STRENGTHENING DISASTER PREPAREDNESS AND RESPONSE IN KENYA RED CROSS SOCIETY PROGRAM

Programme in collaboration with British Red Cross

With technical and/or financial support from:

FINAL REPORT OF PROGRAMME END-LINE EVALUATION

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Submitted by:

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1. EXECUTIVE SUMMARY

Kenya Red Cross Society (KRCS) is a leading humanitarian organization that provides auxiliary services to county and national governments on disaster preparedness and response matters. With funding from British Red Cross (BRC), Finnish Red Cross, Department for International Development (DFID) and European Civil Protection and Humanitarian Aid Operations (ECHO), it implemented a 4 year and one month Disaster Management Strengthening (DM-S) Project from December 2014 up to December 2018. The project aimed at strengthening KRCS' disaster preparedness and response capacity by investing in three key output areas namely: increased KRCS response capacity, response efficiency and sharing of learning from preparedness and response operations which contribute to improved capacity of KRCS to prepare for and respond to the needs of people affected by disasters

An end-line evaluation of the DM-S project was carried out from 28th October up to 20th November, 2018 by Acacia Consultants Ltd, an external consulting firm from Kenya. The evaluation covered the entire lifespan of the project by assessing the planned project interventions implemented during the project period. The evaluation provided an overall assessment of progress and achievements made against planned results. The evaluation also assessed and documented challenges and lessons learnt over the implementation period. The evaluation also observed changes experienced around the programmatic environment, which included the 2016 El Nino response, 2016 and 2017 drought, 2017 General Election preparedness and the 2018 flood response.

Methodology:

The evaluation was conducted in accordance with the DAC guidelines which are: project strategic relevance, effectiveness, efficiency, impact, and sustainability. The extent of how vulnerabilities were considered in the project including the marginalized communities, People living with HIV and AIDS and the elderly were examined. The study targeted KRCS' eight (8) regions and ten branches as samples where the project was implemented. See Table 2 for details

The purpose of the evaluation was to assess the impact, appropriateness, relevance, effectiveness and sustainability of the project by utilizing both quantitative and qualitative approaches. Literature review was conducted throughout the study period by examining project and other relevant documents provided to the consultants. This led to the production, review and submission of the inception report. The inception report formed the basis of the rest of the End line evaluation. Key Informant Interview (KII) guides were used to conduct the KIIs which targeted seven KRCS HQ staff, 4 regional managers, ten Branch Coordinators and four RCAT Team Leaders as well as the BRC, IFRC and DFID. Focus Group Discussion (FGD) guides were used during the discussions with Red Cross Action Teams (RCATs) to elicit and validate information of the project achievements, policy application as well as partnerships and synergies during the project implementation period and learning from preparedness and response actions.

Information from the field notes was typed and later grouped by thematic areas guided by the evaluation criteria and areas of change as a result of project interventions. Areas where the various

respondents observed more change or less change were identified through content analysis. The quantitative data from secondary sources has been used to triangulate the qualitative data and vice versa. The information has been presented mainly in text format per thematic area of the evaluation enriched with tables and graphs where appropriate.

Findings:

The evaluation found that the project was strategic and relevant to the needs of the disaster affected populations, the priorities of the national and county governments as well as those of the partners. There was significant impact of the project on the organizational systems, skills, knowledge and standardization of practice. Consequently, the capacity of KRCS to engage directly with external stakeholders including donors such as DFID and ECHO is remarkable. Additionally, codifying of roles of stakeholders through the KIRA arrangements has cemented the roles and responsibilities of stakeholders in disaster response. The end-line evaluation found that DM-S project contributed to the outcome which aimed at increased capacity of KRCS to prepare for and respond to the needs of people affected by disasters and the expected impact is reduced impact of disasters in Kenya. The latter, however, may take a long time to be realized. Contingency Planning process has improved embracing a bottom-up multi sectoral approach which starts from branches up to national levels, making them increasingly acceptable. The project contributed to standardization of practice and major improvement in the information management systems are notable - the NAVISION system has greatly influenced the efficiency and effectiveness of the procurement and finance departments with punctual data/information in support of disaster preparedness and response operations.

The information management capability and the EOC to monitor, document and disseminate the disaster incidents throughout the country has been strengthened which is increasingly guiding the counties and regions to develop the contingency plans which are later consolidated to develop the national multi hazard contingency plan, which were updated six times with DM-S support. 16 hazard and risk maps were produced during the life of the program and shared within and across KRCS to inform the nature of the hazard and risk prevalent in the counties and regions. The Emergency Fund Management guidelines were developed to provide guidance on the mobilization, management, utilization and accountability of the disaster kitties for enhanced preparedness and response efficiency. A total of 15 out of 47 counties/branches have embarked on resource mobilization such as through the gala nights to boost their disaster kitties.

The program impressively invested on capacity building of staff and volunteers with over 20 trainings conducted targeting RCATs and staff. The knowledge and skills gained is being made into use to better disaster response in various ways such as needs assessments, use of CTP as a response option, improved relations with internal and external KRCS stakeholders, enhanced capacity of the staff and volunteers in monitoring and learning from past experiences among other issues. Learning from experiences through after action Reviews carried out aimed at sharing lessons from disaster response activities is improving practice. Despite the many disaster incidences that occurred during the life of the program, the robust project design and monitoring systems ensured the planned interventions progressed as planned with little disruptions. A deliberate effort was made to include

gender and social inclusion in project interventions though it was not consistently upheld. The prolonged 2017/18 drought, Kenya 2017 election preparedness and response and Kenya flood response were the major events that threatened and tested the systems put in place by the DM-S program and these were executed. In overall, the capacity of KRCS to support disaster affected population improved as evidenced by the percentage of affected population reached (33% at start of the project to 79% by end of the project). Generally, the systems worked well despite a few challenges which were later addressed by recruiting additional project staff and reallocation of duties.

Conclusion:

In conclusion, the project made a remarkable contribution to improvement of systems and capacities to support disaster preparedness and response. The end-line evaluation has found that the project was strategic and relevant to the needs of the disaster affected populations, the priorities of the national and county governments as well as those of the partners. The project contributed to efficiency and effectiveness in disaster response through standardization of practice and major improvement in the information management systems are noted - the NAVISION system has greatly influenced the efficiency and effectiveness of the procurement and finance departments to support the disaster preparedness and response operations. Most of the interventions the project sought intervene have low to moderate risk of sustainability. How KRCS determines the needs of the disaster affected population, strengthening the information management system, greater involvement of the top managers and the branches in similar projects need future consideration as well as leveraging on the auxiliary role it plays to access resources from governments need urgent review.

Recommendations:

The following are key recommendations:

i.   Recommendation # 1: KRCS should first define and operationalize the meaning of what encompasses 'response' and 'preparedness' and the key elements of preparedness for effective response in future aligned to globally and regionally acceptable concepts. There is urgent need to clearly link the response to emergencies to long term planning and community resilience building actions through '*Building – Back – Better*' as envisaged in Sendai Framework 2015-2030. This will enable response actions to contribute to enhancing community resilience and limit possibility of rebuilding the vulnerabilities and the risky conditions that existed before the crisis or disaster.

ii.   Recommendation # 2: Despite KRCS' increasingly formidable and enhanced capacities, it should clearly delineate the type of emergencies it has capacity to response at national and county levels in fulfillment of its auxiliary role it's playing to the governments. The communities and stakeholders should be able to understand this mandate to manage their great expectations from KRCS.

iii.   Recommendation # 3: There is need to further strengthen the Emergency Operation Centre and information management systems with a view of: attempting to capture all incidents reported in the EOC as much as possible; classify the type of incidents reported guided by the Sendai monitor; structuring the reporting on the types of emergencies guided by the internationally

accepted classification and strengthen capacities of counties and staff guided by the typology and number of incidents occurrences. A robust information management and M& E system to support availability and free access of risk information to all stakeholders and community is crucial including the use of print and electronic media, social media, websites, etc.

iv.   Recommendation # 4: There is need to consider strengthening use of geo spatial technology to map the incidents reported in the EOC to help improve the risk and hazard maps in future in support preparedness and response.

v.   Recommendation # 5: Continued capacity enhancement of staff and volunteers to changes in technology, learning from past response and emerging innovative approaches targeting the new staff and volunteers is crucial. A system-wide long term capacity enhancement plan is therefore needed to be developed. The capacity enhancement plan should be reviewed to ensure the trainings are tailored to meet the specific challenges in the counties/branches such as diving skills and management of dead bodies.

vi.   Recommendation # 6: It is important future programming in KRCS to identify and map drivers of change in KRCS – everybody is important but needs top managers and a critical mass of staff at all levels. Greater involvement of Organizational development and top management of similar program is crucial in future through joint project design, implementation, monitoring and learning. It will boost sustaining the results upon exit of such program

vii.   Recommendation # 7: A Culture towards needs assessments to inform response for communities affected by disasters has gradually taken root in KRCS and it needs urgent further review of tools and involvement of stakeholders. KRCS, being a key front-runner in humanitarian issues in Kenya should continue championing multi stakeholder approach in needs assessments and response as envisaged through the KIRA.

viii.   Recommendation # 8: There is need for KRCS to deepen engagement with the national and county governments to access financial resources by leveraging on the legally mandated auxiliary role it playing during disaster preparedness and response. By doing so, KRCS can shape the policies at national and county governments to ensure it allocates clear responsibilities and roles with a budget line to execute this important role.

ix.   Recommendation # 9: KRCS should seriously invest more efforts in strengthening capacities of the branches on specific elements of disaster Preparedness for Effective Response (PER) such us strengthening multi hazard early warning system, continued capacity building and resource mobilization to be able to manage small disaster (targeting the needs of 600 or more people) affecting their areas without having to turn to the HQ (for details see PER comments in appendix 8.6.7). This will enable HQ to focus more on larger disasters, quality assurance, strategic guidance of the organization and supervision.

x.   Recommendation # 10: The complete roll-out of Emergency Fund Guidelines and the full operationalization on establishing the disaster kitty need to be fast tracked to ensure adequate resources are readily available at all levels of KRCS to support preparedness for early response.

xi.   Recommendation # 11: Lesson learning is an important component of effective project management and implementation. KRCS should sustain documentation and promote sharing lessons in a more organized manner from the many years of experience in response in order to continue drawing and reflecting on the lessons learnt, especially as the disaster continue to increase in number and intensity. Lesson learning should continue to be an integral part in all the

stages of disaster/ emergency interventions (see section 5.5 for possible details).

2. LIST OF ABBREVIATIONS AND ACRONYMS

AAR	After Action Review
ACAPs	Assessment Capacities Project
AtC	Accountability to Communities
BRC	British Red Cross
C&F	Complaints and Feedback
CaLP	Cash Learning programming
CBDRTs	Community Based Disaster Response Team
CEA	Community Engagement and Accountability
CP	Contingency Plan
CPWG	Cash Peer Working Group
CTP	Cash Transfer programming
DAC	Development Assistance Committee
DAPS	Dignity, Access, Participation and Safety
DFID	Department for International Development
DM	Disaster Management
DM Ops	Disaster Management Operations
DM-S	Disaster Management Strengthening (program)
DMSSG	Disaster Management Strengthening Steering Group
DMT	Disaster Management Team
DREF	Disaster Relief Emergency Fund
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ECHO	European Civil protection & Humanitarian Aid Operations
EDE	Ending Drought Emergency
EOC	Emergency Operations Centre
EW	Early Warning
FEWSNET	Famine Early Warning Systems Network
FGDs	Focus Group Discussions
FRC	Finnish Red Cross
GOK	Government of Kenya
HIV/AIDS	Human Immuno Deficiency/ Virus/Acquired Immuno Deficiency Syndrome
HQ	Headquarters
HR	Human Resources
HTC	HIV Testing and Counselling
ICHA	International Centre for Humanitarian Affairs
ICRC	International Committee of Red Cross/Crescent
ICT	Information Communication Technology
IFRC	International Federation for Red Cross/ Crescent
ITT	Indicator Tracking Table
KIIs	Key Informant Interviews

KIRA	Kenya Interagency Rapid Assessment
KMD	Kenya Meteorological Department
KNASF	Kenya National Aids Strategic Framework
KoBo	Open source data tool
KRCS	Kenya Red Cross Society
MAM	March April May
MCI	Mass Casualty Incident
MDAs	Ministries, Departments and Agencies
MEA&L	Monitoring, Evaluation, Accountability and Learning
MOH	Ministry of Health
MTR	Mid Term Review
NAVISION	National System changes
NDMA	National Drought Management Authority
NDMU	National Disaster Management Unit
NDOC	National Disaster Operations Centre
NDRT	National Disaster Response Team
NEC	National Executive Committee
NFIs	Non Food Items
NGOs	Non-Governmental Organisations
PDM	Post Distribution Monitoring
PER	Preparedness for Effective Response
PHiE	Public Health in Emergencies
PMTCT	Prevention of Mother to Child Transmission
PPP	Project/Program Planning
RAM	Rapid Assessment for Markets
RCAT	Red Cross Action Teams
RCM	Red Cross Movement
RFOs	Regional Finance Officers
RTA	Road Traffic Accidents
SERP	Sustainable Environmental Restoration Programme
SG	Secretary General
SITREPs	Situation Report
SMS	Short Message Service
SMT	Senior Management Team
SOPs	Standard Operating Procedures
TNA	Training Needs Assessment
ToR	Terms of Reference
ToTs	Trainers of Trainers
UCT	Unconditional Cash Transfer
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VfM	Value For Money
WASH	Water, Sanitation and Hygiene
WDCD	World Day to Combat Desertification
WESCOORD	Water and Environmental Sanitation Coordination
WFP	World Food Programme

3.1 The study background

Disaster preparedness for effective response is a key activity of KRCS' Disaster Management (DM) Operations. The key component of DM-Operations is the EOC that monitors disaster incidents via the social, the mass media and the call centre which includes the use of the toll free number (1199) that receives messages from volunteers, staff and the public. The operational structure of KRCS has three levels: The Headquarters (HQ), regional offices and the branches. It has eight regions and 47 branches with the latter aligned to the 47 counties such that there is one branch of KRCS per county. The roles of the three levels are:

    i.   HQ: Advise; develop policies, guidelines, quality assurance and guidance.
    ii.   Regions: Provides coordination and supervision of the braches
    iii.   Branches: Realize the operations; manage the RCATs and the volunteer resource.

For many years, KCRS has been responding to disasters/emergencies, but the practice was not properly guided by SOPs. In 2014, KRCS started implementing a 4 year and 1 month Disaster Management Strengthening Project to strengthen its disaster preparedness and response capacity. The project had three outputs: (1) increased KRCS response capacity, (2) response efficiency and accountability, and (3) increased sharing of learning from preparedness and response operations which contribute to improved effectiveness and efficiency of KRCS to prepare for and respond to the needs of people affected by disasters. **Figure 1** below illustrates the relationship between the outputs and outcome.
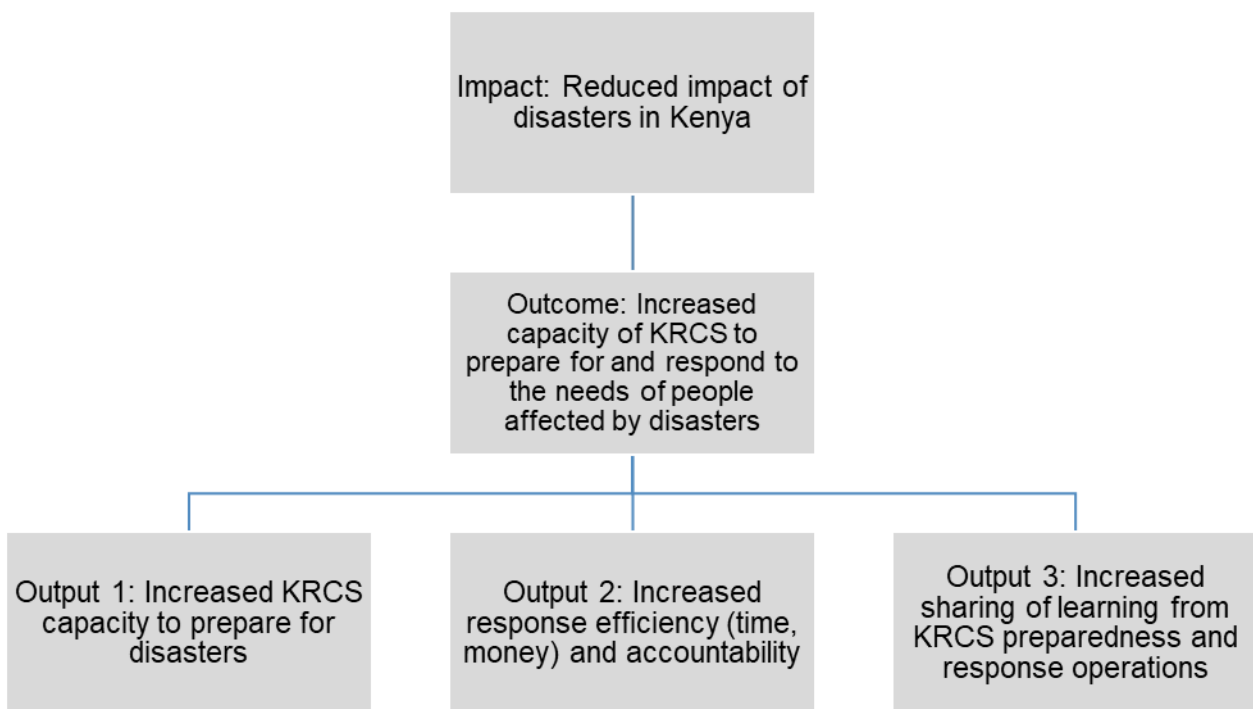
Figure 1: The relationship between the outputs and outcomes

The program collaborated with a number of partners that included DFID, ECHO, KMD, NDMA, NDOC and BRC among others.
Over the years, notable project's achievements from the three outputs include:

1) Significant increase in the KRCS capacity to prepare for disasters as exemplified by the followings:

✓ There is increase in use, quality and acceptability of the contingency plans, DM risks and hazards bulletins among Stakeholders for decision making for enhanced disaster preparedness for wider humanitarian and Red Cross movement use.

✓ The capacity building interventions has translated to transfer of diverse skills and knowledge to KRCS staff and volunteers. From the finding, there was a nearly 30% increase in skills from baseline as a result of a series of capacity building sessions. The capacity built among the staff and volunteers has gone a long way in empowering counties and regional capacities in disaster preparedness, response and pre and post response assessments

✓ The Emergency Fund Management guideline was developed and is now available for KRCS use where it is gradually improving and streamlining management of the disaster kitty. As much as the application is still low, the use at the national, regional and county branches have picked up where resource mobilisation for disaster kitty is beginning to show positive trend and in future, this will go a long way to improve management of disaster fund.

✓ KRCS have extensively invested in data management through empowering the EOC in terms of equipment and human capacity. The centre had the custody of all the emergency incidences reported from all the 47 counties and also had the capacity to disseminate data as and when required which are utilized in response operations and contingency planning.

✓ DMS significantly revolutionized the CTP strategy through investment in capacity building of staff and volunteers, and in technology development. The CTP has become a buzz word and it is now an option of choice for disaster response in KRCS.

✓ The Kenya Inter-Agency Rapid Assessment (KIRA) mechanism was given a life breath by the DMS project. The mechanism which was established in 2012 as a means of supporting coordinated multi-stakeholder assessments and responses during rapid onset disasters was revived and now adopted by some county government to undertake joint assessment and result used for decision making on joint response and resource mobilisation

✓ Notable progress in improving response efficiency to disasters by KRCS include:

  ✓ The development and existence of a well-defined modus operandi deliberately designed to give all the departments a standard way of conducting business at KRCS and improving their own performance whose tracking has been made feasible out of commonality of procedures has been achieved and being applied consistently across KRCS. The application of SOPs was also credited for enhancing coordination, efficiency, transparency and accountability across the KRCS operations country.

  ✓ The share-point has been put in place where all documents are stored and shared. The information access is available to all the KRCS with a KRCS domain address at the click of a button. This has helped build the capacity of the staff at all level especially in relation to acquisition of knowledge and information sharing.

2) There was an increased in sharing of learnings from preparedness and response operation to better guide disaster preparedness and response operations with the support of the program.

   ✓ KRCS commitment to enhance transparency and accountability has been enhanced and has become an integral concept for improving responses where community is provided opportunity to be heard. As a result, response rate to community complains has increased thus improving the working relation of KRCS and the communities served.

   ✓ The project has increased KRCS visibility among disaster players in Kenya, RCM and other international humanitarian agencies. Such interactions supported KRCS to be exposed to other relevant agencies work, sharing of lessons and experiences; aligned KRCS disaster work to other stakeholders, and enhanced intervention coordination, like the cash coordination fora at the county level, cash peer working groups and Kenya Interagency Rapid Assessment (KIRA) core partners.

   ✓ Through sharing information, KRCS is now beginning to reap the benefit. For e.g. KRCS has been able to secure additional funding for emergency response from donors such as ECHO, DFID, IFRC, USAID, private sector companies (safaricom and some banks) as well as the Kenya Government for e.g. for the shelter reconstruction"[1].

3.2   Purpose and objectives of the study

The main purpose of this evaluation was to assess the impact, appropriateness, relevance, effectiveness and sustainability of the Disaster Management Strengthening Project. In addition, the evaluation sought to draw key lessons learnt and record good practices from the KRCS staffs and volunteers, community and key stakeholders. The evaluation sought to build on the project's Monitoring Evaluation and Learning (MEL) framework and the findings from the Baseline and Mid Term Review (MTR) in terms of understanding the application and changes in practice in KRCS' disaster preparedness and response.

The two specific objectives of the project evaluation were:-

i.   To assess the impact, appropriateness, relevance, effectiveness and sustainability of the Disaster Management Strengthening Project.
ii.   To draw key lessons learnt and the good practices to the KRCS staffs, and volunteers, community and key stakeholders.

See detailed terms of reference for the DM-S end-line evaluation attached in **Annex 8.1.**

3.3   Geographical coverage for the study

The study targeted all the KRCS eight (8) regions where the project was implemented. The eight regions are Coast, Lower Eastern, North Eastern, Upper Eastern, North Rift, South Rift, Central and Western Kenya regions. The specific counties and Branches where the evaluation was carried out are

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[1] DM-S Annual Narrative Report July 2017-June 2018

indicated in **Table 2** (sampling section under methodology). The KRCS headquarter staff and the project donors and partners were also interviewed.

3.4   Scope of work undertaken

The evaluation provided an overall assessment of progress and achievements made against planned results as well as assessed and documented challenges and lessons learnt over the implementation period. It is noteworthy that the project was implemented at a time when the country was transitioning to the devolved system of governance with county governments taking shape. Thus, the evaluation also took into consideration how the project responded to the devolved system of governance.

The post 2015 agendas of Sustainable Development Goals and the Sendai Framework for DRR were launched during the life of the project and therefore the evaluation sought to find out the extent to which these two informed the project. In addition, the evaluation reflected on how the KRCS disaster preparedness systems were strengthened, the extent to which the human resource capacities were enhanced and the learning that took place to guide future disaster preparedness and response programming. The evaluation also looked into how gender inclusion and community engagement and accountability issues were incorporated in the programming, as well as the sustainability of results and the impacts thereof.

The timing of the evaluation was designed to take place at the tail end of project implementation when most interventions had been undertaken. The findings of the evaluation will be useful to inform future DRM programming in KRCS including CTP, EOC activities and capacity enhancement actions as well as partner support/interventions by MDAs and donors.

The assessment was done using the DAC criteria to answer all the evaluation questions as contained in the Terms of Reference (ToR). For details see **Annex 8.1**.

Table 1 provides the project design including the definition of the indicators, unit for measurement, source of data and the proposed methods for gathering the data.

Table 1: Definition of Strengthening Disaster Preparedness and Response in KRCS project's Indicators

LEVEL	Indicators	What does it mean?	Unit	Data source	Method of data collection
Goal:	Reduced impact of disasters in Kenya				
Outcome	Increased capacity of KRCS to prepare for and respond to the needs of people affected by disasters				
Outcome indicator 1:	In 0.1) Percentage of KRCS staff (disaggregated by gender) reporting improved capacity to prepare for disasters	-It will measure number of KRCS staff reporting improved capacity to prepare for disasters in the entire Country -It will be disaggregated by gender -The indicator will measure preparedness and responsiveness to disaster	% of KRCS including volunteers.	-Annual Reports -Baseline survey -Primary Data	-KIIs with KRCS HQ staff and RCAT Leaders. -Secondary data from disaster reports.
Outcome indicator 2:	In 0.2) Percentage of population affected by disasters (reported to EOC) reached by KRCS response	-These are total number of people affected by disasters (affecting more than 600 people) reported to EOC and reached by KRCS response	% of the affected population reached by KRCS through CTP, NFI, medical outreach or other interventions as	-Annual Reports -EOC captured cases (as reported) -Primary Data	-KIIs with KRCS HQ staff and RCAT Leaders. -Secondary data from disaster reports. -EOC data analysis
Output 1:	Increased KRCS capacity to prepare for disasters				
Output Indicator 1:	KRCS contingency plan developed and reviewed every 6 months	# of contingency plan developed and reviewed every 6 months against the baseline value	# of contingency plan reviewed	-Annual Reports -Baseline survey -Primary Data	- FGDs and KIIs with KRCS staff, RCATS, NDMA, other partners -Secondary data from disaster reports.
Output Indicator 2:	Number of risk-hazard bulletins shared internally and externally	# of risk-hazard bulletins shared internally and externally thus increasing availability of early warning information and forecasting	# of risk-hazard bulletins shared internally and externally	-Annual Reports -Baseline survey -Primary Data	- FGDs and KIIs with KRCS staff, RCATs and other KRCS project partners. -Secondary data from disaster reports.

					<u>Considerations</u>: Evaluate access to disaster related information and the extent to which their utilization informs contingency planning and reviews for improved preparedness and responsiveness to disasters
Output indicator 3:	KRCS has systems and procedures to manage the funds raised from the public in order to respond to disasters.	-Existence of documented systems and procedures guiding decisions on the appropriateness of interventions to be applied.	-Types of systems and procedures to manage the funds raised from the public in order to respond to disasters.	-Annual Reports -Primary Data -KIRA Reports	- FGDs and KIIs with KRCS staff and RCATS. -Secondary data from disaster reports,
Output indicator 4:	Number of KRCS staffs/volunteers (disaggregated by gender) trained and available to lead operations	# of KRCS staffs/volunteers trained and available to lead operations	# of KRCS staff trained on the customized warehousing module and level of application	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs. -Secondary data from disaster reports
Output 2:	Increased KRCS response efficiency (time, money) and accountability				
Output Indicator 1:	KRCS has approved disaster response SOPs that it applies in emergencies	# of SOPs developed, approved and applied in emergencies and have included issues of gender, disability and other issues of social inclusion	# of SOPs developed, approved and applied in emergencies	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs. -Secondary data from disaster reports
Output indicator 2:	Percentage of post-assessment responses which target the needs of 600 or more people where a formal feedback/complaint mechanism is set-up and implemented	% of post-assessment responses which target the needs of 600 or more people with a developed operational framework	% of post-assessment responses which target the needs of 600 or more people	-Annual Reports -Primary Data -EOC Data	- FGDs and KIIs with KRCS staff and RCATs. -Secondary data from disaster reports
Output indicator 3:	Percentage of post-assessment responses which target the needs of 600 or more people where cost per beneficiary is	% of post-assessment responses which target the needs of 600 or more people where aspects of value for	% of post-assessment responses reported of which VFM was applied	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs. -Secondary data from disaster reports

	calculated/analyzed	money is analyzed			
Output 3:	Increased sharing of learning from KRCS preparedness and response operations				
Output indicator 1:	Number of articles based on KRCS DM learning published in internal and external media	# of articles based on KRCS DM learning published (internally and externally)	# of articles based on KRCS DM learning published	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs and stakeholders. -Secondary data from disaster reports
Output Indicator 2:	Percentage of post-assessment-responses which target the needs of 600 or more people that are reviewed with reference to relevant DAC criteria	% of the articles based on KRCS DM learning published that have taken into account DAC criteria	% of articles published that have taken into account DAC criteria	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs and stakeholders. -Secondary data from disaster reports
Output Indicator 3:	Number of fora (external) where KRCS DM lessons learned (positive and/or negative) are presented.	# of information sharing forums held (type of information and conclusions made)	# of fora for sharing lessons learnt/ experience held or conducted	-Annual Reports -Primary Data	- FGDs and KIIs with KRCS staff and RCATs and stakeholders. -Secondary data from disaster reports

4.1 Data collection approaches

The study applied a mixed participatory evaluation research design where both qualitative and quantitative data were uitlized. Qualitative and quantitative data collection tools were developed after extensive consultations with KRCS. The data collection instruments are attached in the **annex 8.6** of the report.

4.1.1 Qualitative data collection

This involved gathering relevant information from a variety of respondents in a participatory manner in an interactive atmosphere. The methods used included: (i) Reviewed secondary information and data; (ii) Conducted Key Informants Interviews; (iii) Conducted Focus Group Discussions with KRCS staff and RCATs; and (iv) Carried out Direct observation. A detailed list of materials supplied by KRCS and reviewed by the consultants is listed in the important documents consulted. A checklist of Key Informants interviewed from within and outside KRCS was developed and shared. Focus Group Discussions targeted the RCAT members and in some instances the members of Community Based Disaster Response Teams (CBDRTs). The Team used mobile phones to capture key voices of the respondents during KIIs and FGDs.

The discussions during the interviews focused on relevance, efficiency, effectiveness, the impact and sustainability as well as lessons learnt from the DM-S project around the project goal and outcomes.

4.1.2 Quantitative data collection

This involved collating data from the secondary data sources during the desk review and use of KoBo online survey administered to a sample of 25 KRCS staffs who were actively involved in the DM-S project implementation and monitoring (see section 4.1.7 for more details). The information obtained from the quantitative approach helped to triangulate with the qualitative data to verify its validity and for quality control.

4.1.3 Data collection instruments and targeted respondents

The following techniques/instruments and approaches were used to gather data and information:

- Literature review
- Key Informant Interviews
- Focus Group Discussions
- Observations
- KoBo online survey

4.1.4 Review of relevant literature

This was conducted throughout the study period by examining the various project documents to enhance the consultants' understanding of the design, implementation and achievements of the project. Literature review also helped in identification of the study gaps, validation and in triangulation of the information collected. The literature reviewed included but was not limited to the DM Strengthening project proposal; DM-S Annual Narrative and financial reports; DM-S Baseline Report; KRCS DM-S Mid Term Report; Final ECHO CTP Evaluation Report; KRCS Emergency Fund Management Guidelines; PDM reports; PER Assessment Guide, among other documents. The documents helped the consultants to understand the planned interventions of the project, achievements against the indicators and presence or lack of change as a result of the interventions. The documents reviewed are listed in the '**References**' section of this report. Literature review led to the production of the inception report which was subjected to a series of reviews and feedbacks before a final copy was approved by KRCS.

The consultant further reflected through brainstorming on the various indicators in the five thematic areas as provided by the Preparedness for Effective Response (PER) guideline and an overview on the progress made or overall capacity achieved at the end of the project is given in a matrix form in **annex 8.6.7**.

4.1.5   Key informant interviews (KIIs)

A Key Informant Interview (KII) guide on **annex 8.6.1** was used to conduct the Key Informant Interviews. Purposeful sampling was used to select both KRCS internal and external respondents from organizations with the knowledge and wide experience working with KRCS. The data collection tools used with various internal and external respondents can be found in **annex 8.6.2**.

The KIIs were carried out from 29th October to 10th November led by the lead consultant and supported by three associate consultants. The KIIs were conducted with seven (7) KRCS HQ staff, four (4) regional managers, ten (10) County Coordinators and five (5) RCAT Team Leaders. The KII guide was structured such that the questions focused on specific staff such as finance, logistics, etc. based on the roles their department played in the DM-S project. The main objective was to validate the secondary data, fill in the data gaps and gather additional information not captured in the reviewed documents.

The consultants used Skype to reach Mr Luke Tredget a Disaster Management Expert from BRC as a Key Informant. Mr. Nichols Kemboi (Regional Manager (Rift Valley), Mr Mutinda Branch Coordinator (Nairobi) and Ms Sarah (ICHA) were interviewed via telephone.

To interview key external stakeholders, KIIs were held with Nairobi-level representatives from British Red Cross, International Committee of the Red Cross/Crescent (ICRC) and DFID.

4.1.6   Focus Group Discussions

The Focus Group Discussion (FGD) guide in **annex 8.6.3** was used during the discussions to elicit and validate information of the project achievements, policy application as well as partnerships and synergies during the project implementation period and learning from preparedness and response actions. The FGDs were conducted from 3rd up to 10th November 2018 targeting the Red Cross Action Teams (RCATs) and covering ten branches where the DM-S activities were most prominent. A total of 106 participants were involved. In addition one FGD was held with thirteen (13) members of the Nyando Community Based Disaster Management Committee.

Plate 1: Focus Group Discussion on session led by the consultants in Tharaka Nithi County

4.1.7 KoBo online Survey

With support from the KRCS Data Manager, the consultants applied an online **KoBo online survey** using KOBO software application (see **annex 8.6.4)**. The targeted respondents were 25 KRCS staff involved in the DM-S project implementation and monitoring. The results from the survey have been utilized to triangulate the largely qualitative data gathered from the field and secondary sources.

4.2   Sampling design

A total of 10 branches/counties were purposively selected in consultation with KRCS based on the nature and amount of interventions undertaken by the DM-S project. The criteria used to select the counties was based on the level of DMS interventions undertaken and the nature of emergencies experienced over the period. The distribution of the sampled counties and the eventual counties selected is shown in **Table 2.** Additionally, a total of eight regions were visited from 3rd to 10th November 2018.

Table 2: Sampling framework for stratum/ region

Stratum/ Region	Counties	Pop. size/No of counties	Selected Counties
Central	Kirinyaga, Muranga, Embu, Tharaka-Nithi, Meru, Nyeri, Kiambu, Laikipia	8	Tharaka-Nithi and Muranga
Coast	Kwale, Mombasa, Lamu, Kilifi, Tana River, TaitaTaveta	6	Kilifi
Lower Eastern	Nairobi, Kajiado, Machakos, Makueni, Kitui	5	Nairobi
North Eastern	Mandera, Wajir, Garissa	3	Garissa
North Rift	Nandi, Uasin Gishu, Tranzoia, West Pokot, Bungoma, Turkana and Elgeyo Marakwet	7	Bungoma
South Rift	Baringo, Bomet, Kericho, Nyandarua, Nakuru and Narok	6	Nakuru
Upper Eastern	Samburu, Marsabit, Isiolo	3	Isiolo
West Kenya	Migori, Homa Bay, Kisumu, Siaya, Busia, Kakamega, Vihiga, Nyamira, Kisii	9	Siaya and Kisumu

4.3   Team Recruitment, Training and Briefing

The lead consultant led enumerators to carry out one day training on the data collection tools to ensure the information gathered during the field survey was standardized and valid. Roles and responsibilities of the team members were clarified based on the specific competencies of the Team as indicated in **annex 8.1.** The training was carried out on 28th October 2018 within the Acacia offices.

4.4   Field data collection

Field data collection was undertaken simultaneously by two teams in order to ensure data collection was undertaken in a short span of time without compromising the quality. One team visited Nairobi, Nakuru, Kisumu, Siaya, and Bungoma while the other visited Muranga, Isiolo, Tharaka Nithi, Garissa and Kilifi.

A debriefing meeting was held with the county KRCS team in order to clarify on issues that were outstanding during the county visits. Additional appointments were later made with KRCS HQ departmental staff after visits to the counties and regions on issues that needed further clarification or explanation.

4.5   Data Processing and Analysis

After the field mission, the consultants compiled the field notes from the raw data versions from 12th to 25th November 2018. The information from the field notes was later grouped by thematic areas guided by the evaluation criteria and areas of change as a result of project interventions. Areas where the various respondents observed more change or less change were identified through content analysis. The quantitative data from secondary sources and the KoBo online survey has been used to triangulate the qualitative data and vice versa. Key messages from respodents on cahnges brought as of the program have been quoted verbatim and used in appropriate sections of the report. The information has been present mainly in text fomat per thematic area of the evaluation and enriched with tables and figures where appropriate. A meeting with selected BRC and KRCS staff was held on 17th January 2019 to validate the findings and the inputs from the meeting were incorporated to produce the final DM-S Endline Evaluation Report.

4.6   Limitations

- Delayed access to a number of reports and data bases and respondents. The Team worked round the clock to ensure the submitted documents were perused to inform the findings.
- The ECHO and IFRC respondents were unavailable during the mission. Triangulating the available reports and reverting back to other relevant KIIs who were available filled the gap.
- There was limited time for the field mission and compiling draft report. However, the consultants portioned the tasks to fast track the production of the reports.

5: RESULTS FROM EVALUATION FINDINGS

5.1   Relevance of the Programme

The relevance of DM-S Program was evaluated based on how the project was designed, the institutional arrangements in place and the processes used to implement the project. For the project design, critical issues reviewed included the relevance of the project to; the beneficiaries' needs, priorities of the national and county governments and donor and other key support agencies. Additionally, the evaluation focused on; how relevant the DM-S staff capacity enhancement process were, the contingency planning process and development of the national and county policies. Of importance to the relevance of DM-S is also the whole aspect of how the identification of beneficiaries and formulation of the response plans are undertaken. The above issues are the main discussion points for this section of the report.

5.1.1   Did the project align with the community prioritized needs?

For the DM-S project to be considered successful, one of the major criteria is for the project to have met the needs of the beneficiaries. The beneficiaries in this case are the local communities that are frequently affected by disasters and emergencies such as fire, floods, drought, conflict, infrastructure failure and road traffic accidents (RTA) among others.

At the community level, beneficiaries have varied needs during and after an emergency. Without a structured way of needs identification, most communities will have a shopping list of wants and needs that may not be met by KRCS and partners. To narrow down from wants to needs, it is important to always undertake a needs assessment. The DM-S program supported KRCS to review/develop a number of guidelines and tools that are applied to identify the needs of the disaster affected community. A hierarchy of SOPs and guidelines were developed to improve efficiency and standardize the approach in identifying the needs of the communities which are further reviewed in **section 5.2.4**. Additionally, the DM-S program supported application of tools for needs assessment including the 24 hour, 72 hour and the KIRA. The KIRA, a multi-agency tool, used by stakeholders to support joint needs assessment was reviewed. The evaluation Team found that the project is significantly influencing KRCS to a culture of conducting the needs assessment to inform response and thus meet the needs of the community.

Risk information and early warning is another important need that the disaster affected community should be provided in a timely manner. The SMS TERRA alerts supplemented by the risk and hazard early warning bulletins run by KRCS were found to have been an important source of risk information needed by disaster affected communities and other stakeholders. Such information has been readily available through KRCS's website, social media platforms, sms, print and electronic media and informed the communities exposed to the risks to prepare and take early action to avert full blown emergency. Also availability of information gathered from community feedback and complaints mechanism alongside learning could be utilized by KRCS meet the appropriate community needs.

5.1.2   How relevant was the project towards equipping the KRCS staff and volunteers with the Capacity and skills to prepare and respond to disaster and emergency episodes

Training and imparting the right knowledge and skills greatly influences the capacity of the disaster response teams to carry out various tasks. Training helps to sharpen skills, change attitude and the knowledge gained helps to enhance performance of staff, volunteers and organizations. The DM-S project sought to improve the competency of staff and volunteers at the different levels of disaster management operations to undertake various DM activities such as needs assessment, design, planning and actual response to reporting through a well-designed training plan aimed at improving

the use of resources and targeting of participants. A training needs assessment (TNA) was conducted with support of the program to establish the needs of staff to support disaster response. Additionally, the program supported the RCAT and NDRT curriculum development based on the input from experienced KRCS staff. An on-line application process was applied to identify trainees as further elaborated later in the report. The process involved subjecting interested candidates to an online pre-test as pre-qualification criteria to attend the training/workshop. The results from the TNAs were relied on to guide staff training. It however appeared that the trainings were more generic despite the different emergencies and challenges facing the regions and counties as earlier noted in the MTR[2]. The number and type of trainings that were conducted with the support of DM-S project are further elaborated in Section 5.2.1.1 and **Tables 6 and 7**.

The consultants, therefore, noted that the trainings, the training plan and approaches applied were relevant and right knowledge and skills have been imparted and are positively contributing to improved disaster preparedness and response for instance the trained RCTAs supported several KRCS's responses to disasters (e.g. drought, floods and elections).

5.1.3 How relevant were the interventions to the priorities of KRCS, partners (county/national government and other agencies) involved in disaster response?

As mentioned earlier, KRCS plays a crucial auxiliary role to national and county governments in disaster preparedness and response as mandated by the Kenya Red Cross Society Act Cap 256 of Laws of Kenya. In discharging this important mandate at various levels, KRCS works closely and collaboratively with other partners and agencies by aligning its policies and strategies with those of the key stakeholders. DFID's country strategy for Kenya includes supporting the government and partners with resources during emergencies to reduce human suffering and support policy development. Similarly, the made of ECHO in Kenya and the region includes providing humanitarian support to disaster and conflict affected populations. The government of Kenya has established a number of institutions to spearhead disaster operations such as NDOC, NDMA and NDMU which fully recognize the auxiliary role of KRCS in disaster preparedness and response. These institutions work collaboratively with KRCS before, during and after emergencies. Thus the end-line evaluation found the DM-S interventions were quite relevant to KRCS, its partners and the national and county governments' preparedness and response priorities. As one respondent had this to say with regard to strategic relevance of the DM-S:

> *"The DM-S was relevant, strategic and well aligned to BRC strategic plan. The program 'spoke' to the governance of KRCS through the policies and guidelines developed." Noel Awiti, BRC Nairobi*

To further advance the KRCS' relevant, the program supported close engagement with the following stakeholders and partners in various activities:
- National government: - through NDMA, NDOC, KMD, etc. The program influenced the strategic policy needs of the national government and county governments through inputs into the formulation of their DRM policies and the Bills. On the other hand, KRCS aligned its DRM policies and related guidelines to the national DRM policy.

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[2] KRCS 2017: Findings of the Mid Term Evaluation of the DM-S project

- County governments: – the DM-S program was relevant to the policies and priorities of the counties. The project later shaped the DRM policy and guidelines of KRCS to reflect the priority needs of the county governments.
- Donors: - There was evidence from the donor community that the project was relevant to the donors' strategic plans. Initially, the program was intended to work closely with BRC but the scope of the donors expanded due to the strategic relevance of the interventions of the program to include other donors such as Finish Red Cross, DFID and ECHO.
- The Media: - the program was intended to engage with the media to popularize the program implementation, monitoring and evaluation as well as learning. However, the evaluation did not get documented evidence of this engagement. However, the KRCS media company and communications departments actively interacted with DM-S program to raise its visibility to the communities and other stakeholders.
- KRCS staff and volunteers: - Senior management, staff, RCATs, and volunteers at various levels were closely involved in the implementation, monitoring and sharing learning of the DM-S interventions. The program influenced closer engagement of the various support departments such as procurement, finance, human resources and logistics in various DM-S activities. Through the DMS Steering Group (DMSSG) concept, the program ensured representation and involvement of all KRCS departments and therefore removed the departmental barriers of working in 'silos' during project design, implementation and monitoring among staff at all levels.
- Communities affected by disasters: - The program influenced and greatly shaped the culture of undertaking needs assessments to identify and inform the needs interventions in support of the disaster affected populations and feedback through active CEA approaches.
- Parliamentarians: - This was achieved through engaging the parliamentary DRM caucus group on DRM policy and Bill formulation as well as the County Assemblies.
- NGOs and other non-state actors: - interactions through the KIRA platform was engaging and interactive through the project life.
- Academic institutions, Research and Advocacy: - The evaluation did not find evidence of engaging the academia in the program and therefore it was hard to gauge the relevance of the program interventions to academia. ICHA supported the project to develop SoPs and the DRM policy development. It also supported development of the DRM policy and Bills for the national government.

5.2   Effectiveness of the Program

5.2.1   Programme Goal

The DMS programme was designed to strengthen KRCS' disaster preparedness and response capacity in order to realize "**Reduced impact of disasters in Kenya**", the envisaged goal of the intervention.

5.2.2   Programme Overall Outcome

The Disaster Management Programme had "**Increased capacity of KRCS to prepare for and respond to the needs of people affected by disasters**" as its main outcome. The progress achieved at the outcome level, had two measurable indicators, namely:

- Percentage of KRCS staff (disaggregated by gender) reporting improved capacity to prepare for disasters and,
- Percentage of population affected by disasters (reported to EOC) reached by KRCS response.

Drawing from **Table 3,** the outcome indicators which were measuring the "Percentage of KRCS staff (disaggregated by gender) reporting improved capacity to prepare for disasters"and the "Percentage of population affected by disasters (reported to EOC) reached by KRCS respons" had a baseline values of 53% and 33% as of June 2016. By the 3rd year according to the Annual Achievement as per the Revised ITT - (June 2018), the project had attained 82.8% and 79% as per the two outcome indicators respectively. The evaluation therefore observes that the project overachieved on its targets against the reported end term evaluation values on its outcome level indicators. The achievements are attributable to the implementation and application of the DM-S Project interventions. For instance, the capacity enhancement of skills among the KRCS staff and volunteers enabled them to support KRCS operations resulting in more efficient and effective disaster preparedness and responses.

Table 3: DMS Programme Accomplishment status against the Outcome Indicators

Indicator	Baseline Value (2015)	MTR (2017)	End-line Evaluation Value (2018)	Variance notes
Percentage of KRCS staff (disaggregated by gender) reporting improved capacity to prepare for disasters	Total 53% Men in 2015: 58% Women in 2015: 48%	55%	Total, 82.8% (n=105[3]) M − 49.5% (n=76) F − 33.3% (n=29)	Nearly 30% increase as a result of a series of capacity building sessions in related policies, an improvement by the KRCS response teams with regards to skill and knowledge in preparedness and response aspects
Percentage of population affected by disasters (reported to EOC) reached by KRCS response	33%	45%	79% M − 41% (n=2,739,150) F − 38% (n=2,528,447)	The # of incidences reported in the EOC has been increasing steadily due to increased awareness of volunteers and communities on KRCS interventions and as a result of the revamped EOC and DMIS capacities to document and respond to incidents (See Fig 5 and Table 8[4].

Source: DM-S Annual Narrative Report July 2017-June 2018..

5.2.3 Increased KRCS capacity to prepare for disasters

Overall progress achieved under output 1 of the programme is summarized in **Table 4** below and discussed in details in subsequent sections. For annual project progress throughout the project lifespan, details are shown in **Annex 8.6.5**.

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[3] Out of this sample size, 87 RCAT members (52 males, 35 females) reported improved capacity and ability to prepare well for disasters

[4] The baseline survey had projected the increased number of incidences reported in the EOC and recommended the need for KRCS to use the data captured by EOC to guide response instead as a target in programming.

Table 4: Output 1 indicators

Output indicator	Target as per Revised ITT - (June 2018)	Annual Achievement as per Revised ITT - (June 2018)		Variance notes
KRCS contingency plan developed and reviewed every 6 months	04	07		The KRCS Multi-hazard and multi sectoral contingency plan developed and reviewed 6 times including the development of elections preparedness plan with greater acceptability within and across KRCS noted.
		Year	Nos of copies	
		2015	1	
		2016	2	
		2017	2	
		2018	2	
Number of risk-hazard bulletins shared internally and externally	10	16		The targeted no. of bulletins produced and shared exceeded the target by 6 from 10 due to increased acceptability and use within KRCS and outside.
		Year	Nos of copies	
		2015	4	
		2016	4	
		2017	4	
		2018	4	
KRCS has systems and procedures to manage the funds raised from the public in order to respond to disasters.	01	01		The disaster Fund management guidelines developed and previously approved. A memo on the same has been widely shared with all staff and volunteers for compliance
Number of KRCS staffs/volunteers (disaggregated by gender) trained and available to lead operations	69	122 (95 men, 27 women)		More achievement due to increased interest in spefic modules including Cash Transfer, project management, Negotiation, aqua rescue, protection and public health

Source: DM-S Annual Narrative Report July 2018

5.2.3.1 Effect of KRCS's Staff and Volunteers Capacity Building

The evaluation established that staff and volunteers underwent a series of trainings organized by KRCS. The RCAT trainings were most significant amongst the other capacities imparted to the RCATs as front-line responders to emergencies and disasters. Members of the RCAT and staff interviewed confirmed to have undergone 5 days basic RCAT training at their

"Prior to RCAT training, we just responded without preparations, like for our safety, which the training has now addressed. During the Garissa University terror attack, we were not trained and were psychologically not prepared. We just rushed to the scene as volunteers- we were unmanageable. The training taught us to work as a team and follow the protocol. During the Garissa incidence, there were no identification and we were not prepared whatsoever- there was no difference between the casualties and the rescuer. Besides physical training, we also went through medical training in psychosocial support, which was critical then. We now understand the authority chain of command and can also offer more

respective branches. According to those consulted, the training contained modules such as: (i) Disaster Response and Preparedness in Communities; (ii) Psycho-social support during emergencies; (iii) Light, Search and Rescue; (iv) Camp Set-up, Coordination and Management; (v) Safety and Security; and (vi) Simulation and Drills exercises, among others.

This translated to existence of diverse skills and knowledge within KRCS which was geared towards generally enhancement of capacity in preparedness and response. Information gathered during the fieldwork established that RCAT trainings were carried out from 2015 to 2017 with at least 20 trainees being reached in each of the counties in the country. According to computation of training database sourced from EOC, a total of 1,748 people had been trained comprising of KRCS staff and volunteers.

It is noteworthy from the table that volunteers comprised the largest number of those who received the training, followed by KRCS staff including a driver from South Rift region. Additionally, of the trained RCATS, 32 underwent a further training in leadership in October 2015 to become RCAT ToTs. While the initial trainings were basically carried out by the HQ staff, the evaluation found that the trained RCAT ToTs with support from the branch level have been conducting subsequent RCAT trainings and refreshers on their own. This is a demonstration of the good capacity built through DMS as further reaffirmed by 72 % of staff from the KoBo online survey.

Disaggregated by gender[5], of the 1,748 trained, 1,084 were male accounting for 59.6% and 664 females representing 34.7% whereas 99 of the trained gender was not specified. **Figure 2** schematically shows the total trained disaggregated by gender and by regions. Lower Eastern had the highest number of trained staff/volunteers (180) followed by Western Region (157) and North Rift (129). North Eastern had the lowest number of trained staff/RCATs (66). However, the main reason for the varied number of RCATs/staff targeted for training per region was reported to be influenced by the number of counties in the regions for instance North Eastern Region has 3 branches while 9 branches where the participants were drawn from.

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[5] This may require further verification as gender disaggregation was prepared depending on the trainees names as indicated in the EOC database.
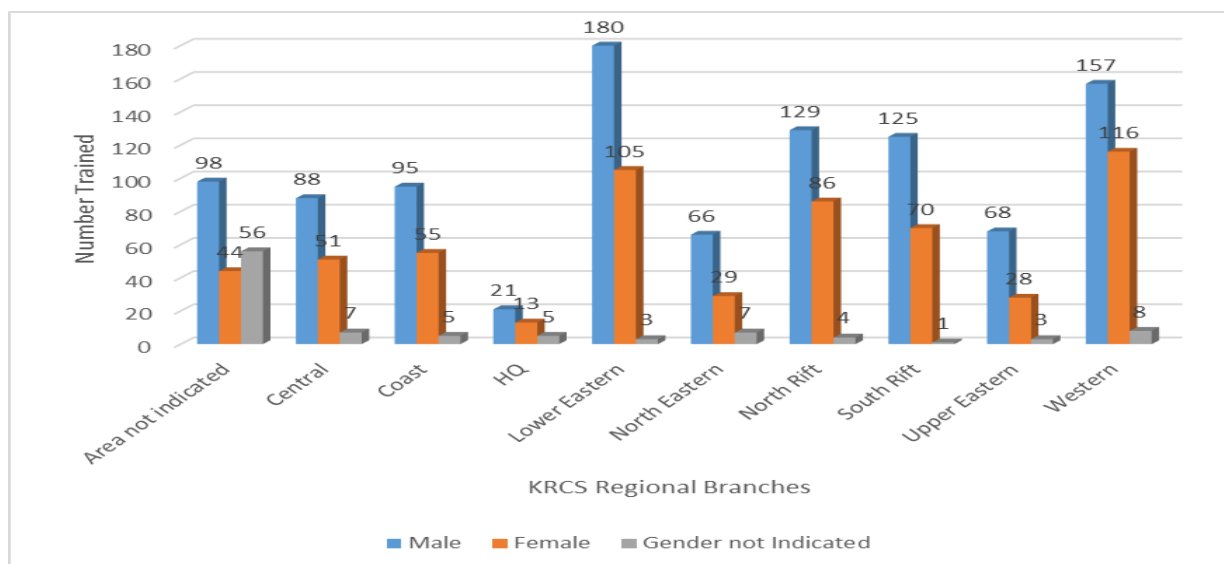
Figure 2: Number Trained by Gender and by Regions *(Data Source: KRCS, 2018)*

Table 5 shows the types of the training, date when conducted and the number of people involved.

Table 5: Types of training, when conducted and number of people involved

#	Type of Training	When Conducted	Number Trained	#	Type of Training	When Conducted	Number Trained
1	RCAT ToT		32	11	Introduction Online	Jan. 2017	126
2	RCAT Training	June 2016 Nov. 2017	1,748	12	CTP II	May 2017	43
3	Leadership	Dec 2015 April 2016	41	13	Beneficiaries Data Protection	July 2017	6
4	NDRT	Nov 2016	42	14	Urban CTP & Livelihoods	June 2017	5
5	ICRCC Conflict	June 16	45	15	Health in Emergencies	Aug 2017	41
6	KIRA ToT	May 2016	18	16	PPP Training	Dec 2017	26
7	KIRA Normal	June 2016	121	17	PHiE Training	June 2017	44
8	Gender Inclusivity	Jan 2017	34	18	1st Aid	Aug 2017	25
9	CTP ToT	Jan 2017	6	19	RAM	June 2017 May 2017	25
10	Market Assessment	June 2017	7	20	Protection Inclusion Training	Feb 2018	

Data Source: KRCS EOC Data base, 2018

As indicated during FGDs with RCATs and KIIs with KRCS staff, the trained RCATs have demonstrated high confidence and capability to undertake rapid disaster needs assessments using various tools such as inbuilt mobile facility- KoBo, which transmit real time data to the HQ. This was in contrast to before the DM-S program started. Knowledge on the assessment survey tools,

While considering the two recent emergencies in the area (collapsed building and floods, the training given was appropriate: We were able to set up and manage camps; search and rescue and rescued 15 lives; search and rescue the marooned victims using basic seas survival skills trained. Indeed, for the first 3 days we had managed to save many lives before the Kenya Navy came in. The Navy took long to respond mainly because of the bureaucracy. Before the arrival of the Navy, KRCS had rescued 17 lives. We may not compare with the Navy because of the sophistication of the emergency interventions, which included airlifting. However, together with the Navy team, we formed a team to map out the areas that required rescue. The assessment done by KRCS was a good starting point for the Navy intervention. ***Bonifacce Mwaringa- Malindi RCAT Team Leader.***

including the 24hrs and 72hrs tools has been imparted and is being applied accordingly. For instance, during emergencies of the collapsed building in Malindi and the mudslides in Tharaka-Nithi and in Muranga counties, to mention just a few of the disasters where these skills were cited to have been put into practice. The teams have also acquired

"During the long rains early in the year (April through May, 2018), Murang'a County was affected by serious mudslides and landslides but unlike in the past the RCAT members in Muranga were able to respond to these emergencies that lasted for a period of three months without direct outside intervention. Our main responsibility at the regional office was purely monitoring which was done in collaboration with the KRCS headquarters"
Gitonga Mugambi-Regional Manager Central Kenya.

capacity in undertaking monitoring and post emergency assessments. Indeed, the ongoing shelter reconstruction project for victims of the April-May 2018 floods, presented a good scenario where the skills gained have been applied.

The capacity built among the staff and volunteers has gone a long way in empowering counties and regional capacities in disaster preparedness, response and pre and post response assessments. Prior to DMS, capacities in the county and regional level were inadequate and largely relied on technical backstopping from the headquarters and occasional inter- counties transportation of human resources resulting in delay and high cost of response. In central region, for example, the regional manager indicated that the trained RCATs and staff had enhanced capacities which had enabled the counties and regions to better manage emergencies and disasters encountered in their specific areas as opposed to the situation before where for instance, the Regional Manager had to send volunteers sourced from other counties in the region to Muranga County which is prone to mudslides related disasters. However, the case was different after the trainings as described by the Regional Manager-Central Kenya.

Enhanced capacity building amongst KRCS was further attested by information derived from the KoBo online Survey conducted during this evaluation. It showed that slightly over half of the KRCS

staff confirmed change in KRCS' capacity to respond to disasters changed since 2014 (See Figure 3). Some of the reasons attributed to enhanced capacity included increased preparedness and innovative responses. KRCS has been able to use ICT in disaster management; and RCATS are trained and able to prepare for emergencies. The capacity strengthening efforts have been recognised even beyond the confinement of the counties and regions. For instance, in Malindi, it was reported that four out of the eighteen active RCAT members were occasionally called to join the National Disaster Team owing to their good performance in disaster management. Going forward, there is need for
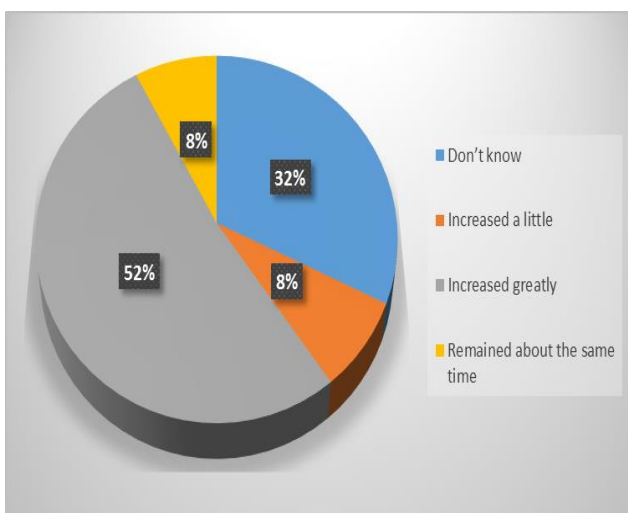
Figure 3 : Extent of Change in Capacity to respond to disasters gained by KRCS after introduction of DMS

KRCS to continue enhancing these capacities due to staff and volunteers attrition – e.g. most RCATs being youthful are reported to often move out to urban areas in search of employment opportunities. A number of RCATs suggested refresher trainings after every two years.

5.2.3.2 Ease in doing business from Introduction and Strengthening of financial and online stock management system

Introduction of the national system changes (Navision) has been a major game changer in the manner of doing business at KRCS finance, procurement and logistics, and human resource departments. At the HQ, all these departments are linked and at the click of a button, one is able to trace the movements of transactions. This facility is as well linked to finance department at the regional level across the country. The functioning of the facility has greatly improved over the last one year after upgrading. The link has improved coordination not only at the HQ level but KRCS is able to trace the state of business thus considerably contributed to efficient financial decision making. It has also enhanced accountability, coordination and management. Additionally, this system has contributed in the learning process as information has been made available across all the counties in the country. Moreover, through Navision, evidence of standardization in reporting and better and efficient production of reports was reported at regional and national levels. However, KRCS must make more efforts to ensure complete roll out of the system to all the branches.

Navision has brought about a major departure from the way the transactions were conducted before DMS. For instance, it was difficult to know stock levels at a given time. According to the logistics team the stocks were *"recorded locally and submitted every quarter to HQ, so KRCS was not able to know stock levels or in-kind stock donations before the periodic reconciliations whereby one had to go back to the warehouse and count manually"*. Thus, KRCS was not in a position to answer: 'How many NFIs are in stock across the county at present?' nor ''How many NFIs were distributed to beneficiaries last year?" In addition, it was not possible to determine from a central point which supplies were near or past their expiry date; to track items returned from distributions; or how to handle warehouse to warehouse transfers. The continuous upgrade of the information system which started through DMS was geared towards supporting procurement to eventually track in real time stock from the HQ warehouse then to the regional warehouse and eventually to the end user, thus supporting service delivery in preparedness and response in emergency.

The challenges are that at the branch level, only the regional finance personnel is linked to the system while at the county level, excel worksheet are used and sent to be up load into the system at the regional offices. This calls for the complete roll out of the system to branch level in order to reap the intended benefits.

As indicated by one of the donor representatives interviewed,

> *"The capacity building battle towards disaster preparedness and response at the HQ has already been won. The focus should now be to the regional branches, particular, in ensuring that they are fully linked to the Navision facility. This will improve coordination enhance accountability and considerably contribute to the learning process all the way from the grassroots, to regional level and at the HQ.''*

The evaluation noted that the logistics and supply chain function were seriously challenged during the flooding occasioned by the long rains of March to June 2018 despite improved stock management system through the NAVISON (see table 13 for details). This calls for the need to review the procurement systems with a view of contracting supplies to warehouse some NFI stocks to be supplied to KRCS in appropriate proportions as emergency/disaster unfolds.

5.2.3.3 Quality and acceptability of the contingency plans, DM risks and hazards bulletins among Stakeholders

Contingency plan as a tool to assist in the preparedness and response to disasters and emergencies is not a new practice at KRCS but the DM-S project revitalized the preparation to be more vibrant, participatory and inclusive, bringing in the involvement of relevant stakeholders. Before DMS, only a draft contingency plan was developed/updated in 2014 while during life of the project and by the evaluation time, 6 high quality contingency plans were produced and the low-quality and rarely produced hazard and risk maps reports had given way to 14 productions from three reports at baseline.

Figure 4 shows the continued improvement in development of contingency plans as a result of the DMS project intervention.
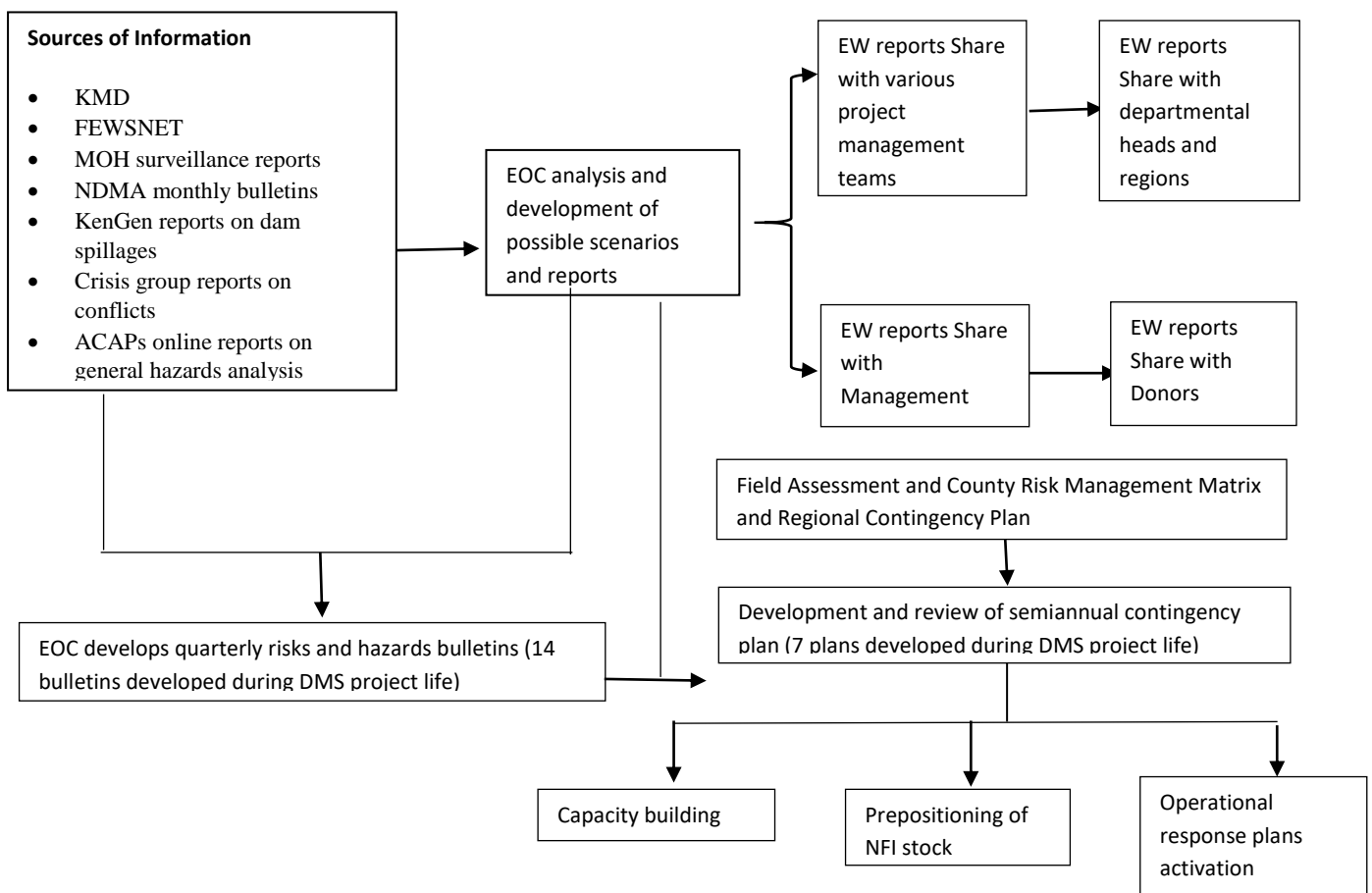
Figure 4: Improved Process of Developing CP as a result of the DMS project

> "KRC has been supporting counties in the region to develop their own contingency plans. Normally, county governments build their contingency plans from the KRCS county contingency plan". *Central Region Manager*

The evaluation found that the KRCS capacity to develop CP had greatly improved, courtesy of the DM-S project. The process now assumes a bottom-up approach taking advantage of and harnessing local skills and knowledge. This has rendered the Multi-hazard CP relevant and appropriate as a planning tool for disaster preparedness. Indeed, some county governments sought support of the KRCS' expertise in developing their contingency plans. For example, County Government of Kilifi appointed KRCS as the lead agency in the flood response operations in April 2018, and in Tharaka Nithi County, KRCS and the County Government have been working closely together in the preparation of the contingency plans based on a jointly signed MoU. The Tharakanithi MoU covers: (i) Agriculture; (ii) Water and irrigation; (iii) Youth; (iv) Environment; (v) Disaster; and (vi) Health. The collaboration with KRCS has enabled the county governments to improve their capacities in contingency planning. The CPs are reviewed after every 6 months, thus enhancing prepositioning of interventions strategies and disaster/ emergency intervention gears/ kits. The process is also stimulated to local ownership, acceptability and application, especially among RCATS and volunteers. In addition, the process was noted to provide an enabling environment to boost learning since the enlarged participation of stakeholders bring with them diverse learning and skills. For instance, stakeholders brought from the county health department, possess specialized skills in medical areas as it is the case with the fire department.

On the other hand, DM risks and hazards bulletins have contributed to improved quality of contingency planning and review. The end-line evaluation established that 16 bulletins had been prepared and shared with stakeholders internally and externally on quarterly basis. The hazard and risk bulletins have increasingly been utilized to update/develop the contingency plans at HQ and branch levels, inform the public, volunteers, staff and stakeholders of the prevailing hazards and risks in the preceding quarter and provide projections on likely scenario in the forthcoming season. The quality was noted to have improved overtime as confirmed through KIIs with the regional managers and county coordinators as well during FGDs with RCAT members. Given the increased demand of the bulletins from stakeholders and its recognized value in informing preparedness, KRCS should continue investing in their production even upon conclusion of the DM-S project.

The evaluation however noted that the risk and hazard are not comprehensive and lacks or failed to utilize geospatial technology to analyse the risks. Besides, a robust information and communication strategy to support the EOC is weak (for details check the PER notes attached appendix 8.6.7). Going forward, there is need for KRCS to invest more to strengthen the multi hazard early warning system clearly linked to a readily available resources and contingency plans for early action.

5.2.3.4 Strengthening systems and procedures to manage funds through guidelines

Through the DM-S programme KRCS proposed to review the use, management arrangements and replenishment mechanism of KRCS emergency fund. This was to be achieved through updating the way the fund was managed, identifying ways to increase funding streams, defining criteria for replenishment, clarifying triggers for fund utilization and strengthening control and reporting on the fund.

The KRCS Emergency Fund management guidelines were finally approved and shared with staff and volunteers. This has broadened the scope of resource mobilization and provided clear fund management structures. A circular from the SG was sent on 9th April 2018 to all KRCS staff, regions and branches instructing every region and branch to immediately embark on a resource mobilization initiative in full compliance with the KRSC Emergency Fund Guidelines and Resource mobilization strategy. Consequently, the regional and county branches have since intensified efforts to ensure they are able to generate their own income from a number of activities including fundraising activities such as annual walks, gala nights, business enterprises such as restaurants, workshop halls, water kiosk, sale of Red Cross merchandise such as t-shirts, caps, umbrellas and caps. **Table 6** shows the financial status of some branches following the intervention.

Table 6: Status of County Branches contributing to Emergency Fund-July 2018

S/N	County Branch	Amount collected in the last one year (KShs)
1	Kisumu	1,500,000
2	Siaya	350,000
3	Migori	120,000
4	Kisii	550,000
5	Nyamira	430,000
6	Kakamega	100,000
7	Busia	95,000
8	Machakos	1,700,000
9	Makueni	1,000,000
10	Isiolo	750,000
11	Samburu	460,000
12	Nairobi	1,800,000
13	Uasin Gishu	600,000
14	Nakuru	950,000
15	Bomet	500,000
	Total	10,955,000

Source: KRCS DMS annual report July 2018

The approval of these guidelines came towards the final stages of the DMS programme meaning that their implementation was just taking root by the time of the evaluation. There needs to be extensive sensitization to shift the mind-set and overcome any possible resistance to the guidelines for the objective to be achieved. The problem according to a Regional manager is that there has not yet been a change in mind shift in the utilization of the funds. According to him, some local Committee members still want to draw funds from the local fund for ineligible expenses. The guidelines however is now a formal authority streamlining the management of the funds for disaster preparedness and response within KRCS and therefore reducing wastage. The continued application of beneficiary communication and communication system, the full operationalization of the NAVISON and completion in automating the M& E system is likely to complement the systems and procedures on managing the funds in KRCS.

5.2.3.5 Strengthening Cash Transfer Programme

Although KRCS had been using CTP since 2011 to implement some emergency and development programmes, DMS significantly revolutionized the strategy through investment in capacity building of staff and volunteers, and in technology development.

To institutionalize and further improve the performance of CTP, KRCS conducted an Organizational Capacity Assessment in October 2015. The assessment explored KRCS capacity to deliver cash at scale during emergencies and identified areas that needed strengthening to make the organization 'cash ready'. Key areas that needed interventions included

"The DMS programme is associated with CTP in emergency which has revolutionized interventions in KRCS. Kilifi County implemented CTP and has already used it as the option of choice in 3 instances of which 2 of them were done directly by KRCS in 2016 and 2017 drought in Kaloleni and Nganze areas. This was the 1st county where CTP was applied. Another CTP, "*Chakula Kwa Jamii*" was implemented in Magaharin through WFP in 2017. Although KRCS was not directly implementing the intervention (money came from WFP), it used the inbuilt CTP guidelines including the KRCS voucher payment system.

CPT approach integrated RAM, which would advise, on the platform to use- it also assessed whether or not the CTP was feasible- i.e. are the beneficiaries able to utilize the funds or will it destabilize the markets. It also gives information on availability of network and M-pesa outlets.

A week-long training in CTP was conducted at the county in 2017 while another more comprehensive one which included a CTP refresher course was conducted in Nairobi"

M/s Hakima, Kilifi County Coordinator

developing CTP guidelines and procedures, capacity building of staffs and volunteers (for details see section 3.2.1.1), investment in technology for CTP, Market assessments and analysis, empowering cash focal persons, making pre-agreements with payment service providers, exploring alternative technologies as well as broadening the cash culture within KRCS and across departments.

Consequently, the evaluation established that there has been development of the requisite capacities in CTP programming with 82.8%[6] of KRCS staff reporting improved capacity to prepare for disasters. Successful application of the revamped CTP as a response option was demonstrated during the drought that affected the country from October 2016 to April 2017 and in the shelter rehabilitation programme. Thus, the geographical variation in application of the CTP and the fear noted in the MTR of the likelihood of KRCS not having built its capacity to adequately take advantage of globally growing recognition of CTP as response option, has significantly been addressed through greater investment made in capacity building and use of electronic vouchers (reported in the KRCS' *Use of Electronic Cash Vouchers to Support Families affected by Drought In Marsabit County, Kenya 2017*). Further, the findings from the final evaluation report of the ECHO funded project also indicated that CTP was relevant to the needs of beneficiaries and aligned to the county government humanitarian response plans and targets. The end line evaluation noted that Turkana, Marsabit and Kilifi Counties extensively used CTP as the principal option in response to the 2016/2017 drought applying different modalities ranging from electronic vouchers, mobile money (M-pesa) and banks.

For instance, in support of families affected by drought in Marsabit, KRCS resorted to use of electronic voucher payment system. This demonstrated the flexibility of the system in that, despite the poor coverage of the targeted areas (poor or no mobile phone networks at all, very low mobile phone ownership and use among the communities, high insecurity with many cases of banditry and inter-ethnic conflicts, no banking systems except in Marsabit town which is approximately 400 km

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[6] DM-S Annual Narrative Report July 2017-June 2018.

from the community"[7]), an option was identified build around CTP facility. The electronic voucher payment modalities were determined after assessment of the available payment mechanisms and market analysis had been carried out.

Although the system required massive collection and validation of beneficiary data including bio-metric information, which initially tended to take considerable valuable time for an emergency response, KRCS strived to break through this challenge by facilitating pre-agreement contracts with companies such as RED ROSS and Safaricom to disburse cash within the shortest time possible and with high level of precision. The fact that approximately 70% of KRCS's response to drought was transacted through cash transfers to the affected populations in Kenya, demonstrates the robustness of the system. In addition, the KRCS shelter rehabilitation programme which was ongoing at the time of the evaluation in response to the flooding experienced during the long rains of April 2018 and affecting 42 counties in Kenya was being implemented mainly through CTP platform. Information gathered from the field showed that the implementation of the project had progressed well even in the remotest parts of the counties, albeit with some technological challenges thanks to the technological investment embraced by KRCS in promoting CTP.

Benefits derived from the use of CTP, according to Kilifi Country coordinator can be summarised in the quotation below.

"While CTP is not a solution for every situation but where it is feasible, it is more efficient; cuts down on cost (transport, human resources-operational costs); gives a level of dignity to the beneficiary; it give them a choice of how to utilize the money as per individual beneficiary priority needs; and it also supports the local economy. Sometimes when the intervention is through provision of food items, this may disrupt the local market. CTP also increases transparency in that once the beneficiaries are identified, the money is sent directly to them. Communities have been giving good feedback on the CTP. In the food and NFIs, there were reported instances of misuse and misdirecting of the relief materials like selling to get money to pay schools fees".*M/s Hakima, Kilifi County Coordinator*

Besides, the evaluation noted other benefits from use of CTP as a response option including improved security of staff and recipients, improved reconciliation and reporting and contributes to performance of the local economy. Thus, the evaluation notes with confidence and gratification that the systems put in place by the DMS has strengthened and positioned KRCS as a superb frontrunner among the RCM and the wider humanitarian community in CTP application by up to 70% as a response option. Going forward, the future of KRCS is how it can continue paying full attention to CTP to consolidate these gains.

5.2.3.6 Effect of Coordination of KIRA Intervention

The Kenya Inter-Agency Rapid Assessment (KIRA) mechanism was established in 2012 as a means of supporting coordinated multi-stakeholder assessments and responses during rapid onset disasters. During the DMS period, roles and responsibilities for core members were codified and there is clarity on this going forward and their capacity building was strengthened. In 2016, 19 ToTs (2 volunteers and 17 staff) were trained on KIRA. Those trained in turn trained 235 others including 109 external stakeholders and 145 KRCS, the majority of which were volunteers.

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[7] Kenya Red Cross Society using new Technology to reach Communities in Hardship areas: Drought Situation in Kenya; Use of Electronic Cash Vouchers to Support Affected Families by Drought in Marsabit County, Kenya 2017.

This approach of undertaking joint assessments together with partners has not only brought about the sense of ownership of the process and the product, but also influenced the joint implementations of the recommendations and reduced duplication of efforts. It further improved the trust and openness between various humanitarian agencies. The KIRA mechanism and tools have enabled agencies including donors to determine the target beneficiaries for emergency sectoral priorities, by providing timely and useful information for response interventions[8] including resources. As a result of the above interventions, there was a positive enhancement of the KIRA members' capacity and the evaluation established that:

- A multi-agency participation in the data collection and analysis engendering internal commitment and ownership of the assessment outcome has been in place. This was reported to be further bolster external coordination especially in relation to responding to major disasters that required multi-agency interventions. During such instances, KRCS and other stakeholders have now embraced KIRA assessments leading to identification of interventions that could be undertaken jointly to assist the affected communities.
- Increased acceptability of the assessment products by external stakeholders such that the decisions to respond have been made based on the recommendations from KIRA reports, for instance, UNICEF provided stocks to a total of 15,610 households in Garissa, Tana River, Baringo, Kisumu, Turkana, Mandera, Siaya, Home Bay and Migori counties based on the joint assessment reports.
- Joint implementations of the recommendations and reduction in duplication of efforts.
- Credible multi-agency outfit providing essential information on disaster assessment and promoting transparency from the county to the national level.
- Enabling disaster management environment for agencies including donors by providing timely and useful information for response interventions.

The coordination of KIRA activities both at the national and regional levels, however, appeared not to have progressed as expected at the initial stages. As noted during the meeting with DFID, key partners seemed not keen to drive the agenda forward and there was the feeling that it was being left for KRCS[9]. However, this situation seems to have improved over 2017/2018. For example, seven KIRA assessments were carried out in the five counties: Busia, Kisumu, Marsabit, Kilifi, Turkana, Wajir and Tana River which was something unusual in the past years.

To keep the multi-agency approach functioning as a team and enhance the joint outcomes, the recommendations deriving from KIRA core members held in February and March 2018, should be followed up and implemented beyond the DMS program. Meanwhile, the KRCS being a legally mandated leader by government in humanitarian operations should continue championing the KIRA approach to consolidate the gains in the future. With its huge volunteer network countrywide, KRCS can further leverage on this capacity to help other partners provide cost-effective humanitarian services following the joint needs assessments as the case with UNICEF. Apparently, KRCS has already started attaining the dividends of joint needs assessment using KIRA by the expanded parrtnerships through the multi-agency approach, increased transparency from the county to the

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[8] DM-S Annual Narrative Report July 2017-June 2018
[9] DMS Annual Report July 2016-July 2017.

national level and complimenting KRCS' mission by providing timely and useful information for response interventions.

5.2.4   Effects of the Development of SoPs & Guidelines

Table 7 summarizes the achievement realized in the development of SoPs where the details are narrated below.

Table 7: Achievement realized in the Development of the SoPs

Indicator Description	Means of Verification	Achievements	Variance
KRCS has approved disaster response SOPs that it applies in emergencies.	SOPs developed	- Six (6) SOPs for MCI, Disaster Management, CTP, Emergency assessment, response preparedness analysis & livestock offtake - Five (5) Guidelines: AAR ,RCATs, KRCS security regulations, document management and Emergency fund - Policy: DM policy	• These were completed, approved and disseminated and are now in use. • As above

The DMS project took up the activity of developing the DM policy which was completed and approved in 2015 through a participatory process and provided a foundation on which other policies and guidelines were developed[10].   Other SOPs were developed/reviewed and approved at by the SG and/or the Board levels. They are meant to help fill in gaps on disasters preparedness and response. The information from field during the evaluation underscored the importance of the SOPs in giving a common direction of undertaking disaster/ emergency preparatory activities and responses. he development and application of SOPs was also credited for enhancing coordination, efficiency, transparency and accountability across the KRCS operations country-wide as captured during the fieldwork. The SOPs preparation and application was highly rated as one

> "Through the MCI guidelines, departmental heads were coordinated to respond to emergencies where a standby list for quicker action was put in place. An example where the MCI protocol guidelines were applied is the Huruma Building Collapse where the police acted as incidence commanders, the ministry of health through MP Shah Hospital on behalf of KNH provided medical commodities and services while KRCS supported in search and rescue and logistics. The project also ensured that the EOC was well strengthened to ensured coordinated flow of information within various levels of the KRCS. For vertical and horizontal coordination, the project ensured that there was information sharing with various stakeholders which ensured reduction of duplication and synergy building".
>
> *Kelvin Kiprono, Acting DMS Project* **Manager/Disaster Surveillance Officer**

> "Presently, there are guidelines and polices that guides the way of doing business. Before it was, mainly branch based with no harmony in coordination. There is commonality in the procurement and operations of KRCS activities and programmes. This has resulted in ensuring coordination and in monitoring performance and progress all over the country".
>
> *M/s Hakima, Kilifi County Coordinator*

> "The DMS project enhanced engagement of the KRCS governance structure especially in relation to development and approval of policies and SOPs. Before the project, KRCS did not have any well-documented policies. The policies and SOPs have resulted to increased effectiveness and efficiency. The DMS ensured that there were buy- ins especially on certain policies which were likely to bring a turnaround in the way of working and the organizational culture".
>
> *M/s Noel Awiti, BRC Finance and Administration Manage**r.**

action that promoted coordination of actions in KRCS as opposed to the situation before the programme where planning was essentially a branch responsibility.

There has been standardization in approaching disaster preparedness and response in KRCS. The evaluation noted clear evidence of increased clarity of roles and responsibilities in response in line with the developed SOPs. A good example was the development of the RCATs guidelines which was initially not part of the project proposal but whose importance was realized to guide in preparation and response of frontline staff and volunteers. The RCATs confirmed that they had their guidelines in their mobile phones and that they referred to them during their day to day activities. Evidence of knowledge on and having internalized the guidelines by the RCATS was demonstrated as most could comfortably recite the contents of the guidelines without referring to their phones. Indeed, the RCATs guidelines were reported to be the most well understood and applied guidelines, a fact that was attributed to ownership, sense of identification and confidence by the RCATs.

Besides the DM policy, other SOPs and guidelines developed, approved, shared and put into application were as shown in **Table 8**:

Table 8: Status of the SOPs and guidelines at end term versus baseline

Type of policy/SOP/guideline	Baseline status	When completed	Status at end line
Mass Casualty Incident (MCI) protocol	A power point presentation	June 2004	Finalised, approved, and in use.
Disaster Management (DM) Policy	No document	Dated Sept 2015	Approved by National Executive Committee (NEC), circulated and in use.
Guidelines for conducting After Action Reviews (Reflective sessions)	No document	Jan 2016	Approved, and in use.
Red Cross Action Team (RCAT) guidelines	Draft guidelines	April 2016	Approved, printed and circulated.
Disaster Fund Guidelines	No draft	January 2017	Approved by KRCS Senior Management Team (SMT) in January 2017 roll out and dissemination ongoing.
Guidelines for Handling community Complaints and Feedback	No draft	Nov 2016	Approved by SMT, and been disseminated and being utilized.
• Disaster Management SOPs • Emergency assessments guidelines • Response preparedness and analysis guidelines • Cash transfer programming guidelines • Document Management	No draft	2017	Finalized, approved and disseminated

The developments of some policies, guidelines and SOPs meant redesigning of the initial DMS programme proposal to accommodate emerging and unforeseen issues.

5.2.5 *Enhancement of EOC and Disaster Information management system*

Data base which has been validated and stored in format which is easy to support quick application, is a prerequisite condition towards increasing capacity for preparedness and response to disaster. Towards this, the evaluation found KRCS to have extensively invested in data management through

empowering the EOC in terms of equipment and human capacity. The unit had the custody of all the emergency incidences reported from all the 47 counties and also had the capacity to disseminate data as and when required. Additionally, the DMS program intended to support strengthening disaster management information system (DMIS) at KRCS at large. Progress achieved by end of 2018 include uploading of the tools and reports. The evaluation noted that there has been delays in finalization of the system to allow KRCS enjoy the full benefits including tracking project implementation, documenting beneficiary profiles, pre-registration of beneficiaries and traking services provided by KRCS. KRCS must prioritize finalization of the system which is reported to be 80% complete to realize these benefits as priority.

"With the clear mapping of the different systems, changes have been realized especially with the more defined EOC incident database that can now capture incidents by count, severity, damages caused (injuries, fatalities) as well as the KRCS responses" as stated in the DM-S Annual Narrative Report July 2017-June 2018. As can be drawn from **Table 9**, the number of reported cases has significantly increased from 846 incidences in 2011 to 2,308 in 2018 denoting a growth of slightly over 63% as depicted in **Figure 5** and as presented in **annex 8.6.8**. Further, diversity in terms of incidences was also observable as from the inception of the DMS, new entries have been added most likely attributed to enhanced details in analysis and reporting. The new entries are: Criminal acts, Drought, Epidemics, Protests, School Fires, Shipwreck and Slum/Urban Fires.

Table 9: Emergencies reported to EOC since 2011 through 2018

Type of Incidences	Emergency incidences reported over the years							
	2011	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*
Armed Conflicts	65	118	234	301	151	85	110	90
Collapsed building	13	16	15	11	23	11	14	18
Criminal acts	0	0	0	0	8	0	0	0
Drought	0	0	0	3	1	1	0	0
Epidemics	0	0	0	0	25	0	0	0
Explosions	19	40	26	30	9	1	9	5
Fire	215	333	286	317	255	352	291	427
Floods	53	63	46	30	169	45	83	193
Hail Storms	11	13	5	6	4	1	0	1
Land Movements	11	9	8	9	16	10	7	8
Other	42	64	31	91	44	134	182	283
Protests	0	0	0	0	61	0	0	0
Road Accident	399	813	559	643	646	651	833	1,219
School Fires	0	0	0	0	41	0	0	0
Sea/Lake Incidents	18	24	23	35	32	12	23	47
Shipwreck	0	0	0	0	5	0	0	0
Slum/Urban Fires	0	0	0	0	3	0	0	0
Terror Attacks	0	0	6	15	19	11	24	17
Total	846	1,493	1,239	1,491	1,512	1,314	1,576	2,308

Data Source: EOC 2018.

Data on KRCS response to reported emergency incidences did not have sufficient information on responses especially in the last two years of the project. In addition, some data did not have the codes deciphered.
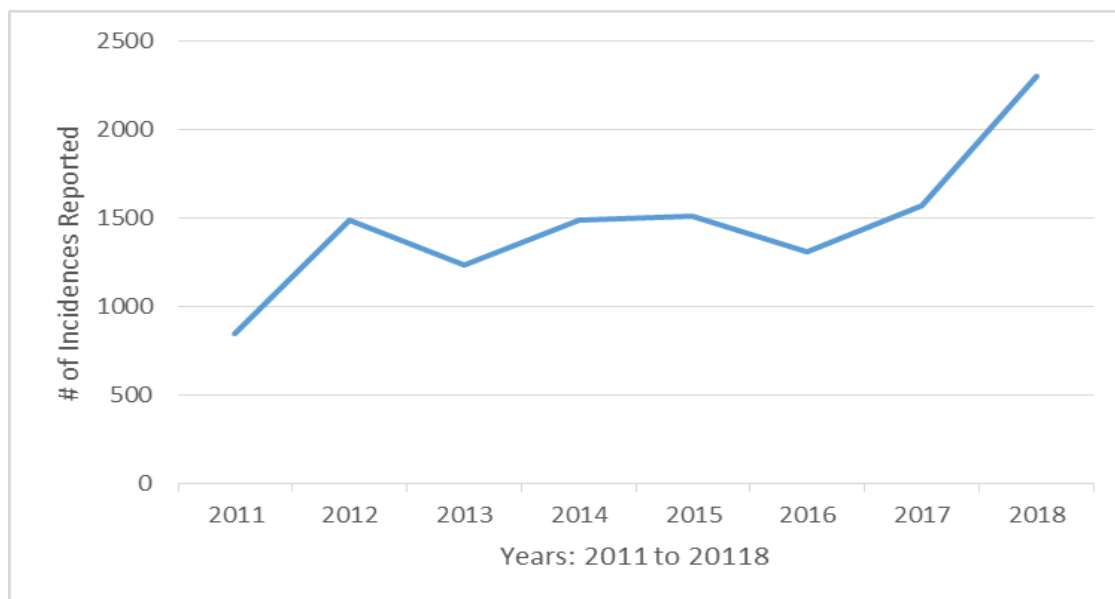
Figure 5: Incremental growth in emergency incidences reported and Captured at EOC
Data Source: EOC 2018.

Additionally, the evaluation noted that some challenges in the baseline and noted by the MTR in capturing and documenting incidents in the EOC were still persisting. Some of these challenges which were observable during evaluation as drawn from **Table 9** above include:

- The EOC in some instances appeared to have continued to capture reported incidents instead of disasters e.g. for floods it recorded 193 incidents alone in 2018.

- The EOC's classification and documentation of the hazards causing disasters/emergencies in Kenya was not standardized according to the globally acceptable format by the current Sendai Framework for Disaster risk reduction 2015: 2030. For instance the EOC documents three categories of fires: School fires, slum fires and fire (**Table 9** above).

- The baseline and the MTR reports anticipated that the incidences reported in the EOC would continue increasing due to increased awareness of the KRCS' contacts by volunteers and the communities. There was a high increase in the number of incidences reported in EOC between 2017 and 2018 (Figure 5 above). It is in this regard that the MTR recommended the need for KRCS to delineate the incidents it has capacity to respond to in fulfilment of its auxiliary role to national and county governments in disaster preparedness and response. The evaluation did not find evidence to confirm the extent to which KRCS had pursed this important recommendation.

5.2.6 Improvement in Beneficiary communication and complaint mechanism

In enhancing community role in the emergency intervention, KRCS has adopted mainstreaming of Community Engagement and Accountability (CEA) as shown by the output indicator in **Table 10**.

Table 10: Community Engagement and Accountability adopted by KRCS

Indicator Description	Target	Baseline	End-line Achievement Status
Percentage of post-assessment responses which target the needs of 600 or more people where a formal feedback/complaint mechanism is set-up and implemented	30%	64%: The 16 responses where compliant and feedback mechanism was applied: - 2015- Floods - 2015- Floods - Mombasa - 2016 – Cholera (Migori, Kisumu, Siaya, Baringo) - 2016- Floods- Tana river, Isiolo and Garissa - 2016- Building Collapsed- Huruma/Mukuru - 2016- Chikungunya / cholera-Mandera - 2016 – Floods-Tana River – DREF 036 - 2016- Conflict- Nandi/Kisumu (Sigor) - 2016- Conflict- Baringo - 2016- Kenya Drought- Appeal 037 - 2017 - Kenya Drought Response, West Pokot/Turkana South - 2016/2017 – Kenya Drought Response, Ganze and Kaloleni - 2017 – Kenya Drought Emergency Appeal – MDRKE039 - 2017 - Election Preparedness - 2018 Drought Response - 2018 Kenya Flood Response	Out of 25 disaster operations, 16 responses had a formal complaint and feedback mechanism set up and applied. The KRCS guideline for handling community complaints and feedback developed, approved, shared among staffs and volunteers and is being used.

Guidelines for handling community Complaints and Feedback were completed in November 2016. This participatory and consultative approach was found to effectively increase mutual trust and confidence between the KRCS and the disaster affected communities. KRCS created awareness of the existence of the toll free line and sensitized the community members on how to use it. Consequently, community members within the emergency intervention areas have positively utilized the facilities. By the time of undertaking this evaluation in January 2019,communities had raised 1,310 complaints in the last one and half years relating to emergency operations.95% of the complaints have been fully addressed.

KRCS commitment to enhance transparency and accountability has come in handy and has become an integral concept for improving responses through giving the community the opportunity to be heard. *"There is now an increased sense of mutual trust and engagement between KRCS staff, volunteers and the community members. This has strengthened lines of communication, making it possible for community members to engage in an honest dialogue about project implementation and*

outcomes. Overall, through an intentional and deliberate process, accountability has become embedded in the organization's core values and throughout all its activities"[11]. Data from KoBo online survey geared towards assessing community members awareness of existence of KRCS mechanism for accountability to people affected by disasters or emergencies indicates as shown in **Figure 6**, that 88% confirmed having knowledge of KRCS's mechanism for accountability. This underlines the institution's commitments towards enhancing transperancy and accountablity for the last 3 years.
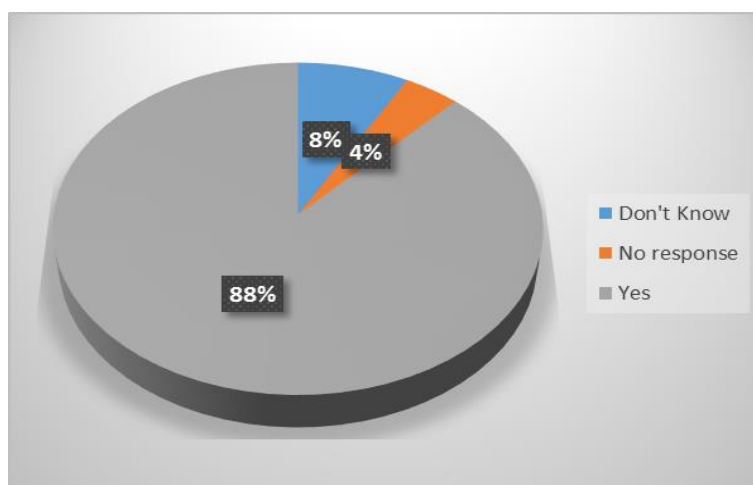
Figure 6: Awareness of existence of KRCS mechanism for accountability to people affected by disasters or emergencies.

Reasons cited for those who confirmed to have knowledge of affirmative i KRCS transparency and accountability to the community it serves included:

- Complaints are heard, analysed and forwarded to relevant persons for actions. Community feedback meetings or community review meetings have been introduced and held as part of the platform to enhance community voices. From the complaints log the KRCS team follow through to conclusion of the feedback and complaints to close the case or refer for further action,
- KRCS has better community engagement approaches which have ensured that communities are listened and their recommendations taken serious. Majority of "genuine" complaints received have been acted upon, however, a large chunk of these are based on unrealistic expectations from the populace which are also explained but not always received well e.g. air evacuation during floods,
- The branches have embraced C&F mechanism where community complains are listened to and responded at different level. For example during Cash transfer beneficiaries who didn't receive cash could raise complain through telephone - toil free line and other existing administrative structures like chiefs office , this complains were addressed,
- The branches and programs have a feedback mechanisms as part of AtC, but more commitment required,

For those who had different opinion in the KRCS transparency and accountability mechanism indicated the following reasons: Complains were not immediately responded to, Not all complaints

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[11] DM-S Annual Narrative Report July 2017-June 2018

are addressed to the satisfaction of the beneficiaries to warrant the trust, and there is a complaints and feedback form but no one is tasked to ensure that the data is analysed and information used.

5.2.7   Increased sharing of learning from KRCS preparedness and response operations

Under this output objective, the performance was to be measured on the achievement of 3 indicators. These indicators and the level of achievements are indicated in **Table 11**. Number of articles based on KRCS DM learning published in internal and external media were 18 at end of project from 2 at the baseline while the Number of fora (external) where KRCS DM lessons learned (positive and/or negative) are shared with stakeholders.

> "Before you head to an emergency scene, you have to hold debrief with the responders who are present. The fundamental issue here is about your security- you have to do an assessment; you must ensure that you have full gears and total identification"
> **Boniface Mwaringa: Kilifi County RCAT TL**

KRCS continued to apply learnt lessons from experiences in various fronts. Reviewing tools and approaches for needs assessment, improvement in reporting, increased use of mobile technology to undertake online surveys (KoBo tool) and enhanced internal and external coordination also are some of the ways KRCS applied learnings with DM-S support.   Overly, there was substantial success in application of learning to improve preparedness and response in KRCS; including needs assessments, prepositioning of NFIs, standardization of practice and accountability among others. However, notable gaps in organizational learning are highlighted in **section 5.2.9** of the report.

Table 11: **Output 2 Indicator-**Achievement towards Increased sharing of Learnings

Indicator Description	Target	Baseline	End-line Achievement Status	Variance
Number of articles based on KRCS DM learning published in internal and external media	4	2	18- (7 external and 11 internal) External – - From preparedness to rapid emergency cash transfer programming; Lessons learned from Kenya Red Cross Society flood response' (Published in IFRC website) - Using technology to engage with communities affected by El Nino' (Published in IFRC website): - Forecast based Action, Kitui Kenya (Harnessing potential positive impacts of enhanced rainfall to help address food insecurity): - KRCS Cash & Voucher programming process – Available in CaLP website - A buffer against drought (Use of equity back to deliver cash to the most vulnerable communities in Turkana county) – Published on CaLP website - Use of technology to reach vulnerable communities in hardship areas of Marsabit County – Published on CaLP website - Kenya Drought Real Time Evaluation Findings – Published on CaLP website Internal – - KIRA Training for KRCS staffs and external	The innovative nature of DM project as a capacity building innitiative provided an opportunity for increased learning within KRCS. The society took the opportuninty to document these through both external and internal publications

			- partners in Baringo County. Published in E-Msalaba newsletter, Issue No.195 - Peace talks in Baringo County. Published in E-Msalaba newsletter, Issue No.196 - Planning-4-Planning: Disaster Management (DM) Strengthening Change Board. Published in Msalaba e-News Issue No. 139 - Contingency planning and Cash Transfer Programme. Published in Msalaba e-news Issue No. 140 - Capacity strengthening through national Disaster Response Training for KRCS staffs and volunteers. Published in Msalaba e-News, Issue No. 178 - 3 dimensional printing to meet the humanitarian demands for relief supplies. Published in Msalaba e-news, issue No. 179 - Kenya Elections preparedness meeting. Published in E-Msalaba news, issue N0.205 - From response to resilience – KRCS experiences, response and innovative approaches to the ongoing drought situation in Kenya. Published in E-Msalaba news, issue No.207 - Salgaa Risk Factor Training[12] – saving More Lives. Published in E Msalaba news, issue No.232 - Stakeholders' consultative workshop on flood risk management in Nairobi County. Published in E Msalaba news, issue No.255 - Cash Transfer programming changing lives in Tana River, Published in E Msalaba news, Issue No.257	
Percentage of post-assessment-responses which target the needs of 600 or more people that are assessed using vfm matrix	50%	23%	52% - 2015 – Drought - (Marsabit, Mandera, Wajir, Baringo) - 2015 – Cholera (Bomet, Homabay, Migori) - 2016-Cholera- (Migori,Kisumu,Siaya & Baringo) - 2016 – Floods-(Tana River –DREF 036 - 2015 Garissa University attack - Chikungunya/cholera(Mandera) - 2016 floods -DREF - 2017 – Kenya Drought Emergency Appeal – MDRKE039 - 2017 - Kenya Drought Response, West Pokot/Turkana South - 2017 Election preparedness - 2016/2017 – Kenya Drought Response, Ganze, Kaloleni - 2017 – Kenya Drought	13 out of 25 response assessments completed using the VfM matrix.

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[12] The training targeted boda boda operators, matatu drivers and touts plying the Nakuru – Eldoret route

			- KRC Flood response 2018	
Percentage of post-assessment-responses which target the needs of 600 or more people that are reviewed with reference to relevant DAC criteria	75%	23%	56% - 14 out of 25 disasters were reviewed with reference to DAC. Cumulatively, KRCS has responded to several disasters in which more than 600 people were affected, namely; Evaluation as per the DAC criteria done and report submitted for; - 2015 – Drought - (Marsabit, Mandera, Wajir, Baringo) - 2015 – Cholera (Bomet, Homabay, Migori) - 2016- Cholera-(Baringo, Tharaka, Nairobi, Wajir Migori, Siaya-DREF 035 - 2016- Floods- Tana river, Isiolo and Garissa - 2016- Building Collapsed-Huruma/Mukuru - 2016- Chikungunya / cholera-Mandera - 2016 – Floods-Tana River –DREF 036 - 2016- Kenya Drought- Appeal 037 - 2017 - Kenya Drought Response, West Pokot/Turkana South - 2016/2017 – Kenya Drought Response, Ganze and Kaloleni - 2017 – Kenya Drought Emergency Appeal – MDRKE039 - 2017 - Election Preparedness - 2018 Drought Response - 2018 Kenya Flood Response	
Number of fora (external) where KRCS DM lessons learned (positive and/or negative) are presented.	4	2	10 Cumulatively, learning has been shared	Due to increased learning courtesy of the project KRCS has participated in more external foras to present its learnings and as platforms for dissemination

Source: KRCS: DM-S Annual Narrative Report July 2017-June 2018

5.2.8   Enhanced Organizational Learning through Internal reflective practice sessions

Through DMS, greater effort was noted towards taking stock of experiences and lessons emerging from previous activities/ interventions. The evaluation established that a variety of methods are employed by KRCS to reflect during various sessions spearheaded by the MEAL. This involves reflecting, documenting and sharing internally the most significant stories of change after completion of a project or intervention. The internal reflective session reports are then uploaded into the SharePoint for dissemination to other program staff. It was reported that the participating

staff seek to improve future practice from learnt success as good practices while the observed failures are turned into lessons learnt.

Besides, KRCS participated in 17 national and international events with the purpose of sharing the learnings from disaster preparedness and response experiences as indicated in **Table 12 below** The internal reflective sessions and sharing of experiences were particularly noted to have improved in project management in that the positive learnings by promoting efficiency and effectiveness in service delivery and programming while avoiding bottlenecks and challenges previously encountered. The reflective sessions utilized include but not limited to:

- Inter departmental briefings and monthly programme management meetings.
- Quarterly Branch Meetings: Reflection on lessons learnt shared in these forums not only those encountered at the branch level but also experiences shared from other branches.
- After Action Response: After every response, an AAR takes place immediately to reflect on three thematic areas: (i) what worked well? (ii) What did not? (iii) What need to be improved? Such learnings are locally shared during the branch quarterly meeting and nationally through share-point platform. For example, the report on the asylum seekers in Moyale was shared with KRCs and partners through share-point platform. Prior to DMS, such debriefing did not exist or were not organized.
- RCATs monthly meeting: About 80% of the RCATs consulted reported to hold monthly meeting where lessons from previous interventions were teased out and shared among themselves.
- Before action briefing: Usually the county coordinators organize such briefs with RCATs immediately after receiving information of emergency/ disaster to assess the level of preparedness and the state PPEs. In addition, such debriefs are also organized before undertaking disaster assessment in order to harmonize the assessment methodology.
- Weekly e-news and *Msalaba* monthly bulletin: These publications are also major channels for sharing lessons learnt. Also, success stories and case studies are captured in these publications.

Online linkages were a key channel of sharing lessons. However, this channel was restricted to those with a KRCS domain address leaving out most RCATs who are the front-line responder to emergency/ disaster. Although some of the regional branch managers and county coordinators indicated that they usually share what they have learnt with the RCATs, learnings are critical components in shaping and enhancing preparedness and response interventions which RCATs, as main responders, deliberate effort need to be made to avail such information in order for them to upgrade their capacity in response.

5.2.9   *Effectiveness of evidence-based case studies/ lessons learnt papers to inform programming*

According to the theory of change, to "Develop and share evidenced based case studies and good practices" was a major activity component towards supporting KRCS to *"use learning to improve our work and influence others"* which is one of the three key outputs, thus contributing to realization of the programme goal of *"Reduced impact of disasters in Kenya"*. Three case studies have been developed and shared, namely (i) the use of technology in response; (ii) the use of early warning information for early action and forecast based actions for communities and, (iii) gender and social inclusion. The evaluation found that over the life of the project, KRCS developed and shared the two case studies that addressed the use of technology in response. The study on gender and social inclusion has been effective in shaping mainstreaming gender and social issues in disaster preparedness and response activities. Learning from these studies, KRCS fully embraced forecast

based actions and has already acquired financial support for an innovative project that will see rapid access to funding for early action based on credible and reliable climate forecasts. The implementation of the same has already begun demonstrating the effectiveness of learning to inform practice.

Learning from the study on Gender and Social Inclusion which was completed in April 2018 has greatly shaped gender and social inclusion in KRCS by mainstreaming these issues in disaster preparedness and response operations as explained earlier. One of the main objectives of the study was to establish the extent by which gender and social inclusion have been mainstreamed in the KRCS's drought emergency response putting into consideration the IFRC minimum standard commitments to gender and diversity in emergency programming. The report showed active participation of males, females and marginalized groups in various ways in the implementation of activities in drought emergency response. On gender inclusivity, this evaluation established that KRCS reports included gender disaggregated data and that KRCS has made effort to apply community based approaches that seek to encourage involvement of males, females and the marginalized groups in its actions. These community mobilization strategies include community action teams; community based targeting; community based monitoring and evaluation. Although gender disparity can be observed, for instance, in the number of the people who have benefited from capacity building efforts, which has been considerably in favour of male counterparts, these community based approaches is a good attempt which evoke gender sensitivity in actions taken.

The case study on use of technology in response depicts the "Use of Electronic Cash Vouchers to Support Families Affected by Drought in Marsabit County, Kenya 2017". Some of key learnings emerging from the case study included use of e-vouchers is quite promising approach to deliver aid in slow onset emergencies. For instance it was used in Marsabit and Isiolo Counties during the 2017 drought response to deliver aid to recipients with speed, precision and flexibility in challenging environments. In areas where emergencies are chronic or recurrent, there should be a deliberate move, before the next crisis, to develop pre-agreement engagements with service providers and financing models to meet costs of investment and for preparedness frameworks, between donors, agencies and the service providers. Going forward there is need to further capacity building on staffs and local volunteers who would become good ambassadors of the new technology for its optimum use during emergencies.

In addition, a case study on forecast based action in Kitui County, Kenya (2015) highlighted key recommendations that KRCS needed to take forward. Among the actions was for KRCS to explore a wide variety of technology options that would provide high returns to the community.. The just completed pilot block chain in Isiolo County and the learning from this mechanism could be used to continuously improve aid delivery.

Despite formidable determination by KRCS using learning from experiences to excel in preparedness and response, the evaluation noted that there was still room for continued use of learning to improve the disaster preparedness and response practice. There is need for the learning to be more organized a long various themes of emergency response and preparedness guided by the PER (see **Appendix 8.6.7** attached for details).

5.2.10 Participation of KRCS staff in technical meetings to share experiences

KRCS was expected to participate in relevant technical meetings (e.g. WESCOORD, National CBRN Taskforce, NDMU Taskforce, Emergency Health Technical Working Group) to share learning nationally and key lessons were to be shared by KRCS and BRC within the RCM. It was reported that KRCS staff participated in key national, county and even international technical meetings related to disaster risk management, including but not limited to those outlined in **Table 12** below. Such interactions supported KRCS to be exposed to other relevant agencies work, sharing of lessons and experiences; they also assisted in aligning and enhancing coordination of activities, like the cash coordination fora at the county level, cash peer working groups and Kenya Interagency Rapid Assessment (KIRA) core partners. "Similarly, KRCS has been able to secure funding for emergency response from donors such as ECHO, Finnish Red Cross, IFRC, USAID, private sector companies (safaricom and some banks) as well as the Kenya government to support shelter reconstruction"[13]. In addition, the meetings have stimulated the development of a tracker by KRCS, a facility that is supporting in tracing the implementation of key action points deriving from such meetings thus making KRCS be relevant and on cutting edge with other humanitarian actors nationally and globally.

Table 12: Participation of KRCS staff in technical meetings for sharing experiences

KRCS' staff Participation on CTP and other Technical Meetings for Experience Sharing	
International and National Meetings	*CTP Experience Sharing workshops*
Water and Environmental Sanitation Coordination meetings	The 3rd Cash Peer Working Group (CPWG) meeting held in Geneva from 27th February to 1st March 2017
The World Day to Combat Desertification (WDCD)	Kenya Cash Working Group convened by KRCS and NDMA
Interagency drought response coordination	The CP3 partner consultation meeting
Kenya Humanitarian Partners Technical	CTP technical working group meeting
Ending Drought Emergency (EDE) Pillar 4	Cash peer Working Group meeting in Viena, Austria, March 2018
National Social Protection Secretariat Shelter task force	Institutionalization of CTP- the CaLP East Africa Learning event, Nairobi – Dec 2015
NDOC Technical meeting on Election Contingency Plan,	
Food Sector Technical Working Group	
Round-table Discussions on Emergency Preparedness and Response	
shelter task force	
8th African Evaluation Association International Conference, Kampala, Uganda – March 2017	
Add the 6th Biennial South African Monitoring and Evaluation Association Conference in Johannesburg between 23rd and 27th October 2017.	

Moreover, the capacity build to staff and the volunteers including learnings emanating from participation in technical meetings for sharing experiences could have contributed to the successful implementation of large emergency responses by KRCS which, by the design of the DM-S. These large scale

emergence actions that occurred within the life span of the DM-S are: **Table 13** shows how the DM-S systems were applied during the 2018 flood disaster response.

Table 13: Example of how the DM-S systems were applied during the 2018 flood disaster response

DM-S output/aspect	Examples how it was applied during the flood response to address the DM-S outcome
EOC/Information management strengthening	• Strengthening of EOC capacity- staffing, procurement of computers, information management systems, etc. • Issuance of SMS alerts to communities in flood prone counties such as Kiambu, Nyeri, Nairobi, Tana River, Mombasa, etc. informing on the likelihood of the heavy rains, and evacuation procedures[14]. • Documentation of the flood disaster incidents in the EOC data base used to update the Contingency plan and the risk and hazard maps.
Policies/SoPs/guidelines	• In overall guided in standardization of practice and improved efficiency and effectiveness of the flood response operations: data collection and needs assessments, coordination mechanisms (donors, governments, NGOs, et.), codifying roles and responsibilities, contingency planning, enhanced accountability, improved communication within KRCS, etc. • The RCAT guidelines, MCI protocol and DRM policy among others have clarified the roles and expectations of various actors in response.
Increased capacity of KRCS to respond to disasters	• A multi hazard contingency plan was updated at onset of MAM in March 2018 involving all sectors with regional and county input and was due for review after every 6 months to guide preparedness and response based on various scenarios and triggers. • The disaster kitty guidelines rolled out and accompanying circular issued to support roll-out of the guidelines supported counties raise funds which supported the early response to the drought in 2017/18s. • The well capacitated volunteers and staff were available and supported to carry out various actions- data collection, reporting, distribution of NFIs, etc. A number of counties affected by floods conducted the needs assessments with RCAT/volunteer support using various tools.
The Navison system and online stock management system	• The upgraded NAVISON system enhanced the online stock management thereby improving the efficiency of the flood response in 2018. By the onset of the MAM rains the NAVISON system had not been fully rolled out thereby hindering KRCS to establish the accurate status of NFI and WASH materials. The intensity of the floods and the procurement system failed to match the escalating needs.

5.3   Efficiency of the Program

Evaluation of efficiency of the DMS programme has two facets. Firstly, the programme under Output 2, the programme was supposed to bring about "increased KRCS response efficiency (time, money) and accountability. The evaluation therefore sought to find if this was achieved. Secondly, the evaluation sought to find out "how efficiently the programme itself was implemented, including adaptation to changing needs, the extent to which the project was implemented with minimum expenditure of time, effort and inputs, the processes and management provided to realise the programmes outputs. The evaluation therefore had to answer questions like, i) to what extent was the DMS programme implementation adhered to the work plan - was there flexibility and

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[14] KRCS 2017/18 DM-S Annual narrative report

adaptability, was there real need for a no-cost extension?, ii) to what extent were human resources timely and available (staff and volunteer recruitment and retention) and how did this impact on the implementation?, iii) how timely were financial and logistic processes and if any delays impacted negatively on the KRCS's preparedness and responses?, and last but not least iv) was there consideration of value for money in the implementation of the programme.

5.3.1   To what extent was the DMS programme work plan adhered to - was there flexibility and adaptability, was there real need for a no-cost extension?

The programme commenced in December 2014 and was originally planned to have a six month inception phase from December 2014 to May 2015 followed by 3 full financial/reporting years starting June 2014 up to May 2018. However the phasing of the programme was adjusted to enable reporting requirements to be aligned as new donors came on board. Eventually the reporting periods were; inception period between 1st December 2014 and June 2015, followed by 3 full reporting years from July 2015 up to June 2018.

During the inception period, it was realised that many elements of the plan proved more involving than initially anticipated and so required more time than had been planned. However, adjustments were quickly made and overall the programme was implemented within the time agreed. The measure taken to ensure the programme was implemented in time included the following:

- Formation of a DMS steering group (DMSSG) at the start of the programme, with representation from all the different departments of KRCS to provide strategic oversight and support to the project. This ensured the programme was well embedded across the

> *"DMS was different from other projects in that it involved all the other departments unlike others which were only thematic/ activity based. This created a sense of ownership by all and made coordination easier…… the project brought in the steering group concept with formation of DMSSG which comprised heads of all other departments and used to have quarterly meetings. So it brought to a round table all other departments"* **Noel Awiti:**

  organization. This increased engagement as well as internal oversight and accountability, as a senior BRC manager put it.
- Formation of task teams which functioned well, pushing forward work in several areas and supporting cross departmental working leading for example to fast tracking hiring of staff by HR and timely processing of requisite payments by Finance.
- DMSSG and task team meetings were well planned for and adequate notices given which led to good attendance, high level of participation and better following-up and implementation.
- There was flexibility in terms of the funding of the programme and partners involved supported a flexible approach as opposed to one that must follow the original proposal to the letter.
- The re-budgeting at the end of year 1 resulted in money being moved between activities based on experience as shown in **Table 14** and schematically presented in **Figure 7**. However reporting against the numerous different activities and structure of the budget would have made easier if a pot had been set aside to be decided on based on how the programme evolved rather than allocating the entire budget to specific activities from the start

Table 14: Budget & Expenditure Summary (Ksh.)

Period	Orig. Budget	Rev. Budget	Spent	Variance	% Variance
IP	63,206,028	63,206,028	133,890	63,072,138	100%
Y1	96,816,688	119,550,490	97,328,033	22,222,457	19%
Y2	76,060,014	98,555,704	96,231,128	2,324,576	2%
Y3	67,528,942	137,063,858	128,041,763	9,022,095	7%
Total	303,611,672	418,376,080	321,734,814	96,641,266	23%
Budget Revisions against original budget					
Period Ending	Details				%
Inception: 30.06.15					0%
Year 1: 30.06.16	Budget Revision Included Election Preparedness and Floods Support funds				23%
Year 2: 30.06.17					30%
Year 3: 30.06.18					103%
Overall					38%
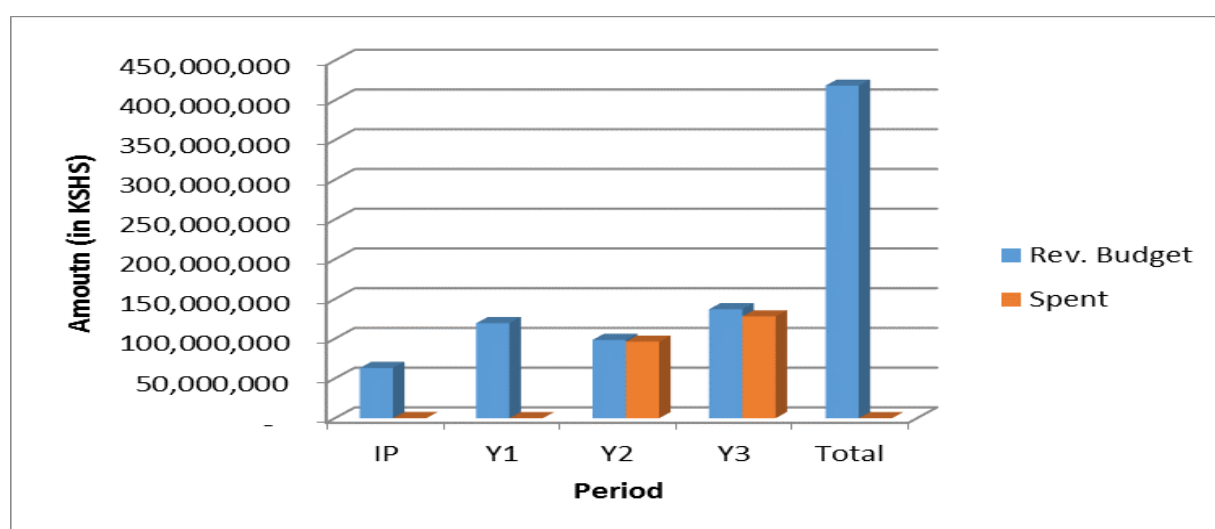
Figure 7: Budget & Expenditure Summary (Ksh.)

Information gathered during the fieldwork showed that there was no significant delay in terms of disbursement of funds from the HQ down to the disaster response areas once the due process was followed.

5.3.2 To what extent were human resources timely and available (staff and volunteer recruitment and retention) and how did this impact on the implementation?

This end line evaluation noted that a vigorous process was used to recruit the staff to fill new positions to support implementation of the DMS program. With technical assistance from BRC, job descriptions were reviewed and competency based tests developed and used as part of the interview

"The recent landslides are a good case. We encountered difficulties and shortcomings, the landslides took place at 4 am, we were physically overstretched during the first day of response, but we were able to recover thereafter. The skills gained in the RCAT and other trainings enabled the team to manage the situation. At last, they could utilize them. However we also learnt very quickly the aspect of being always prepared to adjust to any eventuality during emergencies, like –in such situation you did not need the kits but more of psychosocial response".
Jennifer Karen**: **Muranga County Coordinator

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process. The process which understandably was slower and caused some delays than a less vigorous one would have been, especially also because it was relatively new to the KRCS DM Operations team. The DMS human resource organogram had a competent team of nine staff when it was fully operational in year one: A programme manager who was involved in day to day running of the DMS program. Below the DMS program manager were other officers including – the CTP Manager, CTP Officer, two EOC surveillance Officers, one M& E Officer and Finance Officer. The DMS program manager reported to the Disaster Manager (DM) Operations Advisor (one position) who then reported directly to the Disaster Operations Advisor who then reported both to the Deputy Secretary and also to BRC Country Manager.

The evaluation established that all the required manpower to support DMS were available at the start of the program, despite initial delays in the recruitment, the DMS program utilized existing manpower at regional and branch levels to implement the project. However, there was serious attrition of project staff that show only two of the initial nine DMS staff remaining towards the tail end of the project in 2018. The evaluation noted that despite the huge turnaround of project staff, that did not adversely affect implementation of activities as the changes occurred when most of the project activities had been carried. Nevertheless, the evaluation recognized the staff changes had a severe impact on historical memory of the program during KIIs. With regard to BRC Team, the evaluation noted that similar staff changes ocuured but the Program Manager in charge of the Kenya DMS program since May 2017 demonstrated exceptional historical memory in tracking progress of the implementation of DMS to the evaluation Team. The DM Staff were reported to have been quite competent and professional despite notable differences in the gender parity of the Team.

Further, it was observed that generally the RCAT resource was one of a key resource that supported implementation of the DMS program and has promoted efficiency in disaster preparedness and response. It was reported that through the RCATs at the various level of organisational operations, it was possible to manage disasters in a systematic way. The assumption was that the RCAT resource would be sustained through use of cyclical training at all levels. The evaluation team however observed that despite this assumption, there existed a major challenge in retention, as most of the RCAT members were youths whose major intrinsic drive towards greener pastures sometimes overrode the drive for common good. To a great extent, the evaluation team, observed this to be rational as this cohort of people were in their reproductive years and were in need of stable sources of incomes.

The above notwithstanding, it was observed that where the youthful members were majority in the RCAT team, there was efficiency in use of time, especially in relation to internal organisation. This was reported to have resulted to reduction in time taken to respond to a disaster. For instance in Nairobi and Nakuru the RCAT members, who are predominantly youths, had rotas with stand by teams for all types of disasters available daily at the branch. This was unlike the case of Siaya where majority of the RCAT members were beyond their youth years. In Siaya, only 2 out of the originally trained RCAT members had left for greener pastures. The evaluation team however observed that this team did not have a stand by rota and members reported poor internal organisation leading to occasional delay in responding to disasters especially the rapid onset type of disasters.

Going forward, there is need for KRCS to invest more on the RCAT resource to ensure its readily available through the following actions:

- Continuation of recruitment of more ToT among RCATs and first-line staff, this will ensure available of in-house built capacity to be able to replicate the same to new volunteers and other staff members with the central thrust of this approach being the multiplier effects of capacity building;

- Motivation of the RCATs need to be included as part of the SoPs ensuring immediate disbursement. The guidelines should also provide for and ensure KRCS gives priority of employment opportunity to RCATS who are qualified;

- Ensure adequacy of the PPEs in order to protect those who responds to emergency- this could also be achieved through bringing on board the local partners, like the county governments who this study has revealed their appreciation of KRCS contribution in the management of disaster and emergency response.

- Deliberate action need to be undertaken to enhance the impact deriving from KIRA by sustaining awareness and significance of KIRA contribution on disaster management amongst themselves, reactivating the secretariat and mobilizing for joint funding to support KIRA activities. In addition, capacity building should be sustained not only to improve the effectiveness, but also to manage the challenge of drop outs.

5.3.3 How timely were financial and logistics processes and if any delays impacted negatively on the KRCS's preparedness and responses?

The focus here was about how KRCS finance and logistics had improved their efficiency to better support KRCS's preparedness and response works. The following were realized during the programme period:

5.3.3.1 Upgrade of National system changes (Navision)

As elaborated in section 5.2.3.2, Navision was upgraded from the previous version 2009 to the latest web based 2016 version and all users and data migrated. The whole process was led by a task team which because of KRCS's commitment to increasing accountability of all stocks at the HQ, the region and county branches, the task team was reconstituted to have a representation of all the key departments (finance, procurement, logistics, DM Ops, ICT, and HR). The upgrade has integrated system including a new on-line HR and warehousing system, linking HR, financial and procurement management systems, as well as making improvements to the type of information that is available at all levels. Trainings for users (finance, logistics, HR, DM Operations) were completed and functionality challenges addressed by both the KRCS ICT support officer and consultancy team *(KRCS DMS narrative report July 2016 to June 2017)*. With NAVISON in place, there was reported improved processes in procurement – planning, approval, execution and delivery of goods and services; logistics and are warehousing and timeliness of disbursement of funds. The system upgrade has positively impacted on quick decision-making thus cutting down on turn-around-time spent. As the system upgrade continues, it is envisaged to result in realization of more benefits of KRCS being able to know in real time the NFIs distributed and those in stock across the country. However, the evaluation noted that roll-out of NAVISON has not reached counties thus denying these important lower structures the benefits accruing from adopting the system. The calls for KRCS and partners to invest at branches to ensure complete to support disaster preparedness and response operations.

5.3.3.2 Facilitation of regional and county branches

At Regional and County level, how finance and logistics support emergency responses was an emotive issue among responders, and overall, this was an area where staff/volunteers felt there had been no visible change. Based on the issues shared by teams, most of the challenges at the baseline still stand.

Access to funds for facilitating responses was still an issue in most regions and branches. However, information from HQ finance was that the situation has greatly improved with the upgrade of Navision and the employment of Regional Finance Officers (RFOs). Also since Finance team is involved in planning, budgeting and coordination meetings, they get to appreciate situations and circumstances on the ground.

Transportation (lack of vehicles to move staff and volunteers) to incident / disaster site in regions and counties, was highlighted as a major hindrance in most of the branches negatively affecting efficiency in the delivery of emergency responses. In a few branches like Nairobi however, the presence of a vehicle for response had made

> *"Processing payments is now faster, although how fast the department is able to respond to requests put across depends on the locality and vastness of the area from where the request is raised, for example "in the case of (recent) Marsabit clan conflicts, response was within 2 days unlike earlier when it could take 2 weeks". Also asked if bureaucratic approval levels might hamper faster payment processing, the same officer responded "No!, initial payments (advance or imprest) could be on basis of email or WhatsApp message with scanned request form…payments are made as advance to be accounted for as expense declarations with documentation later"*
> ***ASHA NGOLEY*: KRCS FINANCE MANAGER**

a big difference, thereby reducing on response time. Most branch teams said they needed a vehicle dedicated to RCAT and emergency response because they are forced to find their own public means, sometimes being overcharged or hiking lifts from other responders. KRCS needs to ensure money is available to pay for local transportation for RCATs to effectively respond. Some branches especially in Central reported having entered into agreements with County governments for use of vehicles in an emergency

5.3.3.3 KRCS Emergency Fund Guidelines

As explained earlier in Section, the DM-S programme KRCS proposed to strengthen the use, management arrangements and replenishment mechanism of KRCS emergency fund. This was to be achieved through reviewing the way the fund was managed, identifying ways to increase funding streams, defining criteria for replenishment, clarifying triggers for fund utilization and strengthening control and reporting on the fund. Initial results from application of the guidelines has started revealing improved action on cash requisition and availability of resources for response at branch level.

5.3.4   Was there consideration of value for money in the implementation of the programme

By January/ December 2015, the concept on VFM was not well conceived in the KRCs but through the project KRCS DMS operations staff were trained on VfM matrix and its application by BRC. This was more for items of the project activity that could be monetized. This evaluation documented awareness amongst the KRCS staff and managers on VFM concept is great and it has become a fundamental consideration in designing of emergency responses. The general understanding of VfM in the context of DMS programme relates to the assessment of the maximum value for money/resources spent and reduction of waste. Counties visited during this review confirmed to

apply VfM matrix to assess the responses and scored based on how many people reached, amount spent , time spent and where applicable cost sharing.

Although VFM was reported to be a tradition in the KRCS, the emphasis during DMS has resulted in the improvement in terms of quality of material and quality assurance. Consequently, the procurement, for instance, has introduced a framework agreement with the supplier that embraces quality delivery of supplies. Vfm provisions have also been introduced in the designing of the capacity building trainings. Prior to DMS, for instance, application for training did not embrace VfM, thus participation was not tied to commitment/ interest to acquire knowledge and skills. The programme introduced pre-qualification for training courses where the prospective trainee were expected to apply for consideration giving reasons as to why they should be considered. A pre-cost analysis/ computation had to be worked out by the applicants. This action has sort out otherwise would be free riders in participating in the trainings. However, it appeared that this concept was yet to be embraced and/ or understood by the entire KRCS staff fraternity. Data from the KoBo online survey revealed a high application (80%) of the vfm in the day to day work of the staff, which indicated KRCS commitment to efficiency and reduction of waste is on course.

KRCS developed a VfM analysis tool, comprising of 44 criteria over different phases of the disaster management cycle namely: (1) mitigation – creation of awareness, community engagement, and development of strategies, policies and plans; (2) preparedness – contingency planning, readiness of the response team, prepositioning and warning signs and, (3) Response – activation of response, needs assessment, interventions and response coordination. Usefully the tool allows for an explanation to be given against each criteria to justify the scoring. The tool has now been used for 5 different responses in order to test the tool: Cholera; Chikungunya and Cholera, Drought, Garissa attack, and Tana River Floods. Three of these were considered to have 'Good VfM' and 2 found to have 'Poor VfM'. (see **Appendix 8.5)**

As observed by Noel Awiti, the BRC Finance and Administration Manager;

"this Brought in a sense of consciousness about VfM in whatever plans and activities undertaken e.g., through application of this tool, there is a proper analysis for value for money, for instance, training in CTPs, one had to apply and then pre-qualification is done for the applicants have to do VfM analysis calculations/ computation before there is shortlisting. Those shortlisted have to undergo an online pre-test before qualify to attend the training/workshop. After the training/workshop they have to write a report. This has led to the number of those who could otherwise have attended the training just for sake of it, to drastically reduce since some are not able to quantify the VFM from such trainings, or simply did not bother to fill the forms due to the long but necessary process".

5.4   Coordination

The DMS project ensured that there was improvement in coordination within Kenya Red Cross Society both internally and externally. See below for details: Coordination is critical in organizing the various teams and stakeholders involved in disaster preparedness and response to work in a harmonious manner to ensure efficient and effective humanitarian operations. In doing proper coordination, resources are well utilized, roles and responsibilities of the many stakeholders are clarified and duplication of efforts is minimized under a unified command structure. The DMS program sought to enhance coordination through: improved internal and external coordination of stakeholders, increased sharing of information and learning, standardization of the practice through developing SOPs and guidelines, increased interaction of internal departments through meetings and development of contact list of key institutions and persons.

5.4.1   Internal Coordination

Internally within KRCS, several techniques were used to undertake both vertical and horizontal coordination. Vertical coordination in this evaluation was taken to be the coordination between different levels of the organization to ensure that all levels of organization were in harmony with the organizational policies and programmes. Horizontal coordination on the other hand was taken to be the coordination between departments on the same level of managerial hierarchy.

The end line evaluation observed the application of the following techniques towards promotion of internal coordination:

5.4.1.1 Policy Coordination

Through Key Informant Interviews, this evaluation established that before the DMS project, KRCS didn't have well documented policies to guide disaster operations. This lack of well documented policies and SOPs was reported to have in most instances resulted to ineffectiveness and inefficiency during disaster response. As discussed earlier, DMS facilitated the development of some new policies and revision of some existing ones, development of guidelines and development of SOPs and dissemination to the governance structures right from the branch level to the national level. This was reported to have ensured that the committees and governance at all levels were familiar with the expectations of the society as some of the actions proposed within the SOPs required the involvement of the governance structures at various levels. An example is the establishment of the disaster kitty which was approved by the NEC and set that 10% of incomes at all levels should be committed to disaster kitty annually. This meant that the boards at the branch level were also expected to ensure that the same was done at branch level.

The revised and newly developed policies, guidelines and SOPs were disseminated to other levels through coordination meetings, RCATs meeting, WhatsApp and orientation sessions including when new staff members are recruited. KRCS was reported to have ensured that discussions on SOPs and guidelines are part of the days to day discussions among the RCATs at all levels. To ensure that the contents of the large paged documents are well understood summaries were done for cash transfer guidelines and for MCI protocol extracts were done based on specific areas of action. This was reported to have resulted to better coordination at all levels of KRCS characterized by rapid changes in operations

Information gathered by this evaluation showed that the DMS project had contributed significantly towards effective supervision of the department and this spilled across the various departments. All the staff and volunteer staff interviewed indicated that since year 2015, there was reorganization of the organizational structure within KRCS which had led to clear chain of command with each knowing who to report to. This was indicated to have resulted to harmonious and reciprocal performance of staff and volunteer staff leading to better achievement of organizational objectives.

5.4.1.3 Improvement of database of Contacts of key authorities/persons

Another important technique of achieving coordination that was reported during the evaluation was the use of direct personal contact. Direct personal contact is a key factor in validating information especially when making decisions and taking actions. For instance, it was reported that before the DMS project, KRCS used to respond to disasters based on calls or messages that could not be validated. This in most cases resulted to inefficiencies in use of the limited resources as sometimes the information received was not of the magnitude reported. However, with the implementation of the DMS project, the strategy was reported to have changed where KRCS was now basing its response based on information from persons that could be held accountable by the organization for information reported. The evaluation team established that as opposed to the period before the project, it was now a prerequisite for KRCS to engage their staff either from the county, region or headquarter to validate information on incidences before any intervention.

Another way in which coordination through use of direct personal contacts had improved was through ensuring that KRCS now involved other stakeholders more in intervention. For instance, it was reported that KRCS officers at the county level were now required to have a database of contacts of important stakeholders on disaster management such as the police base commanders, Fire Stations, Ambulance Service providers, Medical Officers of Health and Traffic Commandants among others. Direct contacts with such individuals was reported to have enhanced better coordination and effeiency especially as the contacts would either help in validating information received or in facilitating quicker response especially where legal issues are involved. Consolidating this kind of database/information would eventually build a micro EOC at county level which if supported by county governments and other partners to have a seamless integration with national EOC would bolster response operations at county/branch levels.

5.4.1.4 Information Sharing and Effective Communication

Keeping people in the organization informed from time to time about the internal and external changes is essential to make them understand the changed situation arid coordinate their efforts to achieve intended goals. This evaluation established that during the DMS project, the Emergency Operation Centre (EOC) was supported and strengthened to enhance better information sharing and communication for improved response to disasters. The EOC was reported to coordinate information gathering through social media, climate data analysis, use of accident data etc. as discussed earlier. This has helped in preparedness for disasters. Coordination through information sharing with NDMA, NDOC, NDMU, Met Department and other NGOs has also helped in better preparedness and rapid response to disasters. The EOC also has a hotline for referral as well as reporting of disasters. In case of a disaster, the response is either triggered by RCAT member of a member of the community to

help early action in the likelihood of an emergency. After response the community can give feedback through use of a telephone line whose numbers are shared. Since KRCS has seen the benefits of the EOC in regards to coordinating preparedness and response, it was reported that this was likely to inform continuity even after the end of the project which was covering most of the running costs of the Centre.

5.4.1.5 Inter Departmental and Group Meetings

According to Fayol (1917)[15] lack of coordination is more visible when each department knows nothing about others or fails to relate them to the organization as a whole. This is primarily for the existence of water tight compartments for the traditional hierarchical structure, where people lack initiative and loyalty. To eliminate such a situation, coordination is essential which can be best achieved by periodic group meetings and conferences of departmental heads. Group meetings help people to them to exchange ideas, know about plans and activities of their department and so also stremaline activities in the organization as a whole. During the DMS project life, coordination was reported to have been more pronounced through involvement of the entire department in the organization in planning and responding to disasters. In the first 2 years of the project there were quarterly steering group meetings comprising of departmental heads where each updated the group on progress made and further roles allocated especially on implementation of the SOPs. Prior to the DMS project individual staff members of the project were responsible for designing the emergency responses which in most cases results in delayed response. However with the intervention of the project, the steering group took the lead in preparing and responding to disasters. This was reported to have resulted to better responses to disasters. For instance, it was reported that before the DMS project procurement was not being involved in planning for programmes. However with the DMS project this had changed where the procurement department is now involved to give the advice on planning and timing and the requirement thereof. E.g. for the case of cholera the procurement department provided advice on the requirement for the response and timely prepositioning.

Information gathered from the branch level also showed that there were regular RCAT meetings with some branches meeting on monthly basis and others on quarterly basis. This was reported to have helped in coordination as it is during such meetings that the RCAT members were taken through new developments within KRCS as well as refresher on SOPs. This was reported to have ensured coordinated response to disasters.

5.4.2 External Coordination

No organization can operate in isolation, it has to continuously interact with changing environmental forces and devise its strategies to respond to such forces for it to be effective. External coordination facilitates such process by integrating the organization with the dynamic external forces. As stated earlier, the DMS program attempted to enhance coordination of a multi-stakeholder assessments and responses during disasters, through the Kenya Inter-Agency Rapid Assessment (KIRA) mechanism, established in 2012. Codification of partners' roles and responsibilities appear to have stimulated participation of multi-agency in the data collection and analysis where seven KIRA

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[15] **Henri Fayol** *(29 July 1841 – 19 November 1925) was a French mining engineer, mining executive, author and director of mines who developed a pioneering theory on business administration and management that is often called Fayolism*

assessments have been carried out in Busia, Kisumu, Marsabit, Kilifi, Turkana, Wajir and Tana River counties, for example. This evaluation observed the following improvements as far as external coordination is concerned thus further positioning KRCS as a premier humanitarian organization:

5.4.2.1 Review of Mass Casualty Incident Protocol

This evaluation identified the development of the Multi Casualties Incident (MCI) protocol as one of the most important contributor towards enhancement of external coordination. These guidelines provided for the kind of information expected and the flow of the same at each level within KRCS and among other stakeholders. An example where the MCI protocol guidelines were applied is the Huruma incidence where the police acted as incidence commanders, the ministry of health through MP Shah Hospital on behalf of KNH provided medical commodities and services while KRCS supported in search and rescue and logistics. In the western region, the MCI protocol was reported to have been put into use through formation of a disaster response hub whose membership is drawn from various agencies. Each of the agencies has a specific responsibility which has enhanced synergy building and reduction of duplication.

5.4.2.2 Information Sharing mechanisms

External coordination was also ensured through information sharing. The project ensured that the EOC was well strengthened to stremline a harmonized flow of information within various levels of the KRCS and with other stakeholders. This was reported to have resulted in reduced duplication of effort, better resource application and better synergy. Various ways were used for information sharing. This included KRCS web based application, reports, new prints, and bulletins among others. At the county level, the branches shared the information through the County Steering Group meetings. Information sharing was also reported to enhance external coordination through KRCS utilisation of information from other stakeholders to prepare for disasters. Such information sources included Kenya Metrology Department reports, FewsNet reports, MOH surveillance reports, NDMA bulletins, and Kengen reports on dam spillage, Crisis group reports on conflicts and ACAP's online reports on general hazard analysis.

Information sharing for enhanced coordination to disaster preparedness and response was also reported to have been improved through development of M-Salama a SMS based information tool that provides timely early warnins/alerts for disasters and thus lessening the adverse effects to communities. This tool was used to relay early warning information among the stakeholders for disasters such as floods, famine and droughts.

5.4.2.3 Alignment of KRCS to specific sector level priorities

Although it was not possible to attribute this change directly to the DMS project, it is nonetheless worth noting that this evaluation observed that KRCS had taken deliberate effort to align its intervention to the sector level priorities. For instance under Water Sanitation and Hygiene (WASH), it was reported that KRCS had aligned its short term emergency programme and long term development programmes to the key milestones under the environment, water and sanitation pillar of the Vision 2030. Towards this KRCS had implemented about 7 WASH projects in various counties from October 2015 to November 2017. On disaster risk reduction, KRCS through it Disaster Risk

Management program was reported to be contributing towards resilience building and disaster risk management which is also a key priority to the Kenyan Government. This was particularly observed in relation to use and dissemination of early warning information and early action in drought prone areas and in relation to implementation of climate change mitigation project where KRCS was promoting planning of trees. The Global Fund project was also another progamme that was reported to have been aligned to the National sector priorities especially in relation to prevention of new infection.

KRCS was reported to have been a major contributor to the development of the National government Disaster Preparedness Contingency Plan. KRCS was also reported to have designed some of its interventions based on the specific sector priorities that were in line with its contingency plan. The process involved closely engaging technical specialist from the sectors. A good example of such approach was during the response to droughts and floods where WASH, shelter, livelihoods and health among other sector priority activities were considered by KRCS.

5.5   Improvement of KRCS's Monitoring and Evaluation, Accountability and Learning

Through the project, a Monitoring, Evaluation, Accountability and Learning (MEA&L) functions were expected to be revamped to coordinate monitoring and evaluation of all activities in the KRCS. Additionally, KRCS in collaboration with other partners sought to automate the M & E system with a view of contributing to improved information management system at the EOC and KRCS at large. Some progress reported in automating the M &E portfolio include development of emergency data collection tools, recruitment of manpower and the consultant and uploading of the databases into the system. Routine emergency data collection tools were uploaded on mobile data platform, awaiting finalization of the M&E system automation. This has recenly been improved by the introduction of the Redrose platform under the shelter support. The Redrose platform has effectively managed to address double reporting as biometrics are used to identify community members being supported. The Post Distribution Monitoring and the After Action Review tools are the main tools used to collate survey data which is useful in understanding whether or not the response has met its aim as well as to capture the lessons learned from past successes and/or failures. The DMIS is expected to significantly benefit from the revamped system through limiting duplication of beneficiaries, tracking project implementation and reporting, support pre-registration of beneficiaries, tracking services provided by KRCS and supporting the documentation of incidents in EOC. Another notable M&E improvement expected was the improvement of organization processes to help in improvement of coordinated approach to disaster preparedness and response through development of a data base of beneficiaries in disaster prone areas as well as a data base for the persons trained, what course or skills trained on and where they located.

Despite the slow process in automating the M & E as planned, initial results indicate it has started improving reporting. In case of emergencies, it was reported that there was a lot of improvement in terms of ensuring that situational reports (SITREPs) were being developed at various intervals of any response. The M&E system had a consultant on board and was expected to be 80% complete by end of year 2018.

This evaluation has established that with the approval and continuous dissemination of SOPs, KRCS has put in place a monitoring system that tracks the implementation of the project activities and achievement of milestones. Monitoring and evaluation, accountability and learning is one of the project intervention areas that registered impressive performance as can be observed in **annexes 8.6.5 and 8.6.6**.

5.6 Cross-cutting issues

Guided by the protection mainstreaming principles of: prioritising safety and dignity and avoidance of causing harm; meaningful access; accountability and participation and empowerment, KRCS ensured that it mainstreamed the following cross cutting issues during the DMS project implementation:

5.5.1 Disaster Risk Reduction

When communities and individual people are clearly aware of what type of hazard they face, when they know what risks they run and how they can be prepared to face such hazards, the probability of actually being hurt can decrease significantly. Disaster reduction is achieved by promoting increased awareness, sharper knowledge and better preparedness, including through early warning mechanisms. This evaluation observed that KRCS had taken own initiative of forming a disaster risk management department whose aim was develop and implement disaster preparedness and mitigation action plans, enhance climate adaptation, develop evidence to inform policies while also seeking to encourage innovative risk reduction initiatives. The department was reported to have implemented various integrated programmes aimed at building community resilience to disasters. Linking response to emergencies and disasters to long term community resilience actions and planning is an opportunity that the project did not explicitly link up with.

5.5.2 HIV/AIDS

Through its health, nutrition and social services, KRCS continued to mainstream HIV/AIDS in its programing as part of its contribution to the Kenya National Health Sector Investment Plan. HIV/AIDS prevention was also reported to have been mainstreamed through the global fund programme where KRCS was selected to be the principal recipient of the fund for the period January 2018 to June 2021. This selection was informed by increased capacity of KRCS to manage the grant over the years. The programme priority areas of focus are based on the Kenya National AIDS Strategic Framework (KNASF) 2041/15 – 2018/19, which seeks to reduce new HIV infections by 75% and reduce AIDS related mortality by 25% by 2019. The goal of the programme is to contribute to achieving Vision 2030 through universal access to comprehensive HIV prevention, treatment and care for people suffering from AIDS. The Grant is focused on increasing access to treatment, care and support, prevention of mother to child transmission (PMTCT), community HIV testing and counselling (HTC), and prevention programmes for adolescents and young people, prevention programmes for key populations.

5.5.3 Environmental Conservation

While as the immediate priorities for KRCS include saving lives, reducing human suffering, and jump-starting recovery, this evaluation observed that there is increasing understanding and awareness

within KRCS on the need to localize and contextualize humanitarian action for long-term resilience. The integration of environment into its programmes and operations was observed to be critical to ensure effectiveness, sustainability and accountability of its operations. Although it was not possible to attribute this to DMS project intervention, this evaluation nonetheless observed that KRCS has in the recent past initiated projects aimed at environmental conservation. It was reported that KRCS has been implementing a project known as Sustainable Environment Restoration Programme (SERP) which aims at mobilising community members and humanitarian agencies to plan. The programme aims at planting 2.5 billion trees by 2020 with the 2016 tree planning challenge having been the most significant where 5 million trees were planted within 1 hour. Although this initiative was reported to have started in 2014, it was reported to have gained momentum during the DMS project life.

5.5.4 Gender and Diversity

Understanding how disasters affect women and men, girls and boys is critical to effective disaster preparedness and response. Women, girls, boys and men have distinct needs, priorities, responsibilities, limitations and protection needs. They are exposed to differential risks and vulnerabilities but also play unique and important roles in preparedness and response. Towards mainstreaming gender and diversity in its programing, it was observed that KRCS had taken deliberate effort in ensuring that both sexes were involved in preparedness and response. The evaluation noted that the assessment reports and PDM reports were disaggregated by gender; and the cash transfer reports had data disaggregated by age, gender and marital status of the registered recipients of the cash assistance. This shows that a deliberate effort is being made towards implementation of the Minimum Standard Commitments to gender and diversity as envisaged in the Dignity, Access, Participation and Safety (DAPS) framework.

The DMS project was reported to have also contributed significantly towards mainstreaming of gender and diversity by ensuring that there was review of the components of NFIs provided. During its life, KRCS reviewed the NFI kit from the standard kit into a family kit which had more items that were that addressed the various gender needs. During response, it was also observed that when listing beneficiaries, priority was given to women adults members as opposed to male adult members. This was reported to be a deliberate effort of ensuring that the assistance given reached the household targeted as women were more likely than men to prioritise family needs as opposed to individual needs. As mentioned earlier, there has been learning from a study on gender and social inclusion to inform involvement of men, women and marginalized groups in disaster response actions in KRCS.

5.5.5 Psychosocial Support

Disasters, conflicts and health problems have severe psychosocial consequences. The emotional wounds may be less visible than the destruction of homes, but it often takes far longer to recover from emotional impact than to overcome material losses. In recognition of this, KRCS through DMS project was observed to have made psychosocial support an integral part of disaster response. The psychosocial support was reportedly offered during the After Action Reviews or when the RCAT from own judgement deemed it right to organise for such support for responders. Information gathered

from FGDs with RCATs and volunteers indicated that during the DMS project, after action reviews culminating to offering of psychosocial support were common especially with major disasters. However it was reported that such reviews have reduced since late 2017 and with it there have been reduction on sessions for psychosocial support. Notwithstanding this observation, the evaluation team noted that within the RCATs members there was own resource persons that had the skills that could be used for assisting those affected. Asked why the RCATs members were not using the available resource, there was a general opinion that professional counsellors were better suited to handle the kind of trauma that the RCAT members experienced. Further, it was noted that the EOC had full time counsellors 24 hours daily but the RCATs members either didn't have the information on the existence of such counsellors or were unwilling to use the services for fear of compromising their confidentiality.

5.7   Sustainability of the Programme

The evaluation Team analysed the extent to which the results attained through the DM-S program thus far as well as the implementation mechanisms can be sustained beyond the life of the programme. The extent to which programme interventions and outcomes incorporated exit strategies and strengthened implementing partners' capacities to sustain the gains made was assessed. Other aspects of sustainability that the evaluation considered were: The level of National and local ownership and how this has been demonstrated; programme partnerships that have been built and how these will contribute to sustainability of results; whether the institutional capacity strengthening interventions made will enable the sustaining of results. In overall, the evaluation notes the following DMS interventions to be sustainable: CTP- now KRCS is seen as a regional leader in RCM; contingency planning – multi-hazard contingency planning already institutionalized; SoPs – developed/finalized, rolled out and being applied and use of the EOC. The cost of operating these interventions is low while KRCS has already taken operating costs of running the EOC. The integration of learning into regular KRCS meetings and events and continued standardization of KRCS works is also sustainable.

The program sought to achieve the sustainability through various mechanisms focusing on improving systems and behaviour change including:
- Institutionalizing the program under the leadership of a program manager with close involvement of other departments and staff.
- Sustaining improvements in systems and procedures enhanced human resource capacity, improved resource mobilization and continuous and greater use of learning from response to improve practice.
- Upgrading the institutional structures and behaviour change among the staff and volunteers.

Overall, the Consultants note that the results achieved in some interventions have huge potential for sustainability including:

5.7.1 Trained staff and volunteers for disaster response:

A huge number of staff and volunteers were trained on various aspects of disaster preparedness and response. Right skills and knowledge have been imparted. The training cost was one project element that as quite substantial. The evaluation team notes that there is low risk in sustainability of these skills and knowledge gained. Encouraging and developing on-line course for staff and volunteers would help in sustaining the initiative. Further, the branches are gradually investing more in RCAT resource development, incorporating brief sessions into the regular RCAT meetings at branches using the trained ToTs thus reducing the cost of trainings. By ensuring the RCAT training manual is available in all branches and sub branches will also boost sustainability.

5.7.2 Institutional strengthening and organizational development for effective disaster response:

The DM-S project was an institutional and organizational strengthening program that attempted to bring on board different departments, staff and volunteers to prepare and for efficient response to emergencies and disasters. The results on engaging different departments and various cadres of staff indicate mixed signals. The evaluation found that the engagement of the middle level staff, the RCATs and the branch coordinators was superb. As a result, the sustainability of the benefits of the program are likely continue to be felt at those levels.

5.7.3 Ownership and stakeholder engagement for disaster preparedness and response

Working and closely engaging a variety of internal and external stakeholders such as donors, NDMA, County governments and the community was clearly pronounced in the DM-S program design. The program was anchored in DM-Operations with a manager for day to day operations. BRC was providing technical support, initial funding and managing the contract from the back donor such as DFID . A number of activities were jointly undertaken through the DM-S support such as KIRA, national DRM policy formulation, internal KRCS meetings etc. The community based approach KRCS has resorted to including: community action teams; community based targeting; community based monitoring and evaluation is insurance to engaging the community to participate actively towards recovery efforts from disaster, thus assuming accountability as well. While asked to state, the staff response are as presented in **Figure 8**. Also, the responses of the staff on the extent at which KRCS link response to disasters to recovery and long-term sustainable development, the answers are encapuslated in **Figure 9**. Drawing from the KoBo online survey findings, majority (64%- figure 8; and 84%- for *always* and *regularly* responses) were satisfied with the KRCS action since this will result in community gaining confidence and trust with KRCS disaster responses and involvement which will in turn encourage them to be part and parcel of the effort

The end line evaluation notes with satisfaction that there has been sound engagement of the stakeholders. The sustainability of this result is moderate to high as most stakeholders interviewed are willing to engage directly with KRCS at little if any cost. For instance KIIs carried out with DIFID indicated that there is need for KRCS to engage directly with the organization with huge potential to explore more partners.
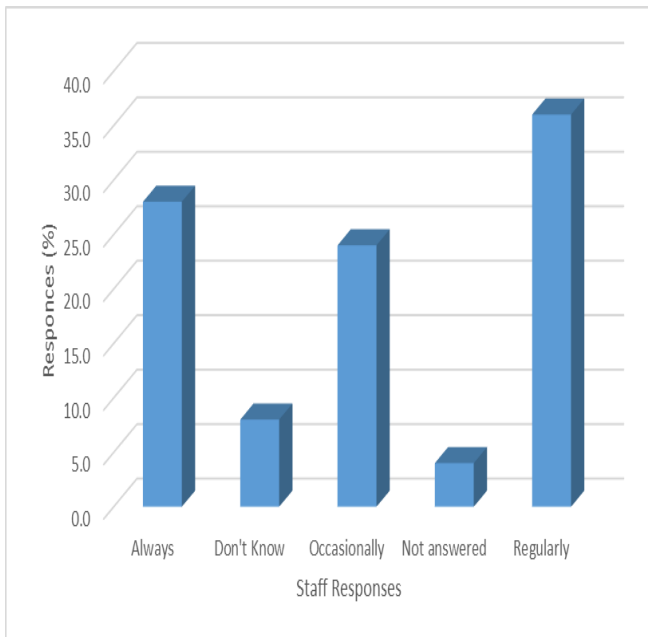
Figure 9: Extent at which KRCS link response to disasters to recovery and long-term sustainable development (Source: KRCS staff Monkey survey)
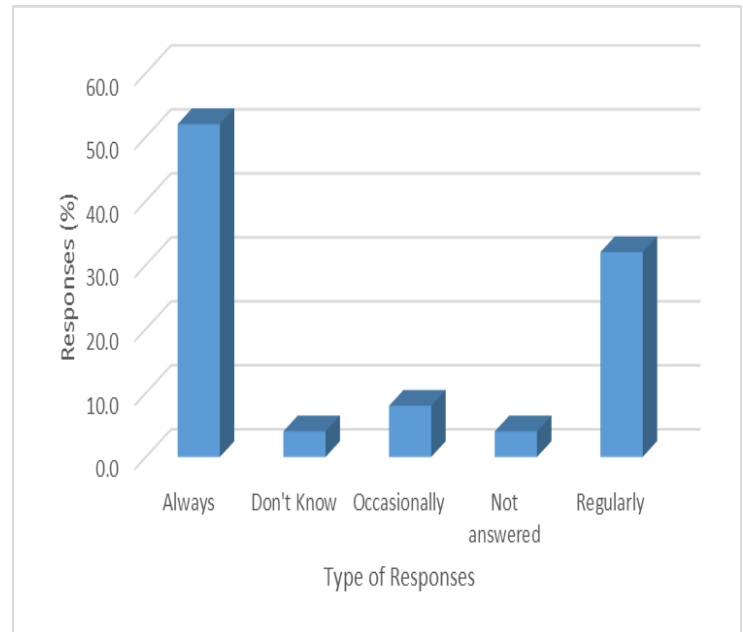
Figure 8: Extent at which KRCS seeks to involves community in contribution and ownership to ensure sustainability of her works

5.7.4 *Actions to enhance appropriateness of response:*

The DM-S sought to improve the practice on needs assessments to inform disaster response. Enhancing the quality of the assessments so as to better understand the needs of the communities affected by disasters and building the KCRS capability to undertake the needs assessments were key DM-S interventions. The end-line evaluation observed that there has been substantial progress in response guided by the needs assessments. Various tools such as 24 hour, 72 hour, the Kobo and the KIRA are used in the assessments. A situation Report template and beneficiary registration tool are being used too. The capacity of the staff and volunteers for continued use of these tools is uncertain and there is no clear evidence to indicate that the needs assessments actually meets the needs of the people affected by emergencies/disasters. The evaluation notes that the increased number of needs assessments may escalate the costs thereby curtailing the sustainability of the process. Besides, the needs assessment hinges on accountability mechanisms and ultimately the principal question in the future that needs an answer: How does KRCS identify their beneficiaries?

5.7.5 *Finance and logistics systems for efficient response*

The NAVISION system has been upgraded and rolled out to support efficient logistics and finance before and during emergencies enabling KRCS to establish in real time the NFIs stock levels among other issues. This investment requires little if any resources from KRCS to sustain its implementation in the future and therefore the evaluation team found the risk to sustainability is low. It is yet unclear the extent the disaster kitty has been operationalized at HQ and branch level to support response to small and medium emergencies as envisaged in the Emergency Fund Management Guidelines and Disaster Risk Management policy. Generally, there is low use of the NAVISION at branch level. The evaluation noted that accountability issues will greatly determine future sustainability of the disaster kitties at branch and national levels.

5.7.6 *Standard operating procedures developed and applied to guide disaster response*

The hierarchy of SOPs developed with support of the DM-S program have been accepted and rolled out by KRCS up to the branches. Thus sustainability of this intervention is high upon exit of the project due to the low cost of continued use of the developed tools. The evaluation notes that if KRCS develops a low cost dissemination strategy of these SOPs then sustainability is guaranteed.

5.7.7 Continuous and greater use of learning from practice for effective response

System-wide continuous learning, linkages with academia, documentation of two studies and use of experts in various aspects such as contingency planning were envisaged by the DM-S program as key learning initiatives. AARs to inform better response targeting over 600 beneficiaries as well as sharing of the SOPs in the SHAREPOINT among the program staff were achieved. The regular RCAT meetings at branch level, mentioned during the FGDs to share good practices and lessons learnt from experiences are good examples of sustaining learning in the KRCS after exit of the program. There is need to further expand accessibility of resources at SHAREPOINT to enhance learning and sharing of information. Generally, the end-line evaluation noted a culture of learning from good practices and experiences has taken root in the organization and there huge potential for sustaining learning at low cost such as through online learning. However, it needs to be well-structured for better future direction of disaster preparedness and response in KRCS.

6: CONCLUSIONS AND RECOMMENDATIONS

6.1   Conclusions

The evaluation found that the project was strategic and relevant to the needs of the disaster affected populations, the priorities of the national and county governments as well as those of the partners. There was significant impact of the project on the systems, skills, knowledge and standardization of practice. The evaluation found that DM-S project contributed to the outcome which aimed at increased capacity of KRCS to prepare for and respond to the needs of people affected by disasters and the expected impact is reduced impact of disasters in Kenya. The latter, however, may take a long time to be realized. The project significantly contributed to improvement of organizational systems and approaches to support disaster preparedness and response. There has been remarkable improvement in KRCS preparedness capacity to respond to emergencies. Contingency Planning process has improved embracing a bottom-up multi sectoral approach which starts from branches up to national levels. The project contributed to standardization of practice and major improvement in the information management systems are noted - the NAVISION system has greatly influenced the efficiency and effectiveness of the procurement and finance departments to support the disaster preparedness and response operations.

The EOC has been strengthened to capture the incidences which are shared with the branches and other stakeholders. For instance the number of cases captured by the EOC has significantly increased from 846 incidences to 2,308 as from 2011 to 2018, denoting a growth of slightly over 63%. Capacity of the RCATs and staff has immensely been strengthened with the support of the program. There has been standardization in approach to disaster response as a result of a number of SOPs reviewed or developed with the DM-S support. Use of cash as response option has taken root and gradually replacing NFIs in some responses. There is noteworthy shift in approach how KRCS determines needs of the disaster affected populations through joint needs assessments via KIRA and other internal instruments. A huge potential to sustainability of the results so far achieved in various interventions is evident especially those requiring little investment for continued application and roll-out. Great strides have been made to apply learning from previous experiences to enhance future and current practice in KRCS.

The Disaster kitties/funds do not explicitly exist as yet, particularly at branch and regional levels and funds for disaster response are not set aside from funds raised to support small and medium emergencies. As noted in the MTR, rapid access to funds in order to response to small emergencies is still a serious challenge and is still existing most of the branches, and there are real barriers over accessing volunteer allowances. A number of RCATs felt there had been little improvement in how logistics and finance support disaster response operations. Generally, the transformative Navision system changes have not been felt at field level yet. A number of recommendations raised in the MTR have yet to be adequately addressed by KRCS thus questioning the claim the extent learning

from practice would be fully guiding future response[16]. Mainstreaming gender, social inclusion and other vulnerable groups has been attained thus fulfilling the minimum standard commitments to gender diversity as envisaged in the Dignity, Access, Participation and safety (DAPS) Framework.

The end-line evaluation noted there was some missed opportunities the project failed to capitalize including:

- Insufficient involvement of the top managers in project implementation, monitoring and evaluation. The project aimed at strengthening the organizational development and therefore required full and genuine involvement of the top leaders in KRCS to sustain and accelerate the changes. Their full involvement would have deepened the results further.
- Inadequate involvement of the branches and the policy makers in KRCS. At branch level, the project appears to have had little engagement compared to the national levels where the burden of small and medium emergencies is felt.
- Uncertainty in extent of complete operationalization of the disaster kitty to support small and medium emergencies at national and county levels is evident and is likely to undermine KRCS' effectiveness to respond to emergencies. .
- Incomplete roll out of information management systems to the county levels including the NAVISON and the EOC to support rapid decision making and efficient and effective response to emergencies.
- The gender and other cross-cutting issues were given attention in most interventions but has not been consistently apply in instances. For instance, the EOC and training databases in some instances failed to disaggregate the data by gender and there appears there was little deliberate effort to ensure gender equity is considered in all interventions.

6.2   Lessons learnt

The following are some of lessons learnt:

- Experiences from the project implementation on encouraging departments to work together in a collaborative manner has yielded positive results. There is better sharing of information and synergies are built to support one another.
- The KRCS capacity has been built over many years and the project further strengthened its systems and capabilities. Donors, national and county governments have trusted KRCS' prowess in preparedness and response. It's good and adequate.
- The DM-S was more an organizational development program that required the full and genuine participation of all departments in its implementation and monitoring and learning. Huge benefits and changes have been realized but great opportunities were missed such as greater involvement of all departments, branches and top managers in its implementation at all levels. The results and sustainability of the project would have been much greater if top management and the branch level were fully engaged.
- DM-S program design would be been jointly driven by organizational development department for greater ownership and sustainability of results after exit of the program. Commitment and sustaining organizational changes needs commitment of the key departments such as the Organizational development and the Secretary General (SG). There is no evidence of their full involvement.

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[16] KRCS, 2017: DM-S Mid Term Review Report: The report had 36 recommendations and is not clear if any of them were explicitly addressed by KRCS

- Dissemination of the SoPs greatly influenced the standardization of practice when fully implementation. Developing a dissemination strategy and policy briefs of the SoPs will greatly accelerate the adoption rate among the various levels of staff and volunteers.
- The involvement of the project staff in simultaneously implementing the project and responding to emergencies slowed down the implementation of interventions in some instances. There were a high number of disaster events that were experienced during the period of implementation such as the 2016/2017 drought, the 2017 elections and the 2018 floods among others serious tested the progress in implementation process. The destruction to emergencies would have reduced the results from the interventions.
- Use of e-vouchers is a promising system to deliver aid with speed, and flexibility in areas where emergencies are chronic or recurrent; there has been a deliberate move, to successfully test innovations on the various CTP payment modalities in Marsabit, Turkana and Mpesa (Safaricom). However, further capacity building on staffs and local volunteers who would become good ambassadors of the new technology for its optimum use during emergencies
- The supply chain and procurement of NFIs were seriously challenged by the flooding that occurred from March to around June 2018 calling for a major review in procurement with a review of donors and supply chain actors exploring options of developing agreements to accelerate the supplies at scale during emergencies.
- There has been good progress in recognizing the need to integrate cross-cutting issues into disaster preparedness and response interventions including protection & safety, psychosocial support, gender and diversity, environmental conservation, and HIV and AIDS.

6.3   Recommendations

A total of 36 recommendations were made from the MTR and baseline. The End-line evaluation has carefully considered some of the recommendations raised and extent they are being pursued by KRCS. In consideration of the aforementioned, end-line evaluation makes the following recommendations: Going forward there is need for KRCS to examine the extent these recommendations have been considered to improve disaster preparedness for effective response. Some recommendations have been retained where the endline evaluation noted not much attention has been given to the MTR recommendations.

i. Recommendation # 1: KRCS should first define the meaning of what encompasses 'response' and 'preparedness' and the key elements of preparedness for effective response in future aligned to globally and regionally acceptable concepts. Common understanding of these terminologies would galvanize greater support from all levels of and build a critical mass of staff, stakeholders and volunteers towards a culture of safety and resilience in the country. There is urgent need to clearly link the response to emergencies to long term planning and community resilience building actions through '*Building – Back – Better'* as envisaged in Sendai Framework 2015-2030. This will enable response actions to contribute to enhancing community resilience and limit possibility of rebuilding the vulnerabilities and the risky conditions that existed before the crisis or disaster.

ii. Recommendation # 2: Despite KRCS' increasingly formidable and enhanced capacities, it should clearly delineate the type of emergencies it has capacity to response at national and county levels in fulfillment of its auxiliary role it's playing to the governments. The communities should be able to understand this mandate to manage their great expectations from KRCS.

iii. Recommendation # 3: There is need to further strengthen the Emergency Operation Centre and information management systems with a view of: attempting to capture all incidents reported in

the EOC as much as possible; seek to improve the accuracy of data documented in the EOC, classify the type of incidents reported guided by the Sendai monitor; structuring the documentation in usable format on the types of emergencies and strengthen capacities of counties and staff guided by the typology and number of incidents occurrences.

iv. Recommendation # 4: Open sharing of databases and information held by KRCS to partners and stakeholders (prioritizing national and county governments) within and outside KRCS would greatly improve efficiency and effectiveness in disaster response including the EOC data bases, response data bases, the SOPs, documentation of good practices and evaluation reports. The RCATs and the national and county governments should be prioritized in this regard. The share-point was put in place where all documents are stored and shared. In future the scope of information stored should be be expanded and freely accessible to all staff and RCAT Team Leaders. This would help build the capacity of the staff at all level especially in relation to acquisition of knowledge and information. For data collection, mobile application (KOBO) is now in use for assessment and listing of beneficiaries. On-time data is now being collected to trigger rapid action and response.

v. Recommendation # 5: There is need to consider strengthen use of geo spatial technology to map the incidents reported in the EOC to help improve the risk and hazard maps in future in support preparedness and response.

vi. Recommendation # 6: Continued capacity enhancement of staff and volunteers to changes in technology, learning from past response and emerging innovative approaches targeting the new staff and volunteers is crucial. A system-wide long term capacity enhancement plan is therefore needed to be developed. The capacity enhancement plan should be reviewed to ensure the trainings are tailored to meet the specific challenges in the counties/branches.

vii. Recommendation # 7: It is important future programming in KRCS to identify who drives changes in KRCS – everybody is important but needs top managers and a critical mass of staff at all levels. In future, a similar program should closely engage the Organizational Development Department, Finance and Logistics as well as top management driver and sustain the changes. Greater involvement of Organizational development and top management of similar program is crucial in future through joint project design, implementation, monitoring and learning. It will boost sustaining the results upon exit of the program

viii. Recommendation # 8: A Culture towards needs assessments to inform response for communities affected by disasters has gradually taken root in KRCS and it needs urgent further review of tools and involvement of stakeholders. KRCS, being a key front-runner in humanitarian issues in Kenya should not move away from multi stakeholder approach in needs assessments and response as envisaged through the KIRA.

ix. Recommendation # 9: There is need for KRCS to deepen engagement with the national and county governments to access financial resources by leveraging on the legally mandated auxiliary role it playing during disaster preparedness and response. By doing so, KRCS can shape the policies at national and county governments to ensure it allocates clear responsibilities and roles with a budget line to execute this important role.

x. Recommendation # 10: Disaster and risk Information management capacity of KRCS has greatly improved through the NAVISION and strengthening the EOC to support DMIS and KRCS at large. The monitoring and evaluation system, estimated to be 80% complete, has yet to be fully operationalized to support DMIS and KRCS at large execute their functions properly. There is need to esure its fully automated for the KRCS and partners fully enjoy the benefits of the systems.

xi. Recommendation # 11: KRCS should seriously invest more efforts in strengthening capacities of the branches on capacity building and resource mobilization to be able to manage small disaster (targeting the needs of 600 or more people) affecting their areas without having to turn to the

HQ. This will enable HQ to focus more on larger disasters, quality assurance, strategic guidance of the organization and supervision.

xii. Recommendation # 12: This study has revealed RCATS and volunteers, is a major asset of KRCS who are the first-line responders of emergencies. The high turnover as cited virtually by all the counties visited during this evaluation, translates to loss of this asset who leaves while equipped with requisite skills and training that have been acquired from investment in training by KRCS. Apart from the challenge with the turnover, RCATs and volunteers are poorly equipped with essential PPEs with serious transport challenges during emergencies operations. Thus, KRCS must seek ways to motivate this important resource and find a suitable mechanism for seriously engaging the volunteers including the need to ensure continuous facilitation of refresher trainings after every two years to replace those who may have left.

xiii. Recommendation # 13: The complete roll-out of Emergency Fund Guidelines and the full operationalization on establishing the disaster kitty need to be fast tracked to ensure adequate resources are readily available at all levels of KRCS to support preparedness for early response. This will definitely involve the _**undivided**_ attention of the governance and top management of KRCS to fully enforce the guidelines. The concept on the Value for Money should be revisited in the context of how investing in preparedness would reduce the cost of response to emergencies in KRCS' works.

xiv. Recommendation # 14: Despite the deliberate effort by KRCS to mainstream gender and social inclusion it yet to achieve gender parity in participation of male, female and marginalized groups in its actions.   There is need to consolidate these gains and capture all data in disasters/emergencies are disaggregated by sex to improve availability of gender indicators for effective programing. Targeting criteria should take into account the fundamentals of poverty targeting which lays emphasis on socio-economic data among the marginalized groups. Other cross-cutting issues such as psychosocial support, gender and diversity, environmental conservation, and HIV and AIDS should be fully integrated in all preparedness and response actions.

xv. Recommendation # 15: The End-line evaluation noted with a lot of concern that the floods following the long rains from March to early July 2018 seriously tested and challenged the systems put in place by DM-S. Going forward there is need to for the humanitarian actors including donors to be proactive and explore agreements on procurement system with a view of having scalable NFIs readily available at onset of a crisis.

xvi. Recommendation # 16: Lesson learning is an important component of effective project management and implementation. KRCS should sustain documentation and promote sharing in order to continue drawing and reflecting on the lessons emerging from interventions, especially as the disaster continue to increase in number and intensity. Lesson learning should continue to be an integral part in all the stages of disaster/ emergency interventions. Greater effort is needed to further the learning agenda in an organized and orderly manner.

7:   REFERENCES

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8.1   End-line Evaluation TOR

Endline Evaluation
TORs

8.2   Consultants and task allocation

Consultants and task
allocation

8.3   Activity (work) schedule

Activity work plan

8.4   Final report outline Guide

Microsoft Word 97 -
2003 Document

8.5   Financial and value for money Analysis

Budget &
Expenditure report

Value for Money

8.6   Data collection tools

8.6.1: KIIs for KRCS Managers, Regional Coordinator and RCATS TL

| Microsoft Word 97 - 2003 Document | Microsoft Word 97 - 2003 Document | Microsoft Word 97 - 2003 Document | Microsoft Word 97 - 2003 Document | Microsoft Word 97 - 2003 Document | Microsoft Word 97 - 2003 Document |

8.6.2: KIIs for KRCS Donors and Partners

Microsoft Word 97
- 2003 Document

8.6.3: FGD Guide for RCATs

Microsoft Word 97
- 2003 Document

8.6.4: Monkey Survey Questions for KRCs Staff

Microsoft Word 97
- 2003 Document

Analysed Survey
monkey

8.6.5: Check list for Tracking Project Progress

Microsoft Word 97
- 2003 Document

8.6.6: Checklist for Tracking Progress in the implementation of the Project Activities

Progress
Computation.xlsx

8.6.7: PER indicator analysis Notes

Microsoft Word 97
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8.6.8: Disaster Affecting 600 people and Above over 2015_2018

Microsoft Word 97
- 2003 Document

8.7   Survey Respondents & field Notes

Group 1 KIIs & FGDs
field notes

Group 2 KIIs field
notes

Group 2 FGDs field
notes

Lists of Respondents