



Nepal / Photo: Jarkko Mikkonen / FRC

## **Annual Programme Report 2018**

### **MFA Programme grant 2018–2021**

# Annual Report 2018

Yhteenveto .....	0
Note on Programme monitoring, evaluation and reporting structure.....	1
1. Programme overview.....	2
2. Key regional programme outcomes.....	6
2.1. Regional programme outcomes in Asia .....	6
2.2. Regional programme outcomes in Africa.....	6
3. Progress in Enabling Actions.....	11
3.1. Progress in strengthening partner National Society capacities.....	11
3.2. Progress in improving Programme quality.....	14
3.3. Progress in enhancing Programme effectiveness .....	19
4. Support to global Red Cross programme development .....	21
4.1. Support for global health programming .....	22
4.2 Support for global disaster preparedness and risk reduction programme development.....	22
4.3. Support for global gender and diversity work .....	24
5. Communication and global education in 2018.....	25
6. Programme performance management and Learning.....	27
7. FRC Headquarters Programme-related resources in 2018.....	28
8. Financial expenditure.....	30

## ABBREVIATIONS

ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
Movement	International Red Cross and Red Crescent Movement
NS, NSs	National Red Cross/Red Crescent Society, Societies
PMER	Project Monitoring, Evaluation and Reporting
RBM	Results-Based Management
DP/DRR	Disaster Preparedness/Disaster Risk Reduction
CBHFA	Community-Based Health and First Aid (approach)
CEA	Community Engagement and Accountability (approach)
PGI	Protection, Gender and Social Inclusion (approach)
NSD	National Society Development

## ANNEXES

ANNEX 1	MFA-DEV Programme Results 2018
ANNEX 2	Financial Report 2018
ANNEX 3	Auditor's Report on the Development Cooperation Programme of the Finnish Red Cross 2018
ANNEX 4	SPR:n vuosikertomus, tilinpäätös ja tilintarkastuskertomus
ANNEX 5	International Federation of Red Cross and Red Crescent Societies, Geneva. Independent Auditors' Report to the President of International Federation of Red Cross and Red Crescent Societies on the Consolidated Financial Statements 2018
ANNEX 6	Audit reports 2018 / Tilintarkastuskertomukset 2018 (electronic copies)
ANNEX 7	Annual regional reports

## Yhteenveto

Vuosi 2018 oli Suomen Punaisen Ristin (SPR) alkuperäisen ulkoministeriön rahoittaman kehitysohjelman 2016–2018 viimeinen toteutusvuosi. Kehitysyhteistyön leikkauksien vuoksi ohjelmalle jouduttiin tekemään uusi rahoitushaku vuonna 2016, jolloin ohjelmaa jatkettiin vuoteen 2021. Ohjelman sisältö jatkaa kaudella 2013–2015 SPR:n pitkäkestoiselle ohjelmatuelle laadittuja tavoitteita. Ohjelman päätavoitteena on **vahvistaa haavoittuvaisten ihmisten ja yhteisöjen katastrofikestävyyttä** (*resilience*). Tavoitteeseen päästään rakentamalla turvallisempia ja terveempiä yhteisöjä yhteisöperustaisien hankkeiden kautta. Vaikka ohjelmakausi sopimuksellisesti jatkuukin, loppuvien kumppanuuksien ja ohjelmien arviointien perusteella SPR tekee kuluneista kolmesta vuodesta sisäisen arvion loppuvuodesta 2019. Arvion perusteella ohjelman suuntaa ja tavoitteita päivitetään seuraavissa vuosisuunnitelmissa.

SPR:n kehitysyhteistyöohjelman kautta tuettiin vuonna 2018 yhteensä 18:aa pitkäkestoista hanketta 13 maassa Aasiassa (Afganistan, Kambodzha, Myanmar ja Nepal) ja Afrikassa (Burundi, Etelä-Sudan, Etiopia, Kenia, Malawi, Norsunluurannikko, Sierra Leone, Somalia ja Zimbabwe). Kumppanimaiden osalta kaikki maat ohjelmasta 2019 poistuvaa Kambodzhaa, Norsunluurannikkoa ja Keniaa lukuun ottamatta olivat nk. hauraita tai hauraassa tilanteessa olevia valtioita<sup>1</sup>, eli vähiten kehittyneitä tai alhaisen tulotason maita, joiden kehitysongelmia konfliktit, väkivalta ja/tai yhteiskunnallinen epävakaus kärjistyivät. Vuonna 2018 Etelä-Sudan oli Somalian ohella maailman haurain valtio. Myös Etiopiassa, Afganistanissa, Myanmarissa ja Zimbabwessa poliittinen epävakaus ja konfliktit pitivät maiden tilanteen erityisen vaikeana.

Punainen Risti pyrkii humanitaarisen ja kehitysavun kaksoissidosperiaatteen mukaisesti linkittämään näissä maissa toisiinsa niin kehitysyhteistyön kuin humanitaarisen avun instrumentteja. Vuonna 2018 sekä ulkoministeriön kehitysyhteistyö- että humanitaarisen avun rahoitusta kanavoitiin Suomen Punaisen Ristin kautta Etiopiaan, Etelä-Sudaniin, Somaliaan sekä Afganistaniin. Vuoden aikana hankkeiden luomia valmiuksia auttaa pantiin käytäntöön mm. Somaliaa koetelleen syklonin, Kenian tulvien ja Malawin kuivuuden aiheuttamissa katastrofeissa. Myanmarin ja Nepalin valmiushankkeissa yhteisöt perustivat omia pieniä hätäapurahastoja, joilla ylläpidettiin hankkeissa kehitettyä valmiutta vastata paikallisiin katastrofeihin.

SPR:n kehitysyhteistyöohjelma tavoitti vuoden aikana 756 343 avunsaajaa, joista 195 597 suoraan SPR:n ja paikallisen kumppanin kahdenvälisten hankkeiden ja 156 883 muiden Punaisen Ristin jäsenten kanssa toteutettujen hankkeiden kautta. 402 863 ihmistä tavoitettiin Punaisen Ristin ja Punaisen Puolikuun yhdistysten kansainvälisen liiton kautta. Suurin osa ohjelmärahoituksesta (56 %) ohjattiin edelleen Afrikkaan, jossa sijaitsi reilusti yli puolet (429 240) ohjelman avunsaajista. Yli 5 600 vapaaehtoista toimi ohjelman puitteissa eri hankkeissa 748 yhteisössä. Erityisen ilahduttavaa oli naisvapaaehtoisten määrän kasvu Afganistanissa, jossa isoäidit levittivät terveystavallisuutta tietoa ja muuttivat asenteita mm. tyttöihin ja naisiin kohdistuvan väkivallan vähentämiseksi.

Yhteisöperustaisissa hankkeissa korostuu edellisvuosien tapaan hankkeiden multisektoraalisuus. Aasian lisäksi Afrikassa Punaiset Ristit ja Punaiset Puolikuut suosivat entistä enemmän integroituja hankkeita, joissa terveyden ja katastrofivalmiuden lisäksi keskitytään puhtaan veden saannin lisäämiseen, sanitaatio- ja hygieniaoolosuhteiden parantamiseen, äiti-lapsi- sekä seksuaali- ja lisääntymisterveyteen, sukupuolten välisen tasa-arvon edistämiseen mm. haitallisten käytäntöjen (esim. teiniraskaudet, naisten sukuelinten silpominen, tyttöihin ja naisiin kohdistuva väkivalta) poistamisen tai vähentämisen kautta sekä elinkeinojen parantamiseen. Selkeä enemmistö hankkeista huomioi vuonna 2018 vammaisten ihmisten erityistarpeita ja mm. tyttöjen ja naisten kuukautishygieniatarpeiden huomioimisesta on tullut standardi osa veteen ja sanitaatioon keskittyviä toimia. Ilmastonmuutos näkyy hankkeiden toiminnoissa mm. puiden istutuksen ja energiatehokkaiden liesien käytön edistämisen kautta niin Aasiassa kuin Afrikassakin. Muiden ilmastokestävyyttä lisäävien käytäntöjen omaksuminen sekä vammaisten ihmisten saaminen mukaan hankkeisiin toimijoiksi (vapaaehtoiset, kylätoimikunnat) vaatii vielä työtä, jossa SPR:n kumppanuus Suomen WWF:n ja Abilis-säätiön kanssa toimii hyvänä apuna.

Ohjelmassa toteutetut hankkeet edistivät kestävä kehityksen tavoitteista erityisesti tavoitetta 3 (terveys ja hyvinvointi), 6 (puhdas vesi ja sanitaatio), 10 (eriarvoisuuden vähentäminen) ja 11 (kestävät yhteisöt). Hallituksen kehityspoliittisen

---

<sup>1</sup> Fragile States Index 2018. Fund for Peace/Reliefweb.

selonteon osalta selkeiden terveys- ja valmiusprioriteettien ja kaksoissidosajattelun puuttuminen vähentää Punaisen Ristin kehityspanosten merkityksellisyyttä hallituksen nykyisille painopistealueille.

## Note on Programme monitoring, evaluation and reporting structure

The Programme goal of *'contribute to the strengthened resilience of vulnerable individuals and communities in partnership with National Red Cross and Red Crescent Societies'* is to ensure that the Red Cross and Red Crescent National Societies and communities have the capacity to prepare for, withstand, respond to and recover from the effects of disasters and crises. This goal is achieved through supporting partner National Societies to implement community-based, integrated health (including water, sanitation and hygiene) or disaster preparedness projects that improve personal and community health, reduce exposure and vulnerability to disasters and structural vulnerabilities and improve people's coping capacities.

FRC measures Programme performance through baselines and endlines combined with final evaluations conducted for each community-based project. Full aggregation of the Programme-level outcomes is possible when baseline and endline evidence is available for all projects; this is after each three to four-year project cycle has been completed. A larger, *Programme level evaluation report* is made every four to five years when a substantial amount of baseline-endline measurements and final evaluations for different types of Programme activities are available for meta-analysis and aggregation of results. In 2016, all Disaster Preparedness/Disaster Risk Reduction Programmes implemented in 2013–2015 were evaluated.

To follow-up Programme progress annually, the FRC has defined a set of quantitative indicators which assist in monitoring whether the projects are on track with their objectives by making progress in training staff members, recruiting and training volunteers and implementing community activities. Similar progress indicator data is collected from each FRC-supported project and aggregated at the Programme level in the Annual Report.

In addition, FRC's results chain includes key performance indicators that measure progress related to the three Enabling Actions contributing to the Programme outcome delivery. The Enabling Actions emphasize the need to deliver the Programme outcomes in a way which:

- 1) strengthens the partner National Society's organizational and service provision capacities to ensure programme sustainability,
- 2) enhances the use of community-owned, inclusive and risk-informed/climate-sensitive approaches; and
- 3) improves the effectiveness of the programme management strategies by using key Results-Based Management tools and mechanisms.

A balance scorecard system of 0,1 or 2 (no-partially-fully) is used to measure project performance against each area of Enabling Action by means of selected key performance indicators. The key performance indicators complement the specific project progress monitoring indicators and assist the FRC to analyze to what extent the overall Programme is on track in becoming more sustainable, sensitive to cross-cutting needs and effective, or whether adjustments and improvements are required. While the FRC contributes to community-project outcomes achieved by partner National Societies in cooperation with their own volunteers and communities, Enabling Actions help the FRC to monitor and report how well its own inputs (often combined with other partners or the IFRC) have attributed to Programme sustainability, quality and effectiveness. (See Annex 1.)

- a) The *FRC Annual Report* is constructed in a way that it captures: Advances made in key progress indicators to give a consolidated overview of the Programme progress in 2018 (Chapter 1).
- b) Key community project/programme level outcomes in each region based on the results reported in mid-term reviews and baseline-endline/final evaluations available at the time of reporting (Chapter 2). Annual Regional reports as an Annex 7.
- c) Programme-level progress in the 3 areas of Enabling Actions (Chapter 3).

## 1. Programme overview

The year 2018 was the last implementation year for the original three-year (2016–2018) cycle of the Finnish Red Cross (FRC) Development Cooperation Programme (Programme) funded by the Ministry for Foreign Affairs (MFA). Although the Programme funding was continued until 2021 in 2016, the year 2018 marks a transition year with some partnerships and multi-annual programmes ending as planned in 2015. While all MFA Programme partners were externally evaluated in the 2017 CSO evaluation, a specific three-year internal review of Programme achievements in 2016–2018 and of potential needs for reprogramming will be made in 2019. The review will be based on achievements made in Programme quality and effectiveness targets and on a meta-analysis of project-specific evaluations. Of the 18 active projects included in the 2018 Programme plan, 15 projects, often located in the same country, will end in 2018–2019. At the same time, new projects are in the planning pipeline for 2019–2020.

### a) Key Programme progress indicators:

- # of people reached directly by the project
- # of communities supported
- # of volunteers trained in the project
- # of people trained in first aid
- # of partner National Society staff members trained in the project

See Annex 1.

### Growing number of beneficiaries

In 2018, the Programme reached a total of 756,343 people (an increase from 584,000 in 2017) of whom 57% were women and 43% men. Within the Programme, 18 projects in 13 countries and in 748 communities received support with the help of 5,685 trained volunteers. The biggest increase in people reached in comparison with 2017 (+163,156 people) took place in East Africa. The reallocation of funds to the Somalia project enabled the project to scale-up its activities and bring benefits to a larger group of people. In Southern Africa, improved reporting of the number of communities and the reallocation of funds to the food security project increased the number of people reached in Malawi. Many projects and programmes started in 2016 also gained full speed after a slow start, reaching their mid-term review points in 2018.

1.1: # of people reached directly by the project	Women	Men	Total	%
Asia	112 717	132 577	245 294	32 %
East Africa	214 313	110 670	324 983	43 %
Southern Africa	87 857	74 696	162 553	21 %
West and Central Africa	14 353	9160	23 513	3 %
<b>Grand Total</b>	<b>429 240</b>	<b>327 103</b>	<b>756 343</b>	
<b>%</b>	<b>57 %</b>	<b>43 %</b>	<b>100 %</b>	

Within the Programme, the FRC implements projects either bilaterally, i.e. directly through an agreement with the National Society, through consortia of two or more supporting Red Cross Societies, or multilaterally through the International Federation of Red Cross Red Crescent Societies (IFRC) present in the country. Out of the 18 projects, 12 were implemented bilaterally in nine countries (Burundi, Cambodia, Côte d'Ivoire, Ethiopia, Kenya, Nepal, Sierra Leone, South Sudan and Zimbabwe). Two projects were implemented in consortium with other Red Cross donor societies (Austrian Red Cross and Norwegian Red Cross in South Sudan and Danish, Icelandic and Italian Red Cross in Malawi). In addition, the FRC supported four multilateral IFRC-supported projects in three countries (Afghanistan, Myanmar and Somalia).

Approximately 80% of the regional Programme funding in 2017 was channelled bilaterally (68%) or through consortia (12%), and 20% multilaterally via the IFRC. In the case of IFRC operations, the FRC continued to increase its involvement especially in programme cycle management support to ensure that the supported programmes meet the FRC quality criteria. FRC advisors participated in and contributed with their technical expertise to monitoring and several mid-term reviews. The FRC also seconded a health delegate for the IFRC project in Myanmar. The high share (53%) of multilateral projects in the people reached figure is attributable to contributions made jointly to the project/programme by various Red Cross Red Crescent partners.

People reached by different types of projects	
Bilateral projects	196 597
Consortia	156 883
Multilateral (IFRC)	402 863
<b>Grand Total</b>	<b>756 343</b>

## Focus on most vulnerable countries and contexts

The pledge of “*leave no one behind*” was embedded in the adoption of the Agenda 2030. This pledge is based on data indicating that the poorest and most marginalized people slip further behind as inequalities grow between and within countries. As per the UN, people are left behind because of discrimination; place of residence; socio-economic status; governance; and vulnerability to shocks.<sup>2</sup> While countries in Asia remain the most affected in the world by number and intensity of natural disasters, the bulk of countries with a real danger of being ‘left behind’ from SDGs are situated in Sub-Saharan Africa with greatest achievement gaps. Also, countries experiencing conflict have experienced some of the sharpest reversals, particularly towards achieving Goal 1 (No Poverty) and Goal 2 (No Hunger).<sup>3</sup>

Since the beginning of 2013, the Programme has gradually been focusing its activities on a smaller number of partner National Societies situated in least developed countries (LDC) or countries in fragile situations – or both. During the Programme period 2016–2018, also the Programme activities (projects) have grown more limited in number but kept their focus towards remote and natural disaster-prone areas within countries where Red Cross volunteers provide particular added value in accessing remote communities.

In 2018, 10 out of 13 National Society partners were from least developed countries (LDCs) and 8 of them from fragile states (see Table 1). Exit processes with partners not in the LDC category, such as Kenya, Côte d'Ivoire and Cambodia, were started, to be finalized in 2019. Kenya will continue as a Finnish Red Cross long-term partner especially in disaster management through other cooperation instruments. Negotiations with the Niger Red Cross were started to include it in the Programme activities in 2019. Niger ranks 20th in the Fragile States Index and suffers from a complex regional emergency.

**Table 1. List of FRC Programme countries in 2018**

#	Country	INFORM Risks	Fragile State Index <sup>4</sup>	LDC <sup>5</sup>
1	Afghanistan	7.8 Very High	9 <sup>th</sup>	yes
2	Burundi	6.0 High	17 <sup>th</sup>	yes
3	Cambodia	4.8 Medium	50 <sup>th</sup>	yes
4	Côte d'Ivoire	5.6 High	21 <sup>st</sup>	no
5	Ethiopia	6.8 High	15 <sup>th</sup>	yes
6	Kenya	6.1 High	22 <sup>th</sup>	no
7	Malawi	4.6 Medium	44 <sup>th</sup>	yes
8	Myanmar	6.6 High	25 <sup>th</sup>	yes
9	Nepal	5.0 High	33 <sup>th</sup>	yes
10	Sierra Leone	5.3 High	38 <sup>th</sup>	yes
11	Somalia	9.1 Very High	2 <sup>nd</sup>	yes
12	South Sudan	8.9 Very High	1 <sup>st</sup>	yes
13	Zimbabwe	5.2 High	10 <sup>th</sup>	no

Africa remains the biggest target region for the Programme activities, with over half of the Programme resources (56%) spent there in 2018. The Programme also reached the highest share of people (64% of the all people targeted) in Africa. In Asia, the Nepal Red Cross Society was the largest recipient of Programme support in 2018, with an ability to create community development programmes with larger geographic and population coverage.

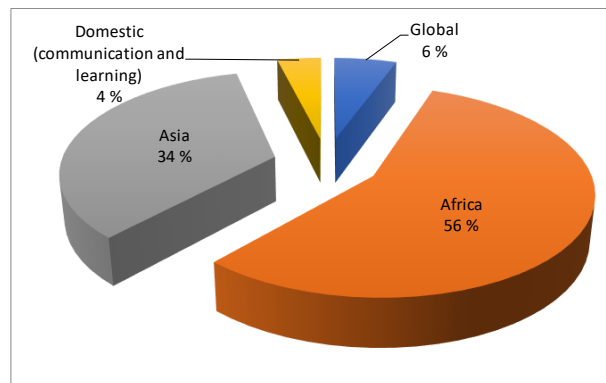
<sup>2</sup> What does it mean to leave no one behind? A UNDP discussion paper and framework for implementation. July 2018.

<sup>3</sup> SDG Index and Dashboards report 2018, Bertelsmann Stiftung and Sustainable Solutions Network.

<sup>4</sup> <http://fundforpeace.org/fsi/>

<sup>5</sup> Least Developed Countries (as of May 2017)





**Figure 1. Geographical distribution of Programme expenditure in 2018**

### **Strong Programme nexus between humanitarian aid and long-term programming**

In 2018, various Programme partner countries in Africa continued to struggle with protracted conflicts and impacts of extended drought. In Southern Africa, Zimbabwe faced a year with political turmoil and, together with countries like Malawi and ex-Programme partner country Eswatini, became gradually more and more food insecure with crop failures in some regions. The humanitarian crisis in Somalia continued to be among the most complex and longstanding emergencies in the world, with over half of the population in need of humanitarian assistance and protection, and millions of people lacking access to essential health services and improved/protected water sources. In South Sudan, widespread violence and sustained economic decline further diminished the capacity of almost 7 million people to face threats to their health, safety and livelihoods and made 4 million people displaced. Insecurity and related displacement have undermined the already compromised agricultural production, destroying the livelihoods of farmers and herders and causing food shortages. In Ethiopia, severe drought conditions continued in the lowlands mostly pastoral areas leading to ethnic clashes and rapid and large-scale displacements affecting more than 2.6 million people. Almost 8 million people were estimated to need food aid in 2018.

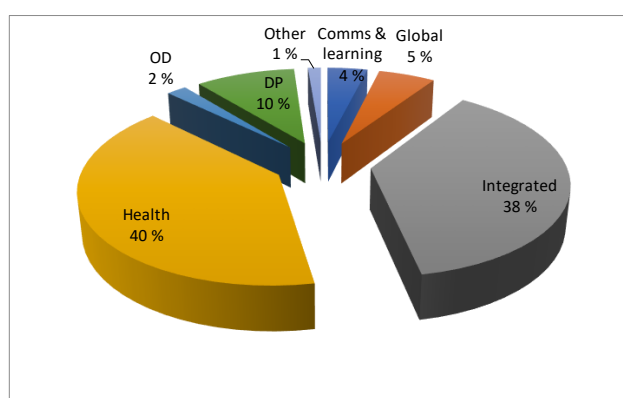
In Asia, the humanitarian situation in Afghanistan remained precarious and the escalation of the conflict continued to affect the lives of millions of Afghans, e.g. by increasing the number of internally displaced people (IDPs) and limiting people's access to vital public services. In 2018, 10 million people were estimated to have limited or no access to essential health services and 3.3 million people to have acute humanitarian needs (UN). 1.9 million people were severely food insecure and 40 per cent of all children under the age of five are stunted. Afghanistan was also suffering from a severe long-term drought throughout 2018, which is likely to have consequences for subsequent agricultural seasons at least in 2019. The displacement of people from Myanmar to Bangladesh continued in 2018, with up to one million people remaining in camps in the southernmost part of Bangladesh.

The added value of the Red Cross working in protracted crises and complex emergencies with both development and humanitarian aid instruments was enhanced in Afghanistan, Somalia, South Sudan and Ethiopia, to which the MFA channelled both humanitarian and development funding through the FRC. Through humanitarian assistance, the International Committee of the Red Cross (ICRC) extended its health and food security assistance to conflict-affected areas in Southern Somalia providing immunization, reproductive health care and treatment for the malnourished in 32 health centres and four hospitals, and food or cash distributions to drought-affected communities in partnership with the Somali Red Crescent Society (SRCS), which provided the same services in Puntland and Somaliland.

In South Sudan, the ICRC supported the South Sudan Red Cross to combine emergency relief with efforts to help people build their resilience, focusing on the sectors of protection, health, water and food security/livelihoods. In addition, support was given to three rehabilitation centres, which can provide services for up to 3,400 persons with disabilities. In areas not plagued by conflict, the same activities were carried out by the South Sudan Red Cross. In Ethiopia, the One Movement appeal between the Ethiopian Red Cross, the IFRC and the ICRC was launched, and ICRC emergency relief to people affected by armed conflict was combined with resilience efforts, such as supporting returning IDPs with seeds and tools with the help of the National Society. In Afghanistan, the ICRC supported 47 Afghan Red Crescent Society -run health facilities and 3 physical rehabilitation centres, while the IFRC acted as a multilateral channel to complement the efforts with community-based health programmes in non-conflict areas.

## Multisectoral, integrated programming continues to increase

The adoption of the Framework for Community Resilience of the International Federation of Red Cross and Red Crescent Societies (IFRC) in 2014 and the increasing use of improved Community Engagement and Accountability (CEA) have clearly increased the Programme partner preference for multisectoral community programmes not only in Asia but to a growing extent also in Africa. Participatory methods bring out multiple needs in remote and poor communities with few other actors present than the local Red Cross Red Crescent society. 'Integrated' or 'resilience' projects and programmes very often also target water and sanitation and livelihoods needs besides traditional foci on public health and Disaster Preparedness (DP)/Disaster Risk Reduction (DRR). From 2016–2017, the share of integrated or resilience programmes has steadily increased in the Programme portfolio at the cost of preparedness projects. DP/DRR is increasingly becoming one of the many community activities, although a very consistent one due to the Red Cross Red Crescent humanitarian mandate. In 2018, no integrated programme was implemented without any DP/DRR component improving the capacity of authorities, communities and/or schools to prepare for, mitigate and respond to natural disasters. This trend is likely to grow stronger from 2019 onwards with Cambodia and Nepal DP/DRR projects finalizing and the new project planned by the Nepal Red Cross targeting various community resilience needs.



**Figure 2. Thematic distribution of Programme expenditure in 2018**

## Improved integration of cross-cutting topics into project activities

Cross-cutting objectives for the Programme include promotion of gender, disability and social inclusion under the Minimum Standard Commitments made in the Protection, Gender and Social Inclusion (PGI) framework of the IFRC as well as enhancing climate sustainability. The year 2018 consolidated the steady progress made by the entire Movement in recent years in gender issues. Formerly best considered in health activities, now 15 out of 17 projects report that differing DP/DRR, health, water and sanitation or livelihood inequities resulting from gender inequality and/or lack of respect for diversity have been recognized and addressed in the project activities. Reports provide information about combatting different forms of sexual and gender-based violence (SGBV) such as female genital mutilation (FGM), teenage pregnancies, domestic violence and harmful traditional practices, and menstrual hygiene management has clearly become a standard part of water and sanitation activities in integrated programmes.

Considering disability in community projects as a specific vulnerability is also very widespread but the inclusion of disabled people in community organizations and as Red Cross Red Crescent volunteers still remains very modest. Disabled people are still seen as project beneficiaries rather than potential project contributors, and further work and partnering with local disabled people's associations are needed to change this mindset. To this end, the Finnish Red Cross will further expand its partnership with Abilis Foundation and its local branches in 2019.

Integration of climate sustainability in programme activities is also making steady progress, with two-thirds of Programme activities assessing climate-related risk and adapting to local adverse effects of climate change. However, improvement is still needed in introducing new and scaling up current climate-smart practices in different projects. In this field, closer cooperation with WWF Finland was planned and piloted in Nepal in 2018 to bridge the Nepal Red Cross community preparedness and risk reduction work with WWF-Nepal's work on environmental protection and Climate Change mitigation.



## Contributing to aid localization through Red Cross volunteer networks

The projects are always implemented by the local Red Cross and Red Crescent Societies. The FRC promotes project modalities which help the National Society to create volunteer networks in communities and retain at least a certain number of volunteers working in their own communities in delivering disaster relief to the affected people or continuing to promote basic community activities. In 2018, 5,685 volunteers were trained through the supported projects, of whom 55% were women and 45% men. 334 Red Cross Red Crescent staff members (54% women, 46% men) were trained through FRC support to assist community volunteers in their activities. First aid is an important standard activity in all FRC-supported projects as first aid skills increase the capacity of communities to act as first responders and can be life-saving in cases when help is not readily available. In 2018, 4,669 volunteers and staff were trained in first aid through the projects.

1.2: # of volunteers trained	Women	Men	Total	%
Asia	2 166	1 732	3 898	69%
East Africa	516	436	952	17%
Southern Africa	354	299	653	11 %
West and Central Africa	75	107	182	3 %
<b>Grand Total</b>	<b>3 111</b>	<b>2 574</b>	<b>5 685</b>	
%	55 %	45 %	100 %	

The FRC kept on investing in National Society Development (NSD), making multi-annual investments in the development of institutional capacities of National Red Cross Red Crescent Societies in the spirit of Grand Bargain. In addition, the sustainability of community activities was ensured through well-functioning local branches able to support volunteer networks, with almost all projects (82%) having some type of branch development plans (including local fundraising development) and sustainability strategies (76 %) in place.

FRC's responsibility as a Programme partner is to ensure adequate financial and technical resources for the partner to be able to implement and monitor the project according to agreed quality and minimum standard commitments and to follow the key Results-Based Management (RBM) procedures established by the Movement. In terms of Programme effectiveness, the most essential RBM elements, such as participatory community health or vulnerability and capacity assessments, baseline-endline measurement on selected indicators, indicator tracking tables, mid-term reviews and external final evaluations seem to be well mainstreamed in all FRC-supported projects. The three-year internal review to be conducted in 2019 will look at the progress achieved in current Programme quality and effectiveness standards with the intention of updating the progress indicators: closing the ones achieved and setting new ones to keep continuously improving the Programme relevance, effectiveness and quality.

## 2. Regional programme outcomes

### 2.1. Main programme achievements in Asia

The FRC Regional programme portfolio in Asia in 2018 included a total of seven projects implemented in partnership with the National Societies of **Afghanistan, Cambodia, Myanmar** and **Nepal**. In Cambodia, two internal mid-term reviews (MTR) were carried out in both Cambodian Red Cross projects in early 2018 to ensure that the projects were on track to be completed in 2018. The external final evaluation of both Cambodia projects was ongoing in mid-2019 at the time this report was being prepared. In Myanmar, 2018 was the last full year of the health project, with a six-month phase-out period planned for 2019, including a final evaluation. MTRs were conducted in both Myanmar projects in early 2018 with key recommendations incorporated into project plans. In Nepal, both of the two projects made internal MTRs in early 2018 and an external final evaluation was ongoing in mid-2019. In Afghanistan, the security situation remained challenging and continued to limit the implementation of the Afghan Red Crescent Society's Community Health programme. Because of this, the health programme will need to revise its geographical target areas in 2019.

Despite the severe security constraints in **Afghanistan**, the Afghan Red Crescent Society (ARCS) was able to make notable progress in extending basic health care services for the most vulnerable population groups and hard-to-reach areas. The key achievements in 2018 included the increase in the number of female volunteers and empowering women as volunteer trainers and active health agents in communities where women's sexual and reproductive health issues can only be dealt by women. In 2018, 620 new CBHFA volunteers, of whom 48% women, were trained in 14 provinces, and 320 of them were

trained by female trainers in first aid, trauma care and psychological first aid. Trained volunteers reached altogether 52,470 community members (48% women, 52% men) through household health awareness raising visits aimed at promoting positive changes in health seeking behaviour and practices. 16 new grandmother committees were established, and grandmother volunteers received training in basic health care including first aid, in developing birth plans and in guiding mothers on reproductive health and on newborn care, which was also a priority in the 2018 health programming. In a country where the population's access to health care services is one of the most limited in the world, rendering first aid to 72,268 people (33% women, 67% men) and referring 10,350 patients to further medical services must have made a life-saving difference in people's lives. Additionally, the ARCS was able to provide immunization and conduct health promotion activities in hard-to-reach communities and armed opposition areas through programme resources provided through the Finnish Red Cross.

**In Cambodia**, in the Cambodia Red Cross (CRC) projects focusing on community-based disaster risk reduction (CBDRR) and community-based health and first aid (CBHFA), 150 Red Cross volunteers in 12 villages and approximately 50 Red Cross youth volunteers in target schools disseminated behaviour change health messaging. Representatives from each of the 2,947 target families participated once or twice a month in the behaviour changing activities. Health and hygiene awareness-raising were coupled with household latrine and pump well constructions to enable improvement in household and individual hygiene and sanitation practices. The disaster risk reduction dissemination concentrated on the main risks in the target areas, namely drought, lightning, fires, windstorms and flooding.

The mid-term review conducted in Kampong Cham province in early 2018 found out that the programme is highly relevant both to the communities and to the CRC, with clear improvements in the community members' health condition and capacities to reduce risks in terms of increased information and equipment. According to the health authorities and beneficiaries, there are signs of increased knowledge and changed practices: open defecation in the area has decreased and latrine usage has increased almost up to 100%. Those who did not have a latrine covered the faeces by soil. All women now go to health clinics for pregnancy check-ups and birth spacing has generally increased. The project was also able to test the disaster management capacities built when floods affected two project target villages in July 2018. Trained volunteers were mobilized to assist in evacuations, distributions and cleaning campaigns when the floodwater had receded.

One key outcome in both project areas is their full integration in the community development plans. Project health activities are linked to Ministry of Health (MoH) work plans and are well coordinated with the provincial health authorities. The MoH also provides trainers for health trainings and supports in monitoring the programme. Red Cross participants attend the MoH technical health working group and share their plans monthly. Programme staff registers hardware such as latrines and pumps in the provincial rural development systems, enabling the community to get support from the government structures in case the well is broken. The project follows the governmental disaster management structure and works hand-in-hand with Disaster Management Committees at community level, which monitor the disaster risk reduction activities. The MTR highlighted that cooperation between the local authorities and the Red Cross is fast and smooth and is based on two-way communication.

**In Myanmar**, the main achievements of the Health project implemented in Kayah state included an increased capacity of communities to reduce vulnerability to diseases through household visits by trained volunteers, with health education topics focusing on priority health problems, including respiratory infections and diarrhoeal diseases prevention linked to the rainy season. Additional emphasis was put on schools, with more than 100 health education sessions held focusing e.g. on hand washing practices and personal and menstrual hygiene – coupled with the construction of child, gender and disabled friendly school latrines and handwashing facilities. Furthermore, access to reproductive, maternal and child health was improved through conducting peer-to-peer education sessions and organizing monthly Mother Club meetings. Community members and/or key informants interviewed during the MTR reported an increase in handwashing and a reduction in diarrhoea. In addition, interviews indicated an increased uptake in antenatal services, more women delivering assisted by a trained midwife and an increase in exclusive breastfeeding. Improved access to water was also highlighted by communities during the MTR. Especially women mentioned that the time spent collecting water has reduced significantly, allowing more time for other household chores. However, as per the MTR recommendations, more attention is required to improve the quality of water.

In Hinthada Township, the Urban Risk and Resilience project made evidence-based achievements in increasing awareness of communities and schools on main disaster and household risks. The main project results in 2018 included reaching 20,955 people with risk awareness raising sessions and activities, conducting communal small-scale mitigation measures in nine

schools and communities and establishing local emergency funds in ten communities. Consequently, the mid-term review and monitoring visits could observe a clear improvement in people's risk awareness, including floods, household fires, accidents and diseases, in capacity to prepare for them and to take action for example with evacuation measures and first aid skills. Flood preparedness had also improved people's access to clean water, and linked the preparedness to recovery with measures in place safeguarding the livelihoods (seeds, property, livestock) and clean water in case of flooding. The MTR recommendation of advocating and seeking closer cooperation and work on joint Township Disaster Management Plans with the Township Disaster Management Committee was also reacted to: the first participatory Township Disaster Management Plan was made and table top exercises were organized in how to communicate, disseminate information, and prepare action during an emergency among different departments. Planning for the next iteration and geographical focus for the project from 2020 onwards will start in 2019, with activities in Hinthada closing by the end of 2019.

**In Nepal**, the mid-term review of the Bon-going 'Building Community Resilience' (RACE II) project found out very positive project effects in health and hygiene, with no severe diarrhoeal cases in the target communities, significantly increased handwashing practices and improved access to safe drinking water. The community had a strong ownership of the activities, attributable to a bottom-up approach to planning. The reports and the endline from the other supported community resilience project, ending in 2018, indicate that also this project has succeeded to improve the health and hygiene awareness and status of the communities. The percentage of households having safe water handling practices increased from 14% to 87%, and the percentage of children under 2 years with full dose vaccination coverage increased from 69% to 100%. The share of people in reproductive age who had knowledge about at least three measures to avoid HIV/AIDS increased from 11% to 77%. The results also signal a reduction in diarrhoeal diseases among children under five and show improvements regarding social discrimination and livelihood promotion. After the project, the percentage of local people that are aware about legal measures against domestic violence had increased from 36% to 77%, and 78% of local people are aware about legal measures associated with social discrimination, in comparison with 46% at the start of the project. The percentage of women aware of their property rights had also increased from 10% to 81%. The final report also indicates success in flood disaster risk reduction, as community people, with active involvement of the Community Disaster Management Committee had i) built a crate wall to prevent landslides in Sidhhithumka, Ilam, ii) laid a crate wall for river training in Kyanehswor, Sindhuli, and iii) established an effective information flow from the upstream communities to the downstream communities during the flood period in Haripur Sarlahi. The final evaluation in progress will provide a more complete picture of the achievements.

Internal mid-term reviews verified that all projects and programmes supported in Asia were slightly delayed but in general on track in achieving their intended outcomes with no severe risks detected. The MTR teams were composed of technical staff members from both the Finnish Red Cross and the partner National Societies and, in some cases, also from peer National Societies. Although each project/programme has its contextual specificities, some joint features could be found and summarized at Programme level:

#### **Key achievements and remaining challenges:**

- Community volunteers and their skills and capacities to mobilize communities to make changes in their current behaviour and risk practices are the backbone of a successful community project. Ensuring an adequate number of volunteers with diversity (elderly – younger ones, men – women, diverse socio-economic and ethnic groups) as well as ensuring the retention of dedicated and skilful volunteers came up in various reviews as key factors.
- Unmet community needs or priorities were regularly brought up by the reviews, particularly in terms of livelihoods. At the same time, the need to narrow down the scope of activities or focus on fewer topics was pointed by community members particularly in integrated programmes.
  - Even if poor people have various needs which cannot all be satisfied by the Red Cross – often the only aid organization in these remote communities – this reiterates the need to continue investing in community engagement in the project planning phase.
  - Our partners also need more confidence and skills to bring to the attention of local authorities such serious community vulnerabilities and problems detected that the Red Cross is not able to address, and teach community leaders to work on them (e.g. the widespread drug problem).
- Reviews repeated the need to strengthen community feedback mechanisms, and some brought up the need to improve community engagement (timing or activities, involving men not interested in project activities). An

- interesting recommendation was made by the final evaluators in Cambodia to use community-led monitoring in 1–2 selected behaviour change topics as part of behaviour change promotion strategies.
- Specific efforts and resources are needed to reach out to the most marginalized households and community groups. Project planning, site selection and activities were not always ideal in anticipating the efforts needed to reach groups such as fishermen, marginalized ethnic groups (Dalit, Janajati), the ultra-poor, drug abusers, etc.
    - However, a positive finding was that those efforts were made during the project implementation although not planned.
  - Climate change adaptation could have a more visible and explicit role in the programmes: it is done in practice (energy efficient stoves, adaptation of livelihoods, disaster risk mitigation measures) but not labelled as such.
  - All WASH-related assessments and action plans should include menstrual hygiene management as a basic standard.
  - Risk management practices exist but not at all levels. Transparency in the use of established community funds was mentioned as a key area for the partner NS to monitor for risk, as well as sudden changes in local human resources.
  - Sustainability planning is advancing well, with many National Society partners now requesting support from the FRC to create better sustainability strategies. Room for improvement is found at making this interest stronger in the beginning of the project and not only at the end.
    - Lack of the National Society's own vision of self-sustained, volunteer-based community structures hampers project level sustainability planning in Myanmar.
    - An interesting suggestion from the draft final evaluation in Nepal encourages the Red Cross to explore cost-sharing agreements between communities, local authorities and the project from the beginning.
  - Mid-term reviews are excellent tools for learning and sharing good practices developed by skilful branches. The habit of the FRC Asia team to systematically engage peer National Society partners to the reviews is excellent and provides technical impact.

## 2.2. Main programme achievements in Africa

In 2018 the FRC regional Programme portfolio in Africa comprised 11 long-term projects implemented with the National Societies in **Burundi, Ethiopia, Cote d'Ivoire, Kenya, Malawi, Somalia, Sierra Leone, South Sudan** and **Zimbabwe**. In all countries, the FRC Programme took a clear shift towards integrated programming to best address the vulnerable populations at the community level. In terms of the community-based health and first aid (CBHFA) approach, which FRC has applied for years, there was a clear increase in sexual and reproductive health, promoted by the updated maternal, neonatal and child health module, also including guidance on how to work with volunteers against female genital mutilation (FGM). Menstrual hygiene management (MHM) was emphasized in water and sanitation activities especially in schools.

The FRC prepared for the global Universal Health Coverage (UHC) focus year 2019 through initiating discussion on task shifting together with the IFRC. A major milestone towards UHC was the successful implementation of integrated community case management (iCCM) in Kenya. As a task shifting effort, iCCM complements the community-based health promotion and surveillance activities and links communities to curative primary health care, also practised through partners (Somalia).

During 2018, the ability of FRC partners to work both in disasters and in development was tested in practice in small and medium-sized disasters and emergencies, such as flooding in Kenya, cyclone in Somalia, and a cholera outbreak in Zimbabwe. The FRC-supported project staff was able to support the response efforts in their project areas and even nationally.

Mid-term reviews (MTR) were conducted in Burundi, Ethiopia, Malawi, Sierra Leone and Zimbabwe in 2018. The review teams looked at whether the projects and programmes were on track towards their intended outcomes and suggested measures to ensure the final objectives will be met within the remaining project implementation span. The MTR teams were composed of technical staff members from both the Finnish Red Cross and the partner National Societies but with less participation from peer National Societies than in Asia. Key MTR findings are presented below.

**In Burundi**, the mid-term review concluded that the project efforts made so far had been geographically scattered and recommended that in order to achieve the intended results, the project would need to consolidate activities in the same communes and concentrate latrine and household construction in one community only. Project performance will be

reviewed again at the end of 2019 to check if the new recommended strategy has improved the impact and supported the project to achieve its intended results better.

**In Ethiopia**, one of the recommendations was to extend project implementation with one year to wind up the current activities and to prepare plans for the next project phase. In addition, an ex-post assessment on “Integrated Community Based and Gender Sensitive Health Projects 2006–2013” in Bench Maji zone was conducted in 2018, showing good sustainability of the activities.

**In Malawi**, a mid-term review of the project was conducted in February 2018, and the interviews indicated a decreased number of malaria cases and improvement in sanitation through increased latrine coverage. The DRR and OD components of the project required further strengthening, and based on the recommendations of the MTR, these components were partly redesigned and plans updated accordingly.

**In Sierra Leone**, the mid-term review conducted in 2018 concluded that the CBHP addressed key public health risks and was highly valued by the communities. WASH activities were on track for completion with good technical results, while the health components did not experience the same level of progress. However, according to the MRT findings, the project activities had contributed to an increased clinic attendance for childbirth and vaccinations. Health knowledge regarding malaria, childbirth and waterborne diseases had improved in communities.

**In South Sudan**, an evaluation of the “Towards Healthy Communities” consortium project was conducted in 2018. According to the evaluation report findings, the project’s WASH intervention in Aweil was considered a relevant activity, both from the perspective of needs but also in terms of feasibility. The SSRCS hygiene & sanitation approach was effectively implemented. In all, the project seems to have had significant impact at the community level. However, evaluation findings also indicate that the sustainability of e.g. hand pumps and latrines in the communities is doubtful without further external support. Field experience based manuals and trainings of trainers create a high potential for replicability.

**In Zimbabwe**, a mid-term review concluded that there was fair progress towards the attainment of the desired and set targets and that the processes were in place. Innovations, such as energy saving cooking stoves and keyhole gardens, are practical solutions to climate change adaptation and also keep the volunteers and communities motivated and increase sustainability.

The final outcomes of the **Kenya** and **Cote d’Ivoire** projects ending in early 2019 will be evaluated accordingly. **In Somalia**, the Somali Red Crescent Integrated Health Programme mainly provides clinical health care and is thus more specialized than the other projects reviewed. It has run for more than two decades, and has a high impact by providing health care services to approximately 7% of the national population in largely poor and underserved communities. Moving to community-based programming once the Ministry of Health is ready to take over clinical care is the biggest challenge in the otherwise sustainable programme.

#### **Key achievements and remaining challenges:**

- Although scalability is a desired goal, projects that are geographically scattered tend to lag in results, and consolidation in smaller areas may facilitate implementation.
- The communities are ultra-poor and painfully need and value hardware outputs like latrine construction.
- “RC volunteer” is a diverse concept and varies a lot depending on the persons’ experience, role, knowledge and skills. To support the volunteers and keep them motivated, more emphasis should be put on offering specified, relevant and up-to-date trainings.
  - In Ethiopia and in Sierra Leone, where many community volunteers are illiterate, a specific coaching/mentoring structure is needed to support them, and a different approach to volunteer training is also required.
  - In Ethiopia, strengthening the reporting lines from volunteers to branch would make the work of volunteers more visible and bring measurable results. A visible RC volunteer status and well-equipped volunteers create trust in a community.
- Climate change awareness and adaptation activities should have a stronger role in the projects.
  - Innovations promoted by the Finnish Red Cross, such as energy saving cooking stoves and keyhole gardens, are practical solutions to climate change adaptation and also keep the volunteers and communities motivated and increase sustainability.

- The need to strengthen complaint and feedback mechanisms at different project levels and in the RC organization and project came out as a finding in many reviews.
  - In Zimbabwe, the culture of complaining and giving feedback is not really embedded into the communities' daily lives. Therefore, new ways of engaging the community and new CEA methods could be piloted.
- Despite the exceptional progress made e.g. in Zimbabwe where people living with disability were reported not only to receive support but also to participate actively in the community activities, specific efforts and resources are needed to reach out to the most marginalized households and community groups. Like in Asia, projects must continue adjusting the activities to the specific needs and vulnerabilities of these groups.
  - Disability and gender issues should be targeted holistically, not separately.
  - Incorporating menstrual hygiene management in WASH activities and bringing sensitive sexual and reproductive health issues into community health promotion activities in an appropriate way should always be considered.
- The sustainability prospects of the different projects varied. Sustainability was clearly better in projects with strong branch development (Ethiopia ex-post evaluation).
- The MTR can and should lead into thorough consideration of the relevance of the targets. A new assessment and/or restructuring the project objectives after the MTR can guide the project to a better performance. If needed, more focus should be put on the project planning phase, strengthening PMER and data collection systems.

### 3. Progress in Enabling Actions

#### 3.1. Progress in strengthening partner National Society capacities

**Enabling Action 1: Strengthen the partner National Society's organizational and service provision capacities**

Besides community level activities, the Finnish Red Cross Programme supports the National Society Development (NSD) of each Programme partner aimed at building self-sufficient, independent National Societies able to scale up and sustain local self-help networks based on volunteering, strengthening local ownership and the role of the local civil society in addressing community needs and challenges. In 2018, FRC support was directed to both broader change management processes and to specific organizational functions of the partners to assist in organizational development and capacity strengthening. Coordination with other partners was emphasized in all support. The year 2018 also marked new efforts for NSD from the Movement as the new long-term strategy for the IFRC was under discussion and new mechanisms for cooperation as well as for longer-term investment were being developed.

##### **Promoting the use of OCAC as a base for needs-based, holistic and measurable NSD support plans**

The Organizational Capacity Assessment and Certification (OCAC) tool for organizational capacity assessment continued to be the key tool used to assess the National Society's organizational health. As a self-assessment process conducted with external facilitators, it is based on the assumption that the National Societies have full ownership of and responsibility for the assessment results. Globally there were 119 National Societies which had undergone the self-assessment by the end of 2018 (12 National Societies have done it twice). The total number of OCAC processes conducted in 2018 was 15 (out of which 10 in new National Societies and five repeated in National Societies which had undertaken the first exercise earlier). Out of the present FRC partners funded through the partnership Programme, the Sierra Leone Red Cross Society was the only partner going through the exercise in 2018. The analysis done by the IFRC on the basis of 90 National Societies' OCAC results concluded that areas in which National Societies typically report weak capacities include many that would be thought of as core to any modern organization: financial resource mobilization, communications, human resource management, security and risk management.

In addition, many National Societies report weakness in organizational areas that could be thought to be central to the identity of the Red Cross Red Crescent: volunteer recruitment and retention, for example, or issues that strengthen shared Red Cross Red Crescent identity. Weak capacities are often interrelated, both to one another and to deeper "root" causes.



For example, poor communications capacity is likely to influence capacity to mobilize resources. Encouragingly, however, a large majority of National Societies report that they function as organizations that are autonomous in relation to their public authorities at all levels. The National Societies are preparing their National Society Development plans based on the OCAC process. In 2018, the Finnish Red Cross supported the Sierra Leone Red Cross Society (SLRCS) to continue its restructuring process due to organizational weaknesses and the mistrust created by the management of the Ebola operation in 2015. As part of this process, the SLRC elaborated its OCAC-based NSD plan.

#### **Supporting the recovery and turnaround processes of weak National Society partners**

Larger organizational changes were supported also in Burundi, Mozambique and Malawi together with other Movement partners. These National Societies have been struggling with financial instability and were in need for new ways to improve their financial sustainability and capacity building. The Finnish Red Cross participated actively in the discussions in partnership meetings of these National Societies and provided them financial and technical support in improved coordination with other partners. The Malawi Red Cross Society has been struggling with a debt crisis for some years and an organizational audit was conducted in 2018. A crisis steering committee was also formed together with the National Society and its partners. A crisis manager position was created, and a consultant advised the Secretary General in 2018 in carrying out the needed change management process. The Finnish Red Cross supported the turnaround plan through its consortium partner, and participated in the strategy follow-up through active participation in the steering committee. The FRC-supported project has not been affected by any mismanagement. In Mozambique a financial analysis was conducted with support from the Finnish Red Cross to analyze the income sources and to reduce expenditure as a start to improve financial sustainability. The recommendations also covered the development of financial management and financial reporting of the National Society.

Apart from the more holistic change management and restructuring processes, the supported National Society development activities included traditional priorities in 2018. Finance development remained the main area for strengthening the organizational functions of the partner National Societies. Other major areas for the partners' capacity development were youth and volunteering, as well as resource mobilization at national level and branch income generation. Further major focus areas included governance and management, and logistics development. In Asia all partners received support in finance and branch development.

#### **Contributing actively to national and global National Society Development frameworks and policies**

Finnish Red Cross NSD advisers (2 persons) and delegates provided crucial technical support to the partner National Societies through their expertise. In 2018 the resource mobilization concept was revised and a new partnership agreement developed. The learnings from project implementation were revisited and ex-post evaluations carried out for learning purposes (see Chapter on evaluations). In the analysis of the project final evaluations conducted in 2013–2017, the three main recommendations for NSD to be considered in project design and implementation were related to 1. the use of the partners' existing sectoral policies and guidelines, 2. focus on gaps identified in OCAC or similar analysis and 3. needed attention to effective volunteer management.

FRC advisers also participated in the Movement's Organizational Development Advisers' Group (ODAG), which has been discussing the best ways of supporting National Societies. While the IFRC's NSD framework spells out the challenging realities of NSD, including why support efforts fail to be effective, there is little written about how change to improve the quality of NSD support might happen. The IFRC Governing Board drafted an NSD Compact in 2018 to spell out the needed commitments from the various parties in NSD strengthening. The ODAG contributed to this work by starting the creation process for a Theory of Change to reflect what the supporting partners can do in order to strengthen their partners' capacities and how NSD support efforts can be improved. Six domains of change were identified at which the focused support should be directed: 1) National Society Leadership; 2) Increased Accountability; 3) Mindsets on Organizational Models for National Societies; 4) Operational Models; 5) Modes of Engagement with National Societies, and 6) Collaboration of the Key Actors.

As a reflection to the Grand Bargain commitments of "increasing and supporting multi-year investment in the institutional capacities of local and national responders", the International Red Cross and Red Crescent Movement established a National Society Investment Alliance in 2018. It aims to ensure significant multi-year financing and support for National Red Cross and Red Crescent Societies, with a particular focus on medium, high and very high-risk contexts. This may include support for organizational development, technical and functional capacity development and increasing resource-mobilization capacity.

Nearly 50 National Societies applied for funding. The Finnish Red Cross was consulted by some partners in their preparations for the applications, and the FRC is committed to provide technical assistance to the selected partners during the implementation of their plans if needed.

#### **Investment in bilateral partnerships continued**

In 2018, bilateral partnership reviews were conducted with two partner National Societies, Zimbabwe and Cote d'Ivoire. This was the second review with the Zimbabwe Red Cross Society, regarded as a strategic partner, whereas in Cote d'Ivoire the review was a follow-up of the second partnership discussions with the Red Cross Society of Cote d'Ivoire (CRCI). The reviews covered strategic framework discussions highlighting the strategic priorities based on a formal evaluation of partnership dimensions as well as how well practical issues (e.g. FRC delegate presence, resilience programming and working modalities) work between partners.

The Plan of Action for partnership development in Cote d'Ivoire was updated, and specific NSD support areas for the exit plan were identified. The key priority areas for cooperation were identified also in Zimbabwe. Movement coordination was stressed in both discussions and youth development emphasized as a key priority in both countries. In addition, in Nepal the NRCS and the FRC held bilateral discussions on the planning of long-term programmes for 2019 and beyond, as well as the implementation modality and focus of FRC support to capacity building of NRCS as part of the new/merged programme. The concept of regular, more structured and systematic partnership reviews was introduced to the partner in 2017 and will be put into practice in the future.

Partnership with the FRC is highly valued and the contribution made by the delegates appreciated as being open and frank. In Zimbabwe, good feedback was given on the ZRCS management exchange visit to the FRC General Assembly in 2017. As the ZRCS has identified a need to better define the roles of governance and operational/executive management, the Secretary General was impressed when witnessing how the organizational structure worked in the FRC and of the transparency of the elections at the FRC General Assembly.

#### **Branch development becoming more planned and formalized**

The focus of FRC support in National Society development and capacity development at branch level aims at ensuring that the National Society has localized skills and resources to increase community resilience, including identifying needs within communities, training of volunteers, building relationships with local stakeholders and being the first point to respond to emergencies. The FRC project branches were encouraged to sustain effective service delivery locally and to mobilize local engagement for future development and response.

All FRC projects embed branch development components, mostly directly connected with the capacity building of volunteers, community people as well as the project and branch staff. Standard branch development measures included, for example, training of staff on good governance and efficient management of local activities, capacity building by training and on-the-job learning on all sectors of project activities for volunteers, sharing project management with the branch, and promoting a good flow of information between the national and local actors.

14 out of the ongoing 17 projects supported by the FRC now have a branch development plan, which as a minimum comprises a prioritized action plan with budget and resourcing. Nine branches have adopted more formal development plans that help them to follow up goals and performance in the communities where they work. Local level development plans grounded the national NSD strategies at the project level in all FRC projects.

Branch development plans were partly on outcome of local self-assessment and partly of national level strategy for more effective service delivery and resilience. The Branch Organization and Capacity Assessment (BOCA) tool had been introduced and was now strongly promoted in all Programme partner National Societies. In addition to the BOCA process, branch development measures in FRC projects included awareness raising and capacity building in project cycle management (PMER and guidance for finance and administration, information management and sustainability).

The FRC added value by providing technical support for branch development planning, for example, in Cambodia and Nepal, where the community-based projects are to be completed by the end of 2019, and in South Sudan where the local communities are only now being organized for resilience in a multi-hazard context. The FRC continued to provide support to the branch level through presence and on-the-job training by delegates, but also, among others, through youth exchange. For example, in Malawi the FRC continued youth cooperation and deployed youth delegates there. In 2018 the Finnish team worked with other Nordic and Malawian volunteers to develop MRCS youth activities focusing especially on out-of-school

youth and at the same time developing e.g. the girls' club programme under the project. All standard FRC evaluations included an analysis of branch development and each FRC delegate received NSD briefing for their mission.

FRC has ensured that branch development plan is in place and FRC supports its implementation consistently	Yes	Partially	No	No of projects
2017 – number of projects	7	5	6	18
2018 – number of projects	9	5	3	17
Current situation in %	53 %	29 %	18 %	100 %

#### Key achievements and challenges in 2018:

- Partnership reviews were conducted with two partner National Societies
- The FRC receives good feedback from its partners on NSD-oriented partnerships
- 82% of projects have branch development plans fully or partially in place
- Progress in more formalized branch development plans is still modest (53%)

### 3.2. Progress in improving Programme quality

**Objective 2: Improve the Programme quality through a) community-owned, b) inclusive and c) risk-informed project approaches**

#### Modest progress in increasing the use of community engagement and accountability (CEA) tools and standards

The FRC supports Community Engagement and Accountability (CEA) approach tools and minimum standards by assisting its partners to have the Movement-wide IFRC Minimum Standards<sup>6</sup> in place in all FRC-supported programmes and projects. Accountability and transparency are also FRC partnership values, and in partnership discussions the aspect of accountability towards beneficiaries and affected populations, the public, the donors as well as towards the members and volunteers is discussed and promoted.

Based on the reported indicator data there was no significant progress made in strengthening community engagement and accountability in comparison with the year 2017. In 2018, there were five projects in which the CEA mechanisms were in full use and additional eight projects that had the CEA mechanisms partially in use. CEA approaches and activities implemented in the FRC-supported projects included for instance engagement and consultation of target communities in the establishment of ambulance services in Ethiopia, conduction of beneficiary satisfaction surveys in Cambodia, and establishment of feedback and complaint systems in Kenya, Nepal and Cambodia. Feedback from partners indicates that one reason behind the slow adoption of CEA tools and methods may lie in the extensive toolkit prepared by the IFRC. The toolkit is on revision in 2019 and will focus on improving feedback mechanisms and the use of feedback data collected as National Societies already use participatory assessment methods such as Vulnerability and Capacity Assessments (VCAs).

All FRC-supported projects have adopted participatory work methods that encourage community participation and ownership, but in four of the projects supported by the FRC specific CEA mechanisms allowing two-way communication with target communities had not been adopted. Despite FRC's continued efforts to promote CEA in Sierra Leone and South Sudan, three FRC-supported projects in these two countries were not able to adopt CEA in 2018. In Sierra Leone, the FRC supported the SRLC community engagement and accountability focal person to attend CEA training, and with newly acquired capacities in CEA, the SRLC is better positioned to integrate community engagement and accountability mechanisms into its programmes in the future. In Afghanistan, the FRC continued to encourage the IFRC and the ARCS to continue the efforts to ensure better community engagement and accountability. Unfortunately, the difficult security context continued to challenge the project implementation, and the ARCS was not able to set up community feedback systems to the extent outlined in the 2018 plans.

<sup>6</sup> For more information, please refer to: <http://media.ifrc.org/ifrc/what-we-do/community-engagement/>

Community engagement and accountability (CEA) mechanisms are in place and beneficiary feedback is systematically addressed by the project staff	Yes	Partially	No	No of projects
2017 – number of projects	4	12	2	18
2018 – number of projects	5	8	4	17
Current situation in %	29 %	47 %	24 %	100 %

### Excellent progress in promoting gender equality, diversity and social inclusion

The work of the FRC in supporting its partners in gender and diversity is based on the provisions of the IFRC Strategic Framework on Gender and Diversity Issues for 2013–2020<sup>7</sup>. The framework is embedded firmly in the Fundamental Principles of the International Red Cross and Red Crescent Movement and acknowledges that for the Movement and its Fundamental Principles it is of great importance to reach all vulnerable people effectively and in a non-discriminatory and equitable manner.

In 2017 there was good progress made against the Programme level gender and diversity indicators, but projects were still challenged to translate this approach all the way to the community action level. The positive trend in the achievement of gender and diversity indicators continued in 2018, and it seems that the FRC together with its partners are on a right track to identify and address gender, diversity, disability and social inclusion related issues better in their work.

With a slight increase compared to 2017, 15 out of 17 projects reported that differing DP/DRR or health inequities resulting from gender inequality and lack of respect for diversity had been identified during community assessments, and in 9 out of 17 projects identified inequities were also addressed in the project activities. In health, women’s peer support groups, mothers’ or grandmothers’ clubs are concrete examples of ways how FRC-supported projects in Kenya, Sierra Leone, Somalia, Afghanistan, Myanmar and Cambodia, among others, are reaching out to women and improving their access to health education especially regarding maternal and child health. Prevention of sexual and gender-based violence (SGBV) has been incorporated into the projects in Afghanistan, Nepal, Ethiopia, Sierra Leone, Somalia and Zimbabwe, and specifically projects in Africa are increasingly combating the harmful practice of female genital mutilation (FGM). The construction of safe and girl-friendly sanitation facilities in schools with provision for menstrual hygiene management (MHM) in Myanmar and South Sudan and the construction of accessible toilets with ramps for people living with disabilities, like in Burundi, are examples of gender- and diversity-sensitive WASH implementation in FRC-supported projects.

The need to build integration capacities also extends to FRC’s own staff and field delegates, and in 2018 the Finnish Red Cross conducted internal trainings for the organization to better identify and address gender, diversity, disability and social inclusion related issues. For disability inclusion, the partnership with Abilis foundation was developed further through workshops, and Abilis Foundation’s local partner continued to support the Nepal Red Cross implemented Community Development programmes in Nepal. At the Movement level, the Finnish Red Cross continued to second a disability inclusion coordinator to the IFRC and ICRC Secretariats in Geneva.

Differing DP/DRR or health inequities resulting from gender inequality and lack of respect for diversity are identified during community assessments and addressed in the project action plans (# of projects)	Yes	Partially	No	No of projects
2017 – number of projects	8	7	3	18
2018 – number of projects	9	6	2	17
Current situation in %	53 %	35 %	12 %	100 %

In terms of disability inclusion, best progress was achieved in ensuring the accessibility of project activities. The number of projects that were able to fully ensure accessibility, i.e. identify potential barriers for participation for different population

<sup>7</sup> Please refer to:

<http://www.ifrc.org/Global/Documents/Secretariat/201412/IFRC%20Strategic%20Framework%20on%20Gender%20and%20Diversity%20Issues-English.pdf>

groups and actively seek participation, increased from two projects in 2017 to six in 2018. However, the share of projects in which no specific actions were taken to mitigate the effect of identified barriers for participation of diverse groups of people still remained higher (10 out of 17) than the number of projects fully complying with this indicator.

The accessibility of community activities for different genders and people with disabilities is ensured	Yes	Partially	No	No of projects
2017 – number of projects	2	14	2	18
2018 – number of projects	6	10	1	17
Current situation in %	35 %	59 %	6%	100 %

To ensure access and identify specific vulnerabilities based on gender and diversity, the partners of the FRC have promoted the diversification of community committees in different projects. There was a slight positive trend against the indicator in 2017 with four projects achieving full compliance. In 2018 two additional projects were able to comply with the indicator, bringing the total number of projects to six. 10 out of 17 projects were partially complying with the indicator. The only project that did not meet the criteria was the project in South Sudan that was still in the planning phase.

Gender-balanced community committee composition criteria ensuring the diverse representation of the local population are implemented	Yes	Partially	No	No of projects
2017 – number of projects	4	11	3	18
2018 – number of projects	6	10	1	17
Current situation in %	35 %	59 %	6%	100 %

In 2018 progress was made with regard to the indicator on project volunteer criteria that measure gender balance and diversity of the volunteers. 16 out of 17 projects had volunteer criteria that reflect gender balance and the diversity of the local population fully or partially and only one project had not taken gender and diversity aspects into account in volunteer recruitment. All in all, the FRC has been relatively successful in achieving gender balance in volunteers. This analysis is also supported by the other indicator measuring the number of volunteers trained in FRC-supported projects, which shows that women comprise 55% and men 45% of the trained volunteers.

Disability issues have become more visible in many of the FRC-supported projects but reaching out to people living with disabilities has proven to be more challenging in practice. In Sierra Leone, the National Society has recruited people living with disabilities as volunteers, and income-generating activities, such as the provision of start-up funds for starting small businesses, has been accessible to and also benefited community members living with disabilities. In South Sudan the Healthier and Safer Communities and Schools project have set an objective of including at least one person in ten living with a disability in the community committees, and similarly in Nepal, women, persons with disabilities and members of marginalized groups, such as Janajati and Dalit, were included in the disaster management committees from the beginning on. Despite these encouraging examples, ensuring that especially people living with disabilities are included in the projects not only as beneficiaries but as active actors is still work in progress.

Project volunteer criteria reflect gender balance and the diversity of the local population	Yes	Partially	No	No of projects
2017 – number of projects	4	9	5	18
2018 – number of projects	5	11	1	17
Current situation in %	29 %	65 %	6 %	100 %

## Good progress in promoting climate-risk informed projects

Climate change is a key driver of risk and loss, bringing uncertainty and extreme weather, and generating increased demands on Red Cross and Red Crescent services. According to studies<sup>8</sup>, between 1996–2015 worldwide more than 90% of natural hazards were related to climate (i.e. storms, floods, droughts, heat waves), and extreme weather killed more than 500,000 people and damage totalled more than USD 3.08 trillion. At policy level, in December 2015, the State Parties to the UNFCCC came together in Paris during the 21<sup>st</sup> Conference of the Parties to sign a global agreement with targets and commitments for actions required to limit temperature rise to 2°C above pre-industrial levels. In 2018, the United Nations Climate Change Conference was held in Katowice, Poland. The conference was the most significant global milestone in climate policy and agreed on rules to implement the 2015 Paris Agreement.

Following from the above, it is crucial for the Red Cross and Red Crescent Societies to scale up climate-smart programming, influence the development of climate-related laws, policies and plans, and carve out a distinct role in the climate change agenda. For this purpose, the IFRC published in 2017 a new Framework for Climate Action Towards 2020 to strengthen the role and contribution of the Red Cross Red Crescent Movement to tackling climate change. It is evident that the importance of climate issues within the Movement increased in 2018 when the IPCC published the Special Report on Global Warming of 1.5°C.

Addressing climate change and environmental degradation are closely linked with the overall Programme goal of the FRC to strengthen the resilience of vulnerable communities. Increasing risks associated with hydro-meteorological hazards and conditions related to climate variability and change require the communities to prepare for the adverse effects that climate change may have for their lives, health and livelihoods. The FRC through its sister National Societies supports the communities in this.

At the project level, in two thirds (65%) of the ongoing 17 projects climate change related risks had been assessed and project activities adapted to local adverse effects of climate change when relevant to project objectives. In 88% of the projects climate change was considered at least partially. Although the FRC Programme considered climate sustainability as a cross-cutting sector and the FRC has made progress over the Programme period in this indicator, improvement is still needed to be able to scale up climate-smart programming and work in the future. In the more mature projects, climate sustainability is more visible compared to the projects that have just started. Difficulties are faced in complex contexts such as in Afghanistan where programme objectives for climate sustainability were not fully fulfilled. The other learning from 2018 based on annual reports is that climate sustainability needs to be taken better into account in integrated projects and projects with a strong focus on health and first aid. The FRC climate sustainability approach in all projects must be further developed and clarified, especially in terms of quality. Climate sustainability should play a stronger role in the planning and implementation phases and be better supported. Also, new partnerships are needed to improve climate smart programming.

Climate change related risks are assessed, and project activities are adapted to local adverse effects of climate change when relevant to project objectives	Yes	Partially	No	No of projects
2017 – number of projects	6	8	4	18
2018 – number of projects	11	4	2	17
Current situation in %	65 %	24 %	12 %	100 %

When analyzing the results of 2018, it should also be noted that within the Red Cross Red Crescent Movement there are still better support mechanisms and networks in Asia than in Africa, although the IFRC has scaled up its climate programming in Africa and the FRC's programme portfolio in Africa has been strengthened. However, in 2018, with support from the FRC, there were climate-smart projects both in Africa and Asia. In 2018, clear progress in climate sustainability was reported in Ethiopia, Somalia, South Sudan and Nepal compared to the previous year.

<sup>8</sup> The framework for Climate Action Towards 2020 for the IFRC (2017).



### Projects do include climate-smart practices but could do better

Projects that included climate-smart practices were implemented both in Asia and in Africa. A good example of an FRC-supported community-based project promoting climate sustainability is the resilience project in **Nepal**. In 2018, although progress in all project districts was very satisfactory when comparing with the actual baseline value, progress in understanding climate issues increased significantly. According to the endline survey, the percentage of direct beneficiaries who could correctly identify at least three relevant climate change adaptation options increased from 7% to 75%. In Rautahat district the target area covered 11,215 people. Community people who knew relevant actions of disaster risk reduction reached 67%. Knowledge on early warning systems and climate change impact and adaptation increased: 69% of target community members could identify the impact of climate change and indicate how to adapt to climate change. In Sindhuli (with total population of 9,364), the project improved awareness of community people in all components of the project. 60% of the community people had knowledge on disaster risk reduction actions and 75% of the people knew about the impact of climate change. In Ilam project area, 85% of the people knew about the impact of climate change and adaptation options. In **Cambodia**, the resilience project published and distributed flyers and booklets on natural disasters and climate change, and training was given to Red Cross youth and Red Cross volunteers in the communities. In the other community resilience project in Cambodia, one of the main activities was thematic trainings on integrated health and disaster/climate change in the target schools.

In the integrated community resilience project in **Kenya**, a highlight in 2018 was the work of six community-managed Disaster Risk Reduction (CMDRR) groups in Kilifi and Tana River counties, which circulated flood early warning information through community meetings (barazas) reaching 6,000 people. The CMDRR groups also worked closely with the respective Community Units to disseminate early warning messages, climate change information and sensitizing the community about possible outbreaks of sanitation-related illnesses such as cholera and methods to prevent them.

In **Malawi**, the capacity of the Malawi Red Cross Society (MRCS) and target communities to prepare for and mitigate natural disasters was enhanced through community-based measures and activities aimed at improving the capacities of local authorities. In line with the recommendations from the MTR, meetings were facilitated at national and district levels to review contingency plans based on national and district specific weather data. Village Civil Protection Committee members were trained in participatory hazard mapping and risk reduction planning, with a strong participation from female committee members. The committees were also equipped with disaster response materials, and linkages with their counterparts at community level were improved. Climate change adaptation was supported through bamboo and fruit tree planting in all target districts. Promotion of energy-efficient cooking stoves continued with good success. The usage of stoves helps to reduce cardio-pulmonary diseases among women and degradation of the environment. In addition, volunteers were supported to roll out the Participatory Approach for Safe Shelter Awareness in Chikwawa and Mangochi.

Another example of community-based climate change mitigation is the integrated resilience project in **Zimbabwe**. Tree planting days organized together with district authorities and the national Forestry Commission continued. Over 4,600 trees were planted in the reporting period. The expansion of the outreach of the energy-efficient cooking stoves also continued and is planned to reach the national level in 2019. Similar efforts have also been made to promote the assimilation of keyhole gardens. However, in this case, challenges have been faced to achieve significant numbers (473 gardens sustained). Extreme temperature and lack of water for domestic consumption limited the reach of this component.

In **Myanmar**, the project enhanced the capacities of vulnerable communities to cope with disaster risks and the overall disaster preparedness of the Hinthada township-level disaster risk management actors, with a strong focus on climate change adaptation. In **Nepal**, cooperation continued with the Finnish Meteorological Institute (FMI), resulting in an NRCS/FRC component in the FMI-led and MFA-funded project FNEP. The Red Cross component will focus on delivering better and more accurate multi-hazard Early Warning messages to vulnerable populations and is expected to be implemented in late 2019.

### Key achievements in 2018:

- The Programme is making steady progress in integrating different gender and diversity aspects into its activities: 88% of the projects now fully or partially address gender or diversity related inequities, and 94% of the projects report having ensured gender balance and diversity in project volunteering and target group participation.
- Disability issues are fully or partially considered in 94% of the projects.

- Two thirds of FRC’s projects are now climate-risk informed (more than in 2016 and 2017).
- Climate forecasts were used to enable early action and build resilience. Two forecast-based financing (Fbf) pilots in the Philippines and Zimbabwe built FRC’s institutional learning on effective early warning and action.
- Partners were encouraged to tap into the expertise of the Red Cross Red Crescent Climate Centre and the IFRC and form partnerships with meteorological departments and organizations as well as experts in climate change adaptation.

#### Remaining challenges in 2018:

- Adoption of new CEA tools and standards has been slow, and some partners have even given up trying to meet the standards in the complete CEA package compared to 2017. The renewal of the CEA toolkit and minimum standards are expected to help to make better progress in 2019.
- More work is also needed in the inclusion of disabled people as actors and not only as beneficiaries into projects and project-supported community organizations and volunteer networks.
- Asia has better resources than Africa to support the climate change related work with National Societies through the IFRC.
- More work needs to be done to support National Societies to adopt new climate-smart practices in integrated projects.

### Enabling Action 3: Improve the Project/Programme Management strategies

## 3.3. Progress in enhancing Programme effectiveness

### Progress in project Monitoring, Evaluation and Reporting (PMER) development

Improving programme cycle management capacities is a permanent part of Finnish Red Cross technical support to its Programme partners and an evolving process under continuous improvement. The FRC applies the Results-Based Management (RBM) approach in its own international programming to record outputs, measure results and impact, to improve decision-making, promote organizational learning and knowledge-sharing, and to uphold accountability and compliance to donors, partners and beneficiaries alike. The FRC monitors and supports the use of minimum PMER standards in each project. These standards include practices and tools related to planning, community assessments, monitoring, narrative and financial reporting, risk assessments, and measuring results via baselines and endlines.

In all its work the FRC supports the strengthening of its partners’ own systems, i.e. the PMER system, guidelines, formats and tools of the partner are the starting point for the PMER work and support that the FRC carries out. This builds the capacity of the National Societies and the countries in question. The FRC also promotes the establishment and use of the IFRC’s globally developed PMER practices, tools and standards that uphold the Red Cross Red Crescent Fundamental Principles and the Code of Conduct<sup>9</sup>.

Project has a monitoring data tracking system in place and it is used regularly	Yes	Partially	No	No of projects
2017 – number of projects	8	5	5	18
2018 – number of projects	10	4	3	17
Current situation in %	59 %	23 %	18 %	100 %

In PMER development, the FRC has emphasized the need to improve PMER work in the projects especially when it comes to the collection of monitoring data and the way it is used. Slight positive progress can be detected in this regard in 2018: out of the 17 projects supported, altogether 14 had a monitoring data tracking system in place by the end of the year. In 10

<sup>9</sup> Please refer to: <http://www.ifrc.org/Global/Publications/Health/CBHFA%20PMER%20toolkit.pdf> and <http://www.ifrc.org/en/who-we-are/performance-and-accountability/monitoring-and-evaluation/>

projects the monitoring data tracking was utilized systematically and in four partially. The number of projects not having any system in place went down to three.

Another key area for the FRC in attempts to improve project monitoring and reporting measures has been to systemize the collection of baseline and endline survey data as well as to promote the culture of evaluating project performance. By the end of 2018, baselines had been conducted in 16 out of the 17 supported projects. 13 out of 17 projects had conducted a mid-term review to analyze project performance and check that the project is on track to achieve its objectives. The projects that reported that no mid-term review had been conducted were those which had not yet reached the midpoint of the project implementation. Unfortunately, many FRC-supported projects with a planned duration of three years were behind their planned schedule and late in entering the end of the project phase. This is also reflected in the low number of endline surveys conducted as planned in 2018. Only two out of 17 projects conducted an endline survey in 2018. However, an endline has been planned to take place during the first quarter of 2019 in seven projects.

Project has conducted a baseline survey	Yes	Partially	No	No of projects
2017 – number of projects	15	1	2	18
2018 – number of projects	14	1	2	17
Current situation in %	82 %	6 %	12 %	100 %

Project has conducted a mid-term review (MTR)	Yes	Partially	No	No of projects
2017 – number of projects	7	1	10	18
2018 – number of projects	12	1	4	17
Current situation in %	82 %	6 %	12 %	100 %

Project has conducted an endline survey	Yes	Partially	No	No of projects
2017 – number of projects	2	0	16	18
2018 – number of projects	2	0	15	17
Current situation in %	12 %	0 %	88%	100 %

Supporting partner National Societies to document results and use recommendations and learnings to improve the quality and effectiveness of the projects has been another focus area for the FRC under Enabling Action 3. The FRC has been successful in its attempts to promote the learning, and good progress was made on this indicator in 2018. At the project level, all 17 FRC-supported projects reported that they have adopted lessons learnt from the previous reviews or final evaluations; 14 out of 17 projects reported full compliance and three projects partial compliance. FRC's evaluation activities and organizational learning will be elaborated in Chapter 7 on Programme performance management and learning.

Project planning process has adopted the lessons learnt from the previous reviews or final evaluations	Yes	Partially	No	No of projects
2017 – number of projects	11	5	2	18
2018 – number of projects	14	3	0	17
Current situation in %	82 %	18 %	0 %	100 %

**Key achievements and challenges in 2018:**

- Promoted RBM-practices have become a standard in the FRC-supported projects with very few exceptions.
- 82% of the projects have a monitoring data tracking system in place, and the tracking system was utilized regularly by 59% of the projects.
- Previous evaluation findings and recommendations had informed the planning and implementation of FRC-supported projects; in 82% of the projects, lessons learnt from previous reviews and evaluations had been adopted.

- Despite adopting a Planning year ('year 0') into the FRC-supported project cycle management, new projects were still late in completing the planning and baseline phases and gaining full implementation speed, which was reflected in mid-term reviews conducted only on the third year of implementation and in the extension of implementation periods into 2019.

### Progress in ensuring the sustainability of project/programme achievements

The sustainability of programme achievements is an integral part of all Finnish Red Cross programme support to the partner National Societies, and all community projects supported by the FRC are expected to have a sustainability strategy.

The positive trend in the achievement of the sustainability indicator continued in 2018. In practice, sustainability was promoted in the FRC projects mainly by enhancing stakeholder participation, community engagement and local organizational development, which is a key element for sustaining needs-based service delivery in the future. Following the good progress made in 2017, the number of projects that report on the implementation strategy increased again in 2018. The number of projects that have a sustainability plan or strategy in place and can report on the implementation of the plan increased from four in 2017 to six in 2018. Seven out of 17 projects reported that there is a sustainability plan in place but still had some challenges in the execution of the plan. The number of the projects with no sustainability strategy had halved from 2017. A cautious analysis of the sustainability indicator indicates that FRC's conscious efforts to invest in sustainability work are starting to yield good results, and sustainability issues are becoming a more integral part of the project cycle management and exit strategies at the project and country level.

In 2018, the FRC Branch Development Advisor developed guidelines and provided training and sensitization in sustainability and exit planning in the FRC for the programme officers and supporting staff. Workshops and round tables were conducted with the partner National Societies to better understand and implement sustainability measures in the projects in South Sudan, Cambodia and Nepal. Sustainability has become a standard topic in the delegate briefings.

Project reports on the implementation of the sustainability strategy	Yes	Partially	No	No of projects
2017 – number of projects	4	6	8	18
2018– number of projects	6	7	4	17
Current situation in %	35%	41 %	24 %	100 %

### Key achievements and challenges in 2018:

- The systematic work done aimed at enhancing the sustainability of the supported projects is reflected positively at project level performance. 76% of the projects report on partial or full implementation of the sustainability strategy – an increase from 55% in 2017.
- The number of projects without formalized sustainability planning and implementation strategies has also halved between 2017 and 2018.
- In the field, the implementation of planned sustainability strategies becomes most relevant at the end of the community project cycle, but steady monitoring of sustainability strategies adopted still requires more support from the FRC.

## 4. Support to global Red Cross programme development

The FRC influences and contributes to global Red Cross and Red Crescent work by linking its programmatic work in countries and regions with key global thematic areas. In 2018, with MFA-DEV funds, the FRC provided support to three global thematic areas. These were health programming, disaster preparedness and risk reduction as well as global gender and diversity work. These are the three thematic areas that the FRC through its bilateral projects focuses its work on with its partner National Societies. The global support is channelled mainly through the IFRC. The IFRC provides a key platform for global learning and reaches the network of 190 National Societies. In addition, the FRC supports other learning platforms, such as regional peer networks and peer-to-peer support initiatives.

## **4.1. Support for global health programming**

As one of the key contributors to health programming within the International Red Cross and Red Crescent Movement, the FRC continued its support to global health programming in 2018. The global health programme supported the Asia Pacific National Societies to improve their community-based health programmes through an increased understanding of revised eCBHFA and IFRC community-based healthy ageing approaches, which in turn help to improve the health and wellbeing of communities reached through these programmes. It is estimated that the total number of people who benefited from the supported global health activities was 66,408 people.

### **FRC support helped developing mobile health tools**

With funding and technical support from the FRC, two National Societies have successfully rolled out eCBHFA in their national context (Philippines and Cambodia) and introduced an innovative mobile methodology called SenseMaker in monitoring ongoing CBHFA programmes. Four CBHFA experts from the Philippine Red Cross (PRC) and the Cambodian Red Cross Society (CRC) participated in the peer exchange of the two pilot countries. SenseMaker is complementary to community assessment as it allows detecting the weak signal. It can be implemented several times when eCBHFA programmes are running to understand what the changes in behaviour are. Therefore, this tool was used to explore if CBHFA is helping the CRC and the PRC to achieve improved health literacy and change in healthy behaviours. To this end, a total of 55 CRC and PRC staff and volunteers were trained in the overall process, from designing the SenseMaker framework to the analysis of the data in both countries. A total of 1,240 stories were collected from Cambodia and Philippines during the tests.

### **Contributing to the update of the CBHFA approach**

The facilitator guides of the Mother and Child health module of eCBHFA resources have been completed by the IFRC Secretariat and field-tested in Sierra Leone. Female genital mutilation was included in the version. It was made available for use to all Red Cross Red Crescent National Societies worldwide. The revised eCBHFA also includes a behaviour change communication module with tools. One of the tools is doers/non-doers, which helps volunteers to understand what the key barriers for behaviour change are and what the key drivers to change the behaviour are. It was launched in Syria, Sierra Leone, Cambodia and the Philippines. In 2018, FRC's support enabled to strengthen Red Cross Red Crescent CBHFA programmes in the Asia Pacific region, as well as to contribute to the improvement of Red Cross Red Crescent maternal, neonatal and child health (MNCH) programmes and services in other regions.

The IFRC Asia Pacific Regional Office organized a meeting on healthy ageing in Kuala Lumpur, bringing together over 37 health and programme colleagues from 15 National Societies and the IFRC across Asia to reflect in exchanges of knowledge, ideas and solutions to address health and care needs of vulnerable older persons in the region. It provided an overview of existing initiatives to support National Societies in health and care work and discuss next steps on how National Societies can best be supported by the IFRC and partners in their health and care work benefiting vulnerable older persons, and how National Societies can develop concrete country action plans to address healthy ageing in their local contexts. The MFA funding enabled the participation of five representatives from selected regional National Societies.

The Finnish Red Cross Senior Health Advisor also supported the IFRC Asia Pacific regional office by replacing the Head of Health unit for two months in 2018.

## **4.2 Support for global disaster preparedness and risk reduction programme development**

Humanitarian needs are growing at an alarming rate and climate change is exacerbating disasters; changes in location, seasonality, frequency and severity of climate-related hazards (including heat waves, floods, droughts, storms, storm surges, etc.) are affecting the most vulnerable. Human and economic losses, particularly due to climate change, are expected to grow. In addition to many other factors, rapid and uncontrolled urbanization increases risks and vulnerabilities stemming from living in unhealthy, unsafe habitats, inadequate housing, poor land management, and unsustainable use of natural resources. The increasing impact of disasters on people and assets, as well as their hampering impact on development, has demonstrated the need to strengthen preparedness for response and reduce risks of adverse events.

### **Global Minimum standards created for National Disaster Response Teams**

In 2018 the Finnish Red Cross continued to address the institutional preparedness of partners and communities to ensure the sustainability of disaster preparedness activities at community level but also to emphasize the partners' role as key civil society actors in saving lives and mitigating the impact of disasters on development. With support from the FRC, the IFRC continued to finalize a harmonization of approaches for National Society institutional disaster preparedness. In 2018, FRC's contribution significantly supported the process of validating the Minimum Standards and initiating the process of harmonizing a global National Disaster Response Teams (NDRT) curriculum. NDRT Minimum Standards were determined to be positive and relevant through an extensive desktop review process conducted with IFRC regional and country cluster counterparts, NSs and technical experts. Furthermore, based on the analysis of some existing curricula on NDRT, the content of training of trainers and NS handbooks across all regions, a total of 31 topics are determined to be common globally. These two developments are critical towards strengthening the NDRTs overall, setting standards across different regions and improving response at times of disasters and crises.

### **Promoting Disaster Law as a tool to strengthen the National Society's auxiliary role**

In addition, the FRC continued to strengthen the National Societies' auxiliary role to public authorities by supporting Disaster Law Programme (DLP) implementation as part of the global process with the IFRC and key partners. This contributed to the Programme outcome of strengthening partnering National Societies' capacities to effectively prepare for, withstand, respond to and recover from disasters and crisis. In 2018, through the support of the Finnish Red Cross, the IFRC has been able to engage with National Societies to support their efforts in developing their national legislative frameworks on disaster management. Additionally, the funds supported the development of a new Checklist on Law and Disaster Preparedness and Response, and the annual disaster law training course for academics in San Remo, Italy. The Programme offered technical support to the Malawi Red Cross and the Uganda Red Cross in their engagements with their governments in developing their national Disaster Risk Management (DRM) legislative frameworks.

In Malawi the National Society supported the Department of Disaster Management Affairs (DoDMA) under the Office of the Vice President to include the recommendations of the 2013 Malawi IDRL study in the Operational Guidelines for Disaster Risk Management and as well as to support the development of the International Federation of Red Cross and Red Crescent Societies Standard Operating Procedures (SoPs) for response operations in line with these recommendations. The Malawi Red Cross Society (MRCS) also supported DoDMA with the strengthening the draft DRM bill before its presentation to Parliament for approval. In Uganda, the Programme worked with the Uganda Red Cross Society (URC) advocating for the Disaster Preparedness and Management (DPM) Bill as well as an amendment to the existing Act on the Red Cross. The URC has supported the Office of the Prime Minister in setting the grounds for the drafting of the DPM bill itself through a series of national and decentralized Disaster Law trainings and consultations in preparation for the drafting process. The aim of the Bill is to institutionalize a legal framework for Disaster Preparedness and Disaster Management while offering an integrated and coordinated disaster risk management approach, focusing on prevention, risk reduction, as well as effective response.

### **Ensuring that disaster risk management and integrated activities are climate-smart, gender sensitive and inclusive**

In 2018, the FRC continued its support to the IFRC's global Climate portfolio focusing on three key areas: a. Building knowledge and awareness; b. Support climate change adaptation and climate-smart practice; and c. Partner and influence to increase IFRC's impact.

In 2018, the climate communication campaign Climate Redi was launched, a National Society Climate Action Leadership Group was established, and a very successful and well attended Climate Science and Humanitarian Dialogue took place at the UN Palais in Geneva in October. Furthermore, the IFRC was actively engaged in many key events including high level representation at the COP 24 in Katowice. A regional Training of Trainers on Climate Resilience workshop took place from 19–23 November 2018 in Kuala Lumpur, Malaysia. The Regional TOT aimed to develop climate champions and experts – well equipped to support community resilience through climate risk informed programmes and operations. A total of 23 participants from 14 National Societies and four IFRC offices attended and completed the Training of Trainers on Climate Resilience 2018.

The Climate Redi communication campaign was launched, which coincided with the launch of the IPCC Special Report Global Warming of 1.5°. The objective was to significantly reach across owned and distributed digital channels to raise awareness of the humanitarian impact of climate change, and position National Societies as local partners of choice, with the expertise,



experience, trust and networks needed to deliver climate adaptation. The IFRC faced some staff changes during the course of 2018, partly due to which the FRC has a balance of CHF 22,300 of the total amount allocated to the IFRC remaining.

The FRC continued to finance and actively participate in the development of new initiatives in the field of DRM. Specific focus was given to assess the feasibility of a new project on Forecast-based financing in Zimbabwe that enables the release of humanitarian funding based on forecast information for pre-agreed activities that reduce risks and enhance preparedness and response. In beginning of 2019, the FRC continued to gain its Fbf knowledge by including two scoping / feasibility studies for an ECHO application in Asia. The FRC continued its cooperation with expert institutions, such as the Finnish Meteorological Institute (FMI), the Finnish Environment Institute and the Red Cross Red Crescent Climate Centre (RCCC) to increase knowledge in the field of climate change and changing risk patterns.

#### **Supporting learning and sharing to capitalize on best practices and experiences with National Societies and communities**

The FRC promoted coordination and supported financially (e.g. through travel budgets) the formation of networks and partnerships between partner National Societies and national authorities, NGOs, institutions and the private sector, and tapping into competencies of practical, technical, legislative and research nature in areas which are not within the expertise of the Red Cross to improve the effectiveness of local action. In 2018, the FRC actively contributed to the Global DRR Working Group meetings and Global Dialogue Platform on Fbf. Additionally, the FRC made a new opening by strengthening its Disaster Risk Reduction partnership and learning with the Middle East and North Africa (MENA) region by participating for the first time as an observer in the MENA DM Advisory Group.

### **4.3. Support for global gender and diversity work**

#### **Supporting actions that prevent sexual and gender-based violence (SGBV)**

In 2018, the FRC continued to promote global Protection, Gender and Inclusion (PGI) related policy work within the International Red Cross and Red Crescent Movement. The FRC participated actively in the IFRC-coordinated Global Gender and Diversity Network as well as SGBV and Disability Inclusion (led by the Disability Inclusion Advisor) working groups where the IFRC, the ICRC and National Societies meet to strengthen and invest in the Red Cross Red Crescent gender and diversity activities including advocacy work. Members of working groups contributed to the objectives and commitments of two Movement Resolutions (on Promoting Disability Inclusion and Sexual and gender-based violence: Joint action on prevention and response). The FRC also continued to take part in the external network of the Security Council Resolution 1325 Women, Peace and Security (National Action Plan 2018–2021) chaired by the MFA as a steering group member. This process also links with the Resolution on SGBV.

In the Asia Pacific region, the IFRC carried out research in collaboration with the London School of Economics concerning the challenges that LGBTIQ+ people face in different contexts including emergency and recovery phases. The research will provide better understanding of and solutions needed in the local setting. The FRC supported the development of a documentary film complementing the research. The video can be accessed through this link: <https://vimeo.com/327793318>.

SGBV and sexual violence issues are part of conflict prevention. The violence prevention and response (VP&R) project by the Mongolia Red Cross Society (MRCS) started in 2016 and was followed by a second phase in 2017–2018, which the FRC supported in 2018. The IFRC's VP&R module (as part of CBHFA) was translated, adapted and used to train MRCS staff and volunteers. Based on the lessons learnt workshop conducted in June 2018, (1) the MRCS has improved capacity to prevent and respond to physical, sexual and psychological violence, (2) women, men, girls and boys have increased access to psycho-social support as well as multi-sectoral violence prevention and response services; and (3) the MRCS has increased coordination with public authorities and NGOs in three districts on violence prevention and response services and support. This ties into a wider strategy to support violence prevention approaches to be embedded across most social inclusion and care or reproductive, maternal, neonatal and child health (RMNCH) and emergency programmes in the Asia Pacific region.

The IFRC introduced a new policy on Prevention and Response to Sexual Exploitation and Abuse (PSEA) in June 2018. To support National Societies to develop their own PSEA policies, the FRC organized a workshop with the IFRC and the ICRC in December 2018, with a total of 25 people from 15 National Societies attending. In addition, the FRC directed resources towards training of FRC staff and delegates on the revised *Minimum Standards for Protection, Gender and Inclusion in Emergencies* to ensure that PGI aspects are incorporated in operations and long-term programmes.

## **Supporting disability-inclusive work for the benefit of the entire International Red Cross and Red Crescent Movement**

In 2018, the FRC had a strong focus on diversity, particularly disability inclusion. This work was carried out through the Disability Inclusion Coordinator's actions, strengthened cooperation with Abilis Foundation and increased dissemination and capacity building among FRC staff and delegates in disability issues. Recognized by the whole Movement, the role of the Coordinator is strong in promoting disability inclusive programming globally (internally and externally). The Coordinator has contributed to the development and implementation of IFRC tools, trainings and policies in various sectors such as PGI, PMER, WASH, shelter and education. For the ICRC, the Coordinator has provided technical support, for example, to the Law & Policy senior management team, Community-Based Protection (CBP) training, the Physical Rehabilitation Programme strategy development, Accountability to Affected People Plan of Action, Cash programming and the Security and Crisis Management Systems (SCMS). Strong linkages and close cooperation have been developed with external networks such as the Geneva Academy, Global Action on Disability (GLAD) Network, International Disability Alliance, IASC Task Team on Inclusion of Persons with Disabilities in Humanitarian Action, and Humanity & Inclusion (formerly known as Handicap International).

### **Ensuring that the FRC applies the same tools and standards in its own programmes and operations**

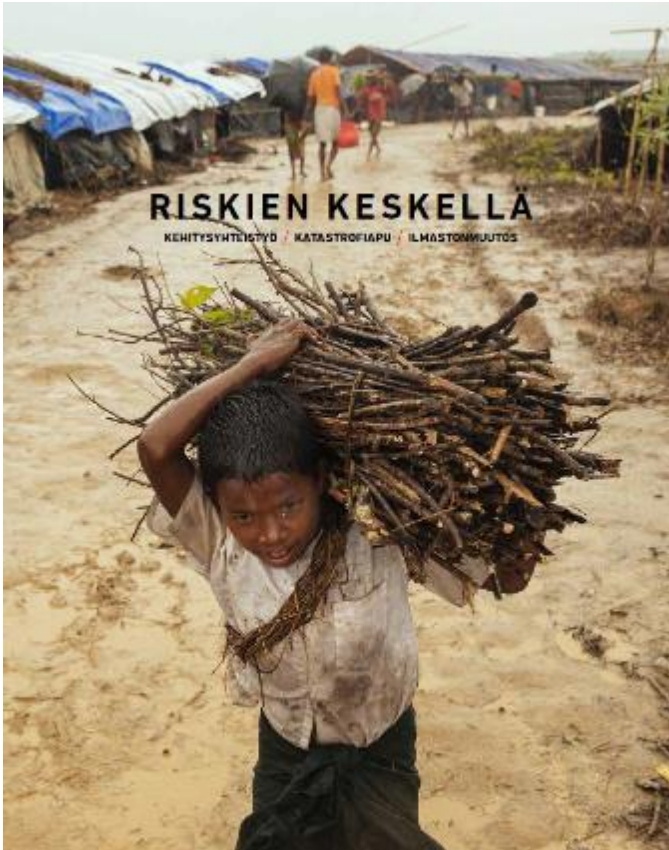
Besides the PSEA workshop, other trainings building the capacity of the staff and delegates in applying gender and diversity approaches in programmes and operations were organized in 2018. These included both specific PGI, disability inclusion and SGBV trainings and courses introducing the IFRC PGI approach and tool. In addition, the EU gender marker and disability inclusion guidelines were disseminated to the staff. PGI technical advice was provided to programme delegates throughout the year and in different phases of the projects.

## **5. Communication and global education in 2018**

Communication, global education and advocacy for development form an integral part of the FRC International Programmes and Operations. Through increased self-financing, the Finnish Red Cross invested in 2018 in both communication on the Programme results and impact as well as in advocating for resilience, addressing global development challenges and demonstrating the added value of Finnish CSO-based development funding through the actions of Red Cross Red Crescent Movement.

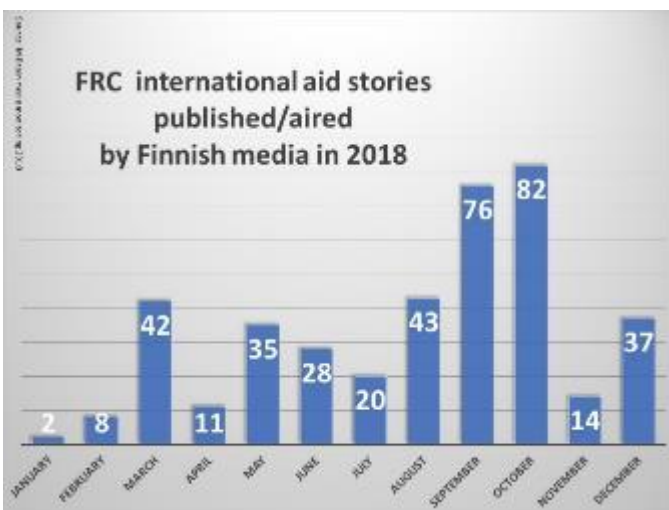
The FRC has focused its development cooperation on selected fragile and least developed states, mainly in Africa and Asia. In 2018, communications have highlighted the achievements of the MFA-financed programmes and FRC work in these countries.

Diverse, high-quality communications material was produced by the FRC Field Communication Unit (FCU), a unique tool within the International Red Cross and Red Crescent Movement. The products were widely distributed through the FRC, the International Federation of the Red Cross and Red Crescent Societies IFRC, both Finnish and international media as well as other partners. Specifically, content on the positive results of the MFA-funded development cooperation was produced during field visits to South Sudan and Zimbabwe. As planned, the communications concentrated on making carefully-chosen themes understandable to the Finnish public. The themes included community resilience, health, migration, climate change and forgotten disasters. The content reached wide audiences in FRC's print and digital communication channels. Further, FRC's delegates have actively been briefed and encouraged to produce content for communication on the programme.



Cover of the 2018 edition of the FRC annual *Riskien keskellä* publication. The cover shot depicts a child hauling firewood at the Cox's Bazaar refugee camp in Bangladesh.

May, and a total of 8,000 copies were distributed through a variety of means to the public. Most of them were in fact given by FRC volunteers personally to members of the general public on different occasions from the World Village festival in Helsinki to the Suomi Arena event in Pori, and numerous small gatherings of Red Cross activists or their audiences around the country.



The work of the FRC continued to receive good visibility in the Finnish media. Finnish media engaged the FRC in issues related to its expertise.

### Strengthened provision of global education learning material on resilience to Finnish comprehensive school system

In addition to the high-quality communications covering development issues, 2018 was dedicated to the build-up of the exceptional global education investment of the FRC. In 2017 the trilingual Risk Zones, Riskzoner, Riskien keskellä e-learning global education package was overhauled, recreated and polished for its January 2018 launch. Risk Zones is partially development communication, partially global education and partially advocacy. Directed at school students of the last three years of the Finnish basic education system and students of upper secondary education, the aim is to allow one age class after another to acquaint themselves with the reality of the world out there, the risks we face, and finding commonly shared and personal solutions to some of the questions arising from the material.

The long-term goal for the Risk Zones investment is to gradually, year after year, build up a nation, the inhabitants of which have at least once during their lifetime been exposed to the angle of explanation and a worldview based on the seven principles of the Red Cross Red Crescent Movement.

FRC's annual international aid publication Risk Zones was incorporated into the Risk Zones teaching material package. The 2018 edition was successfully published in

### Advocating the importance of linking relief to development.

FRC's communication and advocacy were present at the annual World Village Festival in Helsinki, held from 26 to 27 May. With 80,000 visitors and 450 exhibitors in 2018, the WVF is the most important annual event in Finland for organizations like the FRC.

FRC's international aid communication targeted chosen audiences to justify development cooperation and to gain more supporters for the work done in this field. A total of 9.2 million reaches were achieved through the variety of FRC social media and web tools in 2018. A total of 2,925 items of social media and web content were published. 98,700 people "like" the FRC Facebook

The International Red Cross and Red Crescent Movement is the first and the last resort of humanitarian assistance for the most vulnerable people of the world. FRC's advocacy took active part in public discussions connected to development policy and worked together with various other actors in advancing issues close to the core of the organization's mission.

## **6. Programme performance management and learning**

### **Progress in developing FRC's financial and risk management in 2018**

After the major system update implemented in 2016 and 2017, development of FRC's financial management systems continued at a more relaxed pace in 2018. Improvements focused on the reporting component. The most significant improvement has been the two-way integration of the Project Information Management System (PIMS) with FRC's financial management system, improving budget follow-up at the project level and allowing all employees access the financial data relevant for their work. Development of the Power BI reporting system was also continued, streamlining reporting at the unit and portfolio level, which has been especially helpful in larger humanitarian operations. The FRC has also increased the level of detail used in the follow-up of delegate costs, with the costs allocated on the project level instead of the regional level.

FRC's risk management process was updated in late 2017 and its implementation continued in 2018. Risks are assessed in the planning phase of each project. Both project and partner level risks are registered in the risk matrix in PIMS and updated periodically. The process was successfully adopted in all regions during 2018 and the risk matrices are in continuous use. Nevertheless, work will have to continue to ensure consistent quality in risk assessments and appropriate responses to each identified risk. The MFA Programme level risk matrix was also updated as part of the annual planning process in August 2018.

In early 2018, the FRC developed a new tool, the partner profile, to complement the earlier partner assessment tools. The partner profile seeks to describe in writing the organization and the relevant administrative processes of the partner, including any relevant weaknesses where the FRC may have to support the partner or pay particular attention. The partner profile will be used for disseminating partner-level information in FRC's organizations and for handovers between delegates. A small number of partner profiles were compiled in 2018, with the aim of completing the profiles for all partners during 2019. At the same time, the partner assessments will also be updated.

The FRC encourages knowledge-sharing among its employees, and a workshop was organized for the Regional Finance and Administration Delegates in Helsinki in November to facilitate the sharing of experiences and to disseminate the new MFA audit instructions.

### **Progress in Project Information Management System (PIMS) development in 2018**

In 2018, the FRC continued strengthening and supporting the use of its web-based project information management system (PIMS), supported in the past by the MFA-DEV funds. The PIMS was first operationalized in early 2016, and during 2016 and 2017 new functionalities and features were rolled out in the system. In 2018 the FRC put emphasis on stabilizing the system and supporting its use especially outside Finland among delegates and selected partners that have been partly allowed to access the PIMS. New features were added that enhance and streamline the project financial management and payment processes.

In 2018, a system audit was carried out by KMPG to identify and evaluate the functionality and appropriateness of the PIMS in relation to the general principles and recommendations of internal control and risk management. The audit results indicated that as a whole the PIMS system provides comprehensive support for the FRC in running its programmes and operations, and that the system and related processes are being evaluated regularly in order to make adjustments where needed. More focus will be put on gaining full benefits from the predefined workflows built in the system, establishing a more structured internal handover process for projects, and documenting project risks.

Collaboration between other Red Cross Societies using the PIMS system in their project management was strengthened in 2018, and a workshop was organized in Oslo to share knowledge, experiences and best practices, as well as to identify common areas of interest in system and process development. These meetings will be held regularly in the future as they provide valuable insights and benchmarking opportunities for all parties.

## Evaluations and learning in 2018

According to the Finnish Red Cross learning and evaluation system, mid-term reviews (MTR) and final evaluations form a standard procedure in project cycle management. In 2018, only one final bilateral project evaluation in Eswatini was conducted. Another final evaluation was carried out in a cooperation project with the Austrian Red Cross in South Sudan. In addition, eight MTRs took place to assess the performance and progress made in the projects and to make recommendations for the rest of the implementation period. The MFA-supported projects reviewed were the community resilience projects in Burundi, Cambodia, Ethiopia, Malawi, Myanmar, Nepal, Sierra Leone and Zimbabwe.

An ex-post evaluation of the integrated community-based and gender sensitive health projects in Ethiopia and two reviews on the results of longer-term partnership and support for resource development were carried out as learning exercises in Eswatini and Mongolia respectively. These studies contributed to the conceptualization of the Finnish Red Cross National Society development support with the aim of improving the financial sustainability of the partners.

The evaluations brought in useful lessons learnt to improve cooperation practices and working modalities. Management responses were taken and follow-up of actions agreed upon. The project information management system provided an improved tool for monitoring the implementation of the key recommendations. The monitoring system was streamlined to ensure effective follow-up. The findings and recommendations of the MTRs were discussed with the concerned partners and subsequently taken into consideration in the project implementation.

The reviews and evaluations have been also forward looking in the sense of discussing how to ensure the sustainability of the results and impact of the projects. The identified gaps in achieving sustainable results have been turned into lessons learnt for future programming.

The recommendations of the project evaluations 2013–2017 related to National Society development were reviewed in 2018. The main areas commented in the evaluations were those of strategic directions, volunteering, sustainability as well as community engagement and accountability practices. The relevant guiding project checklists and briefing documents were updated with these recommendations.

## 7. FRC Headquarters Programme related resources in 2018

The human resources of the Finnish Red Cross HQ International Operations and Programmes allocated for the implementation of the Programme remained as indicated in the Programme Plan 2018. The salary costs of three sub-units within the FRC HQ were partially covered from the MFA administrative fee (10%) as per their work time allocations.

**Programme Unit** included Programme Officers, who have overall geographical monitoring and budget holder responsibilities. Thematic advisors in health and DP/DRR and OD/NSD continued to provide key technical support to the National Societies as well as ensured high quality in monitoring the Programme, including participating in e.g. mid-term reviews.

**International Human Resource Unit** supported in different phases of the HR cycle, including delegate recruitment and HR management as well as in training and competence development of both FRC HQ and deployed staff.

**International Finance Unit** ensured financial and administrative scrutiny, development of key finance and administrative processes and played a key role in e.g. updating the Programme level risk management plan in 2018.

One Communication Officer was directly funded from the Programme budget to implement communication and global education plan. In addition, short-term assignments related to new communication products were funded from the MFA framework.

### Regional programme staff in 2018

Delegate expenses exceeded the original budget. The main reason for this was the decision to strengthen the Programme support in Africa by increasing the number of bilateral FRC delegates. This was in line with the strategy adopted in 2017 in which the FRC decided to invest more in country-level positions in key partnership countries, supported by an adequately resourced regional delegate structure. In Asia the Programme support structure remained more or less the same with two regional delegates placed in Kuala Lumpur (Regional Representative and Regional Finance and Administration Development



Delegate) and one in Nepal and the Philippines (funded outside of the MFA framework). In addition, one FRC delegate was sent to support IFRC work in Myanmar. The changes in Africa are largely explained by the volume of FRC programme support: in Africa the FRC supports development cooperation activities in nine countries, some of which are relatively new programme countries for the FRC, whereas in Asia FRC support is focused on five long-standing partnership countries. With the combination of regional and country-placed delegates, the FRC aims to ensure that delegates have an optimal role in facilitation and technical support given to partner National Societies. The structure is kept administratively as light as possible in order for it to be adaptable more easily in the changing operational context and technical support required by the partners.

In Africa the main change in 2018 was the decision to continue optimizing FRC's regional support structure and complementing this with country delegates in some key partnership countries, more precisely in Burundi and South Sudan. The main regional hub for the Finnish Red Cross remains in Kenya with a Regional Representative and regional support staff for mainly East and West Africa. Nevertheless, in order to better address the administrative needs, the FRC employed a Deputy Regional Representative stationed in Zimbabwe, whose task is to oversee programme support and administration in Southern Africa. At the same time, the Regional Finance and Administration Delegate was relocated from Côte d'Ivoire to Zimbabwe to better cater for the programme support needs of the region. In addition, the FRC has regional delegates in Sierra Leone and Ethiopia, and additional country delegates in Burundi and South Sudan. The Regional Representative in Kenya still remains the highest ranking official of the FRC in Africa but administratively only covers East and West Africa. The other significant change relates to the type of technical support needed – due to partner National Societies having high needs in finance support, a decision was made to post an additional Regional Finance and Administration Delegate in Sierra Leone to cater for the finance support needs of Western Africa. This brings the total of Finance and Administration delegates in Africa to three.

In Asia the FRC continued the set-up launched in 2016 in which regional delegates are located in main partner countries. The bilateral programme team consists of a Regional Representative based in Malaysia and a Regional Programme Support Delegate based in Nepal. The Regional Finance and Administrative Delegate was transferred from Cambodia to Malaysia due to the downscaling of programme support in Cambodia. In addition to the aforementioned delegates, whose salaries are partly covered from the MFA-framework, the FRC employs a delegate presence in the Philippines where the work is focused on disaster management and is currently financed through other funding sources. Nevertheless, the Regional Representative and Regional Finance and Administration Delegate give capacity-building support to activities in the Philippines when necessary.

The main change to the HR plan of 2018 in Asia was the decision to deploy an FRC Staff-on-Loan Delegate to the IFRC community-based health programme in Myanmar. The FRC is one of the main donors of the programme, and due to the local operational context, a multilateral delegate posting was seen as an optimal way to enhance FRC's role in the implementation of the operation as well as in strengthening partnership development between the FRC and the Myanmar Red Cross Society.

With this global HR-set up, the FRC continued to promote cross-regional knowledge-sharing by sending regional delegates from one region to another to support in specific operations or projects for which they possessed strong competence. In addition, some short-term missions to support the overall programme work in Asia and Africa were covered from the MFA framework, e.g. in case of the feasibility study of the programme in Zimbabwe and Ethiopia.

Table 2 below summarizes FRC's main regional and country delegates in 2018.

**Table 2. List of FRC regional and country delegates in 2018**

Region	Sub-region	Country	Delegate
AFRICA	Southern Africa	Zimbabwe	<ul style="list-style-type: none"> <li>Regional Representative (new post)</li> <li>Regional Finance and Administration Delegate (from 7/2018 onwards)</li> </ul>
	West Africa	Côte d'Ivoire	<ul style="list-style-type: none"> <li>Regional Finance and Administration Delegate (until 7/2018)</li> </ul>
		Sierra Leone	<ul style="list-style-type: none"> <li>Regional Programme Support Delegate</li> </ul>

			<ul style="list-style-type: none"> <li>Regional Finance and Administration Delegate (new post)</li> </ul>
		Burundi	<ul style="list-style-type: none"> <li>Country Delegate</li> </ul>
	East Africa	Kenya	<ul style="list-style-type: none"> <li>Regional Representative for East Africa</li> <li>Regional Finance and Administration Delegate</li> <li>Regional Disaster Management Advisor</li> <li>Country Delegate</li> </ul>
		Ethiopia	<ul style="list-style-type: none"> <li>Regional Health Delegate</li> </ul>
		South Sudan	<ul style="list-style-type: none"> <li>Country Delegate</li> </ul>
ASIA	Asia	Malaysia	<ul style="list-style-type: none"> <li>Regional Representative</li> <li>Regional Finance and Administration Delegate</li> </ul>
		Nepal	<ul style="list-style-type: none"> <li>Regional Programme Support Delegate</li> </ul>
		Philippines	<ul style="list-style-type: none"> <li>Regional Disaster Management Delegate</li> </ul>
		Myanmar	<ul style="list-style-type: none"> <li>Health Delegate (Staff-on-Loan IFRC)</li> </ul>

## 8. Financial expenditure

The original programme budget for 2018 was EUR 6,343,000, with 70% MFA funding and 30% FRC's own funding. During the year, two requests for budget revisions were made, which increased the planned budget by EUR 39,895 to a total of EUR 6,382,895.

The total expenditure of the Programme in 2018 was EUR 6,168,670, showing an under-expenditure of EUR 214,225 compared to the revised budget. As a result, FRC's funding share decreased to 27,2% while MFA funding stayed at EUR 4,440,000. No MFA funds were carried over to the year 2019.

The largest reallocations were related to Somalia where the health needs continue at a severe level and prompted the FRC to seek additional funding from other donors. The budget for Somalia was increased by EUR 280,566 to EUR 572,556, which was slightly exceeded. The budget for Malawi was also increased by a total of EUR 91,438, as the project region was suffering from food insecurity and a cash component was added to address the situation.

The additional funding to Somalia and Malawi was redirected mostly from Myanmar, Cote d'Ivoire and Sierra Leone, which were unable to execute their original plans. In Myanmar, a number of activities were postponed, which also hampered the reporting between the National Society, the IFRC and the FRC. In Sierra Leone, the National Society's institutional crisis deepened and the organization only started to recover towards the summer, which quite naturally slowed down project implementation. At the same time, FRC's resources in West Africa were concentrated on supporting Sierra Leone, which led to reduced technical support to Cote d'Ivoire and eventually also slowed down the projects in Cote d'Ivoire.

Notable budget deviations included Ethiopia and Cambodia, both of which had an underspending of roughly EUR 60,000. In Ethiopia, the refurbishment of the maternal health unit in the Asaita hospital was belated. In Cambodia, the underspending was due to a number of issues related to project management, as well as currency exchange gains which resulted in lower spending in euros. In addition, the closure of the old project in South Sudan's Bor led to an adjustment of EUR -20,355 in costs, which is reflected in the report.

Delegate costs for 2018 were EUR 1,183,398, which slightly exceeded the delegate budget (EUR 1,158,000). There were a number of changes in resources compared to the plan, most notably a number of delegate positions in Asia staying vacant considerably longer than planned, which was offset by the inclusion of the IFRC health delegate in Myanmar. Another IFRC position funded from the Programme funds was the Movement-wide disability inclusion advisor in Geneva.

As noted in section 7, the FRC adopted a new practice of allocating delegate costs directly to each project instead of the regional level. This allows more accurate follow-up of the total costs of each project, particularly with partners that require significantly more support than others, such as Sierra Leone in 2018. The "Total costs" column in the financial report includes the delegate costs. However, since the project budgets did not include the delegate costs, the budget comparisons

are calculated with actual costs excluding the delegates. The FRC seeks to improve its budgeting and budget follow-up practices in this respect.

10% of the total budget for the Programme have been reserved as administrative costs according to the terms of the contract. The administrative cost covers a portion of the costs of the International Operations and Programmes department of the FRC. For more details regarding the Programme finances please refer to Annexes 2–6.

### **MFA development framework expenditures in 2018**

<b>Costs</b>	<b>Budget 2018</b>	<b>Actual 2018</b>
A. Programme costs	4 532 400	4 314 538
B. Programme support	38 700	41 834
C. Delegates	943 200	1 021 360
D. Communication and advocacy	194 400	174 071
E. Administration	634 300	616 867
<b>TOTAL COSTS</b>	<b>6 343 000</b>	<b>6 168 670</b>
<b>FUNDING</b>	<b>Percent</b>	<b>EUR</b>
Government funding	72 %	4 440 000
FRC funding	28 %	1 726 438
Interest income	0 %	2 232
<b>TOTAL FUNDING</b>		<b>6 168 670</b>