

**American Red Cross  
Mid-Term Evaluation  
Institutional Capacity Building Grant (FY04-FY08)**  
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**Evaluation Coordinators:**

Della E. McMillan, External Consultant  
Ange Tingbo, Senior Food Program Advisor, ARC

**Resource Persons:**

Pat McLaughlin  
Alice Willard  
Thomas Carmody  
Luke Greeves  
Tracy Reines  
Svafa Asgeirsdottir



## Executive Summary

### 1.0. Background

The goal of the American Red Cross's (ARC) Title II Institutional Capacity Building (ICB) grant (FY04-08) is to improve the agency's institutional and technical capacity to design and manage food aid and nutritional interventions as an effective response to emergencies. The grant's activities focus on achievement of two intermediate results (IRs):

- IR1: ARC improves its institutional and technical capacity to design and manage food aid and nutrition interventions as an effective response to emergencies and
- IR2: Red Cross/Crescent Movement partners develop the capacity to design and manage food aid and nutrition interventions as an effective response to emergencies.

Specifically, this ARC ICB program was originally designed and funded to: (1) refine ARC's existing systems and tools and develop new systems and tools for use in food programming as a response to emergencies, (2) conduct a pilot program in two countries for the development and testing of systems and tools for use in executing and expanding food programming, (3) disseminate the results of these pilots to Red Cross Movement partners and beyond, and (4) expand and scale-up food programming to ARC bilateral programs in other countries. A small sub-component that focused on promoting the importance and need for food in international emergency responses was also included.

The total budget for the ICB program is \$2,716,112, of which \$1,800,000 has been awarded by USAID with a commitment from ARC of \$916,112 (33 percent of the grant total) in matching funds.

This report presents the findings of the grant's mid-term evaluation. The task of assessing the this grant was complicated by the fact that the original M&E Plan was designed during the first year (FY04) before the program was adjusted to accommodate:

- The fact that ARC did not have either of the two Title II-funded programs that it expected to have in FY04 (c.g. the funding for one of the Development Assistance Proposals [DAP] that ARC had applied for was withdrawn and ARC withdrew from the grant in the other), which (although funded separately) were planned to be "testing grounds" (simultaneous with the pilot country programs) for the new systems and tools being developed by this grant; and
- The dramatic upsurge in activity and staff displacement that accompanied ARC's active role in coordinating United States food assistance to three countries affected by the Tsunami in FY05.

The net result of both the subsequent lack of Title II-funded programs and the massive aid effort for the Tsunami was a shift in the initial focus of the ICB from tools and partnerships that would benefit a Title II food programming office to a larger food audience that included the WFP and the United States Department of Agriculture (USDA), as well as the international Private Voluntary Organizations (PVOs) with active



funding from USAID through Title II. This dramatic shift means that many of the indicators in the ARC ICB project tracking table are less relevant to the program as it is today than what was expected in FY04. For this reason the mid-term evaluation focuses on:

- Determining accomplishments to date of the ICB grant based on the proposal plan, modifications to that plan, and any evidence (qualitative or quantitative) to date of project impact;
- Determining factors that contributed to (or detracted from) development, utility, and viability of the current and proposed activities under the grant; and
- Recommendations for enhancing grantee performance, including modifications to the proposed work plan and monitoring and evaluation system.

Sections two and three describe (per IR1 and IR2, respectively) accomplishments to date and evidence of early impact on the quality of Red Cross and other CS food programming; the various factors that contributed to or detracted from development, utility, and viability of outputs; new opportunities and constraints; and priority recommendations for enhancing grantee impact. Section four reviews the project's management, financial, training, and M&E systems, examines ways that these systems contributed to or detracted from execution of the project during its first half, and makes recommendations for how these could be strengthened. Section five presents the concluding observations, regroups the main recommendations of the analysis into five cross cutting areas<sup>1</sup> (see Table 5.1) and makes the distinction between recommendations that require "quick action" that those that require more intensive long-term follow-up, and comments on the future of ARC food programming based on the mid-term findings.

## **2.0. IR1: ARC Improves its Institutional and Technical Capacity to Design and Manage Food Aid and Nutrition Interventions as an Effective Response to Emergencies**

### **2.1. Output 1.1: Enhanced ARC staff technical knowledge base**

Sub-output 1.1.1: Improved tools for needs assessment, nutritional surveillance, and planning for emergency interventions. There is evidence that the ICB contributed to consolidation and revision of existing materials, as well as new tool development in several areas that dramatically increased ARC's "institutional and technical capacity to design and manage food aid and nutrition interventions as an effective response to emergencies,"<sup>2</sup> as well as longer term transition and recovery programs. At present, however, many of the tools developed are still in draft form and others are planned for initial development in FY07 and FY08. Access to the tools (through the web) or knowledge about how individual tools complement existing ARC, Federation, or FANTA-endorsed tools (through bibliographies) is lacking. Qualitative information (through interviews) shows that some of the ICB-supported formal training courses

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<sup>1</sup> Management and finance; strategic planning, monitoring and evaluation and reporting; tools development and distribution; ARC headquarters (HQ) capacity building; and pilot programs and regional disaster response teams (RDRTs) training.

<sup>2</sup> Text of IR1



(primarily the FY06 IPP training), workshop attendance, and one-on-one technical assistance at HQ and in the field have had a powerful institutional impact. To date, however, this impact is difficult to monitor since the project has not developed a system for tracking how many people have been trained in different HQ departments (except for the IPP training),<sup>3</sup> nor for measuring core capacity in principal operational units of the International Services Department (IDR and IP).

Sub-output 1.1.2: Enhanced emergency response planning that integrates food and nutrition with water/sanitation and other public health interventions. Although the scale of the grant's impact is greater than anticipated, there is still room for improvement in the resulting food/nutrition proposals. Given the weak understanding of basic food programming concepts and tools by most staff (many of which are newly hired)—both at headquarters and in National Societies—most senior staff who were interviewed during the mid-term feel that activities under this IR should return to the original focus of the grant: on developing core capacity of staff in the operational units of the International Support Department (e.g., International Programs, Tsunami Response Programs, and International Disaster Responses). Once the pilot country programs are launched in FY07, they will provide valuable information on how these lessons can be scaled up into actual programming.

Sub-output 1.1.3: Standardized monitoring and evaluation systems to measure the nutritional impact of food in emergencies. Under the grant, ARC was expected to:

- Organize a “Vulnerability Assessment and Risk Mitigation Conference” (ARC 2003: 13) (later changed to a “Practitioner’s Forum on Food Needs Assessments in Emergencies”), which was scheduled originally for FY04, then rescheduled for FY05, that would bring together representatives of other Title II Cooperating Sponsors, as well as experts from other agencies (e.g., Sphere Project, WFP, WHO, and UNICEF), to identify what they consider best practices and
- Pilot test a number of core indicators in ARC’s own bilateral emergency programs.

The idea was to eventually come up with an annotated toolkit. This is one of the few sub-outputs of the grant that has had very little activity. Many staff still feel it is very important. For this sub-output to move forward, however, it needs a wider institutional base that builds on ARC’s pre-existing knowledge and experience with emergency indicators, as well as input from other Title II PVO Cooperating Sponsors.

Sub-output 1.1.4 (recommended for addition at mid-term): Stronger bridges and linked understandings between technical units in International Programs at ARC. Bridge-building between technical units in ARC’s International Services Department is expected to be a major sub-output of the ICB grant. Indeed, one of the major under-documented institutional outcomes of the grant has been to foster this type of bridge-building. This critical role of the ICB in building bridges was highlighted as a major institutional impact of the ICB in almost every one of the HQ-based interviews. To date, however, it is an impact that remains hidden both to ARC administration and USAID by the fact that it is

<sup>3</sup> The systems developed by the senior M&E advisor for the IPP trainings are a good model that could probably be “scaled up.”



not one of the original sub-outputs (hence the recommendation to add it), nor is it being tracked.

## **2.2. Output 1.2: Expanded collaboration between ARC and other PVOs [and institutions] in design and management of food and nutrition interventions in emergencies**

Since FY03 (when the ICB grant was designed), ARC has dramatically increased its interest in and willingness to engage in technical partnerships as a grantee, sub-contractor, and even donor. This expanded partnership base includes collaboration with:

- Individual Title II Cooperating Sponsors in Title II program design, most notably CRS in the production of the ARC/CRS monitoring and evaluation series;
- The Wider Title II CS community through the Interaction Evaluation Interest Group (EIG), which ARC has hosted in its headquarters meeting rooms for the last two years;
- The World Food Programme and various international PVOs for Tsunami relief on a scale that far exceeded anything anticipated in the proposal (\$120 million in food programming through WFP alone); as well as
- Major international research centers (e.g., Feinstein Hunger Center and the Academy for Educational Development [AED]) for applied research and trainings.

These partnerships have expanded the impact and results of the grant well beyond the original target group, which was primarily countries where ARC expected to have Title II food security programs and pilot programs. The primary identified need is for better tracking of activities associated with these expanded partnerships and their “downstream” impact on the partners’ programming.

## **2.3. Output 1.3: Established [~~ARC domestic chapter advocacy network and~~]<sup>4</sup> support material for promoting the importance and need for food in international emergency responses [among ARC domestic chapters]**

ARC’s public website is clearly an example of “best practice” in building the US public’s awareness about the role of international PVOs and the US government (through WFP and international PVOs) in responding to international emergency responses. If anything, care should be given to ensure that USAID/FFP staff involved in public outreach and advocacy are aware of the website and associated tracking data. The chief limitation is that, to date, the website does not have a “place” for the more technical tools and reports being developed under the ICB. While technical papers are unlikely to appeal to the population to which the domestic chapter website is geared, they are important to certain audiences that may wish to have a better understanding of the types of technical assistance ARC provides to its international programs. The main recommendation is to create or find some sort of “cyber” home for these technical reports, either on ARC’s public website or elsewhere.

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<sup>4</sup> Text deleted at the request of USAID/FFP in FY04.

### **3.0. IR2: Red Cross/Crescent Movement Partners Develop the Capacity to Design and Manage Food Aid and Nutrition Interventions as an Effective Response to Emergencies**

- 3.1. Output 2.1: Improved knowledge base in National Red Cross Societies to design and manage local food aid and nutrition interventions in emergencies and**  
**Output 2.2: Enhanced coordination between National Red Cross Societies and local institutions in food and nutrition during emergencies**

The genius of the original design of ARC's proposal was its attempt to link new tools development, training, and pilot testing at the HQ level with improved programming in two pilot programs before scaling up. These pilot programs will enable ARC to improve technical knowledge that will benefit coordination and performance with the Operating National Societies (ONS). Although ARC's Technical Assistance Unit has provided extensive case-by-case technical assistance to specific countries (see Annex I), they are two years behind execution of the pilot programs. Given the much shorter time (two years) that ARC now has to execute the pilot programs (compared to the four years planned in the proposal) and the current priority being placed on building National Society capacity in Africa, ARC has selected three African countries for pilot projects that are slated to start in FY07: Mozambique, Ethiopia, and Lesotho. Parallel to this activity the senior food program advisor is collaborating with the senior relief advisor (Tracy Reines) in the design of a series of trainings on food security for the southern Africa Regional Disaster Response Teams (RDRTs). The successful implementation of the pilot programs will require close tracking and supervision to ensure proper support and incorporation of "lessons learned" from the experience into HQ-level capacity building.

## **4.0. Management and Financial Systems**

### **4.1. Management and finance**

The ICB's management and implementation history can be classified into three broad periods. Each period was characterized by different management and staffing model, a different set of priorities in terms of existing and potential food security partners, and different Title II Cooperating Sponsor partnerships or partnership prospects.

Probably the single most important weakness of the grant's management that affected both the rate of activity, expenditure, and impact was staff turnover. A major strength was that ARC has internal systems for "tracking" these issues that are rare among international PVOs.



In general the project has had extremely good financial oversight. The chief concerns raised by the ARC ISD program implementation officer are:

- High rates of staff turnover, especially in the grant manager's position;
- The fact that the grant is under-spent; and
- That there is no clear system for analysis and planning of ARC's matching contribution to the grant.

#### **4.2. Link between the ICB sponsored training and project management and planning**

The vast majority of formal and informal (workshop) training programs that were envisioned for FY04 and FY05 were never executed, which contributed to the grant being under-spent. Some of the funds slated for training were used to pay for HQ and field staff to attend training workshops (Annex III, Table 1). Most of the funds are still unspent. The lack of a clear system for documenting how many people at different levels (ONS and HQ staff in different technical units) benefited from the training and workshops (except for the IPP training) and what affect this had on core food programming capacity is a major constraint that makes it difficult to target capacity building programs. Another constraint is that many of the materials that were acquired during staff participation in the different workshops have been lost.

#### **4.3. Link between the ICB monitoring and evaluation and project management**

Many of the current indicators in the project PITT are less relevant than they were when the ICB was designed due to major shifts in ICB program priorities and activities as discussed above.

### **5.0. Conclusions and Recommendations**

#### **5.1. Quick action recommendations**

Based on the mid-term analysis, the team identified a list of 32 recommendations for activities that could improve grantee performance during the next two years (Table 5.1). Almost three-quarters of the recommended actions (24 of the 32) are "quick action" recommendations that the project should be able to implement within four months, simultaneous with launching the pilot country programs, because they build on existing initiatives. The "quick action" items (indicated with a "Q" in Table 5.1) need to be resolved so that other activities can move forward at an accelerated rate include.

#### **5.2. Five major categories of recommendations**

To facilitate follow-up, the 32 recommendations that are discussed in sections three and four of the report are re-grouped into five cross-cutting categories by topic in summary Table 5.1: management and finance; strategic planning, M&E, and reporting; tools development and distribution; ARC HQ capacity building and training; and pilot programs and southern Africa training. Correlating the 32 recommendations (rows in

Table 5.1) with each of these cross-cutting categories (columns in Table 5.1) facilitates staff follow-up on certain issues—such as M&E—that need to be addressed for more than one output or sub-output (Table 5.1).

Management and finance:

- Ensure continuous staffing of the senior food program advisor position for pilot country programs and that the person filling this position has access to the necessary staff and consultancy support needed to conduct the job (finance and management recommendations 1-2);
- Create a food programming committee and use the committee to oversee clear tracking and planning for project activities (finance and management recommendation 3); and
- Revise the ICB budget so that it is in line with revised priorities and activities of the grant (finance and management recommendation 4).

Strategic planning, M&E, and reporting:

- Develop self-assessment tools needed to track food security capacity (on top of other core capacities being tracked) in the major ISD units (IDR, TRP, and IP) and in the ONS with whom the ISD units are working under the grant (Sub-output 1.1.2, recommendation 1; Output 2.1 and 2.2, recommendation 2);
- Revise IR and sub-output statements and indicators where relevant (Sub-output 1.1.2, recommendations 3-4; Sub-output 1.1.4, recommendations 1-2; Output 1.2, recommendations 1-2; Output 1.3, recommendation 1; and Output 2.1 and 2.2, recommendation 3);
- Consolidate ARC and IFRC's existing experience with emergency indicators and identify other valuable experiences from within the community of Title II PVOs and pilot test some of these indicators in ICB-sponsored pilot country programs (Sub-output 1.1.3, recommendations 1-4); and
- Create a web-based (internal or external) paper series and web page (Output 1.3, recommendation 2).

Tools development and distribution:

- Set priorities for tools development and completion (Sub-output 1.1.1, recommendation 4);
- Assign clear responsibility for completing tools (Sub-output 1.1.1, recommendation 5);
- Prepare bibliographies that situate tools within a broader internal and external context (Sub-output 1.1.1, recommendation 6);
- Facilitate CS-wide distribution of appropriate completed tools (Sub-output 1.1.1, recommendation 7); and
- Facilitate internal RC and external CS access to the ARC/CRS M&E module series (Sub-output 1.1.1, recommendation 8).

ARC HQ capacity building and training:

- Create a food security seminar series (Sub-output 1.1.1, recommendation 2);



- Develop a pre and post-test for the seminar series and food security basics course (Sub-output 1.1.1, recommendation 3);
- Strengthen existing food programming/security checklist (Sub-output 1.1.2, recommendation 1);
- Participate actively in quarterly review of IP projects (Sub-output 1.1.2, recommendation 2); and
- Develop flexible annual training plans and better systems to track who is trained, in what, and when (HQ staff) (Project systems for planning and tracking ICB-related training recommendations 1-2).

Pilot country programs and southern Africa training:

- Design and execute pilot programs (3 planned) and RDRT training in southern Africa (Output 2.1 and 2.2, recommendation 1);
- Create self-assessment capacity index that National RC Societies can use to identify and track their needs and progress (in collaboration with M&E activities above) (Output 2.1 and 2.2, recommendation 2);
- Develop flexible annual training plans and better systems to track who is trained, in what, and when (ONS staff) (Output 2.1 and 2.2, recommendations 1-2).

**5.3. Broader institutional impact and prospects for sustaining the existing and projected results**

Originally, the ICB grant was designed to develop the capacity of ARC within a given policy context that was influenced by the orientation of four major groups of actors: ARC itself, USAID/FFP, the International Federation of the Red Cross (IFRC), and the Red Cross/Red Crescent National Societies (Annex III, Table 2). A series of changes both within ARC and USAID/FFP—most notably the growing importance of building local capacity to identify and manage major risks, as well as to reduce food insecurity -- have brought the policy priorities of these major actors into closer alignment with the priorities of the ICB (Annex III, Table 2). While it would be handy to attribute these broader institutional changes to this grant's activities this would not be correct. What we can say, however, is that the grant did contribute to these broader institutional changes. Some of the best indirect evidence of ARC's commitment to the new development-relief paradigm being promoted by the grant is the long-term impact of the previous ISA (FY98-FY01) grant. This longer term perspective shows that ARC continued to support both the positions and the tools developed under the previous grant even during the two year period (FY02 and FY03) when ARC did not have a Title II capacity building grant.<sup>5</sup> The current shift in ARC's policy environment suggests that the principal tools and capacities being developed under the grant are part of deeper long-term changes that are likely to continue. In this revised context, the prospects for maintaining and updating the resulting tools and systems is probably greater than when the grant started, even with the shifts in Title II funding. This same shift in context enhances the chances that ARC could develop a highly flexible Title II food programming initiative that could reinforce some of the achievements in the pilot programs at some point in the near future.

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<sup>5</sup> Unlike most of the other Title II funded ISA grants, ARC's ISA was for only three years.

### **Acknowledgements**

Tracy Hightower played a major role in backstopping the evaluation from start to finish. Marcella Baldwin was very helpful in preparing the final presentation and discussion.



## Table of Contents

	<b>Page</b>
Executive Summary .....	i
Acknowledgements .....	x
Table of Contents .....	xi
List of Tables .....	xiv
List of Boxes .....	xv
List of Acronyms and Abbreviations .....	xvi
1.0. Introduction .....	1
1.1. Institutional background and context precipitating grant .....	1
1.2. ARC strategy to address major constraints to effective emergency response .....	2
1.3. ARC's current Title II ICB (Institutional Capacity Building) grant .....	4
1.4. Mid-term evaluation methodology .....	6
2.0. Intermediate Result 1: ARC Improves its Institutional and Technical Capacity to Design and Manage Food Aid and Nutrition Interventions as an Effective Response to Emergencies .....	7
2.1. Output 1.1: Enhanced ARC staff technical knowledge base .....	8
2.1.1. Sub-output 1.1.1: Improved tools for needs assessment, nutritional surveillance, and planning for emergency interventions .....	8
2.1.1.1. Accomplishments to date and evidence of existing or projected impact .....	8
2.1.1.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs .....	9
2.1.1.3. Recommendations .....	12
2.1.2. Sub-output 1.1.2: Enhanced emergency response planning that integrates food and nutrition with water/sanitation and other public health interventions .....	13
2.1.2.1. Accomplishments to date and evidence of existing or projected impact .....	13
2.1.2.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs .....	14
2.1.2.3. Recommendations .....	15
2.1.3. Sub-output 1.1.3: Standardized monitoring and evaluation systems to measure the nutritional impact of food in emergencies .....	16
2.1.3.1. Accomplishments to date and evidence of existing or projected impact .....	16
2.1.3.2. Factors that have or may contribute to or detract from development, utility, and viability of	

	outputs.....	17
	2.1.3.3. Recommendations.....	17
2.1.4.	Sub-output 1.1.4 (recommended for addition at mid-term): Stronger bridges and linked understandings between technical units in International Programs at ARC.....	18
	2.1.4.1. Accomplishments to date and evidence of existing or projected impact .....	18
	2.1.4.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs.....	19
	2.1.4.3. Recommendations.....	19
2.2.	Output 1.2: Expanded collaboration between ARC and other PVOs [and institutions] in the design and management of food and nutrition interventions in emergencies.....	20
	2.2.1. Accomplishments to date and evidence of existing or projected impact.....	20
	2.2.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs .....	23
	2.2.3. Recommendations.....	24
2.3.	Output 1.3: Established [ <del>ARC domestic chapter advocacy network and</del> ] <sup>6</sup> support material for promoting the importance and need for food in international emergency responses [recommend adding: among ARC domestic chapters] .....	25
	2.3.1. Accomplishments to date and evidence of existing and projected impact.....	25
	2.3.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs .....	25
	2.3.3. Recommendations.....	28
3.0.	Intermediate Result 2: Red Cross/Crescent Movement Partners Develop the Capacity to Design and Manage Food Aid and Nutrition Interventions as an Effective Response to Emergencies.....	28
	3.1. Accomplishments to date and evidence of existing and projected impact.....	28
	3.2. Factors that have or may contribute to or detract from development, utility, and viability of outputs.....	29
	3.3. Recommendations.....	30
4.0.	Management and Financial Systems.....	31
	4.1. Management and finance .....	31
	4.1.1. Period one: September 3 – December 26, 2004.....	31
	4.1.2. Period two: December 27, 2004 – September 30, 2005 .....	31
	4.1.3. Period three: October 1, 2005 – present.....	33
	4.1.4. Budget and financial systems.....	34
	4.1.5. Factors that may contribute to or detract from development, utility, and viability of outputs.....	35

<sup>6</sup> Text deleted at the request of USAID/FFP in FY04. To clarify the target audience the mid-term recommends adding “among ARC domestic chapters” to the phrasing of the output.



4.2. Link between the ICB sponsored training and project management and planning.....	36
4.3. Link between the ICB monitoring and evaluation and project management .....	36
4.4. Recommendations.....	37
4.4.1. Finance and management.....	37
4.4.2. Project systems for planning and tracking ICB-related training .....	37
4.4.3. Project M&E systems .....	38
5.0. Conclusions and Recommendations .....	38
5.1. Quick action recommendations.....	38
5.2. Five major categories of recommendations .....	38
5.3. Broader institutional impact and prospects for sustaining the existing and projected results .....	40
Annex I: List of ICB Project Activities, FY04-FY06.....	44
Annex II: ARC ICB Project PITT .....	63
Annex III: Supplemental Tables .....	70
Annex IV: References Consulted.....	75
Annex V: Evaluation Schedule and List of Persons Interviewed.....	78
Annex VI: Evaluation Scope of Work (SOW) .....	80

### **List of Tables**

Table 1.1: Intermediate Results, Outputs, and Sub-Outputs Associated with the ARC ICB Grant

Table 2.1: Tools Developed, Revised, Consolidated, or Scheduled for Development under the ARC ICB

Table 2.2: Progress Toward the Execution of ARC's Output of Establishing Support Material for Promoting the Importance and Need for Food in International Emergency Responses, FY04-FY06

Table 4.1: ICB Program Management Milestones Directly or Indirectly Linked to the Current Grant

Table 5.1: Summary Mid-Term Recommendations for Enhancing Grantee Performance (Individual recommendations grouped by five major categories)



### **List of Boxes**

Box 1.1: Clarification of Terms Related to the Red Cross

Box 1.2: IFPRI Perspectives on Food Security—A Paradigm Shift

Box 1.3: Major Constraints that Inhibit the Red Cross Movement's Effective Response to Emergencies

Box 2.1: Reflections on the Impact of a Joint IDR (International Disaster Response)-TAU (Technical Assistance Unit) Internal Evaluation of an Emergency Relief Program in Sri Lanka Facilitated by the ICB

Box 2.2: ICB Series of Field Friendly M&E Modules Produced in Partnership between ARC and CRS and Distributed in FY06

Box 2.3: Lessons Learned from the Secondment of ARC Senior Associate for Food Programming to WFP

Box 2.4: Results of Recent International Services Poll of US Adults in Nine Cities Concerning their Knowledge and Support of ARC International PVO Activities

Box 3.1: Original Criteria for Countries Selected for ARC ICB Pilot Projects

Box 4.1: The ARC ICB Project Budget and Financial Systems

### List of Acronyms and Abbreviations

ACDI/VOCA	Agricultural Cooperative Development International-Volunteers in Overseas Cooperative Assistance
AED	Academy for Educational Development
ARC	American Red Cross
CHF	Community Habitat Finance International
CRS	Catholic Relief Services
CS	Cooperating Sponsor
DAP	Development Assistance Proposal
EIG	Evaluation Interest Group
FANTA	Food Aid and Nutrition Technical Assistance Project
FFP	Food for Peace (Office of) (Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) USAID
FY	Fiscal Year
GL	General Ledger
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICB	Institutional Capacity Building Assessment (grant)
IDR	International Disaster Response Unit (of the International Services Department/ARC)
IFRC	International Federation of the Red Cross
IP	International Programs Unit (of the International Services Department/ARC)
IPMS	International Project Management System
IPP	Integrated Programming Plan
IR	Intermediate Results
ISA	Institutional Support Assistance grant
ISD	International Services Department (ARC)
MCH	Mother Child Health
NHQ	National Headquarters (ARC)
ONS	Operating National Societies
PDA	Personal Digital Assistance
PITT	Performance Indicator Tracking Table
PVO	Private Voluntary Organization
RDRT	Regional Disaster Response Team
RFA	Request for Assistance
SAF	Southern Africa
SSC	Shared Services Center (ARC)
TA	Technical Assistance
TAPE	Technical Assistance for Planning and Evaluation (TAPE)
TAU	Technical Assistance Unit (ISD/ARC)
TRP	Tsunami Recovery Program (ISD/ARC/ARC)
UAH	United Against Hunger
UNICEF	United Nations Children's Fund



USAID	United States Agency for International Development
Wat/San	Water and Sanitation
WFP	World Food Programme
WHO	World Health Organization
WWF	World Wildlife Fund

## 1.0. Introduction

### 1.1. Institutional background and context precipitating grant

For over 100 years the American Red Cross (ARC) has played a major role in coordinating United States assistance for domestic and international<sup>7</sup> disasters among its other core programs. Two unique features of ARC that distinguish it from other Title II Cooperating Sponsor Private Voluntary Organizations (PVOs) are its commitments to:

- Executing all of its assistance through a network of 185 international Red Cross, Red Crescent, or Red Crystal Operating National Societies, which are commonly referred to within the “Movement” as ONS (see Box 1.1 for a brief clarification of terms related to the Red Cross Movement) and
- Ensuring that all of its international training and interventions conform to principles and the ongoing overarching program of the International Federation of the Red Cross (IFRC) based in Geneva.

#### Box 1.1: Clarification of Terms Related to the Red Cross

**International Federation of Red Cross and Red Crescent Societies (IFRC):** Also referred to as the Federation, IFRC is based in Geneva and oversees the international network of Operating National Societies (ONS).

**Operating National Society (ONS):** Refers to the national PVO that is officially recognized by the IFRC as its representative in a country. The ONS in the United States is the American Red Cross.

**The Movement:** Refers to the international Red Cross Movement—i.e., the IFRC and all its member Red Cross/Red Crescent/Red Crystal organizations.

**American Red Cross (ARC):** Refers to the ONS of the Red Cross in the United States whose headquarters is in Washington, D.C.

ARC’s role in coordinating US assistance for domestic and international disasters includes providing food assistance to populations affected by these catastrophes. To date, however, this food assistance has focused almost entirely on emergency feeding during the initial three months, the time limit ARC has traditionally used to classify an event as a “disaster,” (compared to the “transition” period, which follows the disaster period). Longer term planning was assumed irrelevant in the context of food assistance during the three month disaster period.



*Lesotho Red Cross Society volunteers re-package seed for distribution. Photo by Jeff Weiss, ARC*

<sup>7</sup> Core program areas for ARC include: (1) international public health; (2) disaster preparedness and response; (3) restoring family links; and (4) international humanitarian law dissemination.



Hurricane Mitch in 1998 demonstrated the need for reconstruction and rehabilitation beyond the “come, do, go” (also referred to as the “truck and chuck” tactic—Box 1.2) premise of most ARC disaster relief efforts, as well as for the Movement as a whole (ARC 2003: 9). To address this, the agency adopted a new Strategic Plan. As part of this plan the agency announced its desire to increase its capacity to incorporate food into its emergency and development planning to help fulfill its global mission of reducing morbidity and mortality.

### **Box 1.2: IFPRI Perspectives on Food Security—A Paradigm Shift**

“In spite of decades of dedicated effort and billions of dollars in aid, hunger still stalks the world. Why is hunger so entrenched? And what is the Movement doing about it?”

“...After recognizing the limits of food aid, many humanitarian agencies are moving to a more holistic, longer-term approach of ensuring households can meet their basic economic needs. The aim is to strengthen people’s resilience to food insecurity by building on their existing healthy coping mechanisms and resources. The key parts of the new approach—a **paradigm shift away from “truck and chuck”** [added for emphasis]—include early warning systems, integrating food security into other programs and using agricultural aid and training to help people fend for themselves.”

Source: Rosemarie North. 2006. Food Security—A New Paradigm. Red Cross Red Crescent. The Magazine of the International Red Cross and Red Crescent Movement. Issue 2. Geneva: IFRC.

## **1.2. ARC strategy to address major constraints to effective emergency response**

To achieve this mission of longer term transitional and development activities, ARC began building its capacity to address the longer term needs of the communities affected by disaster. In doing, so, however, the agency was confronted with a number of constraints (Box 1.3).

### **Box 1.3: Major Constraints that Inhibit the Red Cross Movement’s Effective Response to Emergencies**

1. Non-food responses are not always sufficient even when working in partnership with the WFP or other PVOs.
2. National Societies are easily overburdened because they lack management durability and surge capacity, especially when presented with multiple donors and multiple reporting requirements.
3. The nature of food aid programs has continued so that it is essential to incorporate short and longer term goals of a relief-through-development continuum and ensure a more integrated response.
4. National Societies lack capacity to plan for management of short and longer term responses to or manage multiple, disjointed efforts.
5. ARC and the Movement do not effectively leverage financial and human resources needed for the most efficient emergency response and impact.
6. Technical skills are often not available when and where needed to respond effectively.
7. There is an increasing need for improved communication between domestic chapters and international programming to ensure adequate surge capacity when needed.
8. There is a need to advocate for international responses including food aid.
9. ARC needs a mix of public and private funding to reduce reliance on any one source.

Source: ARC. 2003. Project Proposal. Institutional Capacity Building Assistance Grant. Washington, DC: ARC. Pp: 9-10.



To address these constraints, ARC developed an initiative within the International Services Department with the following four elements.

- *Technical Assistance for Planning and Evaluation (TAPE) unit:* Housed within the International Services Department, the TAPE unit was created to specialize in the range of technical skills and the types of development programming (food assistance, primary health care, water/sanitation, organizational development, tracing [e.g., reuniting missing persons with their families], and international humanitarian law) the organization might pursue.
- *Integrated Planning Process (IPP):* The IPP was developed as a tool<sup>8</sup> for helping ARC improve technical design, implementation, alignment (e.g., with wider policy environments), and management of emergency and non-emergency programs.
- *Improved collaboration:* Improvements were made regarding internal ARC communication (e.g., sharing technical expertise between food management staff and water management staff); sharing of technical expertise in the wider Red Cross Movement (e.g., lessons learned concerning logistics, nutrition, and health programming); and collaboration with other international PVOs that have expertise in transition and recovery programs that can strengthen ARC expertise on emergency response.
- *Stronger domestic ARC chapter support:* Effort also concentrated on encouraging domestic chapter support for ARC's international emergency response efforts, as well as support for international aid.

Once the International Services Department had created a formal strategy to address their major constraints, the details of this strategy needed to be developed and refined.

ARC's first Title II capacity building grant—the Institutional Strengthening Assistance grant (FY99-FY01) was designed to build ARC's international capacity in the first three of the four focal areas/elements listed above. The funds helped the TAPE unit build its capacity to design, manage, monitor and report on food programming.<sup>9</sup> New tools were developed including the agency's first Integrated Planning Process (IPP) training modules and ARC's first commodity management toolkit. The grant also "seeded" the initial funding for two new positions--a food program administrator/advisor and senior M&E specialist with a food security background—for the TAPE unit. One of the best indirect indicators of ARC's commitment to long-term institutional changes being targeted by the ISA grant is that many of the training activities and staff positions that were initially funded by the grant continued during the two year gap in funding between the ISA (FY99-FY01) and the ICB (FY04-FY08).

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<sup>8</sup> The planning process is based on helping staff better analyze four components: **needs** (elements that are missing or that present problems), **interests** (what people want to do and accomplish), **resources** (internal or external funding or non-monetary sources), and **capacities** (ability of ARC, Operating National Societies [ONS] and other partners to design and implement projects and programs).

<sup>9</sup> John P. Mason. 2001. Final Evaluation. Institutional Support Assistance Grant. Washington, DC: ARC for USAID/FFP (June 29, 2001).



### 1.3. ARC's current Title II ICB (Institutional Capacity Building) grant

ARC's ICB grant was designed (ARC 2003:11) "to continue adjustments to the changing nature of ARC's and the Movement's use of emergency food aid, specifically" (ARC 2003: 11):

- To improve ARC's planning at all levels to better respond to unanticipated needs and to better accommodate the need for longer term interventions;
- To monitor and evaluate ARC's work to better adjust for program needs, derive lessons learned, and tell the ARC story to a range of audiences; and
- To enhance ARC's management from headquarters to National Societies to cope with a more diverse array of management needs, to expand operations when there is a need to surge (and to scale back when completed), and to better integrate ARC's efforts between Operating National Societies and with other (non-Red Cross) partners, to ensure that skills are available when and where they are needed.

The activities needed to achieve these goals were conceptualized under two intermediate results (IRs) broken down into specific outputs and sub-outputs (Table 1.1). The grant was designed and funded to (1) refine ARC's existing systems and tools and develop new systems and tools for use in food programming as a response to emergencies, (2) conduct a pilot program in two countries for the development and testing of systems and tools for use in executing and expanding food programming, (3) disseminate the results of these pilots to Red Cross Movement partners and beyond, and (4) expand and scale-up food programming to ARC bilateral programs in other countries. A small sub-component that focused on promoting the importance and need for food in international emergency responses was also included (Table 1.1).

The total budget for the ICB program is \$2,716,112, of which \$1,800,000 has been awarded by USAID with a commitment from ARC of \$916,112 (33 percent of the grant total) in matching funds.

The execution of the activities under the grant can be roughly subdivided into three different periods. Each of these periods was characterized by a different pattern of food programming within the agency, as well as different sets of food security partners.

*First period (September 2003-December 25, 2004):* During the initial period, ARC prepared two additional Title II proposals (separate from the ICB proposal) with the expressed intent of building country programs in Tajikistan and Malawi. Each of these programs involved a bilateral collaboration between ARC and the relevant National Society, as well as a host of local and international PVO partners. The Title II funding for one grant (Tajikistan) was withdrawn; ARC withdrew from the other consortium when ARC's funding was reduced. Although ARC did not receive any Title II grants in this year, it continued numerous activities to achieve the ICB IRs in conjunction with its other types of emergency and non-emergency food programming (Annex I).



**Table 1.1: Intermediate Results, Outputs, and Sub-Outputs Associated with the ARC ICB Grant**

<b>IR1: ARC improves its institutional and technical capacity to design and manage food aid and nutrition interventions as an effective response to emergencies</b>
<b>Output 1.1: Enhanced ARC staff technical knowledge base</b>
<i>Sub-output 1.1.1: Improved tools for needs assessment, nutritional surveillance, and planning of emergency interventions</i>
<i>Sub-output 1.1.2: Enhanced emergency response planning that integrates food and nutrition with water/sanitation and other public health interventions</i>
<i>Sub-output 1.1.3: Standardized monitoring and evaluation systems to measure the nutritional impact of food in emergencies</i>
<b>Output 1.2: Expanded collaboration between ARC and other PVOs in the design and management of food and nutrition interventions in emergencies</b>
<b>Output 1.3: Established ARC domestic chapter advocacy network and support material for promoting the importance and need for food in international emergency responses</b>
<b>IR2: Red Cross/Crescent Movement partners develop the capacity to design and manage food aid and nutrition interventions as an effective response to emergencies</b>
<b>Output 2.1: Improved knowledge base in National Red Cross Societies to design and manage local food aid and nutrition interventions in emergencies</b>
<b>Output 2.2: Enhanced coordination between National Red Cross Societies and local institutions in food and nutrition during emergencies</b>

Source: ARC 2003. Annex D.

*Second period (December 26, 2004-September 2005):* Once the Tsunami hit, the focus of the ICB's capacity building efforts shifted to the World Food Programme (WFP), which was now ARC's principal partner for \$120 million of food programming (20% of the TRP portfolio) to Indonesia and Sri Lanka, and to refining various tools developed under the ISA and during FY04 of the current program for use during the Tsunami relief effort. Since many of the key staff (including the ICB manager, Regis Chapman) were pulled off the grant for Tsunami relief, the rate and velocity of turning out new products, training new and existing staff, and revising older products that the grant had envisioned slowed down.



*World Food Programme food aid distribution in collaboration with ARC, Indonesia. Photo source: WFP*

*Third period (October 2005-present):* The dawn of a new fiscal year (October 1, 2005) was associated with the shift from short term emergency efforts to more long term Tsunami recovery programs. This period coincides with ARC attempting to absorb many of the lessons learned from the Tsunami both in terms of programming and philosophy. The same period coincided with a renewed commitment by ARC to addressing some of the slow onset disasters (such as HIV/AIDS and drought) that have a direct affect on



local communities' ability to identify and manage risk. This shift also coincided with the confirmation of a new IDR director.<sup>10</sup>

#### 1.4. Mid-term evaluation methodology

The principal objective of a Title II mid-term evaluation was to evaluate the grant's progress in order to make recommendations for how to improve the program's impact and results. The specific objectives of the mid-term evaluation were:

- Determine the accomplishments and evidence of impact to date of the ICB grant based on the proposal plan and the modifications to that plan;
- Analyze the principal factors that have contributed or seem likely to contribute to (or detract from) the utility and viability of proposed outputs under the current strategic plan for the ARC International Services Department (ISD) from document and data review and interviews with key staff; and
- Provide recommendations for enhancing grantee performance, including modifications to the proposed work plans and monitoring and evaluation system.

The task of assessing the grant was complicated by the fact that the original M&E Plan was designed during the first year (FY04) before the program was adjusted to accommodate:

- The fact that ARC did not have either of the two Title II-funded programs that it expected to have in FY04 (e.g. the funding for one of the Development Assistance Proposals [DAP] that ARC had applied for was withdrawn and ARC withdrew from the grant in the other) which (although funded separately) were planned to be "testing grounds" (simultaneous with the pilot country programs) for the new systems and tools being developed by this grant; and
- The dramatic upsurge in activity and staff displacement that accompanied ARC's active role in coordinating food assistance to three countries affected by the Tsunami.

The mid-term evaluation team used a variety of methods to determine the status of grant activities and accomplishments. These included:

- Document review (project deliverables, ICB documents and documents related to various partnerships, including those with WFP);
- In-depth interviews with key informants from principal operational units of the International Services Department (i.e., International Programs, Tsunami Response Programs, and International Disaster Response);
- Email and phone interviews with overseas participants; and
- Focus group discussions.

A total of 23 persons were interviewed through these various methods between September 5 and October 3, 2006.

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<sup>10</sup> The unit had been without a director for six to nine months.

Della E. McMillan (external consultant<sup>11</sup>) served as team leader. Ange Tingo (ARC senior food program advisor) served as the internal evaluation manager and co-team leader. The team leaders were assisted by an evaluation committee comprised of representatives from three of the ISD (International Services Department) units: Patricia McLaughlin, Alice Willard, and Thomas Carmody from the Technical Assistance Unit (TAU), Tracy Reines from the International Disaster Response (IDR) unit, and Luke Reeves from the International Programs (IP) unit. Leah A.J. Cohen (external consultant<sup>12</sup>) was responsible for final editing and production.

The remainder of the report is divided into five sections.

- Sections two and three describe (per IR1 and IR2, respectively) accomplishments to date and evidence of early impact on the quality of Red Cross and other CS food programming; the various factors that contributed to or detracted from development, utility, and viability of outputs; new opportunities and constraints; and priority recommendations for enhancing grantee impact;
- Section four reviews the project management and financial systems and examines ways that these systems contributed to or detracted from execution during the first half of the project and how these could be strengthened in the second half; and
- Section five presents the concluding observations, regroups the main recommendations of the analysis into five cross cutting areas<sup>13</sup> (see Table 5.1), and makes the distinction between recommendations that require “quick action” that those that require more intensive long-term follow-up, and comments on the future of ARC food programming based on the mid-term finding.

## **2.0. Intermediate Result 1: ARC Improves its Institutional and Technical Capacity to Design and Manage Food Aid and Nutrition Interventions as an Effective Response to Emergencies**

The activities under the grant that were designed to build capacity under IR1 focused on attaining three outputs:

- Output 1.1: Enhanced ARC staff technical knowledge base;
- Output 1.2: Expanded collaboration between ARC and other PVOs [and institutions] in design and management of food and nutrition interventions in emergencies; and
- Output 1.3: Established [~~of ARC domestic chapter advocacy network and~~]<sup>14</sup> support materials for promoting the importance and need of food in international emergency responses [among ARC domestic chapters].<sup>15</sup>

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<sup>11</sup> Della E. McMillan, Ph.D. is an Associate Research Scientist in Anthropology at the University of Florida.

<sup>12</sup> Based in Gainesville, Florida.

<sup>13</sup> These five areas (which are listed as headers in the table) include: Management and finance; strategic planning, monitoring and evaluation and reporting; tools development and distribution; ARC headquarters (HQ) capacity building; and pilot programs and regional disaster response teams (RDRTs) training.

<sup>14</sup> Text concerning the creation of an “ARC domestic chapter advocacy network” deleted at USAID request.

<sup>15</sup> Text recommended for addition per mid-term evaluation.



## 2.1. Output 1.1: Enhanced ARC staff technical knowledge base

ARC's activities under Output 1.1 focused on achievement of three sub-outputs:

- Sub-output 1.1.1: Improved tools for needs assessment, nutritional surveillance, and planning of emergency interventions;
- Sub-output 1.1.2: Enhanced emergency response planning that integrates food and nutrition with water/sanitation and other public health interventions; and
- Sub-output 1.1.3: Standardized monitoring and evaluation systems to measure the nutritional impact of food in emergencies.

### 2.1.1. Sub-output 1.1.1: Improved tools for needs assessment, nutritional surveillance, and planning for emergency interventions

#### 2.1.1.1. *Accomplishments to date and evidence of existing or projected impact*

The grant application identified five tools<sup>16</sup> that ARC anticipated developing and using to build general capacity and the M&E system. The proposal's emphasis on creating new tools or consolidating existing tools was very much in the spirit of the ICB Request for Assistance (RFA), which gave priority to grants that would develop tools that could be used by other Title II Cooperating Sponsors. Even with all the delays caused by the Tsunami, the Technical Assistance unit has overseen development, revision and/or consolidation of tools in five general areas (Table 2.1):<sup>17</sup>

- Food security basic concepts;
- Integrated Planning Process (IPP);
- Emergency/transition targeting of beneficiaries;
- Food commodity management and distribution; and
- M&E and reporting for food aid programs.

In addition, programming tools to help projects deal with two emerging themes (the need for innovative partnership models to address slow onset disasters and the use of commodities for HIV/AIDS home based care) are slated



*One of three pilot programs is planned in Lesotho in FY07 and FY08. This drip kit (a micro-irrigation system) is one of the current agricultural activities that will be incorporated into that pilot program. Drip kits were given out to HIV/AIDS affected households. Photo by Tim Cummings, ARC*

<sup>16</sup> The tools included (ARC 2003: 12-13): (1) Training Module for Emergency Field Workers, (2) Emergency Handbook, Personal Digital Assistant Technology, (3) Humanitarian Logistics Software, (4) Vulnerability and Risk Mitigation Conference, (5) Monitoring and Evaluation Modules.

<sup>17</sup> See Annex I of this document for a detailed analysis of the steps undertaken to develop each of these modules and tools by fiscal year.

for development in connection with the pilot country programs in FY07 and FY08 (Table 2.1).<sup>18</sup>

To date, the tools that have been most widely distributed and used under the ICB are (Annex I) the:

- IPP modules that were developed under the ISA and revised under the ICB;
- Food Commodity Toolkit (developed under the ISA), which was distributed very widely within the Movement, as well as to ARC bilateral programs under the ICB;
- ARC/CRS training modules (five modules); and
- “Pipeline” and “distribution” modules in the humanitarian logistics software programs.

ARC has shared the M&E modules (all five modules), the IPP modules, and a PowerPoint presentation that summarizes ARC’s experience using Personal Digital Assistance (PDA) technologies for assessments and commodity management with other Title II Cooperating Sponsors through its membership in the Evaluation Interest Group (EIG) associated with Interaction (Table 2.1). Several new tools and studies<sup>19</sup> that are slated for completion by the end of FY08 should be highly useful to the wider Title II CS community, as well as other USAID-related food partners, such as the World Food Programme (Table 2.1). Some of these tools are scheduled for development and pilot testing in conjunction with regional training workshops and pilot programs that ARC is scheduled to develop in southern Africa in FY07 and FY08 (Table 2.1, rows noted as FY07SAF).

#### 2.1.1.2. *Factors that have or may contribute to or detracted from development, utility, and viability of outputs*

The main factor that *contributed* to the successful development, consolidation, and training on the Integrated Planning Process (IPP), the ARC/CRS M&E module series,<sup>20</sup> and the PDA summary presentation to the EIG—which are the three ICB tools that have been shared with the other Title II Cooperating Sponsors—is that their development and oversight were firmly tasked with the senior M&E specialist.

<sup>18</sup> The pilot programs that were originally slated to begin in FY05 (after an initial selection process in FY04) were delayed, but have been rescheduled to begin (with the addition of a third pilot country) in FY07.

<sup>19</sup> These include the AED/WFP/ARC case study of wider impacts of nutritional supplements on health programs which was slated to start in FY07, a paper summarizing lessons learned by ARC and IFRC about: (a) development and use of different models for humanitarian logistics software, (b) surge capacity indicators, and (c) emergency M&E indicators.

<sup>20</sup> To date, the M&E module series has had the most extensive dissemination within ARC and to the other Title II Cooperating Sponsors. Three modules were released in version 1.0 in June 2006; two modules are still pending a final edit from CRS; one module is pending a draft review; one module is currently contracted and the draft is due at the end of October; two modules [internal ARC production] are under discussion. All three of the final modules have been disseminated throughout ARC and CRS field offices, as well as the respective headquarters. The modules have been posted on the EIG website and disseminated to the Federation for posting on FedNet (which the Federation manages). The completed modules were distributed on pen drives at both the EIG and AEA meetings.



**Table 2.1: Tools Developed, Revised, Consolidated, or Scheduled for Development under the ARC ICB**

Focus Area and Tools	Draft/Pilot Tested	Individual	General ARC	General IFRC	Other CS	Public Website	ONS Actively Using
<b>#1 Food Security Basics</b>							
Food security fact sheet						X	
Case studies	X						
AED/WFP/ARC case study of impacts of nutritional supplements on health programs	FY07SAF				FY08		
Food security module	FY07SAF	FY07SAF					
<b>#2 Integrated Planning Process*</b>							
Revised basic module	ISA & FY04 updates	Updates	X	X	X		X
Revised proposal guidance (Tsunami)	X	X	X	X	FY07		X
<b>#3 Emergency/Transition Targeting of Beneficiaries</b>							
Revision of existing IDR training materials	FY06	X	X	FY07			FY07
Training module	FY07SAF	FY07SAF					FY07
<b>#4 Management and Distribution</b>							
Commodity mgt. toolkit	ISA	X	X	X			Food & Non Food
Use of PDA technology	X	X	X	X	X <sup>21</sup>		X <sup>22</sup>
Humanitarian Logistics Software <sup>23</sup>					FY07 <sup>24</sup>		
--Pipeline	X	X	X	X			X
--Warehouse	FY07	FY08	FY08	FY08			FY08
--Distribution	X	X	X	X			X
Monetization Guidance	X	X	FY07 <sup>25</sup>	FY07	n/a		
Training module	FY07	FY07SAF	--	--	--		
<b>#5 M&amp;E &amp; Reporting</b>							

<sup>21</sup> The senior M&E advisor made several PowerPoint presentations about ARC's experience using the PDAs at international meetings that were attended by other Title II Cooperating Sponsors, most notably the EIG roundtables.

<sup>22</sup> Measles and baseline assessments.

<sup>23</sup> Three types of software were developed.

<sup>24</sup> Paper summarizing lessons learned from different pilot software packages to be developed.

<sup>25</sup> Summary notes based on Viet Nam experience planned as reference document.

Focus Area and Tools	Draft/Pilot Tested	Individual	General ARC	General IFRC	Other CS	Public Website	ONS Actively Using
ARC/CRS modules	X	X	X	X	X		X
Surge capacity indicators	FY07-08						
Training module	FY07	FY07SAF	--	--	--		
Emergency M&E indicators	FY07	FY08	FY08	FY08	FY08		FY09
#6 Slow Onset Disasters	FY07SAF	FY07SAF	X	--	FY08 <sup>26</sup>		--
#7 HIV/AIDS Home Based Care	FY07SAF	FY07SAF	X	--	FY08 <sup>5</sup>		--

Source: Annex I and mid-term interviews, September 2006.

**CS:** Title II PVO Cooperating Sponsor; **ONS:** Operating National Societies (e.g., local national societies in the International Federation of the Red Cross Movement); **AED:** Academy for Educational Development; **PDA** Personal Digital Assistants; **M&E:** Monitoring and Evaluation; **FY:** Fiscal Year; **IDR:** International Disaster Response unit (in the ARC International Services Department); **FY07SAF** to be developed in FY07 as part of the regional trainings or pilot programs in southern Africa; **ISA:** Initial draft prepared as part of the Title II funded Institutional Support Assistance grant (FY99-FY03).

One of the key factors that *detracted* from consolidation and diffusion of the other tools (i.e. tools other than the M&E module series and the IPP) was that no one individual or position was consistently tasked with oversight. Additionally, the following factors hindered the utility of all the tools.

- The original project PITT did not include an indicator that could track capacities being built with individual tools or tool sets.
- There was limited access to the tools by field programs (who may not have access to materials that were distributed to M&E officers that attend EIG workshops) since there was no well advertised place for internal or external posting.
- There was no comprehensive bibliography that presents the different modules and training materials for field staff and partners.

ARC's plans to launch a highly focused program of capacity building in four areas for the Red Cross Regional Disaster Response Teams (RDRT) and three pilot programs (Mozambique, Lesotho, and Ethiopia) in FY07 offer an unprecedented *opportunity* to develop a comprehensive system of "training modules" that the IFRC (International Federation of the Red Cross) and the Operating National Societies that belong to the IFRC can use to build staff capacity. Once the utility of these modules in building capacity of National Societies in the pilot countries is assessed, ARC can determine what, if any, revisions need to be made before disseminating the materials more widely.

Currently, ARC has no plans to develop a more focused review process and system for tracking National Society and bilateral program "feedback" on the materials. This is a missed opportunity, as well as a potential *risk*.

<sup>26</sup> Anticipate summarizing lessons learned from pilot programs and sharing with other bilateral programs to stimulate discussion about "best practice."



### 2.1.1.3. Recommendations

**Recommendation #1: Develop self assessment tools needed to track capacity in the major ISD operational units (IDR, TRP, and IP).** Replace the current impact indicators for IR1 with a new set of impact indicators that can better track capacity of different technical units (IDR, TRP, and IP) in the five core and two emerging areas.<sup>27</sup>

**Recommendation #2: Create a food security (food programming) seminar series and associated modules.** This series would regularly bring invited speakers (from other CSs and agencies, as well as from within the RC) for in-house training on topics linked to the five core and two emerging areas of technical expertise targeted by the ICB (including at least one, two-hour course on food security basics). In addition, the PowerPoint presentations from these invited speakers should be preserved and used to “seed” development of “canned” CD-based training modules that can be used at HQ and in the field.

**Recommendation #3: Develop a pre and post test for the food security (food programming) seminar series and “food security basics” course as a tool for monitoring comprehension of key issues.**

**Recommendation #4: Set priorities for tools development and completion.** Work with unit leaders of IP, IDR, and TAU (as part of the final debriefing and discussion of the mid-term evaluation), and the proposed food programming committee (see recommendation #3, management, section 4.4.1) to determine tools of primary focus.

**Recommendation #5: Assign clear responsibility for completing tools.** Task individual TAU and IDR staff members with development, execution, and pilot dissemination of particular tools needed to execute the southern Africa Regional Disaster Response Team training, as well as other exercises (e.g., AED/WFP/ARC applied research) with ARC staff or ARC-hired consultants.

**Recommendation #6: Prepare bibliographies that situate tools within a broader internal and external context.** In connection with current plans by ARC to build food security capacity of the southern Africa Regional Disaster Response Teams (RDRT) and to facilitate integrated programs in three pilot countries (discussed more in detail under IR2), the food security team within the Technical Assistance Unit (TAU) should develop a bibliography that lists all internal (and when relevant) and external references that staff might need to consider and where they can be accessed (through the web or through individual staff members).

**Recommendation #7: Facilitate CS-wide distribution of appropriate completed tools.** When the ICB was designed it was anticipated that these technical documents would be distributed through the FAM website. Since FAM’s website is no longer being routinely

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<sup>27</sup> **Core areas:** Food security basic concepts; Integrated Planning Process (IPP); emergency/transition targeting of beneficiaries; food commodity management; and improved M&E for food aid programs. **Emerging areas:** HIV/AIDS home based care and slow onset disasters.

updated, this creates a challenge for ARC, as well as all the Title II Cooperating Sponsors and all Title II ICB grants. ARC appears to have two options, which are not mutually exclusive.

- *7.a: Strengthen postings on Interaction website.* Consider working with CRS and Interaction through the current ARC/CRS module series to develop a sub-area on their website focused on food programming.
- *7.b: Consider creating a refereed<sup>28</sup> ARC food programming technical paper series on the ARC public website.* Consider developing a food programming technical paper series that could be posted on the public ARC website where critical documents and references to important internal (ARC, IFRC) documents related to emergency and non-emergency food programming can be posted for quick reference by ARC, IFRC, and National Society staff in the International Service Department's "focus" countries, some of which will be directly implicated in the southern Africa RDRT training and pilot programs.

***Recommendation #8: Facilitate internal RC and external CS access to ARC/CRS M&E module series.*** Given the immediate relevance to ARC and IFRC programming worldwide of the ARC/CRS M&E module series, access to this should be increased through one or both options below.<sup>29</sup>

- *8.a: Post modules on a major website.* Work with CRS to ensure that the ARC/CRS modules are posted on a website that is available to other Title II Cooperating Sponsors (whether or not they belong to EIG), once a system has been developed (through CRS or ARC) for tracking the number of "hits" to the documents so that downstream use can be monitored.
- *8.b: Cross-reference the series on FANTA's website.* Consider asking FANTA to cross-reference the module series on its website (as they have with several other international PVO and university series).

#### 2.1.2. Sub-output 1.1.2: Enhanced emergency response planning that integrates food and nutrition with water/sanitation and other public health interventions

##### *2.1.2.1. Accomplishments to date and evidence of existing or projected impact*

By far the ultimate goal of the ICB is to improve the ability of ARC and National Societies to develop emergency programs that better integrate food and nutrition with water/sanitation and other public health interventions. The original indicators for this sub-output were designed to track ARC's progress in introducing this new integrated approach into its emergency programming.

<sup>28</sup> The term "refereed" is meant to signal the need for both internal and external review of technical papers before posting on the website. The term "technical paper series" is used to distinguish these finished "tools" from the presentations in the food security seminar series which is referred to in recommendations 1-3.

<sup>29</sup> Although the series is posted on the EIG website (which can be accessed by EIG members through the Interaction website), this is not widely known and it is difficult to access for anyone outside the EIG working group. As a result the main avenue for distribution of the series to the other Title II Cooperating Sponsors has been through contacting the senior M&E advisors of both institutions.



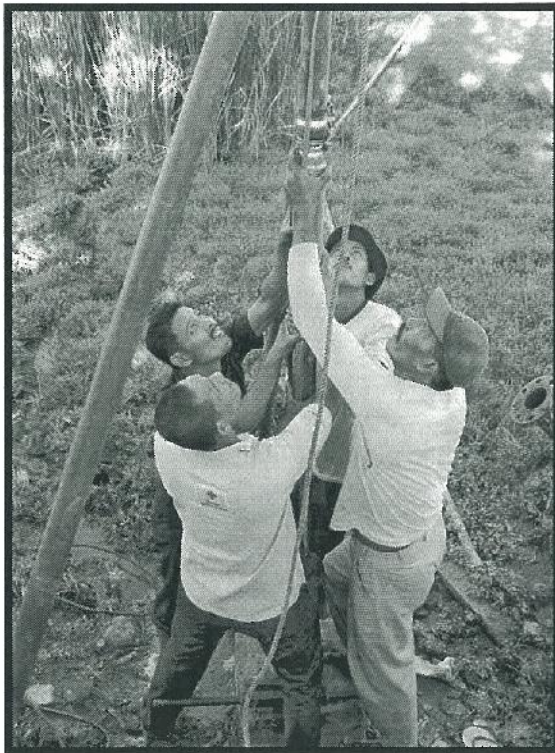
There is qualitative evidence that:

- A high percentage of the bilateral emergency programs developed by ARC in the last three years did more effectively integrate food and nutrition with water/sanitation and other public health interventions and
- That many of the National Societies internalized some of the same lessons learned to build capacity in their own programs.

It would be a mistake to assume that this ICB grant was the only, or even the principal, cause of these positive changes. It did contribute, however, and its contribution was substantial, if not fully documented.

2.1.2.2. *Factors that have or may contribute to or detracted from development, utility, and viability of outputs*

Technical assistance by staff associated with the ICB grant *contributed* to the development of a more integrated approach in ARC's transition and recovery programs.



*"...core understanding of the [food security] concepts and how to use some of the existing and proposed tools...is still weak in comparison with other areas (such as water/sanitation and public health)."*

*Water and Sanitation Project, Indonesia.  
Photo source: The IDP Assistance Project:  
Meeting Needs in Tsunami-Affected Aceh (2006  
Draft)*

While staff's awareness has been raised at all levels of the Red Cross to the critical importance of food security, the core understanding of the concepts and how to use some of the existing and proposed tools to improve food programming is still weak in comparison with other areas (such as water/sanitation and public health). All three International Service Department unit directors of IDR, IP, and TAU stated that this is not surprising given the inherent complexity of the topic and the fact that food security has not been a traditional focus of the Red Cross. This is a critical factor that *detracts* from the long-term sustainability of this new, more integrated approach.

The two years remaining on the grant offer ARC an *opportunity* to return to its original focus on developing the core capacity of staff in the operational units (e.g., the International Programs, Tsunami Response Programs, and International Disaster Responses units) of the International Services Department. Once the pilot programs in Lesotho, Mozambique, and Ethiopia are launched, they would provide valuable lessons learned on how these programs could be scaled up.