational plan?

#### *Impact*

3. Did the interventions result in enhanced institutional capacity of ARC across different levels?

### **7.4. Optional objective based on evaluation team capacity: External relationships**

- Were intervention strategies and priorities in line with local customs and practices of the affected population, the priorities of the Government authorities and other key humanitarian actors?
- How the emergency response has influenced the status and external cooperation of the Albanian Red Cross in its auxiliary role, and with other organisations within the national context?

## **8. Evaluation Methodology**

The evaluator is expected to develop a detailed methodology for this evaluation in the inception report, which needs to be approved by the Evaluation Management Team.

The methodology is expected to include: review and analysis of key documents, key informant interviews (including those with the operational branches), volunteer interviews and if feasible, interviews with people reached by the emergency response. The evaluator can suggest other methodologies. Sampling as well as data collection methods and pace are to be decided by the evaluator, in consultation with ARC and the Evaluation Management Team, and should be reflected on in the cover letter, and if selected, described in detail in the inception report.

- Desk review: Conducting a desk review of documentation, including the Appeal, Plan of Action, proposals, operation updates, revisions, pledge-based reports, M&E data, final

reports to back donors, and other reviews and lessons learned papers as well as secondary analysis of the appropriateness of surveys and reports conducted during the operation. Most of this work can be done from outside Albania.

- Key informant interviews: the evaluators need to interview a sufficient number of persons having been involved in the operation to have a solid overview of the different phases. This includes persons from IFRC, PNSs and ARC as well as local authorities and other international organizations and NGOs engaged in the earthquake response operation. Skype interviews can be arranged with the persons who have already left the operation. A list of possible interviewees will be shared upon selection. Surge delegates supporting the operation should be interviewed as well. Most of this work can be done from outside Albania.
- Field visits and primary data collection (interviews with people reached and/or community leaders): Depending on feasibility due to COVID-19 related restrictions during the evaluation timeframe, the evaluator should aim to assess the impact and/or to validate monitoring survey results, by interviewing a sufficient number of people in communities who received support through the response operation.

The Evaluation Management Team will provide support in developing an arrangement in which primary data collection with people reached and/or community leaders can be feasible, involving the National Society's capacities if possible. Potential solutions include building on National Society volunteer capacities for interpretation, to establish contact with people to be interviewed by the Evaluation Team or to conduct the primary data collection based on guidance from and questionnaire design developed by the evaluator.

### 8.1.1. Evaluation Team

The evaluation team consists of an Evaluator and a Research Assistant. The evaluator will have the ultimate responsibility to lead the evaluation process, design the methodology and deliver the outputs as described below.

The Evaluator will be supported by an Albanian-speaking Research Assistant, possibly recruited pro bono from a partner university in-country or in the region. The Research Assistant will support the Evaluator with secondary data analysis, translation, identifying and liaising with key stakeholders and interviewees, transcribing and processing interviews, support in report compilation. The Research Assistant will be recruited through a separate process.

### 8.1.2. Evaluation Management Team

The Evaluation Management Team consists of the IFRC Regional Office for Europe PMER Manager, Head of DCPRR, Operations Coordinator and the in-country IFRC Operations Manager. The EMT will ensure coordination between the IFRC Regional Office in Budapest, the IFRC delegation in country and representatives from the implementing National Society. The EMT will support the Evaluation Team with establishing contact with relevant stakeholders in the implementing National Society, and with developing modalities to ensure remote and, if feasible, on-site access for conducting the evaluation. The EMT is tasked with reviewing and approving the deliverables listed in the following section.

## 8.2. Deliverables (or Outputs)

**Inception report** - The inception report should include the proposed methodologies, a data collection and reporting plan with identified deliverables, draft data collection tools such as

interview guides, questionnaire, sampling method, a timeframe with firm dates for deliverables and travel (if applicable) and logistical arrangements for the evaluation.

**Debriefing** - A debriefing will be conducted with the IFRC Country and Regional Teams after data collection. The debriefing is to update the progress and initial findings with recommendations of the evaluation.

**Lessons Learned Workshop** – depending on the methodology proposed by the evaluator, the Lessons Learned Workshop - to be conducted in the course of January-February 2021 – may serve as a secondary data source, or can form part of the evaluation process and serve as a primary data source (e.g., for triangulation or for going in-depth on certain key topics identified previously) for the evaluation, with the active involvement of the evaluator.

**Draft report:** The consultant will produce a draft report (identifying key findings based on facts, conclusions, recommendations and lessons for the current and future operations) which will be reviewed by the IFRC Albania operations and the regional office teams. The consultant will be given the feedback after 10 working days to incorporate into the final report. The draft report will be also shared with the Albanian Red Cross for validation.

**Final report.** A Final report highlighting key findings, conclusions, lessons learned and recommendations will be submitted within 10 days of receiving the feedback from the draft report. Final evaluation report of no more than 40 pages (excluding executive summary and annexes such as copy of the ToR, cited resources, a list of those interviewed and any other relevant materials)

*The findings and all products arising from this evaluation will be jointly owned by the Albanian Red Cross Society and IFRC. The evaluator will not be allowed, without prior authorization in writing, to present any of the analytical results as his / her own work or to make use of the review results for private publication purposes. All case studies, anecdotes, any rough tool used and copies of participatory tools to be submitted to the IFRC teams to ensure scientific accountability and data protection of the evaluation.*

## 9. Proposed Timeline (or Schedule)

Time Schedule	Activities	Deliverables
<b>Week 1-2</b>	<ol style="list-style-type: none"> <li>1. Desktop study: review intervention documentation, and related primary/secondary resources for the evaluation.</li> <li>2. Development of detailed inception report, or data collection/analysis plan and schedule, draft methodology.</li> </ol>	1. Inception report, data collection/analysis plan and schedule, draft methodology.
<b>Week 3-4</b>	<ol style="list-style-type: none"> <li>1. Data collection according to data collection schedule.</li> <li>2. Data analysis, start of final report drafting.</li> </ol>	1. Data collection completed according to data collection plan.

<p><b>Week 5-6</b></p>	<ol style="list-style-type: none"> <li>1. Debriefing with initial findings, conclusions, and recommendations before revision and final approval of the final report.</li> <li>2. Preparation of draft evaluation report.</li> <li>3. Address feedback with revisions in report where appropriate.</li> <li>4. Revise and submit final evaluation report.</li> <li>5. Presentation of final report findings to key stakeholders.</li> </ol>	<ol style="list-style-type: none"> <li>1. Draft version of evaluation report.</li> <li>2. Debriefing.</li> <li>3. Final draft of evaluation report.</li> </ol>
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### 9.1. Evaluation Quality & Ethical Standards

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and specific, applicable process outlined in the [IFRC Framework for Evaluation](#). The **IFRC Evaluation Standards** are:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
3. **Ethics & Legality:** Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
4. **Impartiality & Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
6. **Accuracy:** Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven **Fundamental Principles of the Red Cross and Red Crescent**: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality.

## 9.2. Evaluator & Qualifications

The evaluator must have experience or significant knowledge of the humanitarian response mechanisms, specifically relief and recovery interventions, and have previous experience in conducting evaluations for medium to-large scale programmes. It is preferred for the evaluator to have a good understanding of the cash-based interventions.

The evaluator will coordinate directly with the IFRC team in Albania and the IFRC ROE in Budapest.

The evaluator should meet the following requirements:

### Required:

- 7-10 years of demonstrable experience in leading evaluations in humanitarian programmes responding to emergency and recovery programs
- Previous experience in coordination, design, implementation and monitoring and evaluation of humanitarian programmes
- Experience in the evaluation of both urban and camp programs and/or post disaster recovery programming and evaluation.
- Knowledge of activities generally conducted by humanitarian organizations in the sectors of livelihoods and basic needs (with a focus on CVA), health and PSS, shelter, PGI and CEA
- Experience in participatory approaches to evaluations
- Excellent English writing and presentation skills in English, with relevant writing samples of similar evaluation reports.

### Desirable:

- Very good understanding of the RC/RC Movement and types of humanitarian response.
- Field experience in the evaluation of humanitarian or development programs with prior experience of evaluating Red Cross programmes.
- **Knowledge of Albanian language is strongly preferred.**

## 9.3. Application Procedures

Applications are to be submitted by the 10 December 2020 to [hr.europe@ifrc.org](mailto:hr.europe@ifrc.org) stating in the subject line:

**'Albania Emergency Appeal Final Evaluation'**.

The following should be submitted with the application:

The application should include:

1. Cover letter clearly summarizing experience as it pertains to this assignment, daily rate, and contact details of three professional referees
2. Technical proposal, including budget: a technical proposal should accompany the application, detailing the consultant's understanding of the ToR with a detailed budget to

undertake the work. The proposal should explain how the challenges and constraints outlined in the ToR will be dealt with, and include a timeline of activities (specifying what part will be done remotely and, in the field,).

3. Curriculum Vitae (CV)

4. Provide samples of previous work (reports of previous evaluations and reviews completed)

Only shortlisted candidates will be contacted.

**For any queries regarding these terms of reference, please contact:**

Dorottya Patko, PMER Manager, [dorottya.patko@ifrc.org](mailto:dorottya.patko@ifrc.org)

## Annex 4 - Evaluation matrix

Closely following the outline provided in the ToR, the consultant proposed a detailed approach and method for answering the evaluation questions, including an evaluation framework with a set of evaluation questions for each of these criteria, and associated indicators. The criteria and evaluation questions are generally seen as evaluable. During the evaluation process it became apparent that not all relevant documents existed or were available.

The evaluation questions are annexed as per criteria below. Data collection methods depended on available data sources (e.g., interview opportunity with people assisted by the appeal) and accessibility to individuals for interviews.

QUESTIONS TO BE ADDRESSED	FINAL MEASURE/INDICATOR	DATA SOURCES	DATA COLLECTION METHODS
<b>NS STRUCTURE, SYSTEMS AND PROCESSES IN PROGRAMMING</b>			
<b>Efficiency and Effectiveness Questions:</b>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
1. To what level were the NS systems and procedures suitable for implementing the planned activities?	<ul style="list-style-type: none"> <li>• To the extent available, reports of effectiveness in <u>previous similar operations</u></li> <li>• Achievements against needs assessment</li> <li>• Achievements against PoA</li> <li>• Staffing levels, volunteer levels</li> </ul>	<ul style="list-style-type: none"> <li>• Initially existing plans, documents, SOPs</li> <li>• Possibly changed procedures, documents, SOPs, changed plans</li> <li>• ARC Plans of Action</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Key informant interviews</li> </ul>
2. If not, has IFRC provided appropriate support in building relevant capacities?	<ul style="list-style-type: none"> <li>• #, type and timing of technical delegates and emergency tools</li> </ul>	<ul style="list-style-type: none"> <li>• Initially existing plans, documents, SOPs</li> <li>• Possibly changed procedures, documents, SOPs, changed plans</li> <li>• ARC Plans of Action</li> <li>• Communications /meetings / interactions with IFRC-ROE</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Key informant interviews</li> </ul>
3. What systems or procedures worked particularly well? Could these serve as lessons learned for future similar operations?	<ul style="list-style-type: none"> <li>• To the extent available and applicable, support of ARC by external stakeholders prior to current IFRC support</li> </ul>	<ul style="list-style-type: none"> <li>• PoA / EPoA</li> <li>• SOPs</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Feedback from participants</li> <li>• Key informant interviews</li> </ul>
4. Were there adequate resources (financial, human, physical and informational)? How were they utilized in terms of effectiveness and efficiency?	<ul style="list-style-type: none"> <li>• Level of funding</li> <li>• Level of HR</li> <li>• Technical expertise available within ARC prior to current operation</li> </ul>	<ul style="list-style-type: none"> <li>• HR / finance / logistic/ procurement / information procedures and SOPs</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Key informant interviews</li> </ul>

<p>5. How efficient were the international mechanisms between NS Headquarter and branches? What adjustments, if any, had to be made to ensure efficient coordination?</p>	<ul style="list-style-type: none"> <li>• Comparison of reality with plans</li> <li>• DM mechanisms employed</li> <li>• Effectiveness of DREF / FACT / ERU as applicable</li> <li>• Level of ARC Branch involvement</li> <li>• If applicable, any ARC Branch capacity assessments</li> </ul>	<ul style="list-style-type: none"> <li>• Communication</li> <li>• Operational updates, Sitreps</li> <li>• Meetings, Work Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Key informant interviews (HQ and branches)</li> </ul>
<p><b>Relevance and Appropriateness Questions:</b></p>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
<p>6. How robust were assessment and registration capacities, procedures and systems to ensure the relevance and appropriateness of the assistance provided? What steps, if any, were taken to develop capacities and improve procedures?</p>	<ul style="list-style-type: none"> <li>• To the extent applicable and available, any Vulnerability / Capacity Assessments (of ARC Branch level and communities?) – <i>relates to branch activities outside disaster situation</i></li> <li>• To the extent possible, any training needs assessments and training events</li> </ul>	<ul style="list-style-type: none"> <li>• Initial SOPs and procedures relating to needs assessments</li> <li>• Changes applied to said SOPs and procedures</li> <li>• Work Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Financial reports</li> <li>• Distribution / logistic reports</li> <li>• Training reports</li> <li>• Key informant interviews</li> </ul>
<p>7. How could coverage and distribution / delivery methods be improved?</p>	<ul style="list-style-type: none"> <li>• How were people identified?</li> <li>• How were people registered?</li> <li>• How were distributions organised?</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> <li>• Delivery / distribution / registration documentation / reports</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Community feedback, FGDs</li> <li>• Key informant interviews</li> </ul>
<p><b>Accountability Questions:</b></p>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
<p>8. Which mechanisms existed to capture community's complaints/feedback and how accountable was the project in assisting the community in taking informed decisions?</p>	<ul style="list-style-type: none"> <li>• To the extent available, existing mechanisms prior to current operation</li> <li>• Extent to which ARC plans to continue.</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Community feedback,</li> <li>• Key informant interviews</li> </ul>
<p>9. To what level were gender and diversity aspects considered in programming, monitoring and reporting?</p>	<ul style="list-style-type: none"> <li>• To the extent available, existing mechanisms prior to current operation</li> <li>• Extent to which ARC plans to continue</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Community feedback,</li> <li>• Key informant interviews</li> </ul>
<p><b>KEY PROGRAMMATIC AREAS</b></p>			

<b>Efficiency and Effectiveness Questions:</b>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
10 To what level did the interventions meet their immediate, intermediate and developmental results?	<ul style="list-style-type: none"> <li>• # of households provided with emergency shelter and settlement assistance</li> <li>• # of people supported with household items</li> </ul>		
11. What problems and constraints were faced during implementation, and how did the interventions manage these?	<ul style="list-style-type: none"> <li>• # of people reached with basic food assistance or cash for basic needs</li> <li>• # of households supported with cash or vouchers for basic needs</li> </ul>		
12. How did the intervention consider mid-course corrections and changed direction of programming, based on lessons learned from monitoring data?	<ul style="list-style-type: none"> <li>• # of health and risk assessments based on agreed guidelines</li> <li>• # of people reached with community-based disease prevention and health promotion</li> <li>• # of home visits</li> <li>• # of people trained in First Aid (FA) / Community-Based Health and First Aid (CBHFA)</li> <li>• # of people reached with psychological support</li> <li>• # of ARC staff / volunteers reached through PSS group sessions</li> <li>• # of households reached with key messages to promote personal and community health / hygiene promotion activities</li> <li>• # of people provided with hygiene kits</li> <li>• # of people reached with PGI activities</li> <li>• # of individuals trained in RFL</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> <li>• Distribution Reports</li> <li>• COVID-19 restrictions imposed?</li> <li>• Progress reports</li> <li>• Financial reports</li> <li>• Distribution reports</li> <li>• Home visit reports</li> <li>• Training records</li> <li>• Cash Voucher documentation</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Analysis of reports</li> <li>• Community feedback, FGDs</li> <li>• Key informant interviews (HQ and branches)</li> </ul>
	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
<b>Relevance and Appropriateness Questions:</b>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>

<p>13. How did the assistance provided relate to appropriateness and level of sufficiency to meet intended needs?</p>	<ul style="list-style-type: none"> <li>• # of households provided with emergency shelter and settlement assistance</li> <li>• # of people supported with household items</li> <li>• # of people reached with basic food assistance or cash for basic needs</li> <li>• # of households supported with cash or vouchers for basic needs</li> </ul>		
<p>14. To what degree were the interventions successful in identifying the most vulnerable people from among the affected population? How did they respond appropriately to their context and situation specific needs?</p>	<ul style="list-style-type: none"> <li>• # of health and risk assessments based on agreed guidelines</li> <li>• # of people reached with community-based disease prevention and health promotion</li> <li>• # of home visits</li> <li>• # of people trained in First Aid (FA) / Community-Based Health and First Aid (CBHFA)</li> <li>• # of people reached with psychological support</li> <li>• # of ARC staff / volunteers reached through PSS group sessions</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> <li>• Distribution Reports</li> <li>• COVID-19 restrictions imposed?</li> <li>• Progress reports</li> <li>• Financial reports</li> <li>• Distribution reports</li> <li>• Training records</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Analysis of reports</li> <li>• Community feedback, FGDs</li> <li>• Key informant interviews (HQ and branches)</li> </ul>
<p>15. What exclusions or differential impact (outcomes) between groups based on their location (rural versus urban)?</p>	<ul style="list-style-type: none"> <li>• # of households reached with key messages to promote personal and community health / hygiene promotion activities</li> <li>• # of people provided with hygiene kits</li> <li>• # of people reached with PGI activities</li> <li>• # of individuals trained in RFL</li> </ul>		
<p><b>Sustainability Questions:</b></p>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>	<ul style="list-style-type: none"> <li>• See below</li> </ul>
<p>16. To what level has the operation contributed to efforts that aim at mitigating the impact of future disasters and result in better disaster preparedness?</p>	<ul style="list-style-type: none"> <li>• # of people reached with public awareness and education campaigns using harmonized messages to reduce, mitigate and respond to identified risks</li> <li>• # of people reached with DRR activities in communities and schools</li> </ul>	<ul style="list-style-type: none"> <li>• Needs assessments</li> <li>• Work Plans</li> <li>• Distribution Reports</li> <li>• COVID-19 restrictions imposed?</li> <li>• Progress reports</li> <li>• Financial reports</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Analysis of reports</li> <li>• Meeting minutes</li> </ul>

	<ul style="list-style-type: none"> <li>To the extent available and applicable, updates and revision of ARC contingency plans</li> <li>To the extent available and applicable, updates and revisions of ARC Branch contingency plans</li> <li># of volunteers benefitted from learning and educational activities throughout the operation</li> </ul>	<ul style="list-style-type: none"> <li>Distribution reports</li> <li>Training records</li> </ul>	<ul style="list-style-type: none"> <li>Key Informant Interviews (HQ and branches)</li> <li>Community feedback, FGDs</li> </ul>
17. How did the operation strengthen the local disaster preparedness and response capacities (including community resilience to disasters and crises)?		<ul style="list-style-type: none"> <li>PoAs, Work Plans, SOPs</li> <li>Disaster Preparedness Plans</li> <li>Contingency Plans</li> <li>Training records</li> </ul>	<ul style="list-style-type: none"> <li>Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>Analysis of reports and training records</li> <li>Community feedback, FGDs</li> <li>Key Informant Interviews (HQ and branches)</li> </ul>
<b>IFRC SUPPORT</b>			
<b>Efficiency and Effectiveness Questions:</b>	<ul style="list-style-type: none"> <li>See below</li> </ul>	<ul style="list-style-type: none"> <li>See below</li> </ul>	<ul style="list-style-type: none"> <li>See below</li> </ul>
18. How were programme activities managed and coordinated, particularly between ARC, IFRC, other Movement partners, clusters / technical working groups, and local authorities?	<ul style="list-style-type: none"> <li>Relationship of ARC / IFRC</li> <li>To the extent available and applicable, any traditional donors / supporters of ARC (e.g., like GRC)?</li> <li>Relationship of ARC / GoA</li> <li>Participation in inter-agency meetings, working groups/assigned responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>Meetings</li> <li>Conferences</li> <li>Regional meetings throughout 2018 / 2019 / 2020</li> <li>To the extent available, any GoA SOPs</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> <li>Financial reports</li> <li>Meeting minutes</li> <li>Key Informant Interviews</li> </ul>
19. To what extent did the IFRC Regional Office for Europe provide timely and appropriate financial and technical support to implement the operational plan?	<ul style="list-style-type: none"> <li># of meetings</li> <li>To the extent applicable, # of technical delegates and DM tools employed</li> <li>Requests from ARC for assistance vs. assistance provided</li> </ul>	<ul style="list-style-type: none"> <li>Regional conferences</li> <li>Regional meetings</li> <li>Regional communications</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> <li>Financial reports</li> <li>Meeting minutes</li> <li>Key Informant Interviews</li> </ul>
<b>Impact (Outcome) Question:</b>	<ul style="list-style-type: none"> <li>See below</li> </ul>	<ul style="list-style-type: none"> <li>See below</li> </ul>	<ul style="list-style-type: none"> <li>See below</li> </ul>

<p>20. To what extent, if any, did the interventions result in enhanced institutional capacity of ARC across different levels (e.g., finance, HR, logistics, operational management, etc.)</p>	<ul style="list-style-type: none"> <li>• Comparison of PoAs and SOPs before and after current operation with particular reference to DM, DRR and organisational preparedness, both at NHBQ and Branch levels</li> </ul>	<ul style="list-style-type: none"> <li>• PoAs</li> <li>• SOPs</li> </ul>	<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Financial reports</li> <li>• Logistic / procurement documentation</li> <li>• Meeting minutes</li> <li>• (possible Community feedback, FGDs)</li> <li>• Key Informant Interviews (HQ and branches)</li> </ul>
<p><b>OPTIONAL: EXTERNAL RELATIONSHIPS</b></p>			
<p><b>Optional questions re. external relationships</b></p>	<ul style="list-style-type: none"> <li>• See below</li> </ul>		<ul style="list-style-type: none"> <li>• See below</li> </ul>
<p>21. To what extent were interventions, strategies and priorities in line with local customs and practices of the affected population, the priorities of the GoA, and other humanitarian actors?</p>	<ul style="list-style-type: none"> <li>•</li> </ul>		<ul style="list-style-type: none"> <li>• Secondary data review / analysis of strategies / work plans / information / SOPs</li> <li>• Progress reports</li> <li>• Meeting minutes</li> <li>• <u>Community feedback, FGDs</u></li> </ul>
<p>22. How did the emergency response influence the status and external cooperation of the ARC in its auxiliary role, and with other organisations within the national context?</p>	<ul style="list-style-type: none"> <li>• Relationship of ARC with GoA (To the extent possible, comparison before / after)</li> <li>• ARC own priorities and wishes</li> <li>• To the extent possible, indications of operational growth in ARC</li> </ul>		<ul style="list-style-type: none"> <li>• <u>Key Informant Interviews</u></li> </ul>