



RED READY PROGRAMME

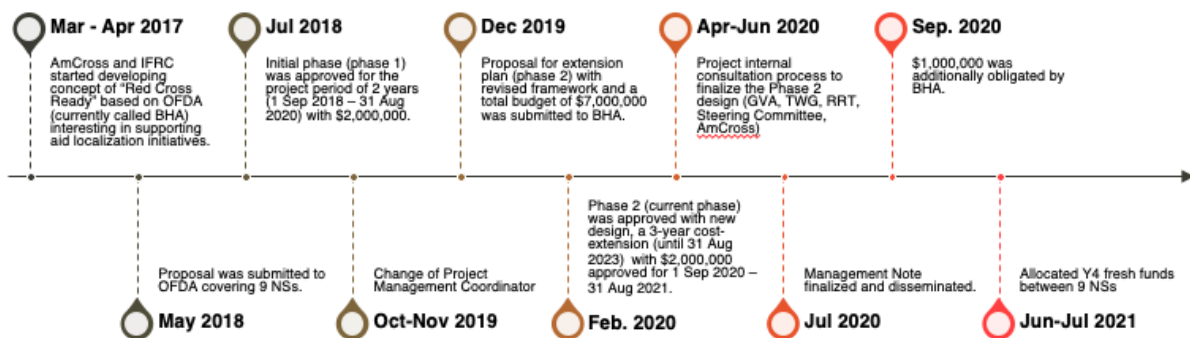
Mid-term Review

IFRC and American Red Cross

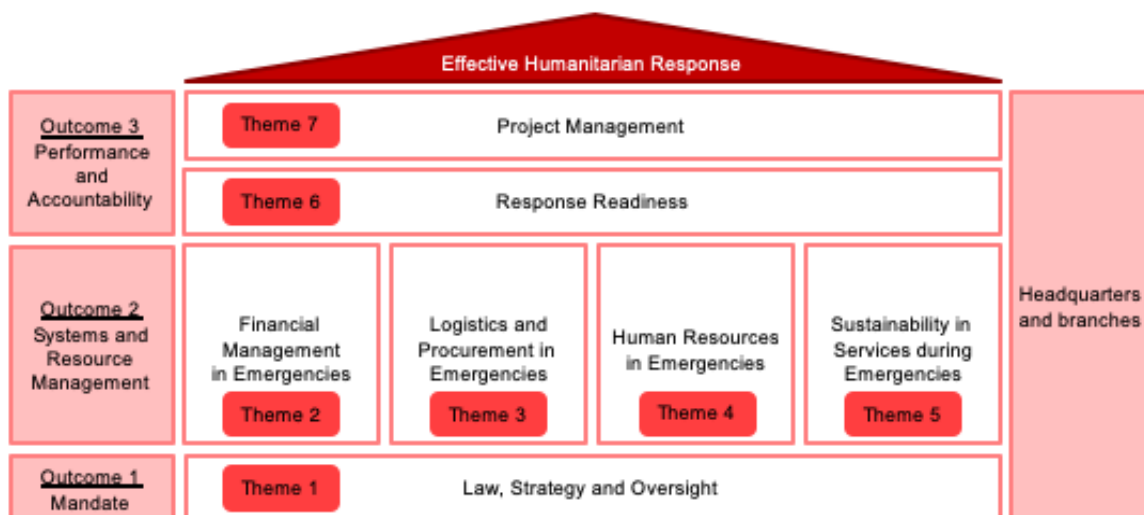
28 FEBRUARY 2022

Executive summary

As part of a collaboration between the International Federation of the Red Cross and Red Crescent Societies (IFRC) and the American Red Cross (AmCross), the *Red Ready: Increasing the Capacity, Readiness and Resilience of National Red Cross and Red Crescent (RCRC) Societies in East Asia and Pacific to Respond to Local Disasters* programme was initiated in September 2018. Funded by the U.S. Agency for International Development's Bureau for Humanitarian Affairs (USAID/BHA), the programme aims to support the RCRC National Societies (NSs) of Indonesia, Lao PDR, Malaysia, Mongolia, Myanmar, Papua New Guinea, the Philippines, Timor-Leste, and Viet Nam in enhancing their organisational disaster readiness and response capacity. The key programme event timeline is shown below:



Following learning obtained through the programme inception phase (Phase 1 - September 2018 – August 2020), a revised programme framework was developed (Phase 2 - September 2020 – August 2023) which resulted in a more streamlined approach to enhancing organisational disaster readiness and response capacity by focusing on three outcomes and seven readiness-specific themes (illustrated in the model below).



In November 2021, the IFRC and AmCross commissioned an independent external review of the programme with the aim of assessing its results over the first three years, including broad progress related to outcomes, successes, challenges faced, and lessons learned. The main review criteria and questions were:

- *Relevance and Appropriateness*: To what extent are the approaches and strategies selected by the programme appropriate to respond to the current needs of the NSs?

- *Effectiveness and Efficiency*: To what extent does the programme meet its objectives and outcomes?
- *Impact*: Are there any positive and negative impacts from the intervention, directly or indirectly, intended or unintended?
- *Sustainability*: What are the aspects of the programme that are most likely to be sustained and why?

The review method comprised a range of qualitative techniques including desktop study, semi-structured interviews, online survey, community consultations, and case study development. A total of 48 (26 female/22 male) key informant interviews were conducted with relevant IFRC, AmCross, and NS staff within the nine programme countries and at regional headquarter levels. Further data was provided by 56 (30 female/26 male) community-based members that had engaged with/benefited from programme activities.

In terms of *relevance and appropriateness*, the review established the programme's relevance to the needs, goals and aspirations of the nine NSs. All seven themes and 3 outcomes were considered relevant to ensuring NSs developed response readiness and positioning towards ensuring a more effective humanitarian response. Programme approaches and strategies were considered both comprehensive and flexible, and appropriately linked to existing IFRC approaches and tools such as the Organizational Capacity and Assessment Certification (OCAC); Branch Organizational Capacity Assessment (BOCA); and Preparedness for Effective Response (PER). This approach to complementing and building on existing IFRC assessment tools and indicators, and specifically relating the 7 themes to PER benchmarks, was considered a good approach to synchronising the programme with existing NS preparedness/readiness workplans.

NSs particularly appreciated the programme's holistic approach to response readiness i.e. how each component built on the other; the inclusion of branch assessments; and how different NS departments contributed to the overall programme framework. Importantly, this holistic design helped NS to link and fill gaps between existing NSs readiness initiatives and the programme workplan. However, some NSs appear to have 'overreached themselves' when selecting thematics/outcomes to work on, which has potentially limited the impact the programme could have achieved had some NSs prioritised fewer themes.

In some NSs, these challenges have been compounded by a lack of in-house technical expertise and resources able to work on chosen thematics and progress them as per programme design. Additional factors that NSs found challenging related to widely held views that theme indicators are overly complex and confusing, alongside a very ambitious programme graduation approach that many NSs feel will be impossible to meet. It was also clear that many NSs have difficulty in conceptualising the programme, specifically in relation to (i) how it supports and relates to existing IFRC approaches and initiatives, and (ii) the synergy it attempts to create between National Society Development (NSD) and response readiness. At a very practical level, this conceptualisation disjuncture makes it difficult for many NS programme focal points to explain to their national HQ departments, branch staff and volunteers how the programme works and contributes to disaster readiness and preparedness. However, this is no fault of the programme design, but rather related to a lack of a supporting Theory of Change which has prevented clarity on the design-objective pathway.

In terms of *effectiveness and efficiency*, and the extent to which the programme has met its objectives and outcomes, NSs have a very positive perception of how the programme has contributed to helping them achieve intended outcomes. The significant majority of NSs believe the programme has positively contributed to: (i) helping improve their legal base, governance and management mechanisms at HQ and branch level for effective response with oversight; (ii) having adequate human resources and strong support services for effective response; and

(iii) having demonstrable management capacity to lead and deliver effective, coordinated and integrated services; which affirms that progress towards outcomes is being made, albeit somewhat slowly (the Coronavirus pandemic being a significant contributing factor to programme delays).

The factors enabling positive programme performance include design side issues, such as alignment to existing preparedness plans; having a branch level focus with relevant, supporting activities for staff and volunteers; and the flexibility afforded to the programme by the donor. On the technical support provided by AmCross and IFRC, NSs were highly satisfied with what has been delivered to date in terms of both quality and quantity. Factors considered important to improving programme performance, but currently lacking, included: a need for more dedicated NS focal points and in-house technical capacity; greater sensitization of NS leadership and senior management on the programme and its relationship to existing Movement tools; and increased programme coordination and promotion within the Asia-Pacific region among Movement partners (and especially among Partner National Societies working with the nine NSs).

In considering the adequacy of programme resources (financial, human, physical, informational) and if they were utilized effectively and efficiently, the programme Technical Working Group (TWG) was found to have performed its role very well despite many IFRC/AmCross technical resources being stretched across varying roles and contexts. And although frequent NS staff changes created some investment inefficiencies alongside a high Programme Coordinator turnover, the review found the programme has been conducted in a very cost-effective manner, has generated considerable value-adds, and overall represents very good value-for-money.

In terms of impact, and the positive and negative results and changes brought about by the programme, it has to be remembered that programme funding was not designed to contribute to the achievement of the entire Red Ready framework, but rather to help NSs identify key gaps and fill or contribute towards filling select ones alongside other Movement initiatives that aim for similar outcomes: this makes attributing programme impact difficult given the multiple Movement and other partners contributing to NS response and readiness efforts. This said, the review established that community-based members who had engaged with or benefited from programme activities felt: NSs have improved community response readiness knowledge and skills as a result of the disaster training they have conducted; communities are better prepared to cope with disasters as a result of NS support; and NSs have helped to reduce community vulnerability, as well as increase community capacity to better prepare and cope with disasters.

From a *sustainability* perspective, while there is a level of optimism that many programme actions and results could be sustained post programme phase-out, and there is every reason to think this fair given the programme's strategy of embedding response readiness in NSD work, this optimism has to be tempered against NS views that without ongoing support many activities will likely stop or not be prioritised in the way they are now. This finding highlights the need for NSs to take on greater levels of programme ownership and responsibility - an approach which is also key for ensuring effective localisation. Opportunities exist here at IFRC, AmCross and NS leadership/senior management levels for leveraging the programme's main value-adds, which relate to the potential and ability to support existing Movement response readiness approaches and tools, as well as securing scarce donor funding for NSD and localisation initiatives.

Overall, there is much to commend about the Red Ready programme. Conceptually, it is well designed (acknowledging that a reduced number of indicators would be better) and comprehensively addresses essential NSD and response readiness needs for Asia-Pacific NSs. The programme is starting to have demonstrable impact, and as a result of its actions

and support to other Movement initiatives and approaches, the nine engaged NS are increasingly becoming more effective humanitarian responders. While a number of KIs feel the programme 'has not quite gone in the right direction' and reached its potential, it is felt getting 'back on track' is a relatively straightforward exercise, and it is essential that those responsible for its overall future travel ensure the valuable investments and progress made to date are capitalised on. This requires having in place a stronger RCRC collective organising structure as a means of ensuring the potential residing in the programme is met; as well as giving high-level consideration to how the programme could be better embedded in the IFRC annual planning process and thus supportive of the IFRC's Agenda for Renewal vision for greater NSD.

Eight strategic recommendations arose from the review:

1. The Steering Advisory Group should commission the development of a programme Theory of Change.
2. The Steering Advisory Group should revisit its Terms of Reference with a view to developing a programme vision and mission, and reflecting on how to better create an enabling environment for the programme.
3. The Steering Advisory Group should consider establishing a temporary project management structure to help implement the recommendations contained in this review.
4. The Technical Working Group should revisit the indicators with a view to simplifying the approach and reconsidering the value of the programme graduation aspect.
5. The Steering Advisory Group should mandate the TWG to work on the feasibility a recursive programme model as a means of promoting stronger NS programme management and ownership, and overall sustainability.
6. The Programme Coordinator with TWG support should make the business case for a programme extension in light of the unforeseen delays caused by the coronavirus pandemic.
7. The Steering Advisory Group should mandate the TWG to convene a Red Ready conference in which to discuss the contents of this report with the nine National Societies.
8. The TWG should develop a transition strategy for the programme as a means of ensuring stronger localisation.

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Acronyms and abbreviations

AmCross	American Red Cross
APRD	Asia Pacific Regional Delegation (IFRC)
BHA	Bureau for Humanitarian Affairs (USAID)
BOCA	Branch Organisational Capacity Assessment
CCSD	Country Cluster Support Delegation
COVID-19	Coronavirus disease
CTP	Cash Transfer Programme
CVTL	Timor-Leste Red Cross (Cruz Vermelha Timor Leste)
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EMT	Evaluation Management Team
FbF	Forecast-based Financing
FDRS	Federation-wide databank and reporting system
HR	Human Resources
ICRC	International Committee of the Red Cross
IFRC	International Federation of the Red Cross and Red Crescent Societies
KI/KII	Key Informant/Key Informant Interview
LRC	Lao Red Cross Society
Malaysian RC	Malaysian Red Crescent Society
Mongolia RC	Mongolia Red Cross Society
Myanmar RC	Myanmar Red Cross Society
NS/NSs	National Society/National Societies
NSD	National Society Development
OCAC	Organisational Capacity and Assessment Certification
OD	Organisational Development
ONS	Operating National Society
PC	Programme/Project Coordinator
PER	Preparedness for Effective Response
PMI	Palang Merah Indonesia/Indonesian Red Cross Society
PNGRCS	Papua New Guinea Red Cross Society
PNS	Partner National Society/Partner National Societies
PRC	Philippine Red Cross
RCRC	Red Cross and Red Crescent
RM	Resource Mobilisation
ToR	Terms of Reference
USAID	U.S. Agency for International Development
VFM	Value for Money
VNRCS	Viet Nam Red Cross Society

Glossary of Terms

Branch Organisational Capacity Assessment (BOCA)	<p>BOCA is a self-assessment tool that captures the strengths and weaknesses of a branch in relation to a wide range of the organisational capacities. The tool provides an in-depth view of a NS branch’s strengths and weaknesses and allows them to assess their current capacity to deliver services to initiate or strengthen their overall development. In many respects, BOCA is the branch version of the Organisational Capacity Assessment & Certification tool (see below). Branches prioritise the most important issues (capacity deficiencies) to improve on. This prioritisation feeds into the formulation of a capacity development plan, focusing on concrete ways to strengthen branch performance.</p>
Capacity Building, Strengthening and Development	<p>Capacity Building and/or Capacity Strengthening focuses on improving what already exists – with the goal of making ongoing activities more effective, more widespread or better embedded in the organisation. This is often focused on individuals or groups and could involve building skills through training, developing better tools and improving communications: generally making things work better, such as in an organisational unit, a work process, a service, or among personnel.</p>
National Society Development (NSD)	<p>NSD is described as working to achieve and maintain an organisation that consistently delivers, through volunteers and staff, relevant countrywide services to vulnerable people sustained for as long as needed and that contributes to the strength of IFRC and the Movement.</p> <p>The IFRC NSD Compact¹ defines NSD support as: “any support provided by an external actor to a National Society, based on the request and priorities of that National Society, that purposefully contributes to helping that National Society to achieve and maintain a sustainable organization able to deliver relevant, quality, and accessible services in full respect of the fundamental principles”. NSD support therefore includes all efforts by other actors to support a NS’s work to increase the relevance, quality, reach and sustainability of its services. It includes what is commonly called ‘capacity building, strengthening, enhancement, or sharing’, ‘organisational development’, ‘peer-to-peer review’, and ‘material/financial investments’.</p>
Organisational Development (OD)	<p>OD as defined by the IFRC, engages with the organisation as a whole and recognises the interconnectedness of its different functions and levels, and the capacity of change in one part of the organisation to affect performance in another. It involves high-level engagement with much deeper issues within the NS: its identity, its long-term strategic direction, its basic organisational model and the relationships between different parts of the organisation, or between the NS and its environment.</p>
Organisational Capacity Assessment & Certification (OCAC)	<p>The OCAC process consists of two phases: Phase I which is a self-assessment of a NS’ capacities; and Phase II which is a peer review of the relevance for and impact on vulnerable groups in the country. A successful Phase II is followed by certification by the IFRC Governing Board. Minimum standards are set for each phase, but take into account the specific environmental and operational context of the NS.</p> <p>The Phase I process acknowledges five compound organisational capacities (‘core capacities’) that are essential for the successful functioning of a National Society. These are the capacities to: exist; organise; relate to others and mobilize resources; perform; and adapt and grow. Each core capacity consists of a wide range of individual capacities and skills which are referred to as ‘attributes’, which covers the various/minimum requirements and capacities that should be possessed by a NS as a prerequisite to achieving proficiency in a given core capacity.</p>
Preparedness for Effective	<p>PER enables NSs to measure, analyse and plan their preparedness for response capacity. It is a cyclical approach to systematically assess, measure, and analyse the</p>

¹ IFRC NSD Compact. 2019.

Response (PER)	strengths and weaknesses of its response system leading to a work-plan aimed at strengthening response capacity. Similar to OCAC, the PER is a self-assessment method. Whereas PER has a simulation, operational, and post-operation assessment methods test, the OCAC process does not. PER is further designed to empower the NS to become more creative and innovative in disaster management actions and to contribute to coordination of national and global response systems.
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1. Introduction

1.1. Background

As part of a collaboration between the International Federation of the Red Cross and Red Crescent Societies (IFRC) and the American Red Cross (AmCross), the *Red Ready: Increasing the Capacity, Readiness and Resilience of National Red Cross and Red Crescent (RCRC) Societies in East Asia and Pacific to Respond to Local Disasters* project was initiated in September 2018.

The Red Ready project², funded by the U.S. Agency for International Development's Bureau for Humanitarian Affairs (USAID/BHA), aims to support nine National Societies (NSs) – Indonesian Red Cross Society (Palang Merah Indonesia/PMI), Lao Red Cross Society (LRC), Malaysian Red Crescent Society (Malaysian RC), Mongolia Red Cross Society (Mongolia RC), Myanmar Red Cross Society (Myanmar RC), Papua New Guinea Red Cross Society (PNGRCS), Philippine Red Cross (PRC), Timor-Leste Red Cross (Cruz Vermelha Timor Leste/CVTL) and Viet Nam Red Cross Society (VNRCS) – in enhancing their organisational disaster readiness and response capacity.

In terms of partner roles and responsibilities: USAID/BHA provides partnership, learning, and financial support to the programme; the NSs listed above are responsible for programme implementation and progress reporting; with AmCross/IFRC providing technical, contract and financial management and support. At the regional level, the programme is supported through a Technical Working Group (TWG) whose primary purpose is to provide technical implementation support to the NSs, making efficient use of regional resources.

The TWG consists of experts in National Society Development (NSD)/organisational development (OD), operational support development (finance, human resources, logistics), disaster management, disaster risk reduction, cash-based interventions, monitoring and evaluation as well as other relevant technical support areas. The secondary purpose of the TWG is to strengthen the Red Ready concept as part of the wider NSD approach in East Asia Pacific and beyond.

The initial phase of the programme (Phase 1: September 2018–August 2020) was designed to achieve four main outcomes:

1. **People:** NSs are better able to attract and retain qualified staff and volunteers
2. **Legal Base and Systems:** NSs have improved systems in place to support critical business processes using relevant technology where applicable
3. **Sustained Resources:** NSs have enhanced resource mobilization to enable faster and more predictable response
4. **Learning and Accountability:** NSs develop and sustain a model of peer support to ensure consistent progress towards mutual goals, using a common measurement system.

Various tools developed by the IFRC in collaboration with NSs are being used within the programme to support NSs to systematically measure and assess their capacity. These tools include:³

1. Organizational Capacity and Assessment Certification (OCAC)
2. Branch Organizational Capacity Assessment (BOCA)
3. Preparedness for Effective Response (PER)

The OCAC and BOCA tools capture information on the organisational capacity of NSs, whilst

² The Red Ready literature uses the terms project and programme interchangeably, but leans towards the latter in Phase II. This review uses the term 'programme' unless otherwise stated

³ See further Glossary at p. 1.

PER captures the NS' ability to respond to a disaster. The utilisation of all three tools provides a coherent picture of NS capacity. The final process for all these tools is the development of action plans to address gaps identified in the assessment.

After the programme inception phase, the Phase 1 design was reviewed and a need for improvement was recognised. The scope of the initial concept was wide and required further depth and adjustment as well as accounting for the different realities on the ground in each of the nine countries.⁴ It was also recognised that to contribute to localisation and sustainability of NS response capacity, a more targeted focus on response-specific functions and foundations was needed. The process of reconceptualizing and developing the current (Phase 2) design commenced in Quarter 3, 2019.⁵

Recognising gaps in enabling NSs to receive direct funding for humanitarian actions with donors, as well as the need to work toward localizing and sustaining response capacity, the Red Ready expansion plan (Phase 2: September 2020–August 2023) with its revised programme framework was proposed in late 2019. In Phase 2, the framework has been streamlined to focus on three adjusted outcomes with seven readiness-specific outputs.⁶ The correlation between the Phase 1 and Phase 2 outcomes, outputs and themes are shown in the table below:

Table 1: Correlation between Phase 1 and Phase 2 outcomes, outputs and themes

Phase 1		Phase 2
Outcomes	Programme Outputs	Outputs
People	1.1 Governance and leadership	T1
	1.2 HR management system and structure	T4
	1.3 Volunteer management system	T4
	1.4 Youth engagement	T1
Legal Base and Systems	2.1 Auxiliary role, RC Law, Fundamental Principles Prepared to respond to local/national disasters according to mandate	T1
	2.2 Financial management	T6
	2.3 PMER system	T2
	2.4 Community Engagement and Accountability (CEA)	T7
	2.5 Logistics management and system	T7
	2.6 Cash readiness	T3
	2.7 Established external communications policy	T6
	2.8 Safety and security procedures	T5
	2.9 Information and communications technology policy/procedures	T6, T4
	2.10	T6
Sustained Resources	3.1 Resource Mobilisation (RM) system	T5
	3.2 Business Continuity Planning	T6
Learning and Accountability	4.1 Assessing own organizational capacity, performance, relevance	T7
	4.2 Common measurement system for NSD is used	T7
	4.3 Learning and knowledge sharing	different themes
	4.4 Fraud and corruption prevention	T1, T2, T6

⁴ The NSs, AmCross, and the IFRC jointly acknowledged that the complexity and scope of OCAC was too broad to result in streamlined progression towards response readiness in the given timeframe.

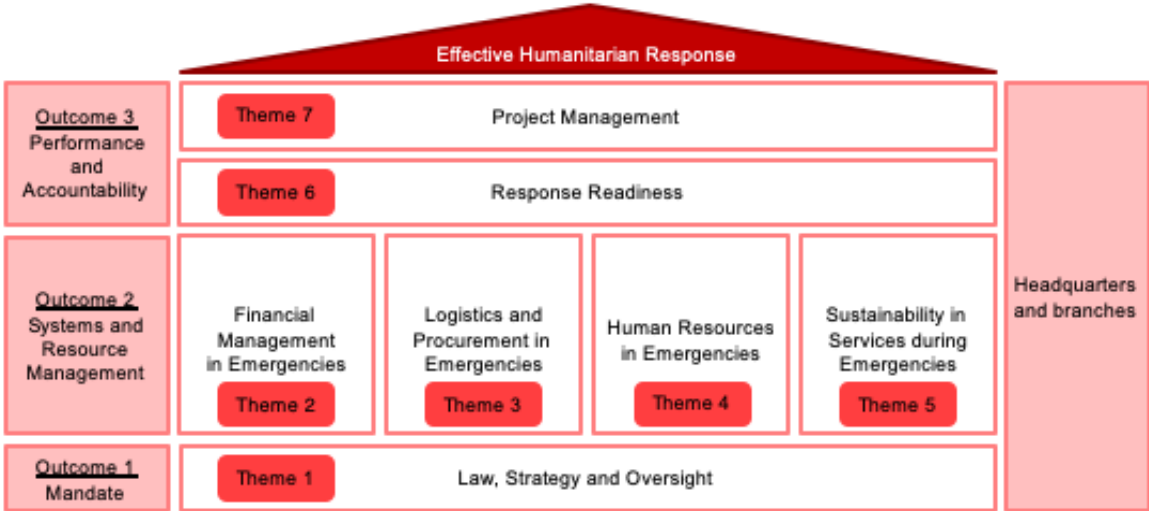
⁵ Source: IFRC Pledge Based Report Sept 2018 – August 2020.

⁶ Designed with direct reference to not only OCAC, BOCA and PER, but also other existing IFRC institutional tools, such as the NSD Framework, as well as external assessments and due diligence processes.

The seven sets of programme indicators (Outputs or Themes) – taken largely from OCAC attributes and PER components – were developed to standardize the measurement process. These outcomes and themes as shown in the table above are:

- **Outcome 1: Mandate:** NS has a defined role and strategy for local response to disasters and crises (Theme 1: Law, strategy and oversight).
- **Outcome 2: Systems and Resource Management:** NS has adequate human resources and strong support services for effective response (Theme 2: Financial management in emergencies; Theme 3: Logistics and procurement in emergencies; Theme 4: Human resources in emergencies; Theme 5: Sustainability in services during emergencies).
- **Outcome 3: Performance and Accountability:** NS has an operational and detailed monitoring and evaluation system in place with demonstrable accountable management capacity to lead and deliver effective, coordinated and integrated services (Theme 6: Response readiness; Theme 7: Project management).

When the revised programme framework came into effect at the beginning of the third year of the project, each of the nine NSs selected and prioritized certain themes for implementation. This framework is depicted on the Red Ready House model below:



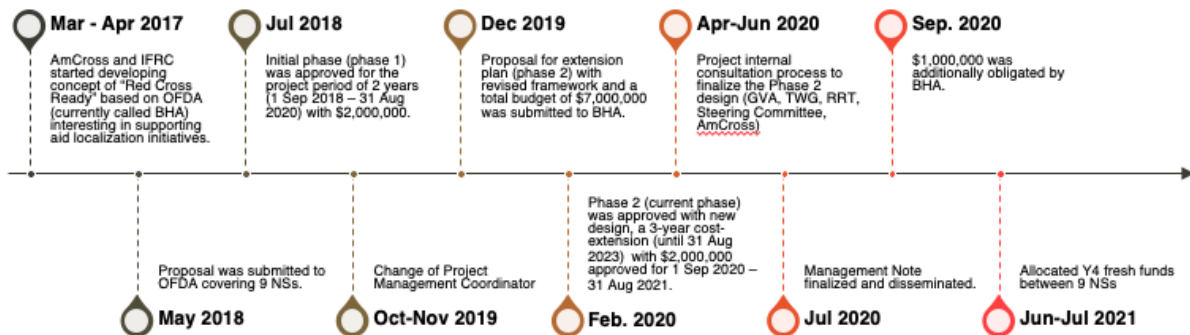
1.2. Previous evaluation activities

Two baseline studies have been conducted to assess the outset organizational capacity of all participant NSs against the programme frameworks. The first baseline was done in January 2019, using existing OCAC and PER assessments to compile each NS status based on the four initial outcomes of the first phase.

Following adoption of the Phase 2 framework, a second baseline was conducted in late 2020 to provide better understanding of the nine NSs against the three outcomes and the seven theme indicators with a focus on the NSs’ prioritised thematic areas. Similar in method to the first assessment, this study utilized secondary data from available organizational capacity assessments (including OCAC and PER) and related documents to measure the NSs’ capacity against prioritized outputs/thematic areas. However, recognising the importance of having a complete overview of the NS statuses against the entire revised Phase 2 framework, the second baseline process was extended to assess remaining non-prioritised thematic areas (undertaken during the second half of 2021).

Information from both studies was used to design the respective interventions as well as to tailor technical support from the IFRC/AmCross technical team. Given the size of the framework and limited funding, NSs prioritised only a limited number of thematic areas to work

on during the current programme timeline⁷ taking into account their capacity and operating conditions. The key programme event timeline is shown below:



2. Review purpose, objectives and scope

2.1. Purpose

The overall purpose of this review is to assess the progress and results of the first three years of the programme, including broad progress related to outcomes, the successes and challenges faced, and lessons learned.⁸ The analyses and recommendations of the review will inform the IFRC and AmCross on how to further improve and adapt Red Ready, and potentially further scale-up beyond the nine participating National Societies. The audience for the review includes: the IFRC Asia Pacific Regional Director (APRD) for Asia Pacific, AmCross regional and country delegations, USAID/BHA, participating NSs, relevant IFRC Country Offices and Country Cluster Support Delegations (CCSDs), and APRD and AmCross technical leads.⁹

2.2. Objectives and scope

The specific review objectives were to:

- Assess the extent to which NSs have achieved (or worked towards) the programme's intended Outcomes in the first three years of operation.
- Determine the extent to which the programme: (i) has (better) enabled NSs to receive direct funding; (ii) is coherent with other NS programmes/approaches in delivering relevant services to communities; and (iii) is impactful on communities.
- Identify areas for improvement and strengthening in: (1) Overall project design; (2) NSs' trajectory/pathway toward achieving programme objectives and key humanitarian outcomes; (3) Matching technical support gaps/needs and responses; and (4) Project coordination.
- Evaluate the impact of COVID-19 on Red Ready implementation.

The scope of the review covered the entire Red Ready programme, including all nine NSs at HQ, selected branches and the IFRC and AmCross Regional Offices. Given that there are two phases to the programme, with Phase 1 Outcomes being successfully incorporated into Phase 2, the report provides a consolidated analysis/review using Phase 2 as the analytical frame.

The main review criteria and questions were as follows:

- *Relevance and Appropriateness*: To what extent are the approaches and strategies selected by the programme appropriate to respond to the current needs of the NSs?
- *Effectiveness and Efficiency*: To what extent does the programme meet its objectives

⁷ Some NSs prioritized up to six themes, while others chose only 2 or 3 themes.

⁸ The review does not report on detailed output progress.

⁹ In November 2021 an independent consultant was commissioned to undertake a review of the programme's progress to date.

and outcomes?

- *Impact*: Are there any positive and negative impacts from an intervention, directly or indirectly, intended or unintended?
- *Sustainability*: What are the aspects of the programme that are most likely to be sustained and why?

The full review questions and sub-questions can be found in the Review Matrix at Annex B.

3. Review method

The overarching method and outline approach to the study combined a range of qualitative techniques as follows:

3.1. Desktop study

The purpose of the desktop study/literature review was to obtain the relevant background and contextual information for the review. The bibliography is contained at Annex C.

3.2. Semi-structured interviews

Remote semi-structured interviews were used as the main data gathering approach. Interviews with a total of 48 key informants¹⁰ (KIs) took place over a six-week period between 7 December 2021 and 18 January 2022. Annex D contains the list of KIs contributing to the review. The Review Matrix (Annex B) contains the interview questions. The raw survey data (separate anonymised file) was passed to the Evaluation Management Team (EMT) upon completion of the review.

3.3. Case study development

Two case studies were developed for the review as a means of illustrating NS progress, learning and results in select programme themes - MRCS in Theme 5 Sustainability in Services during Emergencies through Resource Mobilisation; and PMI in Theme 4 Human Resources in Emergencies in relation to Youth and Volunteer Management. Cases were selected on the basis of a NS's 'sense of progress' in a specific theme; alongside a willingness to be included as a review case study and engage with the consultant.

A descriptive case study format¹¹ was used, which are illustrative in type and well suited to documenting in-depth examples related to programmes or projects by describing what has happened, and why, thus helping to illustrate the strengths and limitations of a particular initiative. Each case study followed an agreed template to ensure good practice case study construction and consistency. As a means of promoting readability and accessibility, cases were restricted to two pages in length.

Both cases were based on documentary review and KIIs/NS group discussions and co-developed with relevant NS focal points. Cases were presented back to the NSs for validation (i.e. confirmation that they were a fair and accurate representation of events and outcomes) before inclusion in the final report. The case studies are contained in Annexes E-F.

3.4. Community consultations

To help determine programme impact/result contributions at the community level, the review sought the views of RC volunteers, youth and community members in various locations where programme support had been provided in Myanmar and Mongolia, and Lao PDR using a consultation survey. Survey countries were selected on the basis of a NS being able to conduct community consultations within the review timeline.

¹⁰ Twenty six (26) female/22 male.

¹¹ See: World Bank. (undated). *Case Study evaluations*. Washington, D.C.

The survey process was developed by the consultant in coordination with NS focal points. The survey questions were translated into local languages, conducted in the community by respective NS chapters/branches, with responses back translated into English for data analysis purposes. A total of 56¹² people were surveyed and the results are presented in Section 4.4.2. The community survey questions are contained at Annex G.

3.5. Online survey

An online survey was used to gather broader NS institutional perspectives on the programme. The survey was sent to all nine NSs with 7 completing it (see further 3.6. below). NS focal points undertook to engage in wide NS consultation as a means of providing a singular institutional survey response. The pertinent survey results are contained in Section 4.3.1. The online survey questions may be found in Annex H. The final survey data set (separate anonymised file) was passed to the EMT upon completion of the review.

3.6. Review limitations

The review took place between late Q4 2021 and early Q1 2022 during the COVID-19 Omicron variant wave of the pandemic and the arrival of Typhoon Rai/Odette in the Philippines¹³, the latter of which severely affected the ability of PRCS to engage in the review process.

VNRC and CVTL did not complete the online survey, but this limitation/data omission is believed not to materially affect the main review findings. The review did not plan to conduct community consultation surveys in all countries, and the sample data obtained from Myanmar, Mongolia and Lao is considered sufficient for review purposes. Overall, most review limitations were anticipated (identified in the inception report) and mitigation strategies (consultation flexibility, extended interview time windows, follow-ups, and survey ease of use) were employed effectively.

While the case studies were informative and help to illustrate examples of NSs that have both strong and limited progress levels in securing selected Outcomes through Theme work, they also provide a fact/reality check that much work remains to be done if NSs are to meet the graduation criteria laid down in the programme framework.

4. Findings

The review questions are grouped under criteria related to *relevance and appropriateness*; *coherence*; *effectiveness and efficiency*; and *impact and sustainability*. The main review questions as detailed in the Review Matrix are set out below and reformulated as sub-headings for reader friendliness.

4.1. Relevance and appropriateness

4.1.1. Extent to which programme approaches and strategies are relevant and appropriate to the needs of National Societies

There was strong consensus among KIs of the Red Ready programme's relevance to the needs, goals and aspirations of the nine NSs. All 7 Themes/3 Outcomes were considered relevant to ensuring NSs developed response readiness and positioning towards ensuring a more effective humanitarian response. The programme's focus on NSD/capacity building for response readiness at both HQ and branch levels (and its ability to engage communities and volunteers), as well as its orientation to increased localisation were seen as being particularly relevant to NSs.

'The project is an effective way of supporting National Societies with preparedness measures through technical support and capacity building'. Myanmar RCS key informant.

¹² Thirty (30) female/26 male.

¹³ https://en.wikipedia.org/wiki/Typhoon_Rai

Programme approaches and strategies were considered both comprehensive and flexible, and appropriately linked to existing IFRC approaches and tools such as OCAC, BOCA and PER. This approach to complementing and building on existing Movement assessment tools and indicators, and specifically relating the 7 Themes to PER benchmarks, was considered a good approach to synchronising the programme with existing NS preparedness/readiness workplans. This alignment significantly helped NSs relate existing Movement assessments to the programme logical framework/workplan and *vice versa*, providing a complementary and supportive framework for NS disaster preparedness and readiness initiatives.

'Red Ready is very comprehensive and ambitious with different and relevant themes. The assessment tools are already in use meaning it's not something started from scratch'. IFRC Vietnam key informant.



Planning session to develop a resource mobilization plan at Son La Red Cross Chapter, June 2021. Photo: Viet Nam Red Cross Society

Of the seven NSs that responded to the online survey, all had either a very positive/positive impression of the Red Ready programme; with all NSs confirming the programme goal was in clear alignment with NS priorities and needs. Six of the seven NSs agreed that the 3 Outcome/7 Theme framework was in clear alignment with their NS’s priorities and needs for becoming 'a ready and resilient National Society'. All NSs agreed that the programme was coherent with, and supportive of, their other NS programmes/approaches that aimed to deliver relevant services to communities.¹⁴

The Red Ready project is well integrated within other National Society departments and we have adopted the Red Ready House as our preparedness framework. PMI key informant.

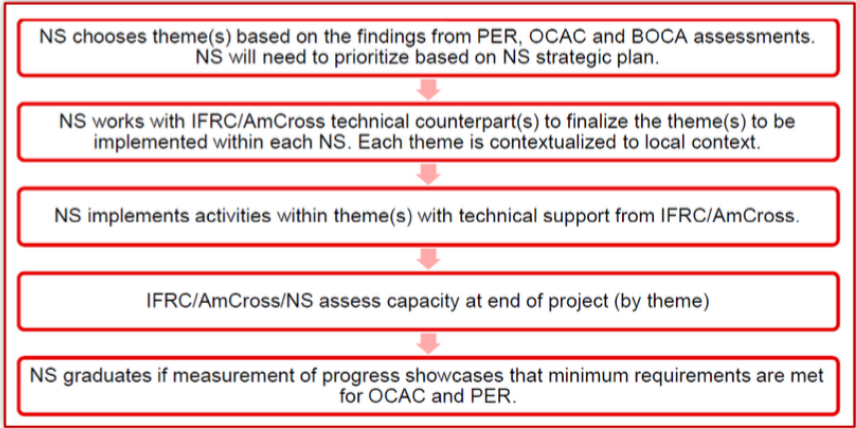
¹⁴ Source: online survey.

An important strategy/approach seen contributing to programme success was channelling funding to essential NSD/OD and capacity building requirements that are often overlooked by donors. Here, BHA’s willingness, foresight and flexibility to fund such initiatives was seen as a key success factor, and a feature important to both scalability and ongoing NS institutional readiness efforts.

KIs were overall complementary about the programme’s Phase 2 design (see Table 1), considering it a significant improvement on Phase 1¹⁵, particularly with its stronger NSD orientation and addition of the Project Management (PM) theme. However, a number of KIs felt that several NSs had ‘overreached themselves’ when selecting themes to work on. The original intention had been for NSs to initially select one or two themes and progressing those before adopting new ones.

This tendency to work on multiple themes simultaneously has proved challenging for a number of NSs and has potentially limited the impact the programme could have achieved through NS prioritising fewer themes. While the programme is intended to allow for NS tailoring, the theme self-selection approach has caused challenges for some NSs, not least as a number lack in-house technical expertise/resources to work on their chosen thematics. One NS was reported to have selected 6 themes to work on without ‘a proper selection process’, with some KIs suggesting that more appropriate guidance on theme selection could have been provided by IFRC and AmCross.

A number of KIs commented on the programme’s graduation process and here it is important to explain this concept in a little more detail to help understand/contextualise KI responses. Graduation is summarised as follows: *each NS has a unique plan for its own OD/NSD. The Red Ready graduation process supports an individual NS’s growth and marks the progression of its capacity for response preparedness across the seven thematic areas. A NS may reach the final level and ‘graduate’ from any one of the thematic areas, signifying progress towards full self-reliance and a sustainable capacity to respond to crises within its country of operation.*¹⁶ This approach is illustrated in the diagram below.



Red Ready graduation process

Many NS KIs felt the programme graduation aspirations were ‘very ambitious’, noting that NSs ‘will find it impossible to meet minimum levels on certain themes’.¹⁷ Some NSs felt the

¹⁵ Originally, 4 outcomes that were not considered well synced with each other.
¹⁶ Source: Red Ready Frequently Asked Questions. IFRC APRO.
¹⁷ A NS graduates as Red Ready if it completes all 7 themes which elevated the NS to reach the minimum requirements in PER, OCAC and BOCA i.e. NS meets/has: selected PER components for each module; minimum requirement of all OCAC/BOCA attributes relating to response; made progress towards being Cash Ready; a local Emergency Response Fund (ERF); and institutionalized measures to launch a local or national appeal.

'graduation' aspect itself was a concern, and implied an end-certification point similar to OCAC that may take many years. Others felt the graduation process was overly generic and not reflective of their NS's reality or the high standards they had already attained. Add to this a need to demonstrate progress at both HQ and branch levels, the latter which is often more difficult especially for NSs with a high number of target branches, and it is understandable why some NSs view graduation as a somewhat 'remote' process.¹⁸

A contributing factor to the above relates to KI views that Theme indicators are overly complex and confusing. Theme 6, for example, has some 131 'smart indicators/benchmarks' for HQ level alone (not counting branch indicators of a similar number or the 70 additional PER sector specific guidance ones the programme indicator matrix makes reference to). Some AmCross KIs pointed out that the number of indicators used in the programme is similar to those used in other Movement assessment tools (PER for example), and the real issue concerned overall communication about the programme alongside a misconception that it was 'doing something new'. Add the challenging requirement for benchmark attainment - '*Analysis of scenarios is multi-sectoral (e.g., health, livelihood, protection) and includes identification of drivers (root causes of risks) and assumptions to inform potential impact*'¹⁹: and it is not difficult to see why KIs take this view (and is something the strongest NSs would find challenging).

It's wonderful to have a multi-country programme that aims for enhanced National Society capacity for disaster preparedness, but it has been made a bit too complicated . . . having the whole set of themes and using parts of PER . . . the creation of new indicators and graduation levels doesn't make sense. It has put a lot of pressure on National Society focal points to work on these themes - and now we have two approaches. One was enough with PER. IFRC key informant

4.1.2. Programme appropriateness for intended outcomes

In considering if the programme was the most appropriate way to achieve intended outcomes²⁰, NSs particularly appreciated its holistic approach to response readiness i.e. how each component built on the other; branch assessments being included in the process; and how different NS departments contributed to the Red Ready House (although acknowledging these elements were at times challenging to conceptualise). Importantly, this holistic design helped some NSs to link and fill gaps between existing NS projects and ongoing/in-planning readiness initiatives through identifying NS readiness activities and aligning them to the programme workplan. For some KIs, the programme's holistic nature (i.e. its broad multi-department/dimension approach) has also meant that several NSs have struggled to develop a clear picture of how 'everything is connected'; however, this limitation is mostly rooted in NSs internal coordination/communication issues rather than programme design.

The programme focus on chapters/branches was considered by many KIs as essential to securing outcome success, with a number of NSs noting how the programme provided a real opportunity to work at local level (not just at HQ); and provided essential capacity building²¹ opportunities for front-line staff and volunteers. Chapter/branch activities were also reported to have enabled NSs to connect with government disaster management (DM) officials ('bringing them into the programme') which was valued as ensuring a holistic approach to response readiness. However, one reported limitation of the Phase 2 design process related to it being undertaken with no NS involvement and by separate IFRC technical teams (that allegedly did not communicate/coordinate well with each other).

¹⁸ Graduation also requires an up-to-date baseline to help NSs understand what they need to achieve. It is noted that developing and reviewing each NS's Phase 2 baseline data has taken longer than anticipated. The report was published in May 2021.

¹⁹ Benchmark 7.1 from PER and Red Ready Theme 6.

²⁰ See Section 1.1 for a description of outcomes.

²¹ As well as providing them with equipment, enabling recruitment and undergoing retraining.

A number of KIs felt that a stronger focus on programme ownership (at multiple levels) would have helped secure better outcomes, with some KIs suggesting the programme could have been promoted more strongly by senior APRO management and APRD 'within the APRO zone of influence' i.e. within IFRC internally and amongst PNSs. Such an approach could also open up space for stronger external stakeholder engagement (national government, national/international non-government organisations, UN agencies etc.) – something KIs felt had not been leveraged particularly well to date.

Within NSs, some internal KIs felt NS leadership/senior management were not always sufficiently well informed or 'socialised' about the programme, which resulted in a lack of traction as well as perceived 'competition' with other programmes or projects. This was most evident during emergency situations/disasters when programme work often came to a halt. A lack of dedicated NS programme focal points (FPs) means that coordination often falls to individuals with responsibility for other departmental/technical matters, who themselves have to 'drop the programme' during emergencies/disasters. Further consequences of limited NS programme ownership are that it can be seen by KIs as 'donor driven' and open to creating voids for PNSs to push separate readiness agendas rather than promoting Red Ready for the same end.

4.1.3. Alternative approaches for similar outcomes

In terms of establishing if there were more appropriate or other ways in which similar programme outcomes could have been achieved through different approaches, the fact that no KIs suggested adding, deleting or changing any of the Phase 2 Themes indicates the conceptual approach - thematically at least - is valid and well thought through. However, it is also clear that many NS KIs have difficulty in conceptualising the programme, specifically in relation to (i) how it supports and relates to existing IFRC approaches and initiatives, and (ii) the synergy it attempts to create between NSD/OD and response readiness.²² At a very practical level, this conceptualisation disjuncture made it difficult for many NS FPs to explain to HQ departments, branch staff and RCVs how the programme works and contributes to disaster readiness and preparedness. A contributing factor here might be the fact that programme implementation is not always premised on tangible branch level activities, such as drills and scenarios, but also on less-tangible features such as improved financial management and law.

Given that programme themes are framed within an NSD approach and draw on a range of existing and relevant Movement tools and assessment approaches, it is difficult to see a better way of achieving similar outcomes²³; and none of the KIs were able suggest improvements on the existing *overall* approach. This does not indicate that improvements cannot be made but affirms that the fundamentals are 'right' and the approach to improving programme aspects that are not quite working is more incremental than wholesale. Here, developing a programme Theory of Change (ToC) would be useful, which would help with both the conceptualisation challenges identified above, and likely help identify more effective ways of achieving outcomes (through a more considered exploration/analysis of preconditions and assumptions).²⁴ In short, the key lies in communicating the existing approach in a much clearer way rather than changing the approach.

²² Recalling the original strategy of focusing on organisational development to enable core functions including maintenance and development of a strong volunteer and youth network for resilience and disaster response support with communities as well as becoming more financially sustainable through scale-up of domestic resource mobilisation. Source: AmCross IFRC OFDA Proposal 23 05 18, pp 5-6.

²³ This section does not deal with issues of design. Refer instead to 4.1.1.

²⁴ Several NSs clearly could benefit from a stronger level of NSD/OD support and how this supports effective humanitarian response as understood by staff and volunteers, and a programme ToC could greatly facilitate this requirement.

4.1.4. The appropriateness of programme provided technical support

The programme Technical Working Group (TWG)²⁵ has responsibility for strengthening and streamlining programme concept and plans; coordinating NS capacity enhancement efforts; providing technical support and quality assurance; ensuring learning; and ensuring strategic programme coherence.²⁶ The review considered the appropriateness of the provided technical support in meeting NS expectations and how it might be improved.

It is important to note that the programme was nearly two-years in the design process, meaning technical support did not fully materialise until relatively late and fell mostly to APRO technical leads. Encouragingly, NS KIs rated programme provided technical support as 'very good', and were highly complementary of the various technical functions as well as the efforts made by IFRC/AmCross leads and other support roles. Most KIs also indicated that programme allocated resources (human resources and funding) were sufficient, although noted that a number of technical personnel were stretched across different projects and in some cases across multiple regions, which at times impacted on their ability to provide a 'dedicated' level of service.²⁷

At times, some technical advisors felt their recommendations were not always fully reflected in NS workplans, however, this was attributed to FPs often having to contextualise the recommendation to the NSs context and being mindful of needing to align them, when relevant, with the NSs strategic/operational plans and known limitations such as HR and financial capacity to implement them effectively.

Some KIs suggested it was AmCross/IFRC focal points and the PC that did most of the planning work for the NSs, which while not ideal, reflected both the pressure on these individuals to support programme progress, and NS capacity to do this work for themselves.²⁸ The lack of dedicated NS technical/theme FPs was considered to be a barrier to effective NS programme progression. The fact that FPs are not always located in DM or OD/NSD departments/roles was considered a particular constraint when progressing activities. Even more challenging was the fact that some NSs do not have an equivalent unit/department (e.g. logistics/procurement) to which relevant capacity can be transferred.

Suggestions put forward by KIs for improving programme technical support included: ensuring that technical assessment recommendations were accurately reflected in workplans; having sufficient numbers of IFRC technical HR support to cover all NSs (especially to provide cover when people are not available); support NSs to establish a corresponding department/function into which to receive technical support; having dedicated NS FPs for the programme rather than individuals having it 'bolted onto their jobs'; and ensuring a consistent PC (the multiple personnel changes were felt not to have helped programme continuity, retention of institutional memory, or provision clarity to NSs about the type/level of technical support that can be offered to them).

4.2 Coherence

4.2.1. Coherence of the programme with NS approaches and strategies

Of the seven NSs that responded to the online survey (see Section 3.5), all believed the

²⁵ Comprising the IFRC Budget Holder/Project Coordinator (Chair), IFRC Core Technical Members (NS Development Coordinator, NS Preparedness Coordinator, Cash Assistance Coordinator, DRM Manager, Emergency Operations Manager, Head of Finance, Logistics Development Coordinator, PMER Manager, RM in Emergencies focal point (PRD), Surge Capacity Coordinator); AmCross Core Technical Members (AmCross Regional Technical Advisor, AmCross Regional Deputy Director, AmCross Quality Assurance Advisor/Officer); other IFRC and AmCross technical focal points (based on agenda); and NS Red Ready focal points (responsible for day-to-day management).

²⁶ Red Ready Technical Working Group - Terms of Reference.

²⁷ In CCSDs it is understood that no extra technical support was recruited to support the programme and that the only dedicated resource as at APRO KL level for Resource Management.

²⁸ The reviewer spoke with focal points who openly admitted that this is how they had to operate.

programme had contributed to their NSs having a defined role and strategy for local responses to disasters and crises; with all NSs fully agreeing that the programme was coherent with, and supportive of, their other programmes/approaches that aimed to deliver relevant response readiness services to communities.

Overall, NSs felt the programme met their needs well. It facilitated and allowed for good progress on existing NSD/disaster risk reduction (DRR) and preparedness work without 'inventing anything new'. It was appreciated for its ability to bring a dedicated resource for NSD DRR planning, and for providing longer-term funding beyond traditional one-year project cycles that resulted in more sustainable opportunities for response readiness initiatives.

While the early stages of the programme made attempts to engage NSs in the design process, securing their full engagement for an extended period was challenging due to complex design-related discussions. For a time, this meant NSs were not fully engaged in the design process, causing some to feel their opportunity for input has been limited.²⁹ This said, several NSs expressed satisfaction with the way in which they were 'seen as a programme partner rather than a recipient', which in turn facilitated stronger inclusion in NS strategic thinking and planning approaches. *Several NS KIs felt including them at the initial design stage would have led to a more proactive engagement on the part of NSs ('rather than having it designed for them'), which in turn would have made them more responsible for programme outcomes.*

Among the NSs that have a current strategic plan (made available to the reviewer) there is evidence of strong correlation (coherence) between NS aspirations and those of the programme. As an example, the Myanmar RCS Strategic Plan 2021-2025 has a clear objective: *To ensure MRCS has well-preparedness capacity at all levels for effective response*³⁰; which is fully reflective of the Red Ready programme goal. Significantly here, an analysis of the MRCS strategic planning process found a strong AmCross/IFRC in-country Red Ready influence/strategic guidance alongside the NS's recognition of programme importance, all of which ensured strong programme fit and compatibility with wider NS strategies and synergies. Other NSs that are more 'strategic planning in process', such as LRC, aim for programme aspirations/themes to be incorporated into future strategic plans.

4.3 Effectiveness and efficiency

The effectiveness inquiry looked at the extent to which the programme has achieved its intended Outcomes, including the aim for NSs to be able to receive funding more readily, and bridge the gap/create links between OD and readiness for response. The efficiency inquiry considered the extent to which results have been delivered in the least costly manner possible.

4.3.1. Progress in meeting programme outcomes

Recognising that it has been challenging for the programme to determine overall progress toward achieving outcomes primarily because the programme records output progress (and recalling that outcomes are for NSs to achieve themselves), this review sought NS views on outcome progress. The table below summarises NS responses for each Outcome/Theme:

Table 2: Summary of National Society outcome and theme progress

Results from the seven NSs that responded to the survey (LRC, PMI, PNG RCS, PRC, Mongolia RCS, Malaysia RCS, and Myanmar RCS) – extent to agreement with the statement based on a five-scale agreement ranking (strongly agreeing to strongly disagreeing).³¹

²⁹ NSs were reportedly 'reengaged' as the Phase 2 design neared finalisation.

³⁰ MRCS Strategic Plan 2021-2025. Goal 1, objective 1.3. Which is further reflected in the NS's 2022 annual workplan in activity level detail.

³¹ Most neutral responses (neither agreeing or disagreeing) were due to a NS not working on that particular theme. No NSs recorded a disagree or strongly disagree ranking.

Outcome and Theme	# of NSs strongly agreeing	# of NSs agreeing	# of NSs neutral in opinion
Outcome 1: Mandate - Theme 1: Law, Strategy and Oversight			
The programme has contributed to improved legal base, governance and management mechanism at HQ and Branch level for effective response with oversight	-	5	2
Outcome 2: Systems and Resource Management			
The programme has contributed to having adequate human resources and strong support services for effective response	-	5	2
Theme 2: Financial Management in Emergencies			
The programme has contributed to positioning as a trusted humanitarian organisation able to meet the needs of the most vulnerable	1	4	2
The programme has contributed to being able to respond and report in a transparent and credible manner through strengthened and accountable financial management capacities in Emergency Response	1	5	1
Theme 3: Logistics and Procurement in Emergencies			
The programme has contributed to having a well-functioning supply chain unit to support domestic disaster response and support people in need in an effective and efficient manner	-	5	2
Theme 4: Human Resources in Emergencies			
The programme has contributed to having an efficient, effective and sustainable human resource system for mobilizing appropriately skilled national response capacities (i.e. to better respond to disasters and crises aligned with the National Society disaster response mechanism)	3	3	1
Theme 5: Sustainability in Services during Emergencies			
The programme has contributed to being able to raise funds and other resources to carry out operations in the event of a disaster	2	2	3
The programme has contributed to being able to use resources transparently and accountably to donors, partners, affected populations, and other stakeholders	2	4	1
Outcome 3: Performance and Accountability			
The programme has contributed to having demonstrable management capacity to lead and deliver effective, coordinated and integrated services	-	6	1
Theme 6: Response Readiness			
The programme has contributed to having demonstrable disaster and crisis response capability, in the areas of analysis and planning, operational capacity, coordination, operations and standards	1	5	1
Theme 7: Project Management			

Outcome and Theme	# of NSs strongly agreeing	# of NSs agreeing	# of NSs neutral in opinion
The programme has contributed to being able to successfully develop procedures and guidance towards helping achieve Red Ready standards	2	5	-
The programme has contributed to being able to better receive direct funding from external partners	1	4	2
The programme has contributed to being able to bridge the gap/create links between OD and readiness for response	-	6	1

It is clear from these results that NSs have a very positive perception of how the programme has contributed to helping them achieve intended outcomes. These assertions are correlated through Pledge Report (March 2019-April 2021) analysis that contain the details of NS activities and narrative assessments of progress in relation to outcomes.³² What is illustrative from the above table is the way the programme has contributed towards real NS qualitative progress in thematic areas; and while presented here in summary form, it is not difficult to see how the data could be used to frame a strong impact narrative (in the form of whole programme impact) when reporting to donors and other stakeholders.³³

The results contained in Table 2 must be tempered alongside IFRC/AmCross KI views that programme progress 'has not been particularly effective', 'is overall slow' and at times of 'doubtful quality'.

Overall, I would rate performance 5/10 because there's too many unclear things, process as well as progress. The remaining 5 is still to be had. Not enough implementation. [name] National Society has made some good moves towards targets, but some NSs are still struggling . . . goals need to be better aligned to reality. AmCross key informant.

This perception gap can be a challenging to bridge, however, the programme's detailed planning approach, while time consuming, makes it straightforward to track output progress and is useful for gauging improvements against baseline in a more 'measured' way. When combined with meta-level analysis as per the illustration above, the impact picture becomes more complete. See further Section 4.4. for impact assessment.

4.3.2. Supporting NSs to receive more direct funding

In terms of whether the programme has enabled NSs to receive more direct funding, analysis of the Federation-wide databank and reporting system (FDRS)³⁴ indicates the following NS income³⁵ differentials between 2018³⁶ and 2020.

National Society	2018	2019	2020	Change comment
Indonesian Red Cross Society	17.4	Nda*	Nda	unknown

³² As is often the case, granular analysis reveals issues of attribution, with some NS activities included in reports that are not funded through the programme. Importantly, country FPs are picking this information up, but does suggest the reporting process is a little unwieldy for NSs to accurately undertake themselves.

³³ This could be usefully done in Section 2, Overall Performance of the USAID Bureau for Humanitarian Assistance Biannual and Final Reporting Template.

³⁴ FDRS is an IFRC platform dedicated to providing insights on the Red Cross Red Crescent National Societies. The data is gathered through a yearly data collection from 192 National Societies.

³⁵ The Reporting Year for financial data will be normally the National Society's financial year, not the calendar year.

³⁶ The year the RR programme began and thus serving as a useful benchmark for upward/downward trends.

Lao Red Cross Society	0.2	6.27	5.99	Significantly upward
Malaysian Red Crescent Society	1.15	1.18	2.61	Modestly upward
Mongolia Red Cross Society	2.73	≈ 8.0	17.1	Significantly upward
Myanmar Red Cross Society	12.6	9.9	11.3	Modest decrease
Papua New Guinea RC Society	0.71	0.56	0.47	Modest decrease
Philippine Red Cross	≈ 35.0	≈ 32.5	29.6	decrease
Timor-Leste Red Cross	2.3	≈ 2.0	1.56	Modest decrease
Viet Nam Red Cross Society	5.9	4.8	5.9	unchanged

Legend: Figures in CHF x 00,000 * Nda = no data available ≈ approximately

The above trends/figures need to be treated with some caution and inference related to programme performance should be avoided. The exact reasons for change (increase/decrease) vary³⁷ and the database also includes emergency funding allocations that are highly dependent on both the number and severity of disasters that take place within a country each year. It is also understood that the FDRS does not distinguish between direct funding (NSs receiving funding directly from donors) and indirect funding (funding through IFRC or other PNSs). And while it is also not possible from FDRS data to draw direct programme attributions, NS KIs confirmed that programme support had contributed towards increased public and private funding³⁸ through a range of initiatives, such as online donation platforms (as used by LRC, Malaysia RCS and Myanmar RCS) as well as programme promotion through increased social/mass media use.

While there has been a level of progress in enabling NSs to receive more direct funding, KIs reported the process was more complex and challenging than just having a donor in place and/or trying to meet the indicator/level requirements as per Theme guidance. A number of NSs reported that they still lacked the requisite project and budgetary management skills, as well as the capacity to develop funding proposals - all necessary aspects of being able to receive funding more directly, and in many respects, broad competency characteristics relevant to progressing all 7 Themes.

4.3.3. Contributions to creating links between OD and response readiness

In terms of whether the programme has helped NSs to bridge gaps/create links between OD and readiness for response³⁹ (and some progress has been made as per the results in Table 2), the review previously reported that this conceptualisation is something NS KIs struggle with. While in part this may be explained by a lack of a ToC (as explicitly identified by one KI), KIs also felt the programme implications on NSs had not been communicated well or understood. For example, not understanding the implications that a change in auxiliary policy may have on a NS's governance structures.

4.3.4. Contributing factors to securing intended outcomes and outputs

There are many contributing factors to positive programme performance as evidenced in earlier (and later) sections of this report. This section singles out a few additional factors related to design and communication. On the design side, NSs valued the programme's 'flexibility'; for example, accommodating PMI's restructuring and transformation process that permitted readjustments in workplans without penalty; the complementarity the framework permits to

³⁷ Many NS income levels related to donor funding are reliant on ability to conduct actual activities, which in recent has been challenging and thus is part reason for some decline.

³⁸ The IFRC technical lead for Theme 5: Sustainability in Services during Emergencies under which RM falls was very supportive to the review in searching for attributable examples but together with the consultant were unable to find any specific examples.

³⁹ The Movement is clear that investing in NSD contributes towards the provision of sustainable humanitarian services - an approach firmly in line with the localisation agenda of the Grand Bargain.

channel funding to existing preparedness plans without a need to create a separate one for the programme; and the way in which external consultants have been used to progress key programme activities without the NS losing ownership of the process, for example, by Malaysian RCS and PMI. Having a branch level focus with relevant, supporting activities for staff and volunteers was another contributing factor to effective performance. However, this is slightly tempered by views that inclusion of branch level themes makes the measurement/graduation process 'even more complicated', especially where NSs have multiple target branches all with different priorities and needs.

On the communication side, senior AmCross and IFRC stakeholders were highly regarded for promoting senior level buy-in among NS leadership and advocating for speedier programme implementation. However, a number of KIs felt both these aspects could be leveraged further, especially amongst NSs that are undergoing/have undergone leadership changes, and where a level of programme 'revitalisation' might be both useful. Another positive factor worth reporting relates to a monitoring shift taking place from simply 'counting numbers' (e.g. No. of shelters built) to recording the difference made/change secured when working with communities, as is being done in the Philippines for example. Introducing this qualitative dimension to capturing results and sustainable solutions is highly encouraging, and complements the findings made in Section 4.3.1.



Contingency Plan Testing at Disaster Operation Center San Fernando, Camarines Sur. Photo: Philippine Red Cross

In terms of factors limiting performance, the 2nd Regional Red Ready Meeting in 2020⁴⁰ identified a number of issues that were reconfirmed through this review. These included: a lack of dedicated NS FPs/technical support; a need for procedure simplification; a need to sensitize leadership and management on the programme and its relationship to BOCA, OCAC and PER; and a need for increased programme coordination and promotion within NSs (HQ to branch and volunteers), the Asia-Pacific region, and among Movement partners especially those PNSs working with the nine NSs.

40 Source: 2nd Regional Red Ready Meeting (26– 28 October 2020) Summary Report.

Other limiting factors to programme performance included: a lack of milestones for NSs in which to achieve objectives; frequent NS staffing changes; time taken for NSs to understand the programme along with its implications (being unaware of the extent of work needed); NSD and DM departments not working together effectively or conceptualising the programme jointly; a need for a better PM structure⁴¹; a delayed Phase 2 baseline; and a need for a 'stronger local voice'. On this latter point, a crucial factor for ongoing programme success and future sustainability is ensuring that NSs take on a greater level of programme ownership and responsibility. In many respects, the programme has done its job by laying a solid foundation for NSs to become more effective humanitarian responders *and* to better position themselves to receive direct funding. Granted, there is still considerable work that needs to be done, and here ongoing IFRC/AmCross support will to a degree be crucial.

4.3.5. Resource assessment, utilization and cost effectiveness

The review considered the adequacy of programme resources (financial, human, physical, informational) and if they were utilized effectively and efficiently. Programme technical support was considered to be effectively targeted by those responsible, with IFRC/AmCross country FPs making good efforts to coordinate and align in-country partner resources to support programme goals where this was possible. KIs cited no examples in which resourcing had been inadequate or inappropriate/mis-targeted. Additionally, there is good 'process' evidence to indicate that resourcing decisions were appropriate and undertaken through progressive consultations⁴² to 'ensure the highest possible quality of project design and most efficient use of resources by all partners during implementation'.⁴³

However, as stated earlier, IFRC/AmCross technical resources were stretched across varying roles and contexts, meaning some NSs are still waiting for support⁴⁴, and frequent NS staff changes have created investment inefficiencies (in which built capacity has been lost). It also might be argued that available funding could have been better apportioned to NSs that had a greater ability to deliver outputs (rather than the near-equal apportioning adopted). This said, it should be noted that the apportioning of funding allocations to NSs that have greater ability to deliver outputs was adopted at the onset of the Year 4 work-planning cycle in mid-2021.⁴⁵

On balance, however, several NS KIs felt having additional finances would not have made much difference to activity progression, as issues such as policy development were subject to longish schedules and not really influenced by resource availability. Some KIs noted that there were uncoordinated internal mechanisms (particularly financial recording/reporting) between NS departments, which needed to improve for a clearer overview of programme utilization and cost effectiveness.

Given that the programme channels NSD/OD funding in a structured way for response readiness to the NS, alongside the fact that IFRC and AmCross technical support costs are very modest as an overall percentage, and an average of 35-20% of funds are used for NS salaries, the review concludes the programme has been conducted in a very cost-effective manner, has generated considerable value-adds, and represents very good value-for-money.

4.3.6. Effectiveness of the programme coordination structure

The programme coordination structure comprises the TWG (the main coordinating body) and

⁴¹ PM structure is addressed in 4.3.4

⁴² Between April and June 2020 involving all nine NSs, Red Ready Technical Leads (IFRC and AmCross), IFRC and AmCross country-based project focal points, the Red Ready Steering Committee and with IFRC Geneva.

⁴³ Source: IFRC Pledge Based Report Sept 2018 – August 2020.

⁴⁴ As an example, PNGRCS has received support from partners on logistics and RM, but not on requests for HR or volunteer management support.

⁴⁵ This matter had been discussed on occasions at the IFRC/AmCross Regional level earlier in the programme, but it was found difficult to justify a non-near-equal apportioning because programme teams needed some time to assess how each NS was responding during the pandemic and with the recently introduced (at the time) Phase 2 programme design.

the Strategic Advisory Group (the programme oversight body). The TWG's primary objective is 'to develop technical guidance, ensure adequate technical support, and provide quality assurance for successful implementation of the Red Ready Project'. The IFRC Budget Holder/PC acts as Chair of the TWG. To most KIs the programme coordination/management structure makes sense. The TWG composition and structure is fit-for-purpose, consisting of the right individuals and with inclusive NS representation. While the TWG's tasks described in its ToR are appropriate for its overall coordination function⁴⁶, a SMARTer set of task descriptions would be useful to support the implementation of this report's recommendations and for ensuring a greater degree of performance accountability in a Phase 3 programme (this suggestion is reflected in the recommendations section).

The PC is the key role within the coordination structure. The fact that some three people have occupied the role since programme start is not ideal and has contributed to a lack of role and responsibility clarity. Several KIs suggested the role needed technical strengthening i.e. having an incumbent with an appropriate level of technical background for all 7 Themes. Similarly, role and structure strengthening is also needed at NS level to ensure FPs progressively take more responsibility for programme direction.

While all KIs accepted that the programme was *not a project*, a significant number of KIs advocated for a project-type coordination/management structure as a mechanism for better overall programme control and oversight. As a temporary measure this could make sense, especially as a means of ensuring report recommendations are enacted. This view is endorsed by several of the stronger NSs, who while acknowledging the programme is reasonably embedded into their organisational structures, 'It now needs to be managed as a project'. To support this, there is opportunity to reimagine the programme coordination structure in a more modelled/systematic way, illustrating for example technical counter-parting, peer-to-peer learning, and capacity building support provision.

While the monthly regional TWG meetings were appreciated and valued by all partners, several KIs felt content/format improvements could be made by extending meeting time (beyond the one hour) and affording NSs more opportunity to present their progress, achievements and challenges. Country level meetings were also considered valuable, however, certain NSs (e.g. PNG, Myanmar) faced challenges in engaging branches due to remoteness and/or poor internet connectivity.

The Strategic Advisory Group⁴⁷ has the objective: *to advise, guide and facilitate the improvement and successful implementation of the Red Ready Project throughout its varying phases, and to oversee its advocacy efforts*⁴⁸, and while not a major focus of this review, KIs overall spoke positively about its performance. Curiously, one of the Group's key aims is 'to create [an] enabling environment for the Red Ready vision and mission'⁴⁹; however, no such (stated) vision or mission exists for the programme, which appears to be an oversight and requires correction. If done, this could act as a springboard for a senior IFRC individual to act as programme champion alongside a senior NS leader(s) - perhaps with a rotating NS chair role with a view to progressing ownership transfer.

4.3.7. The impact of COVID-19 on the programme

The IFRC Pledge Based Report (Sept 2018–August 2020) details the effects of COVID-19 on the programme, identifying the pandemic as the most significant event impacting planned work

⁴⁶ See Section 4.1.4 for TWG composition.

⁴⁷ Comprising the IFRC Regional Director, AmRC Regional Director, IFRC Regional NSD Coordinator, IFRC Head of DCPRR, IFRC Grants Manager, IFRC Project Coordinator, AmRC Project Coordinator, IFRC DRM Manager and IFRC Head of Finance.

⁴⁸ Source: Red Ready Strategic Advisory Group Terms of Reference.

⁴⁹ *Ibid.*

of NSs.⁵⁰ In summary, these include:

- The governments of the nine NS countries imposing movement restrictions and curfews - meaning IFRC and NS staff/volunteers were limited in their capacity to move within country and implement/monitor activities. Many staff were required to work from home.
- All country governments imposing various forms of entry bans. This impacted the capacity of regional technical staff in providing technical/advisory support to NSs.
- Many face-to-face programme activities (which included drill simulations and trainings) were cancelled or postponed.
- Many NSs having to shift focus and resources to respond to the coronavirus outbreak. This took a significant toll on their ability to continue implementing existing programmes and projects, including the Red Ready programme.

The implications of the pandemic on NS operations were not predicted, and it is clear from KIs that contingency plans (where they existed) were insufficient for the situation. Many NS KIs admitted that during the pandemic, programme focus was lost, a situation compounded by: NSs being unclear about their role and mandate during the pandemic; disaster response plans not including pandemic scenarios; underestimating the pressure on NS capacity (staff and volunteers) in both home and work contexts; not considering the psychological impact of the pandemic on staff and volunteers; not being able to engage local government officials in programme work; not foreseeing restrictions on international response/movements; and finding that donor funding restrictions prevented procurement of PPE and medical items.

Interestingly, some KIs noted the pandemic provided a fertile testing/learning ground for what the programme was preparing NSs to undertake i.e. more effective humanitarian response. However, KIs also noted that NSs needed to find a way of continuing with programme activities and other NSD work when emergencies/disasters happen. This said, positive learning has come from the pandemic, for example, NSs recognising the value of digitalization and the importance of localisation.⁵¹ The main implication of the pandemic on the programme, despite best efforts, is that NSs will not be able to undertake activities as per programme design within the original timeline, and some form of programme extension should be considered.

4.4 Impact

4.4.1. Results and direct impact of the programme

The impact inquiry sought to examine the positive and negative results and changes brought about by the programme (relative to intended Outcomes). A level of analysis on this inquiry has already been provided in Section 4.3.1 and this section takes a more holistic view by highlighting AmCross' 'impact philosophy' and definition of collective impact:

The aim is to 'conduct [AmCross] operations to meet rising global challenges, built directly from the outcomes of Efficiency, Impact and Localization. Specifically, Collective Impact seeks transform our traditional bilateral delegation approach to one that seeks common strategies amongst partners, led by the Operating National Society (ONS), and consolidates partner National Society (PNS) in-country teams by leveraging the complimentary expertise of each partner.'⁵²

The above explains a good deal of the programme's design, and AmCross and IFRC must be congratulated on the way they have effectively translated this strategy (and impact philosophy) into a tangible operational approach in a faithful and meaningful way.

⁵⁰ Aside from the COVID-19 outbreak, some NSs were affected by natural disasters, diverting time, staff and resources toward those responses.

⁵¹ See also: 2nd Regional Red Ready Meeting 26–28 October 2020 Summary Report.

⁵² Importantly, the document states that Collective Impact is not attempting to duplicate the role of IFRC, and stresses that the 'Collective Impact Model is a field operation amongst partners that has a joint strategy to support, strengthen, and work through the ONS and the combined structures, processes, and agreements in place to implement that strategy' (p2.). AmCross undated. Collective Impact Summary & Definition. p1.

Turning to more traditional impact measures, aside from the challenges highlighted in Section 4.3.1, two further ones exist when attempting to assess programme impact. First, existing programme reports⁵³ focus primarily on activity level reporting⁵⁴, which makes it challenging to illustrate the *difference* NSs are securing through the programme.⁵⁵ Second, as programme funding was not designed to contribute to the achievement of the entire framework, but rather to help NSs identify key gaps (and fill/contribute towards filling select ones alongside other Movement initiatives that aim for same/similar outcomes), attributing programme impact is difficult given that multiple RCRC partners will likely be contributing to NS response and readiness efforts. Many KIs might view improvements and contributions to outcomes as a collective Movement effort rather than a distinct programme one. This is borne out by KIs who felt it was ‘too early to say’ or noted that ‘we don’t really know about long-term impact and whether NS have improved on service delivery to beneficiaries’.

Some KIs did point to a few illustrative examples, such as improved OD/management skills and volunteer capacity building and resourcing in Lao; establishment of EOCs and more trained youth volunteers in Myanmar; and improved human resource management for deployments in Indonesia. However, as highlighted by KIs themselves, the key impact determinant is whether NS are improving/providing effective humanitarian response: the answer to which is beginning to emerge as illustrated in Section 4.4.2 below.

4.4.2. Impact of the programme at community level

In an attempt to understand the positive difference the programme has made at community level, the review sought community perceptions on how NSs had improved response readiness; and how community-level programme participants had benefited from the work undertaken through the programme. The salient results of these consultations are presented below:⁵⁶

Inquiry line	Affirmative	Negative
Number of community individuals reporting improved knowledge and skills in response readiness a result of disaster response readiness training conducted by the NS	54	2
Number of individuals reporting that community has a local/community disaster preparedness and response team	53	3
Number of individuals reporting that community has enough disaster preparedness equipment	22	15
Number of individuals reporting that community has a local/community disaster preparedness and response plan	33	4
Number of individuals reporting that community actively participate in response readiness activities such as emergency drills	35	2
Number of individuals reporting that their community is better prepared to cope with disasters as a result of NS support	50	6
Number of individuals reporting that NS has helped to reduce community vulnerability and increase capacity to better prepare and cope with disasters	45	11

⁵³ For example, the 2021 Report to USAID covering the reporting period 1 Sep 2020 – 31 March 2021.

⁵⁴ For monitoring purposes, the programme tracks progress at the output/thematic level, utilizing output/thematic indicators and sub-indicators.

⁵⁵ An analysis of all the NS biannual reports within the 2021 Report to USAID reveal only activity level reporting.

⁵⁶ At the end of the review raw data survey responses were provided to the Review EMT.

Sampling (programme locations and numbers of community individuals consulted).

Myanmar	Mongolia	Lao
<ul style="list-style-type: none"> • Ayeyarwady Region - Nyaungdon and Lemyethna Townships • Kachin State - Mogaung and Mohnyin Townships • Kayin State - Kawkareik and Myawaddy Townships 	<ul style="list-style-type: none"> • Uvurkhangai • Umnugobi • Uvs • Darkhan-Uul • Dornod 	<ul style="list-style-type: none"> • Huaphan • Phongsaly
Sample size: 12 (4 female)	Sample size: 25 (17 female)	Sample size: 19 (9 female)

In terms of helping to understand what have been the most significant changes at community level as a result of programme response and readiness activities, beneficiaries responded as follows:⁵⁷

- *We practice for disaster preparedness and response; and have learned about basic response procedures.*
- *In emergencies, we can protect ourselves from danger and help prepare our surroundings (household preparedness).*
- *We practice emergency drill exercises for flood and earthquake response. We can apply this knowledge and get significant results in case of emergencies.*
- *There has been good community participation in case of disasters. We have got community help in preparing for disasters*
- *Community has become aware of disaster response and networking procedures.*
- *Community has become more aware of the Red Cross.*
- *Community has a sense of trust and reliance on the Red Cross.*
- *We can move to a safe sites quickly and properly in case of emergencies.*
- *We have good practice of collecting necessary things before disaster.*
- *Community members have good practices of exchanging knowledge among themselves.*
- *Some villages in disaster prone areas are doing preparedness plans.*

The review also took the opportunity to understand current gaps in community ability to prepare for and prevent disasters. Responses from community members included: more preparedness and response training (including refresher training and first aid training); more equipment (boats, lifejackets etc.); more simulations and drills; and increased community awareness sessions especially in disaster prone areas.

The review also developed two case studies to illustrate positive programme impact: Myanmar RCS' progress in relation to Theme 5 Sustainability in Services during Emergencies through Resource Mobilisation; and PMI's progress in Theme 4 Human Resources in Emergencies in relation to Youth and Volunteer Management (see Annexes E & F).

4.4.3. Programme contribution to realising broader RCRC strategies

There is clear evidence of the programme's contribution to realising broader RCRC strategies. At the most strategic level the programme fully contributes to all three Goals of the IFRC's Strategy 2030 (most substantively to Goal 1: *People anticipate, respond to and quickly recover from crises*; and Goal 2: *People lead safe, healthy and dignified lives, and have opportunities to thrive*); and is supportive of the seven transformations considered essential if the Movement is to respond to global challenges, and specifically Transformation 1: *Supporting and developing National Societies as strong and effective local actors*. The programme is also

⁵⁷ Mostly listed verbatim as provided by the NSs – minimum report editing used to retain authenticity.

supportive of ICRC's Strategy 2019-2022⁵⁸, specifically Strategic Orientation 2: *Building Relevant and Sustainable Humanitarian Impact with People Affected*; and Strategic Orientation 3: *Working with Others to Enhance Impact*. Increasingly, as the nine NSs encounter more conflict and protracted crises in their operating contexts, alignment to the ICRC's strategy and *vice versa* becomes increasingly relevant.

The review considered a range of other relevant RCRC strategies and policies that the programme contributes to, such as NSD⁵⁹, financial sustainability⁶⁰, and disaster risk management⁶¹, the latter which covers IFRC's approach to all kinds of disasters, in all contexts, including fragile, protracted and conflict situations - of which the programme supports all eight outlined approaches. The programme's inclusion of cash and voucher assistance readiness is supportive of the Movement's global CTP Preparedness Framework.⁶² Of strategic significance is the programme's support for Movement aspirations for localization⁶³ as defined by the Grand Bargain⁶⁴ and BHA's preference to fund local partners.

4.5 Sustainability

4.5.1. Programme aspects most likely to be sustained

Similar to KI views on impact progress, a number of informants felt it was 'too early to say' or 'we don't really know yet' about the sustainability aspects of the programme. This said, KIs provided some illuminating views on programme achievements that clearly have a sustainable dimension, with examples including Myanmar RC's EOC progress, which is sustainable through a combination of low kit-out costs⁶⁵, staffing through trained volunteers, and a requirement for MRCS states and regions to develop income streams to support ongoing running costs and equipment replacement; as well as the actions of multiple NS that have worked with communities on developing VCAs, improving volunteer capacity etc. Alongside the increased community networking and collaboration that has taken place, all of these efforts contribute to better contingency planning with communities, and an encouraging picture of community level sustainability begins to emerge.

While acknowledging these achievements, KIs felt there was still need for NSs to genuinely prioritise programme strategies and actions, and to better support non-programme chapters/branches to scale-up readiness work if real sustainability was to be secured. NS KIs also felt that more opportunities for the nine NSs to collaborate and engage together in peer-to-peer learning platforms - as was done through the IFRC's successful Regional Resilience Initiative would contribute to better sustainability, and this should be considered as part of a future transition strategy (see below).

4.5.2. Programme aspects least likely to be sustained

IFRC and AmCross KIs were overall optimistic that many programme actions and results could be sustained post programme phase-out, and there is every reason to think this a fair hope

58 ICRC. (2019). *Strategy 2019-2022*. Geneva.

59 IFRC. (2019). *National Society Development: Strengthening our last mile impact - A revitalized National Society Development Strategy*. NSD Unit GVA. 30.1.2019. and IFRC. (2019). *Strategic Guidance on National Society Development in Emergencies for National Societies and their Partners*. Draft report. NSD Unit GVA.

60 IFRC. (2019). *Financially Sustainable National Societies: An agenda for 2030*. Draft report. NSD Unit GVA.

61 IFRC. (2021). *Disaster risk management policy*. Geneva. *The policy promotes integrated approaches so that all stages of the disaster risk management continuum are considered together in a coherent way*.

62 *That has 4 tracks (Enabling systems; Programming Tools; Resources and HR capacities; Communication and Coordination) and 4 Levels to measure readiness*.

63 *Improved humanitarian response, with specific objectives including increasing investment in local actors and improving partnerships and coordination between international and local responders. Much of the programme aspiration can be found in IFRC's 2018 Policy Brief Localization - what it means and how to achieve it*. <https://oldmedia.ifrc.org/ifrc/document/ifrc-policy-brief-localization/>

64 *The Grand Bargain (May 2016) aimed for inter alia gearing up cash programming and directing greater funding to national and local responders*. See further: <https://agendaforhumanity.org/initiatives/3861>

65 *Approx. USD 1,000 per EOC*.

given the programme's strategy of embedding response readiness in OD/NSD work (which in theory should be sustainable due to its relatively low cost and avoidance of activities that can involve significant cost, such as shelter, water and sanitation solutions). Additionally, some support processes to NSs have been very well thought through, such as accounting for long-term requirements for maintaining systems, as has been done with the Malaysian RCS' finance system software. However, this optimism has to be tempered against views of a number of NSs that feel without ongoing programme support many activities will likely stop or not be prioritised in the way they are now. This 'reality check' is not unusual among externally funded programmes/projects but does highlight a need for a clear programme transition plan (see below).

While many NSs KIs felt it too early to contemplate programme phase-out given the COVID-19 induced delays (which in part explains why NSs had a limited range of sustainable examples to share), it is clear that more thought needs to be given to maintaining programme benefits beyond closeout, and this should be rectified through a clear transition strategy. On this point, this review sought to establish what NS transition progress had been made in preparation for programme phase out in August 2023, but as is clear from the USAID 2021 report⁶⁶ dealing with this analysis, no specific transitional plans (or list of sustainable achievements) have been identified or made: which indicates preparations now need to be put in place.

5. Lessons learned

The review identified several key lessons relevant to both the ongoing APRO programme (and understood scale-up ambitions to Africa). In summary, these include:

1. Asking NSs to focus on fewer 'prioritised' themes (and target branches) may help NSs and partners to consolidate and target resources in a way that would lead to stronger programme performance (for example, a NS could prioritise themes over several phases e.g. Themes 1 & 3 for 2022; Theme 2 in 2023 etc.). Importantly, the programme has helped some NSs to kick start progression on some outstanding OCAC analysis; in one case where progress had been dormant since 2012.
2. Identifying Red Ready aspirations and their importance/potential in NS strategies is extremely important as very often PNSs take ONS strategies as their starting point for strategic engagement (from programmatic/thematic support to financing and everything in-between).
3. A timely and accurate baseline is essential for determining what issues NSs prioritise (supported by a clear analysis of each issue). One consequence of the delayed P2 baseline is that NSs may have elected to work on themes without proper background information and analysis. For any programme scale-up, the importance of a timely, relevant and accurate baseline is paramount.
4. As was highlighted in the 2019 IFRC OCAC evaluation, the Movement has a number of overlapping assessment tools (including OCAC and PER) that are perceived by some to be duplicatory. This has caused some KIs to question what the Red Ready programme adds to existing readiness approaches that does not already exist; and it is not difficult to see this viewpoint. However, in the way that complementarity exists between OCAC and PER (i.e. when assessments are combined they provide a more holistic insight into NS preparedness), the same can be said for PER and the Red Ready programme. The learning here is that PER and Red Ready are not mutually exclusive and should be used alongside each other whenever the context is relevant. However, this 'meeting of minds' is something that needs to take place if basic

⁶⁶ The USAID BHA Biannual and Final Reporting Template for Public International Organizations has a section for reporting on Transition or Exit Strategy and Sustainability.

programme design issues are to be resolved.

5. When considering scale-up to other NSs/regions, a genuine discussion must be had with partners to ensure they fully understand the Red Ready approach and its implications. Key issues should include *inter alia*: how the programme interlinks with other Movement approaches and processes; how it maps onto existing NS readiness/preparedness work; being honest in assessments (and having these objectively validated); appointing a strong FP; and determining if the NS and the regional/country IFRC offices have the capacity to implement/support the programme. The Mongolia RCS represents a good overall learning experience of how to steer the Red Ready course and graduate to receiving direct donor funding, and it might be useful to develop a case study of the NS's journey to share with other NSs interested in joining the programme.
6. In addition to the 7 themes, the programme aimed to provide practical knowledge sharing on three 'non-negotiable' technical components of the Red Ready programme.⁶⁷ These are:
 - **Component 1:** *Cash and Vouchers Assistance Readiness*, in which cash is seen as an 'equaliser' for communities affected by disaster. The approach to NS cash preparedness and operational readiness is guided by the Movement's global Cash Transfer Programme (CTP) Preparedness Framework⁶⁸, with analysis indicating that a number of NSs (Mongolia, Malaysia, Philippines, and Indonesia) are engaged in some level of cash and voucher-based assistance or CTP that directly contributes to programme Theme 6/Outcome 3.⁶⁹
 - **Component 2:** *Local Emergency Response Fund*; which focuses on how NSs can establish or strengthen a local funding mechanism for immediate response.⁷⁰ An analysis of documentation found limited references to this topic with only the LRC referring to it by name (as a specific ambition), and CVTL describing activities that could be classified as such.
 - **Component 3:** *Local fundraising mechanism for emergencies*, which is a presentation and consideration for effective resource mobilization through a checklist of activities and readiness considerations.⁷¹ It is clear from reports that a number of NSs are engaged in this process, CVTL and Malaysia, with the latter specifically referring to the Disaster Relief Emergency Fund (DREF).⁷²

These components did not figure particularly strongly in any of the KI responses, and those responsible for ongoing programme design should consider 'why not' as well as ways to strengthen their presence within the Red Ready House framework. An ideal time to do this would be during the suggested Red Ready conference (see Recommendation 7, Section 7). Opportunity at the conference could also extend to considering if any aspects of the model/framework need to be 'refreshed' in light of changing contextual dynamics, recognising that the model has been static since original design. For example, by considering whether there is a need to explicitly highlight innovative features such as Forecast-based Financing⁷³

⁶⁷ Source: 2nd Regional Red Ready Meeting 26– 28 October 2020 Summary Report.

⁶⁸ That has 4 tracks (Enabling systems; Programming Tools; Resources and HR capacities; Communication and Coordination) and 4 Levels to measure readiness.

⁶⁹ Source: 2018-2021 Biannual Report.

⁷⁰ This is linked to the localisation agenda, aligned to PER Benchmark 37.6 and OCAC Attribute 74D.

⁷¹ Taken from the Nepal Red Cross Emergency Fundraising Preparedness and Response Plan.

⁷² Source: 2018-2021 Biannual Report.

⁷³ FbF early actions are activities that can take place before a potential disaster in order to prevent and/or mitigate a disaster and/or to prepare for effective response. FbF takes advantage of the window between the issuance of an alert and the occurrence of the anticipated event.

as has been done in the *IFRC and ASEAN Partnership and ASEAN Coalition for Resilience Roadmap* (2019).

6. Conclusion

Overall, there is much to commend and like about the Red Ready programme. Conceptually, it is very well designed⁷⁴ and comprehensively addresses essential NSD/OD and response readiness needs for Asia-Pacific National Societies. The significant majority of NSs believe the programme has positively contributed to: (i) helping improve their legal base, governance and management mechanisms at HQ and branch level for effective response with oversight; (ii) having adequate human resources and strong support services for effective response; and (iii) having demonstrable management capacity to lead and deliver effective, coordinated and integrated services; all of which affirms that progress towards outcomes is being made, albeit slowly (with the Coronavirus pandemic contributing to significant programme delays).

The programme is starting to have demonstrable impact, and as a result of its actions and support to other Movement initiatives and approaches, the nine engaged NS are increasingly becoming more effective humanitarian responders. While a number of KIs feel the programme 'has not quite gone in the right direction' and reached its potential, it is felt getting 'back on track' is a relatively straightforward exercise, and it is essential that those responsible for its overall future travel ensure the valuable investments and progress made to date are not wasted.

At conceptual/operational level, given that Red Ready was intended to be a simple approach to channel funding to NSs to help improve response readiness (but became complicated by including the OCAC/BOCA/PER dimension), developing a programme ToC would greatly help convey its aspirations (intended outcomes) and illuminate the linkages (preconditions and assumptions) to existing Movement approaches/tools: and through this, provide clarity to NSs and others on the design-objective pathway. At the more strategic level, future programme success requires having in place a stronger RCRC collective organising structure (beyond the TWG and SAG) as a means of ensuring the potential residing in the programme is met; as well as giving high-level consideration to how the programme could be better embedded in the IFRC annual planning process and thus supportive of the IFRC's Agenda for Renewal vision for greater NSD.⁷⁵

Key opportunities also exist at leadership/senior management level for leveraging the programme and realising its full potential. Two of the programme's main value-adds that appear to be unleveraged relate to promoting its potential and ability to support existing PER/OCAC/BOCA aspirations and securing rare donor funding for NSD and localisation initiatives. This latter point is especially important as the Movement has partnered with a donor that believes in this approach, is willing to recognise the RCRC's comparative advantage in this arena and is supportive of scaling-up the initiative to a global level.

The final section of the report below presents eight strategic recommendations arising from the review.

⁷⁴ Acknowledging that a reduced number of indicators would have been better.

⁷⁵ The IFRC Agenda for Renewal (2021) provides a vision for how the IFRC sees its role in its implementation. It explores how the IFRC can become more effective in its mission of coordinating and supporting the work of member NSs, driving the transformations that are essential for the IFRC network to fulfill its potential as a global humanitarian organisation. See: IFRC. (2020). *Global Plan 2021*.

7. Recommendations

This section details the key recommendations arising from the Findings (4) and other sections of the report. The recommendations include a rationale, priority ranking, and suggested timeframe. Following accepted practice, all recommendations leave room for fine-tuning in terms of final wording and the implementation approach to be adopted by implementers and users.

No.	Recommendation	Rationale	Action
1	The Steering Advisory Group should commission the development of a programme Theory of Change	<p>This recommendation relates to Sections 4.1.3, 4.3.3, and 6.</p> <p>Specifically, a ToC should be developed for (i) the whole programme, and (ii) for each of the nine NSs. The ToC should use the existing Red Ready House as the guiding pathway, and contain a clear narrative of the expected results at both regional and country levels i.e. what is expected to happen and how. Here, it may be useful to draw on recent studies undertaken by the British Red Cross (BRC) in partnership with IFRC and a number of NSs (including AmCross), in which a NSD ToC⁷⁶ was developed.⁷⁷ As the ToC is concerned with improving how NSD support is designed and delivered, and aimed at improving the relevance, quality, reach and/or sustainability of RCRC services, it is especially relevant to the Red Ready programme. The programme ToC could also help inform the ongoing BRC study.</p>	<p>Priority: Highest</p> <p>Time frame: programme ToC within 2 months; NS ToCs within 4 months</p> <p>Responsible persons: Steering Advisory Group</p>
2	The Steering Advisory Group should revisit its ToR with a view to developing a programme vision and mission, and reflecting on how to better create an enabling environment for the programme	<p>This recommendation relates to sections 4.3.6 and 6.</p> <p>The Strategic Advisory Group has the objective: <i>to advise, guide and facilitate the improvement and successful implementation of the Red Ready Project throughout its varying phases, and to oversee its advocacy efforts.</i> One of its aims is ‘to create [an] enabling environment for the Red Ready vision and mission’; but these do not exist. A senior IFRC individual should act as programme champion alongside a senior NS leader(s), with a view to creating a stronger collective organising structure and ultimate ownership transfer. IFRC should also rally the membership (IFRC staff as well PNSs)</p>	<p>Priority: Highest</p> <p>Time frame: within 3 months</p> <p>Responsible persons: Steering Advisory Group</p>

⁷⁶ For convenience, the ToC is contained at Annex J.

⁷⁷ With input from the Organisational Development Advisors Group. Between August 2018 and September 2019, an NSD ToC was developed by BRC with PMI, the Ukraine Red Cross, and a sub-set of interested members in particular including: IFRC, ICRC, AmCross, Belgian Red Cross, Canadian Red Cross, Finnish Red Cross and Swiss Red Cross. See further British Red Cross. *A Review of National Society Development and Support from a Partner Perspective.* February 2021.

No.	Recommendation	Rationale	Action
		into aligning non-programme readiness approaches to the programme at the correct strategic levels and <i>vice versa</i> as per Agenda for Renewal aspirations.	
3	The Steering Advisory Group should consider establishing a temporary project management structure to help implement the recommendations contained in this review	<p>This recommendation relates to Section 4.3.6.</p> <p>The review established that a temporary project-type coordination/management structure would serve as a useful mechanism for better overall programme control and oversight. The structure could be based on, for example, the PRINCE2 process model.⁷⁸ Adopting a SMARTer set of task descriptions (and updated ToR) for the TWG would be a useful approach to supporting the implementation of report recommendations and for ensuring a greater degree of performance accountability in a Phase 3 programme. IFRC should also consider upgrading the PM role to a more senior level with an accompanying expectation that the incumbent should have a solid understanding of the main technical themes.</p>	<p>Priority: High</p> <p>Time frame: with Recommendation 2</p> <p>Responsible persons: Steering Advisory Group and Programme Coordinator</p>
4	The Technical Working Group should revisit the indicators with a view to simplifying the approach and reconsidering the value of the programme graduation aspect	<p>This recommendation relates to section 4.1.1.</p> <p>The main recommendation here is that the TWG should revisit the indicators with a view to simplifying the approach. There are far too many and the approach is confusing for NSs – a much lighter touch could be highly beneficial. Furthermore, an honest discussion needs to be had about the value of the graduation process, and if it could be replaced with a more straightforward signalling that indicates to donors a NS is ready to receive direct funding. The TWG should submit a recommendation report to the Steering Advisory Group.</p>	<p>Priority: High</p> <p>Time frame: within 3 months</p> <p>Responsible persons: TWG</p>
5	The Steering Advisory Group should mandate the TWG to work on the feasibility a recursive programme model as a means of promoting stronger NS programme management and	<p>This recommendation relates to Section 4.3.6.</p> <p>If future programme approaches are to be more NS-autonomous, there is a need to consider programme organisational models that are more sustainable. Adopting a 'recursive' type organisational structure (in which similar organisational structures/models exist are reflected within each other – see Annex I) would provide a model that would give a more consistent oversight approach to implementing the programme (regardless of what themes are worked on).</p>	<p>Priority: Medium</p> <p>Time frame: within 6 months</p> <p>Responsible person: Steering Advisory Group and TWG</p>

⁷⁸ <https://www.prince2.com/eur/prince2-processes>

No.	Recommendation	Rationale	Action
	ownership, and overall sustainability		
6	The Programme Coordinator with TWG support should make the business case for a programme extension in light of the unforeseen delays caused by the coronavirus pandemic	<p>This recommendation relates to Section 4.3.7.</p> <p>The main implication of the pandemic on the programme is that despite best efforts, NSs will not be able to undertake activities as per programme design within the original timeline, and some form of extension to the programme should be negotiated with the donor. The business case's key goal is to test the viability of the project. The business case to the donor should contain justifications for continuation/extension, such as value for money for what is to be done, and why the programme should continue/be extended. Opportunity should be taken to consider redirection of existing funding resources to NSs that are able to use it more effectively.</p>	<p>Priority: Medium</p> <p>Time frame: as directed by donor</p> <p>Responsible persons: Programme Coordinator</p>
7	The Steering Advisory Group should mandate the TWG to convene a Red Ready conference in which to discuss the contents of this report with the nine National Societies	<p>This recommendation relates to the overall report.</p> <p>The review contains findings and recommendations that have significant implications for the programme and the nine National Societies. IFRC and AmCross should convene a conference in which these issues are discussed; and provide a forum in which NSs have an opportunity to raise questions and concerns about the programme and its future direction. This would also be the ideal time to discuss the model's overall relevancy in a changing dynamic, recognising that it has been generally static since original design.</p> <p>The Steering Advisory Group should mandate the PC and TWG to convene a conference at the soonest opportunity.</p>	<p>Priority: Medium</p> <p>Time frame: within 4 months</p> <p>Responsible persons: Steering Advisory Group and TWG</p>
8	The TWG should develop a transition strategy for the programme as a means of ensuring stronger localisation	<p>This recommendation relates to section 4.3.4, 4.5.1 and 4.5.2., and is connected to Recommendations 2 and 5.</p> <p>The review highlighted a need for a 'stronger local voice' within the programme, which is important for ensuring localisation. To facilitate this, NSs need to take on a greater level of programme ownership and responsibility. In many respects, the programme has done its job by laying a solid foundation for NSs to become more effective humanitarian responders <i>and</i> to better position themselves to receive direct funding. Granted, there is still considerable work that needs to be done, and here ongoing</p>	<p>Priority: Low</p> <p>Time frame: within 8 months</p> <p>Responsible persons: TWG</p>

No.	Recommendation	Rationale	Action
		<p>IFRC/AmCross support will be crucial. A first step is to develop a clear transition strategy (indicating how key role responsibilities will be transferred to NSs) <i>and a plan</i> to outline on how/when programme ownership will be transferred. Opportunities for greater NS collaboration through peer-to-peer learning platforms should be included in the plan. Implementing Recommendation 5 would strongly support this aspiration.</p>	

Annex A: Terms of Reference

Terms of Reference (TOR) for External Consultancy Midterm Evaluation for the Red Ready Project October 2021

Type of evaluation: Midterm Evaluation

Purpose: The overall objective of the review is to assess the progress and results of the first three years of the USAID/BHA-funded IFRC and American Red Cross Red Ready project. This study will assess how far the project has achieved its objectives, the successes and challenges faced, lessons learnt, and impact or results in key humanitarian outcomes.

Commissioners: The IFRC Asia Pacific Regional Delegation (APRD) Director, on behalf of the Federation partners in close collaboration with the American Red Cross and 9 National Societies. The findings and products arising from this review will be owned and managed in accordance with IFRC policy and procedures.

Audience: The IFRC Asia Pacific Regional Director for Asia Pacific, the American Red Cross, USAID/BHA, Participating National Societies engaged in the Red Ready project, relevant IFRC Country Offices and CCSTs, APRD and American Red Cross technical leads (part of the project Technical Working Group).

Reporting to: The consultant(s) will report to the Commissioner (IFRC Asia Pacific Regional Director) with technical support from the Evaluation Management Team (EMT).

Duration: The consultancy period will be for a duration of 40 working days.

Timeframe: The evaluation will take place approximately in November-December 2021.

Methodology: Qualitative

Location: The consultancy will be implemented virtually (from home), coordinating data collection from nine countries and two regional offices in Kuala Lumpur and Bangkok.

1. Description and Background of the Project

Funded by the U.S. Agency for International Development's Bureau for Humanitarian Affairs (USAID/BHA), the *Red Ready: Increasing the Capacity, Readiness and Resilience of National Red Cross and Red Crescent Societies in East Asia and Pacific to Respond to Local Disasters* project was initiated in September 2018. As part of a collaboration between IFRC and the American Red Cross (AmCross), the project aims to support nine National Societies (NSs) – Indonesian Red Cross Society (Palang Merah Indonesia/PMI), Lao Red Cross Society (LRC), Malaysian Red Crescent Society (Malaysian RC), Mongolia Red Cross Society (Mongolia RC), Myanmar Red Cross Society (Myanmar RC), Papua New Guinea Red Cross Society (PNGRCS), Philippine Red Cross (PRC), Timor-Leste Red Cross (Cruz Vermelha Timor Leste/CVTL) and Viet Nam Red Cross Society (VNRCS) – in enhancing their organizational disaster readiness and response capacity. Various tools developed by the IFRC in collaboration with NSs have been used to support NSs to systematically measure and assess their capacity are being used within Red Ready:

1. Organizational Capacity and Assessment Certification (OCAC)
2. Branch Organizational Capacity Assessment (BOCA)
3. Preparedness for Effective Response (PER)

The OCAC and BOCA can capture information on the organizational capacity of National Societies, whilst PER is able to capture the National Societies' ability to respond to a disaster. The utilization of

all three tools provides a more coherent overall picture of National Society capacity. The final process for all these tools is the finalization of action plans to address the gaps identified in the assessment. The outputs of Red Ready are directly correlated to these action plans.

The initial phase of the project (Phase I; September 2018 – August 2020) was designed to achieve four main outcomes including 1) People: The NS are better able to attract and retain qualified staff and volunteers; 2) Legal Base and Systems: The NS have improved systems in place to support critical business processes using relevant technology where applicable; 3) Sustained Resources: The NS have enhanced resource mobilization to enable faster and more predictable response; and 4) Learning and Accountability: NS develops and sustains a model of peer support to ensure consistent progress towards mutual goals, using a common measurement system.

Recognizing gaps in enabling the NS to receive direct funding for humanitarian actions with donors as well as the need to streamline toward localizing and sustaining response capacity, the expansion plan (Phase II; September 2020 – August 2023) with revised program framework was proposed in late-2019. In this second phase, the project framework has been streamlined to focus on three adjusted outcomes with seven readiness-specific outputs designed with direct reference to not only OCAC, BOCA and PER but also other existing IFRC institutional tools, such as the National Society Development (NSD) Framework as well as external assessments and due diligence processes. The seven sets of project indicators (“Outputs” or “Themes”) – taken largely from OCAC attributes and PER components – were also developed to standardize the measurement process. The outcomes and themes are:

1. **Outcome 1: *Mandate*:** National Society has a defined role and strategy for local response to disasters and crises (Theme 1: Law, strategy and oversight).
2. **Outcome 2: *Systems and Resource Management*:** National Society has adequate human resources and strong support services for effective response (Theme 2: Financial management in emergencies; Theme 3: Logistics and procurement in emergencies; Theme 4: Human resources in emergencies; Theme 5: Sustainability in services during emergencies).
3. **Outcome 3: *Performance and Accountability*:** National Society has an operational and detailed monitoring and evaluation system in place with demonstrable accountable management capacity to lead and deliver effective, coordinated and integrated services (Theme 6: Response readiness; Theme 7: Project management).

When the revised programme framework came into effect at the beginning of the third year of the project, each of the nine NSs selected and prioritized certain themes for implementation.

Previous Evaluation Activities:

Two baseline studies have been conducted to assess the outset organizational capacity of all participant NSs against the project frameworks. The first baseline study was done in January 2019, using existing OCAC and PER assessments to compile each NS status based on the four initial outcomes of the first phase. Due to the revision of the project framework for Phase II onwards, the second baseline study was conducted in late 2020 to provide better understanding of the nine NSs against the three outcomes and the seven sets of output indicators. Similar in method to the first assessment, this study utilized secondary data from available organizational capacity assessments results (including OCAC and PER assessments) and related documents to measure the NSs’ capacity against their prioritized outputs/thematic areas. Information from both studies has been used to design the respective interventions as well as to tailor technical support from the technical team.

Recognizing the importance of having a complete overview of the NS statuses against the entire revised framework of Phase II, the extended process of the second baseline study to assess the remaining thematic areas will be done during the second half of 2021.

2. Purpose, Scope and Objectives

The overall purpose of the review is to assess the progress and results of the first three years of the project. It will assess how far the project has achieved its objectives, the successes and challenges faced, lessons learnt, and impact and results in key humanitarian outcomes (if any).

The analyses and recommendations of the review will inform the IFRC and AmCross decision on how to further improve and adapt Red Ready for this specific project, but also for further scaling-up (if any) beyond the nine participating National Societies.

The nine countries from which data collection will take place are: Indonesia, Laos, Malaysia, Mongolia, Myanmar, Papua New Guinea, Philippines, Timor-Leste, Viet Nam.

Objectives:

- To assess the extent to which objectives of the Red Ready Project have been achieved in the first three years of the project’s operations at the National Societies level.
- To identify areas for improvement and strengthening in (1) Overall project design, (2) National Societies’ trajectory/pathway toward achieving its objectives under this project and for key humanitarian outcomes, (3) Matching technical support gaps/needs and responses, and (4) Project coordination.
- To evaluate the impact of COVID-19 on Red Ready implementation.
- To highlight potential areas for case studies document outcomes achieved specifically under this project, in the form of case studies, success stories, etc.
- To make recommendations on points above.

Geographical coverage:

This evaluation will cover the entire Red Ready Project, including all nine National Societies at HQ, selected branches and the IFRC and AmCross Regional Offices. If a specific theme has been selected multiple times by different NSs, sample NSs may be chosen when evaluating that thematic area.

3. Evaluation Criteria and Methodology

The methodology will adhere to the [IFRC Framework for Evaluations](#), with particular attention to the processes upholding the standards of how evaluations should be planned, managed, conducted and utilised.

Recommended questions based on the objectives are annexed at the end of the TOR. The consultant and evaluation team should detail out the tools based on the recommendation in the inception report. To meet the mentioned purpose and objectives, the evaluation criteria with key evaluation questions and supported sub-questions are summarized as follows. These questions will need adjustment, in agreement with the EMT, at the stage of the inception report:

Evaluation Criteria	Evaluation Questions	Sub-questions
Relevance and Appropriateness	1. To what extent are the approaches and strategies selected by the project appropriate to respond to the current needs of the NSs?	1.1. Do the project goal, objectives, and framework align with the participant NSs’ strategic direction, priorities and needs? And how?
		1.2. Was this program the most appropriate way to achieve intended outcomes? Were there other, more appropriate ways in which similar outcomes could have been achieved?
Effectiveness and Efficiency	2. To what extent does the project meet its objectives and outcomes?	2.1. Did the project achieve the objectives and intended outcomes determined in the project framework? What factors contribute to the intended outcomes and outputs achievement? What factors impeded or created challenges to achieving the project objectives and outcomes?
		2.2. How does the current coordination structure between technical team

		(IFRC and AmCross) and participant NSs, and/or between participants NSs, contribute to the project achievement? Can this be improved?
		2.3. Were there adequate resources (financial, human, physical, informational) available and were they utilized effectively and efficiently?
		2.4. Has the project delivery been conducted in a cost-effective manner to reach the intended outcomes? How so?
Impact	3. Are there any positive and negative impacts from an intervention, directly or indirectly, intended or unintended?	3.1. What are positive or negative impacts that may be contributed or brought about by the project? How does the project bring impact to participant NSs and/or the Red Cross and Crescent Movement?
Sustainability	4. What are the aspects of the project that are most likely to be sustained and why?	4.1. Are there any project components/aspects (e.g. institutional capacity, NS preparedness to reach communities, community preparedness, influencing partners, etc.) that are most likely to continue beyond the project closeout in August 2023? And how?
		4.2. Why are some components/aspects of the project more sustainable than others?

It is expected that the evaluation will mainly employ qualitative methods through the suggested measurement strategies as follows:

- Desk review of key documents, including strategy documents, prior study reports, monitoring reports and other documents judged relevant.
- Literature search and review of material on the environment in which the program operates, and recent developments which impact objectives and activities.
- Key informant interview (KII) with key project implementors and relevant technical team members.
- Focus group discussions (FGD) with stakeholders.
- Participatory approaches, such as most significant change (MSC), or/and case studies.

Other approaches can be proposed, including (but not limited to) outcome mapping and outcome harvesting. All related project documents as well as a list of interviewees will be provided by IFRC and AmCross. This will include representatives from the Red Cross and Crescent Movement (IFRC, ICRC, ONS, PNS).

Due to the Coronavirus disease (COVID-19) situation within the region, this evaluation will be done virtually. In the proposal (required as part of the application package), the consultant candidates are expected to be able to explain the proposed evaluation methodology with suggested measurement strategy, considering the limitations during the current context. The consultant candidates must narratively explain their justification over the proposed evaluation methodology and measurement strategy including strategy to reduce foreseen bias if any.

4. Scope of Work for Consultancy

The selected consultant(s) will be responsible to ensure that the midterm evaluation of the Red Ready project meets standard evaluation and research. The scope of work must include:

- **Provide a complete inception report.** The inception report will be submitted once the consultant(s) is selected. The inception report will be developed under consultation with IFRC and AmCross. The inception report must include (1) evaluation purpose, (2) evaluation design and methods, (3) key respondents, (4) evaluation tools, (5) detail work plan, (6) analysis plan, (7) deliverables, (8) additional information, and (9) annex for all tools developed and agreed.
- **Develop evaluation tools,** including interview/discussion guides and other supporting data collection tools in accordance with the agreed measurement strategy and key respondents. This process will be done in close consultation with project team in development and final approval from the project team.
- **Conduct data collection and coordinate with IFRC and AmCross throughout the evaluation process.** Selection of key respondents will be proceeded in close coordination with IFRC, AmCross and the participant NSs.
- **Perform data management, quality assurance, and data analysis.** The consultant(s) must be able to ensure the quality of data collected (both primary and secondary data) and perform data verification and triangulation for internal validity, including hosting a webinar with relevant stakeholders to validate the initial findings. Consultant(s) will provide data transcript to IFRC and is expected to provide weekly progress based on the agreed evaluation work plan.
- **Develop evaluation report and project outcome documentation (i.e., case studies or success stories).** The consultant(s) will develop a report together with documents that capture the project outcomes. The final report will contain a short executive summary (no more than 1,000 words) and a main body of the report (no more than 6,000 words) covering the background of the project evaluated, a description of the review methods and limitations, findings, conclusions, lessons learned and clear recommendations. Recommendations should be specific and feasible. The report should also contain appropriate appendices, including a copy of the ToR, cited resources or bibliography, a list of those interviewed, an overview/analysis of responses of members on the questions asked in the interviews and any other relevant materials. The desired outline of the final report will be provided on appointment.

Reporting Relationship

The consultancy service agreement would be facilitated by the Evaluation Management Team. The purpose of the EMT is to oversee the MTE and ensure that it upholds the IFRC framework for evaluation. The consultant will report to the commissioner (IFRC Asia Pacific Regional Director) with technical support from the EMT.

Quality and Ethical Standards

The reviewer should take all reasonable steps to ensure that the midterm evaluation is designed and conducted to respect and protect the rights and welfare of the people and communities involved and to ensure that the review findings are technically accurate and reliable, is conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the review team should adhere to the standards and applicable practices 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 review 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. Further information can be obtained about these Principles at: www.ifrc.org/what/values/principles/index.asp

5. Proposed Timeline (Schedule)

The review will be carried out over a period of 40 workdays, commencing **8 November 2021**. Specifically, with estimated working days as follows:

Activities	Estimated Day(s)
Initial briefing between consultant(s) and the project team	1
Literature/Desktop review and draft inception report and data collection tool development and finalization	4
Revision and approval of inception report by EMT and Commissioner	2
Data collection (document review, conducting KIIs and FGDs, etc.)	17
Data analysis and report drafting, submit draft report with annexes	10
Initial result presentation/validation webinar	1
Review of draft report: MTE team to request for clarifications, corrections, changes on the draft report	1
Refining and finalizing the final evaluation report	4
Final report approval by commissioner	-
TOTAL	40

6. Expected Deliverables

- Draft inception report
- Inception report with detailed methodologies, workplan and tools
- Weekly/biweekly updates on evaluation progress
- Draft report to be submitted one week after the conclusion of research
- Facilitation of a webinar
- Presentation summarizing findings and recommendations
- Feedback on draft report
- Signed informed consent (using provided template) and photos received as part of the evaluation process (if any)
- All data collected used for data analysis and reporting (sealed transcript and records, analysis table/working paper, etc.)
- Final evaluation report with findings and recommendations on the way forward, including annexes.
- Highlight and/or develop Case studies/success stories and/or Learnings based on the findings.

All products arising from this review will be owned by the IFRC and shared with AmCross. The consultant(s) 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/consultation results for private publication purposes. The draft and final reports will be submitted to the Commissioner through the evaluation management team, who will ensure the quality of the report, providing input if necessary. The Commissioner will oversee a management response and will ensure subsequent follow up.

7. Role of the Evaluation Management Team

The role of the Evaluation Management Team (EMT) is primarily to provide coordination and administrative support to organize interviews, etc. within each country. The EMT will further support the overall process, including reviewing drafts as required. The EMT will be comprised of 3-4 persons who will be identified and appointed by IFRC APRO.

8. Role of the Evaluation Team

The Team Leader must have experience or significant knowledge of development programming approaches, and previous experience in conducting evaluations for medium-to-large scale development programmes. The Team Leader will recruit a team and work with his/her own team

members to guide and commence the evaluation as per approved Inception Report. The evaluation team will be supported by the EMT to ensure that the evaluation is conducted according to the IFRC Framework for Evaluation.

Annex B: Review Matrix

Review questions and criteria	Sub questions	Indicators	Data sources/collection methods
RQs. Relevance and appropriateness			
1. To what extent are the approaches and strategies selected by the programme appropriate to respond to the current needs of the NSs?	1.1. Do the programme goal, outcomes, and framework align with the participant NSs' priorities and needs?	Evidence of programme goal alignment with participant NSs' priorities and needs Evidence of programme outcome alignment with participant NSs' priorities and needs Evidence of programme framework (Red Ready House themes) relevance and alignment to/with participant NSs' priorities and needs	<ul style="list-style-type: none"> • KI Interviews • Online survey • Country disaster context analysis • Project documentation • NS strategy documents
	1.2. Was the programme the most appropriate way to achieve intended outcomes?	Evidence of programme rationale, logic and alignment with RCRC existing practice/policy and strategies Stakeholder perceptions on programme rationale Stakeholder perceptions on programme strengths and limitations	<ul style="list-style-type: none"> • Document review • KI Interviews • Online survey
	1.3. Were there other, more appropriate ways in which similar outcomes could have been achieved?	Stakeholder perceptions on alternatives to programme rationale Stakeholder perceptions on opportunities for project improvement and stronger alignment with NS trajectories	<ul style="list-style-type: none"> • KI interviews
	1.4. Has the programme provided technical support been appropriate and met NS expectations? How might this be improved for the future?	Stakeholder perceptions on opportunities for improving project technical support	<ul style="list-style-type: none"> • KI interviews • Online survey

Review questions and criteria	Sub questions	Indicators	Data sources/collection methods
RQs. Coherence			
2. To what extent are the approaches and strategies selected by the project appropriate to respond to the current needs of the NSs?	2.1. Do the programme goal, outcomes, and framework align with the participant NSs' strategic direction? 2.2. Is the Red Ready programme supportive of other NS programmes/approaches when delivering relevant services to communities?	Evidence of alignment with NS strategy Evidence of alignment with other NS programmes/approaches	<ul style="list-style-type: none"> • Programme documentation • NS strategy documents • NS DM strategies/policies • Online survey
RQs. Effectiveness and efficiency			
3a. To what extent did the programme meet its outcomes?	3.1. What progress was made in achieving the intended outcomes determined in the programme framework? 3.2. Has the Red Ready programme (better) enabled NSs to receive direct funding? 3.3. Has the programme contributed to NSs being able to bridge the gap/create links between OD and readiness for response?	Evidence of securing outcomes Assessment of programme progress against baseline Analysis of FDRS data	<ul style="list-style-type: none"> • Documentary analysis • NS Pledge reports/FDRS assessment • Baseline(s) analysis • KI Interviews • Online survey
	3.4. What factors contributed to securing the intended outcomes and outputs?	Stakeholder perceptions on contributing factors to positive programme performance	<ul style="list-style-type: none"> • KI Interviews
	3.5. What factors have impeded or created challenges to achieving project outcomes?	Stakeholder perceptions on contributing factors to negative programme performance	<ul style="list-style-type: none"> • KI Interviews

Review questions and criteria	Sub questions	Indicators	Data sources/collection methods
	3.6. Were there adequate resources (financial, human, physical, informational) available and were they utilized effectively and efficiently?	Stakeholder perceptions on financial, human, physical, informational resourcing	<ul style="list-style-type: none"> • KI Interviews • Online survey
	3.7. Has the programme delivery been conducted in a cost-effective manner to reach the intended outcomes? How so?	Stakeholder perceptions on value-for-money	<ul style="list-style-type: none"> • KI Interviews • Documentary analysis
3b. How effective is the current Red Ready coordination structure?	3.8. How does the current coordination structure between technical team (IFRC and AmCross) and participant NSs, and/or between participant NSs, contribute to the project achievement? Can this be improved?	<p>Stakeholder perceptions on fitness-for-purpose of project coordination structure</p> <p>Stakeholder views on improvement opportunities to project coordination structure</p>	<ul style="list-style-type: none"> • KI Interviews • Online survey
3c. What has been the impact of COVID-19 on Red Ready implementation?	3.9. How has the COVID-19 situation affected the Red Ready programme and what have been the implications?	Stakeholder perceptions of impact of COVID-19	<ul style="list-style-type: none"> • KI Interviews • Online survey • Documentary analysis
Impact			
4. Are there any positive and negative impacts from an intervention, directly or indirectly, intended or unintended?	4.1. What positive or negative impacts that may be contributed to or were brought about by the programme?	Stakeholder perceptions on the results and direct impact of the programme	<ul style="list-style-type: none"> • KI Interviews • FGDs/HH interviews • Online survey • Case study analysis
	4.2. How does the programme bring impact to participant NSs and/or the Red Cross and Crescent Movement?	<p>Stakeholder perceptions on programme alignment and contribution to relevant NS strategies</p> <p>Stakeholder perceptions on programme contribution to Strategy 2030</p>	<ul style="list-style-type: none"> • KI Interviews • Online survey • Documentary analysis (NS/FDRS strategies and

Review questions and criteria	Sub questions	Indicators	Data sources/collection methods
		<p>Alignment of project results to Strategy 2030 goals and objectives</p> <p>Analysis of FDRS (https://data.ifrc.org/fdrs) data to check OD and response capacities of the NSs, including income streams</p>	Strategy 2030)
	4.3. What has been the programme's impact on vulnerable communities at risk from disaster?	Stakeholder perceptions on programme contribution to reducing risk of vulnerable communities to disaster	<ul style="list-style-type: none"> • KI Interviews • FGDs/HH interviews/survey • Case study development
Sustainability			
5. What are the aspects of the programme that are most likely to be sustained and why?	5.1. Are there any programme components/aspects (e.g. institutional capacity, NS preparedness to reach communities, community preparedness, influencing partners, etc.) that are most likely to continue beyond the project closeout in August 2023? And how?	Stakeholder perceptions on likelihood of a range of range of aspects (institutional capacity, NS preparedness to reach communities, community preparedness, influencing partners) continuing post programme	<ul style="list-style-type: none"> • KI Interviews • FGDs/HH interviews/survey • Online survey
	5.2. Are some components/aspects of the programme more sustainable than others?	<p>Stakeholder perceptions on likelihood of various aspects continuing post programme</p> <p>Stakeholder perceptions on risks of various aspects not continuing post programme</p>	<ul style="list-style-type: none"> • KI Interviews • FGDs

Annex C: Literature and references

Selected literature references

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Annex D: Key informants

Margaret STANSBERRY	AmCross	Regional Director – Asia, Middle East & Europe
Ranjan MOHNOT	AmCross	Deputy Regional Director – Asia, Middle East & Europe
Sasikarn Paankate (Kampoo)	AmCross	Senior Regional MEL Officer
Pone Nyet KHAING	AmCross	AmCross Regional Technical Advisor
Anne Brown	AmCross	Senior Program Manager
Karthick Pathman	Canadian RC	DRM Advisor
Muchrizal Harris Ritonga	AmCross	Project point person (starting June)
Naing Naing	AmCross	Country Manager
Manish A. Tewani	AmCross	Former Country Representative
Kunhali Muttaje	AmCross	Deputy Country Representative, American Red Cross
Pham Thi Minh	AmCross	Country Manager
Dao Phi Hung	AmCross	Program Coordinator
Sanna Salmela-Eckstein	IFRC	Disaster Risk Management Manager
En Ning Hwa	IFRC	Project Management Coordinator, Red Ready Project
Papaibrahima SENE	IFRC	IFRC Head of Finance
Riku Assamaki	IFRC	Logistics Development Coordinator
Diana Ahmad Kamal	IFRC	HR in Emergencies Officer
Vijay Kumar UMMIDI	IFRC	Regional Surge Coordinator
Laura Verges Eroles	IFRC	RM Delegate
Jessica Lee LETCH	IFRC	Manager, Emergency Ops Coordination
Siew Hui Liew	IFRC	PMER Manager
Audrey Seetho	IFRC	PMER Manager (acting)
Rommanee KLAEOTANONG	IFRC	Disaster Risk Reduction Officer
Dino Argianto	IFRC	NSD Manager
Navina Rajamanikam	IFRC	Regional Finance Development Coordinator
Naly Phothilack	Laos Red Cross	International Relation Division
Mr. Khammy CHANSAMON	Laos Red Cross	Head of Human Resources Division
Mr. Bounyong PHOMMACHAK	Laos Red Cross	Head of disaster preparedness division
Mr. Khamla PHOMPHAKDEE	Laos Red Cross	Deputy head of Youth and Volunteer Management Division
NorAzah	Malaysia Red Crescent	RR focal point

Munguntuya Sharavnyambuu	Mongolia Red Cross Society	RR focal point
Undram Chinges	Mongolia Red Cross Society	PMER officer
Dr. Lynn Lynn Thet	Myanmar Red Cross Society	Director of OD Department
Yu Yu Naing	Myanmar Red Cross Society	RR Project Coordinator
Aung Naing Lwin	Myanmar Red Cross Society	EOC Manager
Daw San San Maw	Myanmar Red Cross Society	Director of Disaster Management Department
Daw May Sanda Myo	Myanmar Red Cross Society	Head of Department, Resource Mobilization Department
Deasy Sujatiningrani	Palang Merah Indonesia	Head of Planning, Research and Development Bureau
M. Arif Ilmiawan	Palang Merah Indonesia	Head of Section on Planning and Budgeting
Iqomah Ernasanti	Palang Merah Indonesia	Staff of Organization Development and Legal Division
Exkuwin Suharyanto	Palang Merah Indonesia	Head of Adm and HR Bureau
Fajar Sumirat	Palang Merah Indonesia	Head of Youth and Volunteer Division
Hasiando Parmonang	Palang Merah Indonesia	Head of Section on HR Recruitment and Welfare
Indah Puspita	Palang Merah Indonesia	Head of Fundraising Sub Division
Allison Dage	Papua New Guinea Red Cross	Branch Development Coordinator
Harlan Hale	USAID BHA	Regional Humanitarian Advisor
Alexander Matheou	IFRC	Asia-Pacific Regional Director
Marjorie SOTOFRANCO	IFRC	National Society Preparedness Senior Officer

Annex E: MRCS Case study

Myanmar Red Cross

Theme 5 Sustainability in Services during Emergencies Resource Mobilisation⁷⁹

Since 1959 the MRCS has been providing humanitarian services to the people of Myanmar. The National Society is an auxiliary to public authorities with a nationwide network of over 44,000 trained volunteers organised in 330 township branches. MRCS is widely recognised as the largest humanitarian organisation in Myanmar with the greatest access and reach to communities.

The main focus of the NS's work is orientated to providing services in disaster management and risk reduction, health and care, mental health and psychosocial support, water and sanitation, restoring family links, and first aid and safety services. In providing these humanitarian services, it works alongside various partners within the RCRC Movement, Government of Myanmar, United Nations, international and community-based organisations, and the private sector.

MRCS focuses on two Red Ready programme outcomes: Outcome 2: Systems and Resource Management: specifically Theme 5: Sustainability in services during emergencies; and Outcome 3: Performance and Accountability: NS has an operational and detailed monitoring and evaluation system in place with demonstrable accountable management capacity to lead and deliver effective, coordinated and integrated services - Themes 6: Response readiness and Theme 7: Project management. The Red Ready programme is aligned with a range of other MRCS NSD related initiatives identified through various OCAC (Phase 1 Review conducted in 2019); BOCA (ongoing through 179/330 township branches); and PER (completed 2018) assessments.

The MRCS elected to focus its Theme 5 work on Resource Mobilisation for two important reasons. First, within the NS, resource mobilization has historically taken place reactively. Donations are collected in response to donor interest, rather than proactive solicitation efforts. Domestic/national funding is primarily generated through community-level fundraising (donation boxes⁸⁰), individual donations, corporate donors, and small income-generating activities such as property rental and printing services. As at November 2021, MRCS was running at a deficit (high expenses and low income), with over 90% of the NS's funding being directed through the Movement (PNSs, ICRC, IFRC).⁸¹

Second, MRCS identified Resource Mobilisation as an important organisational development priority in its new Strategic Plan 2021-2025, in which a key aim is to create a pathway for the NS to become more sustainable and self-sufficient, to grow funding sources outside of the RCRC network, and to decrease overall reliance on these partners, and specifically for funding.

To help progress the strategy, and to support the development of critical tools and build

⁷⁹ resource mobilization is the ability to acquire resources and mobilize people towards accomplishing our goals. It works towards bringing together money, supporters, attention of the media and alliances with those in power and refining the organizational structure. It includes fundraising, income-generating activities, In-kind contributions and other partnerships to strengthen our capacity to better assist more vulnerable people.

⁸⁰ Travel restrictions and the COVID-19 situation has limited individual donors' ability to donate via donation boxes or at banks. Total income from donation boxes in 2020 decreased by 50 per cent compared to 2019. During the first half of 2021, donations received through donation boxes were five per cent of total income in 2019. However, the digital donation platform has helped to compensate for the income for the Emergency Management Fund.

⁸¹ To a lesser extent from UN Agencies for specific activities/projects.

capacity for the NS's resource mobilization aspirations, the American Red Cross/IFRC and other partners (namely Australian Red Cross and German Red Cross) have provided MRCS with technical and project support through the Red Ready programme. Key support aspects have included a designated American Red Cross staff member (for a period of nine months) who has been engaged in providing in-country and remote technical support to help develop policy⁸², strategy⁸³ and a resource mobilization action plan; as well as instigating key action plan activities through a comprehensive workshop process.⁸⁴ The extensive and substantive range of technical support activities provided to MRCS through the Red Ready programme has included (and resulted in):

- Resource Mobilization Policy Workshop (Aug. 2019)
- Resource Mobilization Policy approval from MRCS leadership (Sept. 2019)
- Resource Mobilization Strategy Workshop (Feb. 2020)
- Resource Mobilization Strategy - approved by MRCS President and Executive Council (Dec. 2021)
- Donor database development, now in use by RM dept. (Oct. 2021)
- Support to drafting of RM Action Plan (Dec. 2021)
- Multiple RM discussion meetings with past and current corporate donors, PNSs, IFRC, ICRC, and branch/township offices (Aug. 2019; Feb. 2020)
- Support to a Perception/Market Study (Feb/March 2020)
- Partnership Framework development for private sector partners (Oct. 2020)⁸⁵
- COVID-19 corporate partner support proposal and appeal (April 2020)
- Establishing an online donation platform on MRCS website
- Promoting MRCS online donation platform through multiple media including paper based promotional materials, social media posts, newsletters etc.⁸⁶
- Supporting personnel costs of key RM staff who then support to expand the individual donations, private sector relationships.

All of this support has enabled MRCS to considerably progress its resource mobilization capacity and create greater sustainability opportunities for its services during emergencies. The key learning for other NSs interested in progressing resource mobilization include:

- NSs needing to have an overall NS strategy in place including a business plan identifying core costs (core cost analysis) – important to ensure fundraising is prioritised with known targets.
- Ensuring NSs have the right systems in place for managing donations.
- Developing sustainable resource mobilization strategies through partnerships with long-term local business plans rather than focusing on emergency fundraising.
- Developing platforms to fundraise and policies to guide donations.
- Ensuring IFRC and other Movement partners align efforts around financial sustainability and avoid providing ad hoc, unconnected support to a NS.

⁸² The Policy was approved during the 83rd Central Council Meeting in September 2019.

⁸³ This strategy aims to provide clear actions to achieve three strategic objectives: 1. Annually secure enough resources, prioritising unearmarked funding, to cover organisational core costs and decrease reliance on PNS for essential funding; 2. Grow resource mobilization execution and capacity across the organization, increasing long-term financial sustainability; 3. Build framework of supporting systems and processes to support resource mobilization at all levels, both headquarters and branches.

⁸⁴ This workshop was jointly hosted by the MRCS and AmCross. See: MRCS Workshop on Resource Mobilization Policy and Strategy. 30 August 2019.

⁸⁵ In development.

⁸⁶ The MRCS RM team worked closely with the Information Management and Technology Unit and the Humanitarian Values and Communication Departments to develop the design for the digital donation platform, supported by technical support from the AmCross.

Annex F: PMI Case study

Indonesian Red Cross Society/Palang Merah Indonesia PMI

Theme 4 Human Resources in Emergencies - Youth and Volunteer Management

The Indonesian Red Cross Society or Palang Merah Indonesia (PMI) is the largest humanitarian organisation in Indonesia as well as in the Asia Pacific region. The National Society works nationwide and has operating branches at both Provincial (34 Provinces/Chapters) and District levels (460 Districts/Branches).

The main focus of the NS's work is orientated to providing the following services: emergency response (leading and supporting evacuations, field kitchens, water, sanitation and hygiene solutions, restoring family links, relief distribution, and shelter provision); community-based risk reduction; health promotion including hospital, blood donation and allied services; ambulance services; psychosocial care; and first aid. In providing these humanitarian services, the NS works alongside various partners within the RCRC Movement, Government of Indonesia, United Nations, international and community-based organisations, and the private sector. PMI has had a working relationship with the American Red Cross for more than fifteen-years, implementing projects across the nation related to disaster risk reduction, emergency response, health, water and sanitation, organisational development, and corporate volunteering.

PMI focuses on three Red Ready programme outcomes: Outcome 1: Mandate: NS has a defined role and strategy for local response to disasters and crises (Theme 1: Law, strategy and oversight). Outcome 2: Systems and Resource Management: specifically Theme 4: Human resources in emergencies); and Outcome 3: Performance and Accountability: NS has an operational and detailed monitoring and evaluation system in place with demonstrable accountable management capacity to lead and deliver effective, coordinated and integrated services - Theme 7: Project management. The Red Ready programme is aligned with a range of other PMI NSD related initiatives identified through various OCAC (Phase 1 Review conducted in 2018; BOCA (ongoing through 30/34 provincial level and 67/474 district level branches); and PER assessments.

PMI elected to focus its Theme 2 work on Human Resources in Emergencies - Youth and Volunteer Management, in recognition that the NS needed to strengthen the capacity of its branches and volunteer resources in order to become more effective local actors in disaster response, and to be better prepared during times of disasters/emergencies.

In progressing this Theme, between September 2018 and August 2019, a number of key activities supporting its Theme 2 work took place. In the main these were:

- Reviewing the existing volunteer management guidelines following a PMI Volunteer Study and consideration of how the NS needed to better align with the volunteering directions laid out in IFRC Strategy 2030.
- PMI's Volunteer Division led consultations with other service-related divisions (Disaster Management, Health and a number of chapters/provinces), and incorporated feedback into the revised PMI Volunteer Management Guidelines. Key inclusion topics included volunteer recruitment, orientation and training, mobilisation, capacity building and awards, monitoring and evaluation, and networking and partnerships.
- Development of technical guidelines for the branch volunteer database system facilitating a volunteer roster system and training database.

Between September 2019 and March 2020, PMI began work on developing its human resource management guidelines and procedures and socialising this work to branches. A concept for the volunteer development framework was also developed in January 2020.

During this part of the Red Ready programme period, PMI embarked on a major organisational transformation process (scheduled to last some 3–4 years).⁸⁷ While the goal of the process is to support modernisation of organisational practices that will ultimately change how PMI works at the national level, as well as strengthening branch capacity as local actors in disaster response⁸⁸, substantive progress in Human Resources in Emergencies can only be done following completion of PMI's office/unit restructuring. Despite this limitation, the NS was able to progress the Theme through a number of activities in 2021 that included:

- Developing draft procedures on volunteer mobilisation in response (August 2021).
- Progressing the Volunteer Management Information System (MIS) database (August 2021).
- Developing an Information System for Administration and Management of Operations (SIAMO) application, which has been downloaded more than 52,000 times (September 2021).
- Providing technical support to provinces and branches on socialisation and monitoring of the volunteer database.

In addition to delays, caused by the organisational transformation process, the COVID-19 situation in Indonesia has impacted on PMI's ability to progress Theme 4 in the way originally intended. The shift from face-to-face to online approaches has been challenging primarily due to poor internet connectivity; the increasing number of COVID-19 cases among PMI NHQ has caused temporary office closures, resulting in delays in processing key documentation; and there has been a necessary rescheduling of programme activities.

As is common to other NSs that respond to multiple disasters on a regular basis, PMI has had to prioritise response operations which inevitably impact on programme implementation schedules.⁸⁹ This said, the NS has developed strong foundations in its Theme 2 work on Human Resources in Emergencies - Youth and Volunteer Management, and following completion of the final office restructuring process will be in a strong position to move forward with its Theme 2 work throughout 2022.

⁸⁷ *The Red Ready programme complements and contributes to the transformation process, alongside other partners e.g. Australian Department of Foreign Affairs and Trade and the Australian Red Cross.*

⁸⁸ *Strengthened PMER, project and financial accountability, revitalized international relations, fundraising, human capital, as well as increased PMI branding and reputation.*

⁸⁹ *The increasing number of medium and large-scale disasters have led to more PMI Response Operations. The earthquake in West Sulawesi, and medium scale hydrological disasters (floods, landslides) in various part of Indonesia have challenged the National Society's resources.*

Annex G: Community consultation questions

MRCS example shown below.

Question
1. Have you participated in any disaster response readiness training conducted by MRCS?
2. Did you improve your knowledge and skills in response readiness as a result of the MRCS training?
3. Does your community have a local/community disaster preparedness and response team?
4. Does your team/community have enough disaster preparedness equipment?
5. Does your community have a local/community disaster preparedness and response plan?
6. Do community members actively participate in response readiness activities such as emergency drills?
7. Do you feel that your community is better prepared to cope with disasters as a result of MRCS support?
8. Does your community need further capacity building assistance to better prepare for disasters?
9. One aim of MRCS is to reduce community vulnerability and increase capacity to better prepare and cope with disasters. Do you think the MRCS has helped achieve this goal in your community?
10. What have been the most significant changes to your community as a result of MRCS disaster response readiness activities/support?
11. Is there anything else that you would like to add about the community's ability to prepare for and prevent disasters?

Annex H: Online survey

Question	Wherever possible please expand on your answer here:												
<p>1. My overall impression of the Red Ready programme is</p> <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="background-color: #ffff00;">Very good</td> <td style="background-color: #ffff00;">Good</td> <td style="background-color: #ffff00;">Neutral</td> <td style="background-color: #ffff00;">Not good</td> <td style="background-color: #ffff00;">Not at all good</td> <td style="background-color: #ffff00;">Don't Know</td> </tr> <tr> <td style="width: 15%; height: 20px;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> </tr> </table>	Very good	Good	Neutral	Not good	Not at all good	Don't Know							
Very good	Good	Neutral	Not good	Not at all good	Don't Know								
Relevance and appropriateness													
<p>2. The programme goal has been in clear alignment with my NSs priorities and needs</p> <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="background-color: #ffff00;">Strongly Agree</td> <td style="background-color: #ffff00;">Agree</td> <td style="background-color: #ffff00;">Neutral</td> <td style="background-color: #ffff00;">Disagree</td> <td style="background-color: #ffff00;">Strongly Disagree</td> <td style="background-color: #ffff00;">Don't Know</td> </tr> <tr> <td style="width: 15%; height: 20px;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> </tr> </table>	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know							
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know								
<p>3. The programme framework (3 Outcomes and 7 Themes) is in clear alignment with my NSs priorities and needs for becoming a ready and resilient National Society</p> <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="background-color: #ffff00;">Strongly Agree</td> <td style="background-color: #ffff00;">Agree</td> <td style="background-color: #ffff00;">Neutral</td> <td style="background-color: #ffff00;">Disagree</td> <td style="background-color: #ffff00;">Strongly Disagree</td> <td style="background-color: #ffff00;">Don't Know</td> </tr> <tr> <td style="width: 15%; height: 20px;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> </tr> </table>	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know							
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know								
<p>4. The Red Ready programme is coherent with and supportive of other NS programmes/approaches that aim to deliver relevant services to communities</p> <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="background-color: #ffff00;">Strongly Agree</td> <td style="background-color: #ffff00;">Agree</td> <td style="background-color: #ffff00;">Neutral</td> <td style="background-color: #ffff00;">Disagree</td> <td style="background-color: #ffff00;">Strongly Disagree</td> <td style="background-color: #ffff00;">Don't Know</td> </tr> <tr> <td style="width: 15%; height: 20px;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> </tr> </table>	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know							
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know								

The next section of the survey concerns your NSs view on project performance in relation to outcomes and outputs

Mandate: Law, Strategy and Oversight

<p>5. The programme has contributed to my National Society having a defined role and strategy for local responses to disasters and crises</p> <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="background-color: #ffff00;">Strongly Agree</td> <td style="background-color: #ffff00;">Agree</td> <td style="background-color: #ffff00;">Neutral</td> <td style="background-color: #ffff00;">Disagree</td> <td style="background-color: #ffff00;">Strongly Disagree</td> <td style="background-color: #ffff00;">Don't Know</td> </tr> <tr> <td style="width: 15%; height: 20px;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> <td style="width: 15%;"></td> </tr> </table>	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know							
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know								

6. The programme has contributed to my National Society having an improved legal base, governance and management mechanism at HQ and Branch level for effective response with oversight						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Systems and Resource Management

7. The programme has contributed to my National Society having adequate human resources and strong support services for effective response						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Financial Management in Emergencies

8. The programme has contributed to my National Society positioning as trusted humanitarian organisation meeting the needs of the most vulnerable						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

9. The programme has contributed to my National Society being able to respond and report in a transparent and credible manner through strengthened and accountable financial management capacities in Emergency Response						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Logistics and Procurement in Emergencies

10 The programme has contributed to my National Society having a well-functioning supply chain unit to support domestic disaster response and alleviate the people in need in an effective and efficient manner						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Human Resources in Emergencies

11. The project has contributed to my National Society having programme efficient, effective and sustainable system in operational for mobilizing appropriately skilled national response capacities to respond to disasters and crises aligned with National Society disaster response mechanism						
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Sustainability in Services during Emergencies

12. The programme has contributed to my National Society being able to raise funds and other resources to carry out operations in the event of a disaster

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

13. The programme has contributed to my National Society being able to steward resources transparently and accountably to donors, partners, affected populations, and other stakeholders

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Performance and Accountability

14. The programme has contributed to my National Society having demonstrable management capacity to lead and deliver effective, coordinated and integrated services

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Response Readiness

15. The programme has contributed to my National Society having demonstrable disaster and crisis response capability, in the areas of analysis and planning, operational capacity, coordination, operations and standards

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Project Management

16. The programme has contributed to my National Society being able to successfully develop programme/project procedures and guidance towards achieving programme/project standards throughout the programme/project life cycle

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

17. The programme has contributed to my National Society being able to better receive direct funding from external partners

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

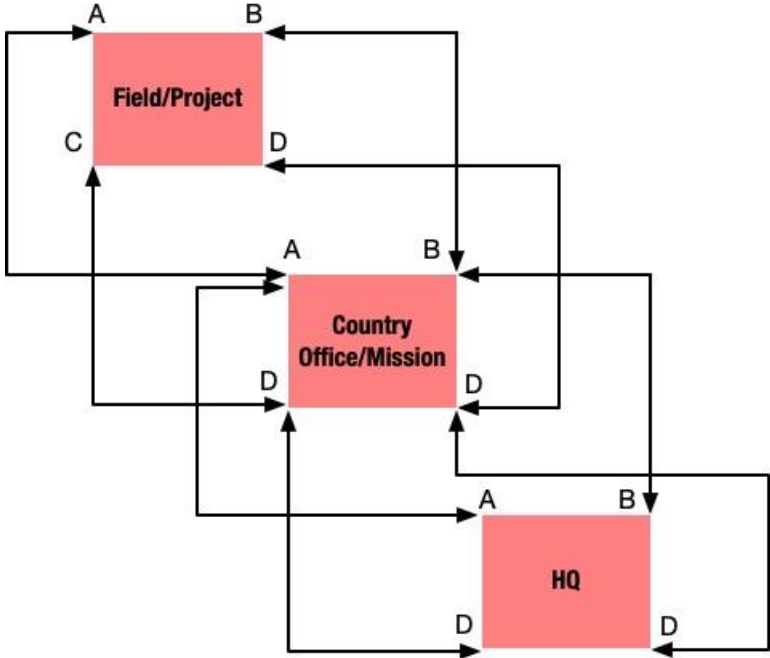
18. The programme has contributed to my National Society being able to bridge the gap/create links between OD and readiness for response

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know

If there is any additional information about the Red Ready programme that you feel important to share please include it here.

Annex I: Recursive structure

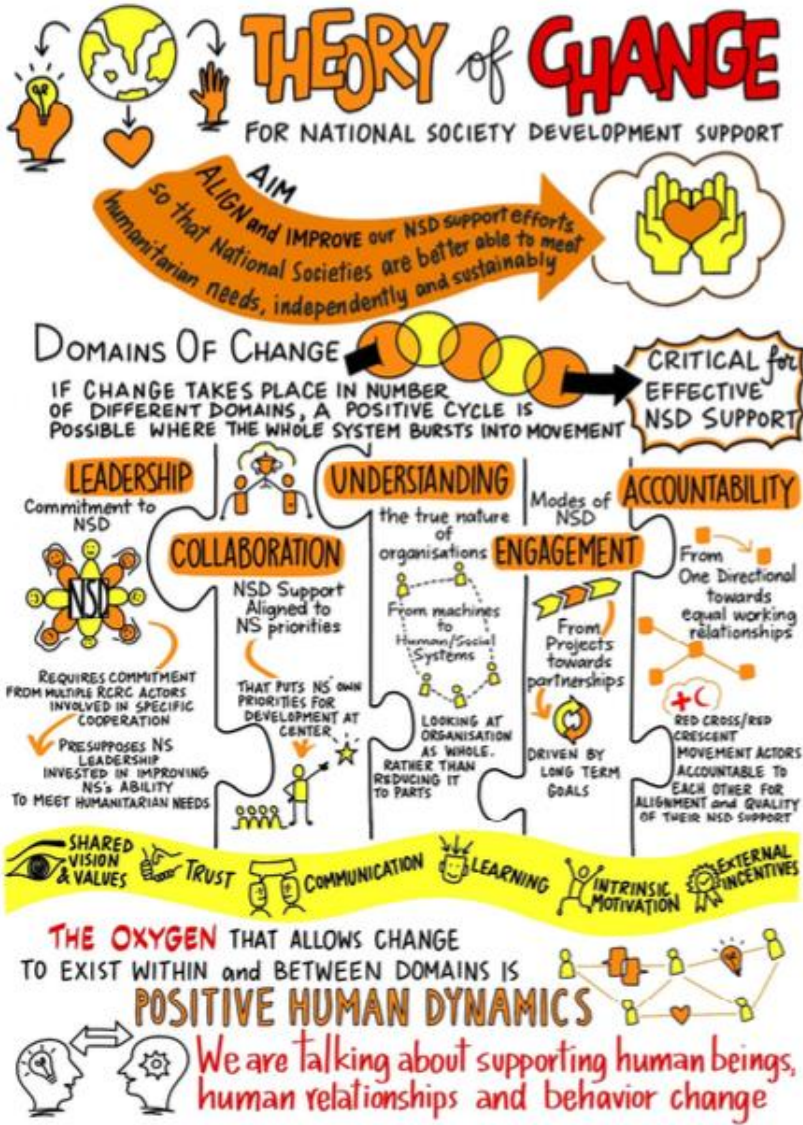
A recursive structure is where organisational structure and positions are replicated or mirrored at every other level (e.g. country office, NS HQ and branch). The benefit is that the model is autonomous, with each position having a direct 'counterpart' at the next level (above and/or below) thus facilitating effective communication transfer, capacity building, project control etc. For example, position A (in all boxes) could be the programme Focal Point; position B the logs FP, position C the RM FP etc. The structure can be tailored entirely to the NS/Programme need.



<p>Benefits:</p> <ul style="list-style-type: none"> • Dedicated FPs at all levels • Sustainable and resilient • Opportunity to test future model/platform for other regions • Can be NS driven • L&D driven from bottom • Highly tailored to needs and abilities of NS • Self-governing • High levels of self-accountability
<p>Costs (financial and to success):</p> <ul style="list-style-type: none"> • New set-up costs (+ FTEs depending on context especially at NS level) • Field/country control and ownership • Highly structured • Requires new ToRs/SOPs
<p>Risks:</p> <ul style="list-style-type: none"> • Few

At a practicable level, and acknowledging resources constraints at some NSs in particular, adopting an approach of 'who could fill these roles' from existing HR or part-time posts, and then presenting a justification proposal to the IFRC programme PC to support vacant gaps could be a useful starting point.

Annex J: Theory of Change for NSD support



Source: Organisational Development Advisors Group. August 2018 to September 2019. Developed by BRC with PMI, the Ukraine Red Cross, and a sub-set of interested members in particular including: IFRC, ICRC, AmCross, Belgian Red Cross, Canadian Red Cross, Finnish Red Cross and Swiss Red Cross.