TRANSFORMING SURGE CAPACITY PROJECT EVALUATION

PREPARED FOR ACTION AID - MARCH 2018

HUMANITARIAN ADVISORY GROUP

ACKNOWLEDGEMENTS

CONTENTS

EXECUTIVE SUMMARY

The Transforming Surge Capacity Project (TSC Project) was launched by the Start Network in January 2015 as one of 14 projects under the UK Department for International Development's (DfID) three-year Disasters and Emergencies Preparedness Programme (DEPP). The project sought to improve surge capacity across the sector by increasing the capacity of surge personnel; piloting joint rosters to improve organisational surge capacity; and building evidence for collaborative and localised surge approaches. The consortium of 11 UK-based humanitarian agencies and two technical partners[1] worked through two national platforms in Pakistan and the Philippines; an Asian regional platform based in Bangkok, Thailand; and a global platform in London, UK.

This report presents the findings and recommendations from the final evaluation of the TSC Project conducted during the period November 2017 – February 2018. The evaluation reviews progress and evaluates the extent to which the project was successful in achieving its goals.[2] The evaluation built on the wealth of knowledge acquired throughout the project and complements the learning captured in the Future of Humanitarian Surge report.[3] The evaluation complements the broader DEPP External Evaluation during 2016–2018.

The project was ambitious, innovative and ultimately very successful in piloting different approaches to surge across the four platforms. Among the Project's achievements were the development of collaborative and localised rosters in Pakistan, the Philippines and a regional roster for Asia; a series of pilot projects exploring different ways for more effective surge practices; and developing training and embedding learning aimed improving surge capacity within and beyond project consortium agencies.

Project Achievements

☑ **600** individuals on **3** collaborative rosters

☑ **11** deployments (**6** in Philippines; **4** regional; **1** in Pakistan)

☑ Development and testing of a surge training course with **8** modules

☑ **7** pilot projects

☑ Participating agencies; **13** INGOs, **6** NNGO partners and **5** NGO/CSO networks representing over **1800** organisations

Pakistan

Thailand

Philippines

☑ **652** individuals trained (**352** in surge training modules; **308** in mindfulness-based stress reduction)

☑ Over **30** learning products (including all the tracking reports, case studies and learning products)

☑ Sharing learning and project approaches at approximately **24** external stakeholder events

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1. Led by ActionAid (also leads of the Pakistan and Global Platform), TSC Project member agencies included Action Against Hunger, CAFOD, CARE, Christian Aid (lead of the Philippines Platform), International Medical Corps, Islamic Relief, Muslim Aid, Plan International (lead of the Asia Regional Platform), Save the Children and Tearfund. The Project's two technical partners were the CHS Alliance and the Communicating with Disaster-Affected Communities Network (CDAC).
2. Terms of Reference, 2017
3. L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017

TRANSFORMATIVE CHANGE?

To be clear, we haven't yet transformed the surge sector. Instead, the project has aimed to understand the state of surge, followed by two years of piloting – we have discovered some things that worked, and some things that haven't worked.[4]

While several stakeholders agreed the project did not necessarily lead to the 'transformation' implied in its title, there was a strong emphasis on the importance of the project's achievements in piloting and building evidence to eventually lead to a transformation of surge practice across the humanitarian sector.[5] The project delivered on intended impact and provided learning and inspiration to move the practice of surge forward.

Having delivered on this objective it is now in a position to upscale and build on its success. Indeed from the perspective of many stakeholders the project is at a significant tipping point where it can, with maintained momentum, transform demonstrated ideas and approaches into replicable successes.

FINDINGS

The TSC project has successfully piloted new approaches to surge. It has demonstrated the value of collaboration and localisation as critical to delivering effective surge in humanitarian response. There are also areas where approaches could be strengthened, and barriers that prevented the project reaching its full potential could be addressed. The short duration of the project was one such significant barrier. As a result the project is not yet able to demonstrate the value for money and impact that it has the potential to deliver.

The TSC Project has been both timely and highly relevant. The need to localise surge is likely to continue as a priority for the sector and the momentum for collaboration is building.

The TSC project has achieved a great deal in line with the theory of change. Outputs and outcomes of the project have largely been achieved, with particular success noted in the establishment of the collaborative platforms and increased surge capacity.

74% of respondents reported **improved surge practices**

87% of respondents consider the project to have **increased the speed or potential speed of a response**
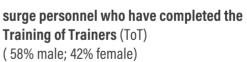
36% Absolute percentage increase in the number of trainees 'ready' for deployment following training

40% of those trained have **worked in a surge situation since the training**

352 **surge personnel trained using shared modules/resources** (54% male; 46% female)

53 **surge personnel who have completed the Training of Trainers** (ToT) (58% male; 42% female)

26 **agencies actively involved in the project** including **5** national and local networks with more than **200** organisations

13 **pilots** that produced evidence on collaboration beyond START network agencies

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4   Future of Humanitarian Surge Event consolidated notes
5   Interview 1, 48

Collaboration underpinned the effectiveness of the project. Stakeholders were strongly supportive of the collaborative approach and agreed that it contributed significantly to the project's success. It was also recognised that creating space for collaboration takes time and investment.
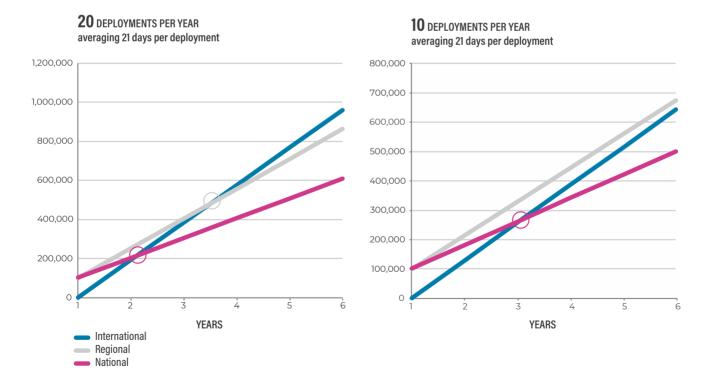
Existing agency processes to improve surge were a significant enabler for the project. Many of the TSC Project consortium member agencies were undertaking processes to improve their surge responses alongside participating in the Project. The complementary processes enabled both to be strengthened and amplified.

Timing has been a significant barrier to the project being able to reach its full potential. At the impact level it is challenging to demonstrate consistent and significant change.

The project's multi-level governance structure was important to ensure that the project influenced all levels of the humanitarian system. However, there were natural tensions and challenges associated with balancing different priorities across platforms.

Efficiency dividends are a long game. Evidence suggests that initial substantial investment in joint rosters will be able to demonstrate greater value for money than other surge approaches within two to three years. The figures below present financial modelling of the costs of different deployment models – international, regional and national – and the point at which national and regional rosters would deliver greater value for money than their counterparts.

Costs of deployment models and points at which national and regional rosters become more cost effective

20 DEPLOYMENTS PER YEAR
averaging 21 days per deployment

10 DEPLOYMENTS PER YEAR
averaging 21 days per deployment

Legend:
- International
- Regional
- National

Localisation was a strong aspect of the project but more could have been done to integrate a localised approach across all project components and outputs. The pilot projects and roster responses in the Philippines have been particularly successful in integrating a localised approach across its surge approaches. Aspects of the project's governance, research and learning could have been stronger in terms of their localisation.

Innovative approaches were supported by flexible funding mechanisms and adaptive management practices. The flexible funding available for pilot projects enabled the exploration of emerging and more innovative approaches to surge. The adaptive management approach increasingly facilitated funding for country-led priorities.

Close relationships with external stakeholders (national and international entities) has strengthened the sustainability of the project. This is of particular relevance to the regional and national rosters that are being continued with the investment and interest of external stakeholders such as government and NGO partners.

Research and learning has been a useful aspect of the project. The project generated an impressive series of research and learning initiatives. Fewer and better targeted products may have been more effective.

Helicopter dropping food packages to help rural communities pass a period of shortage. Save the Children

RECOMMENDATIONS

The overarching recommendation is **for the Transforming Surge Capacity Project to continue, building on its demonstrated strengths and successes**. Future iterations of the project – including expansion to other countries and contexts – also have the opportunity to adapt based on learning provided in both this evaluation and The Future of Humanitarian Surge.[6] The following more detailed recommendations provide guidance to inform the development of concept notes or proposals for funding of the TSC Project and related surge initiatives across the humanitarian sector in the future.

▶ **Recommendation 1:** Prioritise the role of the national platforms with clearer articulation of the supporting and complementary role of regional and international platforms

The national platforms have proved most effective in demonstrating concrete impact through joint rosters, training and pilot projects. The project should be driven by the national platform level and should include a nationally-led design process, project management and implementation. Recognising the important linkages to and influence across the broader humanitarian system provided by the regional and international platforms during the project, their supporting or enabling role should be agreed upon and clearly defined throughout the nationally-led design process.

▶ **Recommendation 2:** Build collaboration into project design and implementation

The value of deliberate, strategic and sustained collaboration was demonstrated in the project through rosters, training and pilot projects. Allowing the space to invest in building trust and establishing the relationships required for effective collaboration needs to be a non-negotiable aspect of the future project's design and implementation. Maximising the opportunities for information and resource-sharing will reduce duplication of effort, increase cost efficiency and ultimately lead to improved humanitarian action.

▶ **Recommendation 3:** Continue the use of flexible funding mechanisms to support innovative ideas and partnerships

Several of the most innovative and potentially transformative ideas within the project were generated using its flexible funding to pilot projects. The future project should continue in its flexibility in financing emerging and innovative approaches to surge, as well as look to continue, consolidate and adaptively build on those ideas that proved successful during TSC pilot projects.

▶ **Recommendation 4:** Build even further on the localisation approach by increasing national voice and supporting national ownership of rosters

The project should consider approaches to further localise the project, including a stronger national voice and ownership on governance structures and leadership in identifying, commissioning, undertaking and authoring research products. The very successful focus on developing relationships with national stakeholders that has contributed to sustainability of rosters should be maintained and strengthened.

▶ **Recommendation 5:** Maintain the focus on learning with a clearer strategy around dissemination, communication and influence

The focus on learning is important and should continue, with sustained dissemination beyond the current project and its immediate stakeholders to contribute to the incremental transformation of surge capacity across the humanitarian sector. There would be value in defining with key stakeholders what change they wish to see and what evidence is needed to support that change. This should then inform an advocacy and communications strategy to accompany learning and research products.

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6   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017

INTRODUCTION

National and local responders comprising governments, communities, Red Cross and Red Crescent National Societies and local civil society are often the first to respond to crises, remaining in the communities they serve before, after and during emergencies. We are committed to making principled humanitarian action as local as possible and as international as necessary recognising that international humanitarian actors play a vital role particularly in situations of armed conflict. We engage with local and national responders in a spirit of partnership and aim to reinforce rather than replace local and national capacities.

The Grand Bargain – A Shared Commitment to Better Serve People in Need
World Humanitarian Summit (Istanbul, May 2016)

There is widespread recognition across the humanitarian sector that international actors need to work in collaboration with local partners to meet the rising demand for surge capacity and as part of the scaling up of resources for emergency response. Evidence from research conducted a decade ago clearly pointed to the need for more collaborative and localised surge approaches by investing in surge skill pools and inter-agency collaboration – particularly at the national and regional levels.[7] A 2015 study of the state of surge capacity across the sector highlighted that while humanitarian organisations were increasing their investment in improving their surge practices and policies, the focus remained primarily on international capacity over that of local partners.[8] In 2016, commitments made at the World Humanitarian Summit further built the momentum for change through initiatives such as the Grand Bargain, calling for a more effective humanitarian system with localisation as its centrepiece.

The Transforming Surge Capacity (TSC) Project has further strengthened the evidence base for how more localised and collaborative surge can meet this increase in demand in a challenging and unpredictable humanitarian environment.

BACKGROUND

The TSC Project was launched by the Start Network in 2015 as one of fourteen projects under the UK Department for International Development's (DfID) three-year Disasters and Emergencies Preparedness Programme (DEPP). The project sought to improve surge capacity across the sector through the following key areas of activity[9]:

Increased capacity of skilled surge personnel for civil society at international, national and regional levels

Collaborative national, regional and international pilots and shared rosters to improve organisational surge capacity

Sharing of good practice on surge management practices

Evidence building to show how and why collaborative and localised surge approaches work

During the period January 2015 – December 2017, the TSC Project piloted and built evidence for new approaches to surge capacity. The Project included development of collaborative and localised rosters at the national (in Pakistan and the Philippines) and regional (Asia) levels; a series of pilot projects exploring different ways for more effective surge practices; and developing training and embedding learning aimed improving surge capacity within and beyond Project agencies.

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7   Understanding Surge Capacity in the Humanitarian Sector (2007
8   The State of Surge Capacity in the Humanitarian Sector (2015)
9   TSC Project Final Evaluation Terms of Reference (2017)

Bringing together 11 UK-based humanitarian agencies and two technical partners[10], the TSC Project worked through two national platforms in Pakistan and the Philippines; an Asian regional platform based in Bangkok, Thailand; and a global platform in London, UK. Agencies drew on their respective skills, knowledge and networks to take the lead on and contribute to eight focus areas of the project:

- Localisation
- Collaboration
- Sustainability
- Human resources good practice
- Engagement with the wider sector
- Capacity building
- Women in surge
- Wellbeing

EVALUATION PURPOSE AND OBJECTIVES

This report documents the findings from the final evaluation of the TSC Project. The evaluation was conducted over three-and-a-half months (November 2017 – February 2018) to review progress, evaluate the extent to which the project was successful in achieving its goals, report findings and make recommendations. Commissioned by ActionAid on behalf of and for the benefit of the Project's consortium of agencies, its diverse range of partners and stakeholders included the Start Network and DfID as well as the wider humanitarian sector. The evaluation complements the broader DEPP External Evaluation conducted by the Harvard Humanitarian Initiative during 2016–2018, and its findings will be shared and published widely through the START and DEPP networks.

The evaluation process built on the wealth of knowledge acquired throughout the project,

with the findings and recommendations presented in this report complementing the learning emanating from the project captured in the Future of Humanitarian Surge report.[11] It is anticipated that this report will serve as a resource document for TSC Project partners and stakeholders, informing their work in humanitarian surge as well as providing compelling evidence to feed into design and resource mobilisation for future initiatives in new contexts across the sector.

SCOPE AND RESEARCH THEMES

The evaluation focused on the extent to which the TSC Project was successful in achieving the goals set at the start of the project and captured in its logical framework. It took into consideration the delivery of the project through all four platforms. The evaluation team's research approach employed innovative tools, including a resource review, structured group exercises in-country, semi-structured interviews, profiled activities and story capturing to gather data. A detailed description of the methodology and research process is given in the next section of this report.

The evaluation explored a series of questions related to 10 research themes:

- Overall achievement of project goals & objectives
- Relevance
- Effectiveness
- Efficiency
- Impact
- Women's rights
- Sustainability beyond the life of the project
- Innovation
- Unintended consequences
- Evidence and Learning

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10   Led by ActionAid (also leads of the Pakistan and Global Platform), TSC Project member agencies included Action Against Hunger, CAFOD, CARE, Christian Aid (lead of the Philippines Platform), International Medical Corps, Islamic Relief, Muslim Aid, Plan International (lead of the Asia Regional Platform), Save the Children and Tearfund. The Project's two technical partners were the CHS Alliance and the Communicating with Disaster-Affected Communities Network (CDAC)
11   The Future of Humanitarian Surge, 2017.
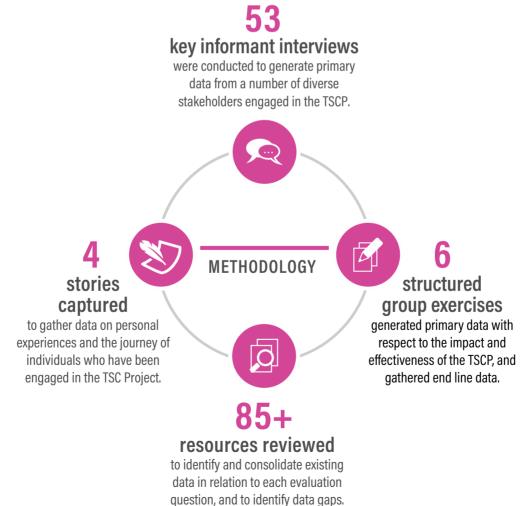
METHODOLOGY

The evaluation team took a localised approach, with national consultants driving the research process in Pakistan and the Philippines and ensuring effective communication and consultation with the TSC Project's stakeholders in context. The entire research team was involved in refining and testing the tools in an initial methodology workshop to ensure that the research questions and data collection methods were suitable across contexts, while meeting the data requirements for the evaluation.

The evaluation consisted of three stages. Stage one was a resource review of existing secondary data; stage two focused on primary data collection via structured group exercises, key informant interviews and story capturing; and stage three focused on validating emerging findings through the global and regional platform advisory groups.

The evaluation team employed a mixed methodology approach that drew primarily on qualitative data, complemented by quantitative data. Figure 1 provides a summary of the tools used to gather data.

Figure 1: Methodology

53
key informant interviews
were conducted to generate primary data from a number of diverse stakeholders engaged in the TSCP.

4
stories captured
to gather data on personal experiences and the journey of individuals who have been engaged in the TSC Project.

METHODOLOGY

6
structured group exercises
generated primary data with respect to the impact and effectiveness of the TSCP, and gathered end line data.

85+
resources reviewed
to identify and consolidate existing data in relation to each evaluation question, and to identify data gaps.

Tearfund humanitarian surge response in the Philippines. Tom Price, Integral Alliance

STRENGTHS AND LIMITATIONS

The evaluation methodology had strengths and limitations. The national consultants leading the evaluation in their own countries and in their own national language generated a wealth of data and nuance of interpretation. The multi-country team was a particular strength, bringing unique analysis skills and expertise to the evaluation.

Some of the evaluation's limitations are listed below.

Strength of survey data: the team was advised to avoid online survey tools as they had been used frequently in the past with mixed success. Consequently, the team used a survey approach as part of structured exercises in country. This resulted in a small number of stakeholders contributing data in relation to end line indicators and use of resources. Where possible this was overcome by triangulating data emerging from surveys with other data sources (such as Google analytics on learning products).

Bias: The structured exercises were conducted at the country platform levels, not at the regional and international platform levels. This was due to availability of staff and short time frames (for example, it was decided that validation exercises were more important at the regional and international levels). However, as a result the structured exercise data only reflects the country platform-level perspectives. Where possible the data from these exercises were triangulated with data from interviews and validation exercises.

Timing: The time allocated to the evaluation was short. Holidays and a temporary disruption to operations in Pakistan also interrupted the process. It should also be noted that as the project was preparing to wrap up many staff were leaving the project and unavailable for interview in the time frames available. Despite this the evaluation team was able to conduct the research within the tight deadlines and without any negative impact on the evaluation.

Use of end line indicators: The end line indicators formed an important part of the evaluation but gathering data on some of them proved difficult. For example, participant satisfaction with the quality of humanitarian response was difficult to measure when community consultations were not feasible within the terms of reference of the evaluation and in the context of very few responses having been initiated under the project. Other end line indicators are based on perception, such as whether speed of response had increased. Without data, it was difficult to triangulate perception-related results for some responses.

FINDINGS

OVERALL ACHIEVEMENT OF PROJECT GOALS AND OBJECTIVES

Did the TSC Project meet its log frame targets, key milestones and results? Were there any significant deviations from the project concept? Was the theory of change for the project followed?

As an ambitious undertaking involving 11 humanitarian agencies and two technical partners, the TSC Project was successful in meeting the log frame targets, key milestones and results articulated at the outset. The project sought to better understand and test approaches to the delivery of more effective surge capacity in humanitarian response. It aimed to change practice in three areas: increased capacity of skilled surge personnel; strengthened surge policies and practices as a result of evidence generated through the project; and better integration and collaboration on the delivery of surge.[12]

The majority of the project logic is well structured and its assumptions are reasonable and evidence-based. The project logic was built on previous research and lessons learned such as the 2007 review of surge capacity commissioned by the Emergency Capacity Building Project (ECB) and the 2010 pilot project undertaken by members of the Consortium of British Humanitarian Agencies (now the START Network).[13] However, the project also went beyond the previous projects on surge, entering unchartered territory by intentionally focusing on collaboration, localisation and improved support for surge staff. As a result, some assumptions were newly articulated and it was unclear how the theory of change might evolve. The pilot nature of the project also meant that there were inevitable changes to aspects of implementation.

Deviations from the project concept were largely responsive to learning and context. This was especially true of the evolving understanding in relation to collaboration and localisation. The project's commitment to documenting and sharing learning means that there is a substantial record of what changes were made and why. The report *Nuts and Bolts of Collaboration* provides insight into the changes that resulted from a greater appreciation of the time and investment required to make collaboration truly effective (not reflected in the original design document). It details the importance of allocating time to ensuring a high level of agency engagement to influence policy, and the importance of regional and national actors' engagement in project governance bodies.[14] It is a testament to the project that it actively sought to learn and adapt along the way.

The theory of change was followed; however, some perceived this as a limitation to the potential of the project. Adaptation was largely responsive to challenges or difficulties that arose in the implementation, or when key stakeholders pushed back.[15] For example, the Philippines platform had to push back considerably on the demands for log frame-driven results from the international governance structure to make space for sustainable and meaningful collaboration. The theory of change and prescribed approaches of the DEPP programme impeded the project's proactivity in its adaptation. For example, some national actors questioned whether the use of rosters was the right approach or entry point to collaborative surge, but the requirement to report on detailed log frame elements precluded (or was perceived to preclude) the possibility of changing the approach. The tensions between a headquarters-designed approach and a country-focused approach are inherent to a project that is intentionally working at different levels from global to regional and national. This is explored further in text box 1 'All things to all stakeholders' (page 18).

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12   Transforming Surge Capacity Resource Sheet
13   DEPP concept note_Surge_26062014, page 3
14   The Nuts and Bolts of Collaboration within the DEPP Transforming Surge Capacity Project
15   Interviews 9

Despite the need for adaptation and the reality of working within the constraints of an agreed log frame, the project achieved a great deal in alignment with the theory of change. Stakeholders felt that overall the project contributed to an outcome of 'more effective, collaborative and localised civil society surge capacity'. Reporting against the impact indicator of improved surge practice in agencies, 96 per cent of respondents at the country level reported moderate to greatly improved practice,[16]

although it is also clear that (in the context of a pilot project) some results were better than others. Notably, outputs 1 and 2, which relate to increased capacity of surge personnel and effective collaborative platforms to implement pilots and/or shared rosters, were perceived by country platform actors as the most successful results (see also the *effectiveness* section).

The following infographic details some of the outputs achieved that contributed to the success of the project.

16   End line Survey exercise conducted with key stakeholders in Pakistan and Philippines

Surge training.

Figure 2: Project achievements

Project overview

☑ **600** individuals on **3** collaborative rosters

☑ **11** deployments (**6** in Philippines; **4** regional; **1** in Pakistan)

☑ Development and testing of a surge training course with **8** modules

☑ **7** pilot projects

☑ Participating agencies; **13** INGOs, **6** NNGO partners and **5** NGO/CSO networks representing over **1800** organisations

Pakistan

Thailand

Philippines

☑ **652** individuals trained (**352** in surge training modules; **308** in mindfulness-based stress reduction)

☑ Over **30** learning products (including all the tracking reports, case studies and learning products)

☑ Sharing learning and project approaches at approximately **24** external stakeholder events

Regional achievements

Regional platform

The regional platform has **8 member organisations**. Apart from the **7** TSC consortium members, Oxfam also joined the platform.

Go Team Asia

7 member organisations
No. of individuals: **50** roster members from **9** countries
Deployments: **4** deployments to India and Nigeria

Training packages

75 individuals trained (including pilot training and roster training)

Private sector pilot

Research explores collaboration between civil society, private sector and communities in disaster-prone areas in the Bay of Bengal, which includes areas in India, Bangladesh and Myanmar.

SHADO pilot project

Pilot to strengthen and build gender surge capacity within the Asia region by recruiting, selecting, training and deploying gender in emergency (GIE) advisors

Pakistan achievements

National platform

The country-level consortium had **15 member organizations**: **9** TSC consortium members and **6** national NGO partners. The National Humanitarian Network (NHN), consisting of 176 local and national NGOs, also joined the platform

Roster

117 members both from INGOs and national NGOs. The management of the roster has been taken on by the NHN and NDMA

Training packages

3 training sessions conducted for the shared roster, involving both local and international NGOs.
10 trainings for CSOs and government organisations as part of the 3 pilot projects

Layyah Rescue 1122 Pilot project

Pilot project on emergency response teams in one district involving local NGOs, community members and local government officials

Academic pilot project

This pilot project involved collaboration with academia on disaster preparedness with a focus on surge. Training orientation sessions have been conducted: **117** students have been trained in Peshawar University while **111** students in Sindh University have completed a short course on surge and disaster preparedness

Cash Transfer pilot project

Pilot project on training for 12 civil society and government organisations on competencies necessary to design, deliver and monitor multi-sectoral CTP effectively in humanitarian preparedness and response

Philippines achievements

National platform

The country-level consortium has **18 member organisations**. Apart from the **10** TSC consortium members, **4** international NGOs joined (Oxfam Philippines, World Vision International, Handicap International and HelpAge) and **4** national organisations with networks of local CSOs (CODE NGO, Humanitarian Response Consortium, National Secretariat for Social Action-Caritas, National Council of Churches in the Philippines)

On Call roster

32 member organisations: **14** INGOs, **14** NNGOs, **2** volunteer/professional organisations and **2** consultancies specialising in WASH and shelter
No. of individuals: **444** roster members
Deployments: **6** deployments to **2** emergency responses Typhoon Nock-ten in Catanduanes (December 2016) and Marawi conflict (May 2017)

Training packages

136 individuals trained on Transforming Surge Competency and Core Humanitarian Standards

SAFER

Shared Aid Fund for Emergency Response. A funding mechanism based on collaboration of local organisations to raise funds, initiated by the national organisation member themselves (members: CODE-NGO, Humanitarian Response Consortium)

PPERR

The **Philippine Partnership for Emergency Response and Resilience** was created as an alliance of four NGO networks (members: CODE NGO, NASA, NCCP, and HRC). It is a coalition formed to coordinate during an emergency, exchange assessment reports and pilot a local humanitarian mobilisation fund

Region 6 Coordination Hub

Pilot project for coordination mechanism that was initiated by national organisations

ARMM Coordination

Pilot project for a coordination mechanism for response in ARMM areas

RELEVANCE

To what extent are the objectives of the project (as detailed in the concept note) still valid? Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives? Are the activities and outputs of the project consistent with the intended impacts and effects? To what extent was the project's theory that capacity development is more effective when undertaken as a multi-agency collaborative approach proven? Is our work relevant and connected to the wider conversations on these themes, including the Grand Bargain and World Humanitarian Summit commitments?

The activities were the right activities and relevant. This was the reason for true interest of the agencies and focal persons. (national platform stakeholder)[17]

Internal and external stakeholders described the project as extremely relevant and timely. One stakeholder described the project as "ahead of the curve" in the sense that it had identified and established a project to respond to issues that would subsequently be highlighted in global humanitarian forums such as the World Humanitarian Summit.[18] The objectives remain valid and the activities and outputs were broadly consistent with the overall aim of the project. This was borne out by the fact that most stakeholders perceived the project to have succeeded as a result of those activities that were planned and undertaken. The focus on rosters, whilst creating some initial challenges, was overall perceived to have created an activity and focus on which actors could collaborate.[19]

Relevance could have been strengthened with a greater engagement of national actors in the original design process. Most country platform stakeholders and some regional and international stakeholders felt the original design did not adequately reflect the priorities at the country level (for example, the focus on access to funding for national organisations was a strong priority in the Philippines that was not reflected in the original design).[20] This learning has already been picked up by the project and reflected in documentation, including mid-term reviews.[21]

Some of the activities implemented across all platforms were driven from the head office level, therefore did not maximise relevance (see country platforms section below). This was perceived as also applying to some learning products and training materials.[22] Whilst the training products were considered largely relevant and effective (see effectiveness and value for money sections) it was noted that they had to be adapted quite substantially once they were trialled in the country locations.[23] National and regional representatives were included in training working groups and the modules underwent in-country testing processes, however some stakeholders felt the training could have been more relevant if there had been a greater focus on contextualisation and adaptation of materials including case studies and examples.

The collaborative approach to training was considered highly relevant and effective. Key stakeholders reflected on the enormous value derived from the multi-agency approach to training events, which included a greater appreciation of how other agencies approach situations, building relationships and networks, and improved local preparedness that could be utilised in response contexts.

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17 Interview 45
18 Interview 24
19 Interview 2
20 Interviews 7, 12, 26, 33, 36, 37, 38, 42, 44
21 Gaynor Tanyang, TSC Mid-Term Assessment – Report from Key Informant interviews
22 Interviews 7, 12, 37, 38
23 Interviews 7, 33, 37, 41, 46

National and regional platforms

The project was highly relevant in Pakistan and the Philippines. In the Philippines, the project was felt to be particularly relevant in the context of the post-Typhoon Haiyan period. Stakeholders described the project as creating the "space", "venue", "window" or "door" for international and national organisations to work together, to meet regularly and update each other about their own respective initiatives, and to break the *kaniya kaniya* system [going independent ways without collaboration].[24] In Pakistan, stakeholders highlighted that prior to the establishment of the project there was less collaboration and sharing of resources. The project helped to address this issue by creating the shared roster, pilot projects on local surge response, academic collaboration and cash transfers, as well as contributing to the desire to respond jointly to emergencies.

> International and national NGOs are like parallel lines that never meet. But because of TSC, there was a point of intersection. The two streams had the opportunity to mingle. (Philippines stakeholder)[25]

Stakeholders from regional and national platforms highlighted that relevance could have been enhanced by a greater engagement of national and regional platform actors in the original design process (as noted above). Stakeholders described an initial disconnect between how head office counterparts understood how to strengthen civil society surge capacity and how the country and regional platforms thought this would be best operationalised as a pilot project. Following these discussions, project staff and coordinators in national and regional platforms went on to lead decisions on the design of key activities and processes.[26]

Launch of the On Call Roster in the Philippines. Allan Vera/Christian Aid, Philippines

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24   Philippines structured exercise
25   Philippines structured exercise 1
26   Interviews 9, 31, 44, 46,

EFFECTIVENESS

To what extent were / are the objectives achieved / likely to be achieved, i.e., making surge more collaborative and localised? What were the major factors influencing the achievement or non-achievement of the objectives? In what ways did the project evolve or was proactively adapted during implementation based on feedback? How did we collaborate with other DEPP projects and other initiatives? Were the consortium structure, contracting arrangements and governance arrangements of the project appropriate and effective?

Intended project outcome: More effective, collaborative and localised civil society surge capacity

74% of respondents reported **improved surge practices**

87% of respondents consider the project to have **increased the speed or potential speed of a response**

36% Absolute percentage increase in the number of trainees 'ready' for deployment following training

40% of those trained have **worked in a surge situation since the training**

The effectiveness of the project was enhanced by a range of initiatives including development of rosters, training, simulations, learning events, pilot projects and research undertaken across the thematic areas.

More effective surge…

Improvements in the effectiveness of surge have been attributed in large part to the training and simulation events. The training reached a large number of members on deployment rosters with positive impact on knowledge, attitudes and practices. Knowledge improved significantly across core training areas including culture and diversity, women's rights, people management, stress and wellbeing, and working with others. This was also highlighted in feedback about simulations.[27]

A follow-up survey for training participants showed 29 per cent of respondents found the training useful and had amended their surge-related practices as a result.[28] Eighty-eight per cent reported that the training had provided tools to overcome challenges in working cross-culturally,[29] and 70 per cent of respondents indicated that they had used wellbeing techniques to manage stress since being trained.[30]

Figure 3 below shows the maintenance or increase in levels of knowledge over time in some core components of the training.[31]

The ultimate result of changed knowledge, attitudes and practices is that surge staff members feel more ready for deployment and confident in their ability to surge effectively as shown in figure 4.[32]

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27   TSCP Pakistan Roster Simulation Report, 2017; Interview 40
28   KAP data
29   KAP Data
30   KAP Data
31   Note that the KAP survey did not include questions on all training components covered in the post-training surveys. The KAP survey had 58 respondents, whereas the post-training survey had 88 respondents.
32   Data from Analysis of the Transforming Surge Capacity Project pre- and post-training survey, ActionAid and KAP Survey.

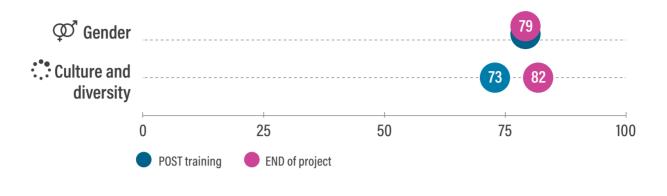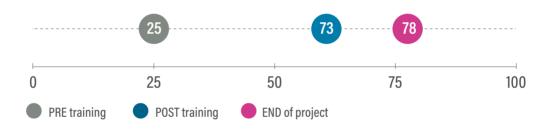## Figure 3: Percentage of respondents that demonstrated maintenance or change in knowledge over time

⚥ Gender

⋮⋮ Culture and
diversity

79

73 82

0   25   50   75   100

● POST training   ● END of project

Figure 4: Percentage of respondents that demonstrated readiness to deploy

25   73   78

0   25   50   75   100

● PRE training   ● POST training   ● END of project

In some cases surge is also considered more effective as a result of changed practices and policies, including through the use of shared rosters, as well as the introduction and roll-out of wellbeing policies that did not previously exist. This has increased the effectiveness of individual organisations (see text box 2 below: The Question of Chicken and Egg) and improved the effectiveness of specific responses. For example, Christian Aid requested logistics support in response to Cyclone Vardah in India; in response, Go Team Asia redeployed a Logistics and Supply Chain Specialist working for Save the Children in Nepal, for two weeks. Christian Aid reported positively on the value of that support in terms of filling a gap in the capacity of their team but also in strengthening the capacity of their local partners, and ultimately strengthening the effectiveness of surge in that response.[33] Organisations also improved their own as well as the sector's effectiveness by using wellbeing policies to shift the wellbeing narrative from prioritising duty of care and avoiding litigation to a proactive focus on employee wellbeing.[34]

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33   Go Team Asia, Collaborative surge between Christian Aid and Save the Children During Cyclone Vardah
34   Interviews 32, 48, 49

TEXT BOX 2 — THE QUESTION OF CHICKEN AND EGG

Many of the member agencies were undertaking processes to improve their surge responses alongside participating in the TSC Project. Examples include Islamic Relief, which had set up a regional roster in 2014 to strengthen the efficiency of deployments. CAFOD had already started thinking through approaches to improve ethical recruitment to address the issue of poaching in humanitarian response operations. In these cases it is difficult to attribute improved surge to the TSC Project alone, however, what the project clearly achieved was a means to share and amplify the impact of these initiatives. For example, Islamic Relief integrated the Go Team Asia roster into its internal surge mechanisms by including it in country-level disaster preparedness plans.[35] CAFOD accessed the project to assist in research on ethical recruitment guidelines that were then shared amongst all agencies and triggered member organisations to think through their own human resource approaches to recruitment of national staff in humanitarian contexts. These and other guidelines on safer recruitment practices also fed into discussions among the wider humanitarian sector in the wake of recent reports of sexual abuse and exploitation by humanitarian actors.[36] Maybe the question of which came first – member agency initiatives or the TSC project – is not as important as the question of whether together they were collectively more effective, to which the answer is yes.

More collaborative surge…

With the voice and belief of so many organisations behind it, the results of the TSC project will have more power and the potential to create real change at the global level. (International platform stakeholder)[37]

The TSC Project took an intentional approach to collaboration that shifted the sector from thinking about surge as an individual agency issue with many separate rosters and approaches to an issue that could be tackled by a group of organisations working together in a particular country location. This approach took people out of their comfort zones and was challenging, but at the end of the project collaboration was considered one of its greatest successes.[38] In interviews, when asked an open question about what they saw as the most successful aspect of the project, 52 per cent of respondents identified 'collaboration'.[39] It was reflected across project activities and outputs, and the importance of learning how and when collaboration works is captured in products including: Nuts and Bolts of Collaboration; Better Together: how Joint Capacity Building can Improve NGO Preparedness for Emergencies; and Measuring the Value for Money of Increased Collaboration.[40] The project management was also designed to be collaborative, with different agencies leading on different aspects of the project and drawing on the resources of members as required.

More collaborative approaches to training were evident in the development and delivery of joint training modules. Stakeholders reported the superior quality of training modules that could draw on a greater resource base.[41] There was also a clear advantage to collaborative training events

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35   Islamic Relief's regionalization journey, page 4.
36   Interview 24
37   Interview 24
38   Walking into the Whirlwind; Interviews 4, 5, 14, 15, 19, 20, 26, 32, 48
39   Consolidated coded data across interview notes
40   The Nuts and Bolts of Collaboration within the DEPP Transforming Surge Capacity Project, 2017, page 7; Better Together: how Joint Capacity Building can Improve NGO Preparedness for Emergencies – Case study of the Transforming Surge Capacity project, 2017 and; Sophie Pongracz and Jeremy Loveless, Measuring the Value-for-Money of Increased Collaboration between UK International Non-Government Organisations in Response to Mega-Disasters, 2016.
41   Interview 45

at which staff from different agencies could come together prior to a response and understand each other's approaches and complementary skill sets.[42]

It is so important to have spaces to come together pre-emergency, to understand added value and strengths of each organisation and their potential to lead in certain areas – trainings helped in this. In [the] Cox's Bazaar collaboration [this] happened more quickly because people knew each other from the TSC [Project], joint proposals were put in, people felt part of the same team. (Regional platform representative)[43]

Pilot projects have also enhanced collaboration between local, national and international organisations. Many of the pilot projects had an intentional focus on improving collaboration on surge between actors including INGOs, civil society, government, and the academic and the private sectors. Stakeholders reported that the ability to design and test pilot projects relevant to collaboration in context was important.[44] The coordination of TSC agencies, in particular in the response to Typhoon Nock-Ten in the Philippines (outlined in text box 3), was felt to be a particularly successful example of improved collaboration on surge in practice.

TEXT BOX 3: TYPHOON NOCK-TEN

The Nock-Ten typhoon (locally called 'Nina') struck the Philippines in December 2016. The response was the first utilisation of the joint On Call roster. Three roster members were deployed, allowing agencies to expand their responses, address gaps and mobilise staff more rapidly. The agencies involved in the response had worked together in the TSC project (and other Start Network projects), and this contributed towards better coordination and sharing of resources during the surge response. The mobilisation of the Start Fund, which allocated USD $340,000, was an important facilitative element and supported the TSC agencies to mobilise.

"We took to heart that this is a learning exercise and not just for the surge and TSC project, but this is actually an opportunity to look at all of the mechanisms that are operating because if we did not activate the START Fund, TSC would also not be activated in advance."[45] (TSC deployee)

A TSC survey conducted following the response revealed that all 11 agencies responding to Nock Ten worked in collaboration with others, such as local organisations, the authorities and other INGOs for the response.

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42   Better Together: how Joint Capacity Building can Improve NGO Preparedness for Emergencies; Interview 2 and 7
43   Interview 2
44   Interview 12, 30
45   Interview 50

NGOs and national authorities responding to floods in Pakistan in 2015. Plan International

More localised surge...

International experts really do not have the right context, and we can provide that. We will thus not have to bring in experts. This [the nationalised roster] is localisation at its best. (National actor in Pakistan)[46]

The project intentionally focused on localising surge practices. The success of this approach was most effectively demonstrated at the country platform level. In the Philippines the strategic decision made by the platform right at the inception period to engage with four key national NGO networks – including the Caucus of Development NGO Networks in the Philippines, the Humanitarian Response Consortium, the National Secretariat for Social Action-Caritas, and the National Council of Churches in the Philippines – was key. The roster, On Call Surge Philippines, has a membership of over 50 per cent national organisations (13 INGOs, 13 national NGOs, two professional associations and two private consulting firms focused on WASH and shelter). In Pakistan the roster is comprised of nearly two thirds national actors, and is now managed by the National Humanitarian Network (NHN).[47] Pilots at the country platform level

elevated and profiled localised approaches, including the Pakistan Rescue 1122 pilot and the Philippines local humanitarian fund. The country-level platforms and initiatives were referred to as important venues in raising the voice of local and national organisations (captured in text box 4 on Rescue 1122 and in Roselle Rasay's story below).

TEXT BOX 4: RESCUE 1122

The Rescue 1122 project in Pakistan was a strong example of effective surge both in terms of localisation and collaboration. It bought together the Punjab provincial government emergency service (Rescue 1122), INGOs and LNGOs engaged in TSC Project to support the establishment of Community Emergency Response Teams (CERTs) in 15 villages vulnerable to flooding in the South Punjab Layyah district. Over 450 community volunteers were registered and provided with training on surge and life-saving skills. From the perspective of the project stakeholders in Pakistan this pilot project was incredibly effective at delivering the project outcome in relation to localising surge.[48]

"In my view, Rescue 1122 project has actually transformed the surge capacity to the local communities which will prove to be very effective."[49]

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46 Interview 42
47 Pakistan shared roster has some 120 members, some one third from INGO staff and the remaining from local actors (L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 34).
48 Interview 38, 40 and 45
49 Interview 38

Figure 5: Roselle's story

A space to amplify unrecognised voices

Roselle Rasay is the executive director of the Caucus of Development NGO Networks (CODE-NGO). CODE-NGO is made up of 12 networks of national and local NGOs.

Key: 💡 Opportunity   🔧 Enabler

1 **Roselle engages in initial discussions with the TSC platform, representing the views of local and national organisations.**

💬 *I remember an illustration. It had a dollar sign on the left side and an image of NGOs on the right side and then all these arrows pointing down to communities in the form of goods. This made me ask: are the arrows supposed to just point down to communities? Aren't they supposed to point upwards as well? You know, we are [local community organisations] also doing a response here. We have local knowledge. We know the needs. We know how to get information on the needs of affected populations. So with all these, it should also have an arrow pointing upwards because it helps in identifying the right interventions.*

💡 CODE-NGO had been partnering since 2011 with Christian Aid. An opportunity was identified for CODE-NGO to join the TSC platform.

🔧 Recognition of the important role of national organisations in humanitarian response and Roselle's desire to increase the visibility and promote the voice of national actors.

Roselle and CODE-NGO members engage in the TSC training.

💬 *The trainings gave us credibility to speak about humanitarian action in the Philippines. The project provided us a space to speak about what we are already doing. If you really want to look at a locally led humanitarian response, you should go to these areas where our members are situated as partners of communities. And you'll see, they have advanced skills.*

💡 To better understand and learn alongside local, national and international organisations.

🔧 Inclusion of CODE-NGO members in TSC training events and the willingness to create space to challenge ideas about the lack of capacity of local organisations to respond. The project became a crucial space to challenge this narrative.

2

Roselle represents national civil society organisations in the Humanitarian Country Team as part of its engagement with the UN Civil Society Advisory Committee.

💬 *It is important to engage HCT because all the decisions are being done at that level on what to do and how to coordinate when we are responding to a crisis. Our representation there is meant to represent our members, other CSOs who are working on the ground to bring their concerns, needs, and capacities.*

💡 To increase the voice and influence of national civil society organisations.

🔧 Advocacy of TSC to increase local representation on this decision-making body and courage to represent national civil society in an internationally dominated forum.

3

Intended project outputs

352 surge personnel trained using shared modules/resources (54% male; 46% female)

53 surge personnel who have completed the Training of Trainers (ToT) (58% male; 42% female)

26 agencies actively involved in the project including **5** national and local networks with more than **200** organisations

13 pilots that produced evidence on collaboration beyond START network agencies

The outputs to achieve intended project outcomes were also largely successful, although some were perceived as much more successful than others. Figure 6 below shows the perceived success of the intended outputs from the perspective of national platform stakeholders. At the national level their focus was on the success of two outputs: increased capacity of skilled surge personnel and effective collaborative platforms. These two outputs together account for 60 per cent of project weighting,[50] and that they are perceived as the most successful aspects of the project is a major achievement.

The focus on increased capacity and collaborative platforms at the national level is reflected in the successful output indicators related to training numbers, breadth of agencies engaged in collaboration at the country level and the number of pilots that were designed and driven at the country level.

Figure 6: Country-level data on success of project outputs

% individuals that considered this output to have been *most successful*	**Project outputs**	**%** individuals that considered this output to have been *less successful*
43%	**Increased capacity of skilled surge personnel for civil society** at international, national and regional level	**5%**
46%	**Effective collaborative platforms established** at national, regional and international levels that implement pilots and/or shared rosters to improve organisational surge capacity and systems for civil society	**5%**
0%	**Good practice and learning on surge management practices documented and shared** amongst humanitarian actors and other interested parties	**20%**
7%	**Strengthened evidence base** on collaborative surge approaches	**20%**
4%	**Increased collaborative advantage and learning** with other DEPP projects	**50%**

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50 According to log frame weighting

Outputs related to sharing and documenting good practice and learning and strengthening the evidence base on collaborative surge approaches were considered slightly less successful but still noted as important and useful by many national platform stakeholders. The national platform level may also have had less engagement with these outputs, which were more intentionally directed at the regional and global level platforms.

Good practice and learning on surge management was largely developed through the partnership with the CHS Alliance but also through the pilot projects and case study materials. A human resources (HR) working group was established and an online HR portal set up for sharing best practice. More than 40 learning products were available through the shared platform as well as the HR portal and CHS platform. Considered individually, each product effectively contributed to learning and provided evidence for surge practices, and end line data suggests that 78 per cent of respondents were highly satisfied with the learning events and products. Sharing best practice on wellbeing and mindfulness was conducted through online mindfulness training videos that have been widely disseminated and accessed globally. The free open-source Wellbeing Connect app, to be launched before project completion in 2018, is expected to reach a broad audience beyond the project's lifespan.[51]

Compared to the other outputs, however, documenting and sharing best practice and strengthening the evidence base were considered less successful at the national level. This may be in part because much of the good practice, learning and evidence was being generated and targeted at international actors engaged at the global platform level. There was also a sense that there were a lot of products

developed and it was difficult for stakeholders to keep track of everything and in some cases to translate the research into tangible action.[52]

Increased collaborative advantage and learning with other DEPP projects was considered a weakness across all DEPP projects and was documented in the wider DEPP evaluations. As well as individual DEPP projects being designed in isolation, stakeholders pointed out that each individual project contained significant complexity, adding to the challenge of engaging in cross-project collaboration.[53] Despite these challenges there were some strong examples of engagement with other DEPP projects. In the Philippines, interviews highlighted that the lessons have been shared between DEPP projects; for example, integrating learning from the Shifting the Power and Financial Enablers project was identified as successful.[54] In Pakistan, stakeholders also felt that there had been substantial interaction and cross-learning activity, particularly with the Shifting the Power project, as roster members were part of this project.[55]

The project has made a conscious effort to connect and make sense with other DEPP projects. Relative to other DEPP projects, TSC was more conscious and programmatic in terms of making sure that there is collaboration in learning and connecting and trying to share the TSC project's learning with other projects with the hope of improving the humanitarian system. (Philippines national platform representative)[56]

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51   Interview 48
52   Interviews 2, 9, 20, 25, 31; Country level learning product survey and end line survey exercises
53   Interviews 15, 52
54   Interview 47
55   Interviews 9, 18, 39, 44
56   Philippines structured exercise 2

Timing: a barrier to effectiveness

Timing was a major factor influencing the effectiveness of the project. The design underestimated the time and potentially the importance of establishing collaboration at the start of the project. There were also the limitations of the time available as defined by the donor. Most of the first year of the project was taken up with country platforms establishing links and framing the project (especially in the Philippines) as a truly inclusive and collaborative one. This pushed out the implementation time frames and resulted in a large percentage (approx. 82 per cent) of the project outputs being achieved in the last 12 months (2017), with some remaining products emanating from the project (such as the Wellbeing Connect app) to be launched prior to project conclusion.[57] This means that there was little time for the project to track and understand the impact and effectiveness of interventions. Overall the project timeframe was largely considered too short to achieve everything it planned to achieve.[58]

> Ideas were good, investment was good, but timing wasn't good. If everything is learned in the last year, then quality is sacrificed. If the timing was right, the learnings could have been much better and funds could have been utilised much better. (Regional platform stakeholder)

57   Interview 48
58   Interview 26

Community members actively participating in a WASH response. International Medical Corps

Figure 7: Timeline of Transforming Surge project products

⊕ 2015

📅 January – June [1]
- **March**: Inception Workshop Highlights Report – Philippines

📅 July – December [1]
- **August**: Baseline Report – Transforming Surge Capacity Project

⊕ 2016

📅 January – June [5]
April:
- State of Surge Capacity in the Humanitarian Sector
- Building the Evidence base for Early Action: Shifting Humanitarian Response

June:
- Measuring the Value-for-Money of Increased Collaboration between UK INGOs in response to mega-disasters
- Midterm Evaluation: Reflecting, Learning and Reimagining
- Surge training modules

📅 July – December [2]
July:
- Nepal Earthquake Tracking Report
- Walking into the Whirlwind: The case for collaboration in Disaster Management

⊕ 2017

📅 January – June 2017 [20]
January:
- CARE Gender in Emergencies Shadowing Digital Training: Recommendations for the effective use of digital learning
- Time to Move on: National perspectives on transforming surge capacity
- Time for HR to Step Up: National perspectives on transforming surge capacity

March:
- START Network Humanitarian Wellbeing Survey: Key findings from a 2016 survey of START Network agencies and personnel
- Exploring Good Practice for Wellbeing: resources, tools, services and initiatives for wellbeing in the humanitarian sector
- Slow-Onset Crises: Review of surge practices
- Transforming Surge Capacity Regional Simulation Exercise report
- START Network Humanitarian Wellbeing Survey: Key findings from a 2016 survey of START Network Agencies and personnel

April:
- START Network Mechanisms in Practice in the Philippines: Assessing and learning from the Typhoon Nock-Ten alert activation and response
- Bangladesh Floods 2016 Review of Surge Practices
- How can Humanitarian Organisations Encourage More Women in Surge?

May:
- From the Whirlwind to the Big Bang
- Case Study: Collaborative surge between Christian Aid and Save the Children during Cyclone Vardah

June:
- The SHADO Pilot Project: Learning about Gender in Emergencies through Shadow deployments
- Regional Private Sector Pilot: Corporate and community engagement learnings
- Towards Regionalisation of Humanitarian Action: Islamic Relief's involvement in transforming surge capacity
- Guidelines for Establishing a HR Coordination Network during Surge Responses
- Resource: Ethical Surge Recruitment Guidelines
- Case Study: Demonstrating Trust and Efficiency through Joint Surge Rosters
- Pushing back the tide: a human resource innovation primes Philippines for dealing with disasters

📅 July – December 2017 [17]
July:
- DEPP Footprint in the Philippines
- Building on the Strengths of Civil Society Organisations in Responding to Emergencies – The Philippine Context
- Transforming Surge Capacity through Training Case Study
- Go Team Asia Evaluation Report
- International NGOs Collaborating on Humanitarian Surge in Asia

August:
- Towards Regionalisation of Humanitarian Action
- Financial Sustainability of Surge Study
- Guidelines for the Role of HR in Supporting Staff Care
- The Nuts and Bolts of Collaboration within the DEPP Transforming Surge Capacity Project

September:
- Better Together: How joint capacity building can improve NGO preparedness for emergencies
- Haiti Hurricane Matthew: Review of surge practices

October:
- Gender in Emergencies: Lessons learned
- Monitoring and Measuring the Impact of HR Support in Surge Responses
- Supporting the Development of HR Capacity in Partner and National organisations

November:
- Typhoon Nock-Ten the Philippines: Review of surge practices
- Transforming Surge Capacity: UN and INGO collaboration

December: The Future of Humanitarian Surge Learning Report

⊕ 2018

📅 January – June 2018 [1]
January: Lessons Learned and Reflections on the Philippine Experience

Total: 47

Project management and governance

The project management and governance structure was on balance a strong foundation for the success of the project. The TSC Project involved the largest consortium of all the DEPP projects and managed to attract and maintain interest and engagement across 11 agencies. The ability of the consortium to engage across many levels of the humanitarian system, from global to country-level forums, was important. Many actors pointed out the enormity of that achievement and praised the management structure that facilitated it. Enthusiasm and buy-in were also strong success factors.

What I'm so proud of is the collective leadership, the project teams and their collaboration across completely different agencies. I think we completely underplay the achievement – it's a genuine team that comes together, not managed under a single NGO/person. As a model it's really exciting.[59]

The focus on national platforms comprising a range of multi-sectoral stakeholders was an approach not adopted by many DEPP projects but one that proved highly successful. Over the project, the management structure adapted and refined to devolve more decision-making and power to the national platforms, leading to innovative approaches to collaboration and surge at country level.

The regional platform took longer to define its role and contribution, partly because not all of the consortium members had a regional presence and it took some time for agencies to convene around a common definition of regionalisation.[60] Some stakeholders suggested that the regional platform could have played a stronger role in convening and connecting the national platforms.[61] However, the regional platform increasingly found and defined its value add, as demonstrated especially in the regional deployments, most recently to the Rohingya response.

A slightly more integrated approach in terms of sharing insights between platforms would have helped.[62]

The role of the international platform was less clear to consortium members.[63] This reflects in part the decision by the steering committee to prioritise the budget and activities of national and regional platforms. This was informed by Save the Children's value-for-money research that recommended efforts focus on regional and national initiatives. Some stakeholders, however, felt that with a clearer role the international platform could have better supported dissemination and application of learning products and resources at head offices of organisations where change is often driven.[64]

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59   Interview 26
60   Interview 7
61   Interview 28
62   Interview 4
63   Interviews 25, 52
64   Interviews 7, 26

TEXT BOX 5: LEADERSHIP AND LOCALISATION

The project made concrete steps to adopt localised approaches not only to the project implementation but to the leadership and project management. Guidance developed by the project focused on how to maximise the engagement of local actors. *Nuts and Bolts of Collaboration* provides a toolbox that includes questions to prompt better local engagement:

> are national/local partners equally represented?
>
> are meetings and ways of working set up to facilitate national/local partner contribution?
>
> are national/local partners encouraged to share context-specific issues that could come up in the countries of project implementation?"[65]

The platform coordinators were increasingly given autonomy to define their approaches and priorities and attempts were made to increase the voice of national actors in the governance structure. Despite positive practices, some stakeholders felt that there was potential to shift even further to a localised approach. One stakeholder suggested that the approach to governance could have been transformative by transferring the international steering committee to a field-based body midway through the project.[66] There was also the continued challenge of ensuring that national actors can contribute effectively in meetings, which was not completely addressed in the project implementation.[67]

"There should have been more discussions led from the national/regional platforms, too many people and too much discussion was led from HQ."[68]

Community members actively participating in a WASH response. International Medical Corps

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65   Nuts and Bolts, which provides a collaboration toolbox; page 7
66   Interview 2
67   Walking in the Whirlwind report
68   Interview 2

EFFICIENCY

Were activities cost-efficient and objectives achieved on time? If not, why not? Were there any assumptions that did not hold true, and how were these overcome? Was the project able to adopt an adaptive management approach when needed? Was the project implemented in the most efficient way compared to alternatives? Were resources used efficiently? In general, do the results achieved justify the costs? Could the same results be obtained with fewer resources? How did the project demonstrate value for money?

The project experienced some time delays with its set up. The lack of engagement of national actors in the design of the project resulted in extra time to establish in-country engagement and buy-in. The amount of time required to establish strong collaboration was also underestimated and assumptions regarding how quickly the implementation stage could commence were flawed. However, the project was responsive to feedback from the country platforms and shifted the time frames for project milestones within the same project period to accommodate the importance of building a strong and sustainable collaboration.

The project delivered strong value for money across most aspects of implementation. The cost of collaboration is contentious and difficult to measure, as evidenced by Save the Children's research.[69] The complexity of relationships across multiple partners and the longer periods of time required to reach consensus can undermine an efficiency argument.[70] However, the analysis of the outcomes and outputs relative to inputs across the project suggest that collaboration delivered a cost-effective project, and the primary opportunities for value for money gains for collaboration were at national levels.[71]

Training

The training package development and delivery was considered highly cost-efficient. The project trained 652 individuals (including surge training and Mindfulness-Based Stress Reduction training). The cost of training module development and delivery at regional and national platforms was GBP 233,949.[72] Training was therefore developed and delivered at a cost of approximately GBP 357 per participant. The cost-effectiveness report[73] modelled costs based on figures submitted by participating agencies and concluded that the cost per person per international training course was about GBP 1,000. This suggests that the project was able to deliver training at a very competitive rate. The collaborative nature of the training also enabled smaller agencies to train staff when opportunities may not have otherwise been available, for example, in the absence of a deployment roster that would justify in-house training.

Value for money was also generated via reduced duplication, the Training of Trainers (ToT) courses and the use of national trainers in some instances. Each agency was able to benefit from the training modules developed rather than replicating development of the same modules in house. Whilst it is not known the extent to which each individual agency would have chosen to develop modules on the same topic, it is clear that multiple agencies benefited from and actively applied the learning from the collaboratively developed course.

The training development seems to have been one of the most cost-effective areas of the project, also as a result of the active participation of agencies contributing staff and agency time to the development of the course materials.

Surge rosters

The project represented considerable investment in establishing new ways of working that would, if continued, deliver value for money over

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69 Pongracz and Loveless, Measuring the Value-for-Money of Increased Collaboration between UK International Non-Government Organisations in Response to Mega-Disasters, 2016
70 Walking the Whirlwind report
71 L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 26
72 This total includes: training advisor costs (33,949); regional and national training line items (90,000 and 60,000); and wellbeing pilot costs.
73 MzN International, Financial Sustainability of Surge Study, 2017

time. In some project areas it is challenging to demonstrate value for money at close of project. The intention of the project was to build up and test models that may deliver financial savings in the future; delivering value for money in the first year of operation was unrealistic. This is especially applicable to the set-up of the rosters at the regional and national levels. The project has deployed 11 personnel over the last 12 months. This cost the project GBP 336,000,[74] representing a huge investment for relatively small output at this stage. However, as the cost-effectiveness report concluded, deploying national staff from a national roster cost one third less than deploying regional staff and two thirds less than deploying global-level staff. The critical question for the project then is the point at which the investment in the set-up (which will be greater as a result of the multi-agency collaborative nature) will begin to deliver value for money relative to

other approaches. Figure 8 below shows that it is only 2–3 years before the cost-efficiency of the collaborative national rosters exceeds that of continuing with an established approach of individual agency international deployments.

The collaborative nature of the rosters established by the project may also deliver value for money in the future, although (as noted above) this has not been realised at this stage. The Value for Money report suggests that sharing surge capacity could save money for large NGOs that have numerous surge personnel on standby at costs of up to GBP 400,000 per annum per agency.[75] If these staff could be deployed to smaller agencies for smaller response operations, some of these costs could be recouped. The Value for Money report also identified the reduced administrative burden and cost of having a shared roster.

Figure 8: Costs of deployment models and points at which national and regional rosters become more cost effective

20 DEPLOYMENTS PER YEAR
averaging 21 days per deployment

10 DEPLOYMENTS PER YEAR
averaging 21 days per deployment

International
Regional
National

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74 This total includes: Pakistan roster (120,000); Philippines roster (120,000); and regional roster (96,000)
75 STC Value for Money report, Page 18

Research and learning products

The research and learning aspects of the project were delivered at relatively low cost. There were approximately 47 research and learning products (including all the tracking reports, case studies and learning products developed under the leadership of the CHS Alliance). The approximate cost for all the research and learning was GBP 124,000.[76] This represents an average cost per product of nearly GBP 2,638 – although the range would have been large given that some products were extensive reports and others were four-page case studies. Nevertheless, it represents an impressive level of output to investment.

The value for money of products such as the wellbeing policy and Mindfulness and Wellbeing app remains to be seen once they are launched, and is dependent on organisations using, adapting and downloading these tools for their and the agencies' use across the broader humanitarian sector.[77]

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76 This total includes: CHS Alliance research (64,000); UN/INGO collaboration research (10,000); and some pilots that focused on research products such as Time to Move On and VfM research (50,000).
77 Interview 48

Women receiving food packages during an emergency response by Save the Children. Save the Children

IMPACT

What has happened as a result of the project? How does this link with the overall developments in the humanitarian sector? What real difference have the project activities made to the participating organisations?

Intended impact: More effective and accountable delivery of humanitarian assistance to disaster-affected communities

87% of respondents consider the project to have **increased the speed or potential speed of a response**

74% of respondents reported **improved surge practices**

The project changed the attitudes, beliefs and practices of different stakeholder groups in relation to surge approaches. The assumption of the project was that if enough stakeholders positively change behaviours and practice across contexts then surge will become more effective, collaborative and localised, in turn leading to more effective and accountable delivery of humanitarian assistance.

Overall the project is considered to have had a positive impact on member agencies and the broader humanitarian system. The impact is still relatively modest in scale.

Member agencies

As a result of the project, stakeholders from consortium member agencies reported satisfaction with the quality of humanitarian assistance provided in responses/simulations and increased speed of response. Eighty-seven per cent of in-country respondents considered the project to have increased the speed (or potential speed) of a response. This change was primarily attributed to the increased capacity of local and national organisations to respond more efficiently and effectively in humanitarian response.[78] Forty-eight per cent of in-country respondents provided examples of the positive impact on speed or quality of surge deployments; the response to Nock-Ten and Marawi were highlighted as demonstrating the efficiencies generated by the project.[79] It was also noted that the project was unable to undertake several deployments, specifically in response to a large-scale disaster, making it difficult to cite examples or compare speed with the available baseline data.[80]

Seventy-four per cent of representatives from member agencies reported improved surge practices as a result of the project. Stakeholders pointed to greater awareness of available resources and best practice, stronger collaboration, and changed attitudes, internal policies[81] and practices.[82] The role of an in-country platform to support different approaches to surge was evident in the Nock-Ten response, where collaboration was a default approach, building on the work and preparedness undertaken by the platform.

All agencies ... worked mainly in collaboration with others, such as local organisations, the authorities and other INGOs for the response – this is double the number observed during the project's baseline survey (fifty per cent) of 2015.[83]

The impact of collaboration for member agencies is felt not only in the response operations but in the sharing of practice and learning. Collaboration is linked to greater reach, influence and ability to amplify impact. This is particularly important for smaller agencies.

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78   Noted by five country-level-platform stakeholders in the end line survey
79   Philippines end line data survey
80   Philippines end line data survey
81   Interview 48
82   Philippines end line data survey
83   Typhoon Nock-Ten tracking report

(We have) more reach and influence in the activities carried out. For example, by producing a joint report on Women and Surge, ActionAid and CARE amplified its message and extended its influence within the sector.[84]

As a small INGO, I'm glad we're part of this network, we can have multiplier effect for whatever little resources we have.[85]

Member agencies reported on the benefits of having their thinking challenged and, in some cases, attitudes shifted. Many reflected that the project made agencies more aware of potential considerations in surge practice and more sensitive in the way they deploy surge capacity.[86]

Developing the shared roster has challenged the established practices and systems of members, notably human resources policies (usually defined at the global headquarters). Exposed to different ways of working, the members now have to ask tough questions about how they run aspects of their organisations.[87]

There were also concrete changes within member agencies that range from reviewing policies and processes, changing the way they surge to support partners, and integrating modules from the joint training package into their training programs. Some examples are listed below.

Five of the seven agencies participating in Go Team Asia training adopted training modules from the joint training package within their own systems – particularly innovative ones on wellbeing, working with others, and cultural diversity.[88]

Four agencies (Islamic Relief, Save the Children UK, Christian Aid and CAFOD) have already reviewed or are in the process of reviewing their surge systems and incorporating learning from the project (for example, changing rules/policy concerning deploying women or formalisation of HR policies).

Agencies collaborated on joint funding requests for the coalition led by Action Against Hunger for the Nock-Ten response.[89]

One agency (Christian Aid) created a surge funding pool.

Establishment of a cross-organisation working group on wellbeing in the UK and a pilot Wellbeing Cluster in the Philippines.[90]

The change embraced by organisations varies a great deal. Only 47 per cent of in-country survey respondents indicated that they had used the evidence base created by this project for collaborative planning of surge.[91]

Some agencies have clearly engaged extensively and used the project to alter organisational ways of working. For example, Islamic Relief has made changes that will have a positive impact across the organisation and its operations. Deployment policies have been improved to raise hardship allowances to 15 per cent based on internal discussions and discussions with other member agencies with respect to best practice and to align their practice.[92] Islamic Relief has also adopted some of the training modules from the

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84   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 33
85   Mid term assessment report Philippines
86   Interview 7
87   Walking into the Whirlwind report
88   These are Islamic Relief, Christian Aid, Plan International, Muslim Aid, and CARE, as outlined in the Transforming Surge Capacity project's case study "International NGOs collaborating on humanitarian surge in Asia."
89   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 33
90   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 19
91   In-country end line survey results
92   page 8 surge regional case study: Islamic Reliefs regionalisation journey

package, informing the way they prepare their staff for surge.

In other organisations the change has been more piecemeal and incremental and is less likely to affect organisation-wide culture and practice. Some stakeholders consider this to be reflective of less engagement from some organisations at different platform levels and also the lack of targeted advocacy and communication with critical leadership stakeholders. It is also difficult to gain traction around such fundamental change processes in the short period of time available to the project.[93]

The weakness is that the project has not necessarily had an organisational-wide impact. (For some organisations) I don't believe the project has had a wide impact on how they have deployed.[94]

OTHER HUMANITARIAN ACTORS

The project was able to influence the conversation in the broader humanitarian sector and in some cases influenced practice. Examples provided include:

104 external staff from international and national agencies trained using modules from surge training package

Developing and influencing the way surge is defined and managed. The project contributed to a much better understanding of what surge means compared to the situation during the ECB project[95]

Influence of sector-wide initiatives through both formal and informal presentations and conversations with, for example, CDAC; a surge collaboration initiative across French agencies; and DfID surge teams

UNICEF's pre-deployment guide for personnel in emergency and high risk environments used the Women in Surge paper to support the development of an annex on female staff and personnel[96]

United Nations Office for the Coordination of Humanitarian Affairs (OCHA) staff discussed the Women in Surge paper at a GenCap meeting and reflected on how it should influence their own deployment practices[97]

Charter for Change used the work undertaken on ethical recruitment practices

Local partners increased their surge capacity and knowledge as part of the training models

Pilot projects such as Rescue 1122 in Pakistan impacted on government systems

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93   Interview 2 and 26
94   Interview 7
95   Interview 4
96   UNICEF, Pre-deployment guide for UNICEF personnel in emergency and high-risk environments, Oct 2017
97   Interviews 1, 7

Non-consortium international NGOs joined the regional and Philippines platforms, and national actors became actively engaged in the rosters, including the National Humanitarian Network taking over the roster management in Pakistan

Influencing and informing the conversations in relation to START Evolves.

The project has also contributed to the broader debate on localisation. A national-platform-level stakeholder commented specifically on the role of the project in generating interest and demand to reform and localise humanitarian practice in the Philippines.[98]

Several signatories who are part of the START Network report how useful the discussions on surge and ethical recruitment as a result of the TSCP-funded research and other initiatives within the project have been in helping to raise the issue of recruitment of national NGO staff amongst their own human resources teams as well as at a senior HR level.[99]

TEXT BOX 6: TRANSFORMATIVE CHANGE?

To be clear, we haven't yet transformed the surge sector. Instead, the project has aimed to understand the state of surge, followed by two years of piloting – we have discovered some things that worked, and some things that haven't worked.[100]

While several stakeholders agreed the project did not necessarily lead to the 'transformation' implied in its title, there was a strong emphasis on the importance of the project's achievements in piloting and building evidence to eventually lead to a transformation of surge practice across the humanitarian sector.[101] Some stakeholders felt strongly, therefore, that the project delivered on intended impact and provided learning and inspiration to move the practice of surge forward. For these actors the change of surge practice can, and should, only ever be incremental.[102]

For other actors there was a desire to see the impact move further along the transformation continuum. They wanted pilots that further challenged the system, such as joint training modules that replaced individual agency training courses for surge personnel, or questioned the role of the UN cluster system rather than just working out how the project can engage with it better.[103]

One actor expressed the view that the project could have challenged the sector more by prioritising individual over organisational transformation, which would eventually filter through to leadership and thereby the organisational level ("if you can manage yourself better, you can manage others better").[104]

98   Philippines end line survey respondent
99   Charter for Change: From Commitments to Action. Progress Report 2016–17, pages 27-28
100 Future of Humanitarian Surge Event consolidated notes
101 Interviews 1, 48
102 Interviews 1, 4
103 Interview 7
104 Interview 48

WOMEN'S RIGHTS

Were women's rights adequately addressed in this project and taken into account in all activities? To what extent did the project actively promote women's leadership in humanitarian response and how?

The project design did not have a strong focus on women's rights; the original proposal that included a comprehensive approach was amended based on reviewers' comments.[105] As a result the approach was opportunistic rather than structured and intentional, which in some cases resulted in a lack of awareness of the project's women's rights-related component. Nevertheless, the project team undertook positive steps to address women's rights and promote women's leadership in humanitarian response as opportunities arose. This included: implementation of proactive women-led response approaches within at least three member agencies;[106] development and delivery of women's rights as one module in the training package; changes to deployment packages to specifically incorporate protection considerations for female deployees; and consistent assessment of the role of women in the learning reports. As an example, in the learning reports on Hurricane Matthew and the 2016 Bangladesh floods, the active involvement of women in the response was identified as helping to ensure that the communities' needs were addressed and contributing to the effectiveness of response.[107] Gender balance on rosters, and in training in Pakistan and the regional platform, could have been enhanced by a more strategic and deliberate focus, such as formal structures and mechanisms to ensure equal representation in the roster, women in leadership strategies, and increased advocacy to agencies to address

gender balance in agency surge teams and policies.[108] In managing the roster, NHN now has a specific focus on augmenting the ratio of women on the roster and training through a partnership with Oxfam.

Two pilot projects focused on women's rights and women's leadership. Joint research by ActionAid and CARE on women in surge highlighted that women and girls affected by humanitarian crises often face specific and complex rights violations. The research generated very productive conversation and thinking internal to the consortium members and externally. Project stakeholders are aware of the paper being used by UN OCHA, GenCap, UNICEF and the International Red Cross, including the adoption of research recommendations by these external agencies.[109]

The second pilot project, CARE's Strengthening Gender Surge Capacity (SHADO) project, trained personnel in gender expertise and provided opportunities to deploy to emergency responses for on-the-job training. The aim was to provide a larger pool for interagency gender deployments in the future, as well as deepening and extending analysis and programmatic recommendations during the deployments.[110] The project did support the development of enhanced knowledge and skills in gender in emergencies for trainees, but there were challenges to deploying Gender Advisors. These related to securing backfill during deployment and a lack of awareness with agency managers of the potential role of Gender Advisors.[111]

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105   Interview 26
106   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017, page 6
107   Hurricane Matthew Learning report / 2016 Bangladesh floods tracking report
108   Interviews 9, 12, 40
109   Interviews 1, 7, and 26
110   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017
111   Interview 13

Figure 9: Ana's story

Women lead in asking the hard questions

Ana Dizon has over 20 years' experience as a humanitarian actor in the Philippines. She was deployed by the TSC joint roster to the Nock Ten response. She reflects on her role as a leader and advocate giving voice to national and local humanitarian actors.

Key: 💡 Opportunity   🔧 Enabler

1

Ana deploys as a monitoring and evaluation specialist in the Nock Ten response

💬 *Even though the platform was not yet ready, there were people already available and there was also an opportunity to demonstrate that we can do it. This is a learning exercise not just for the surge and TSC project but this is actually an opportunity to look at all of the mechanisms that are operating.*

💡 For expertise to support the Christian Aid response to Nock Ten through which a Tearfund roster member was also deployed.

🔧 Ana's expertise and ability to consider her role not as a narrow focus on TSC but on the broader DEPP program and its component projects.

Ana leads thinking in the response and in the TSC project on localisation

💬 *We said that the whole DEPP initiative is actually one river and all the different projects are the different streams. And all these streams have to flow back to that same river.*

💬 *[The deployment] was really an opportunity to look at the Philippine context especially the humanitarian NGO context about how they see themselves fighting this particular system while many are saying that humanitarian system is a complex, open system, in reality it's a complex, closed system.*

💡 To embed localisation thinking into the monitoring and evaluation role in Nock Ten

🔧 That the TSC project was not run in isolation. It was part of a package of programs that had a common thread of localisation.

2

3

Ana advocates for strategic deployment of women in surge

💬 *Maybe [change] is possible if the leadership is in the cluster-level, where everything she does will have an effect on the clusters and working group.*

💡 To analyse what positions women are deployed into.

🔧 Ana's leadership in asking difficult questions of the project and pushing for deployments where women can really effect change.

SUSTAINABILITY BEYOND THE LIFE OF THE PROJECT

To what extent are the deliverables of the project such as the platforms, rosters, pilots and capacity-building initiatives sustainable in the long term? Has there been uptake of the activities by other organisations, especially local organisations? What contribution did the project make to strengthening national preparedness systems? Did this project have an impact on the institutional and policy environments?

The TSC project is a complex project encompassing four platforms, three rosters, 13 pilot projects and a comprehensive training program. Without funding that continues to bring all the strands together, it is unrealistic to envisage that the project as a whole is sustainable. The project team itself recognises this in the Future for Surge framework. Feedback on the framework from country stakeholders also highlighted that it was desirable for ongoing work to build surge capacity to be integrated into wider preparedness work. However, there has been substantial work, particularly in the last 12 months, to establish funding, mechanisms and partnerships that will maintain the activity and impact associated with components of the project. Consortium agencies are actively engaged in an ongoing conversation about what they can do to continue their joint efforts,[112] though some stakeholders expressed the view that much remains to be done to secure the project's sustainability.[113]

Notably, the three surge rosters have all identified a partner willing to continue to host and maintain each roster. Regional and Philippines platforms have secured funding via agencies to continue roster activities beyond March 2018. The fact that the homes for two of the rosters will sit outside the member agencies themselves is a testament to the strength of the partnerships established beyond the consortium and the evident value that external actors see in the joint approach.

In Pakistan, the National Humanitarian Network has agreed to take over the management of the roster, bringing in over 200 local and national civil society actors (see text box 7). As evidenced in Sana's story (see Figure 10), the localisation of the project activities will be a key element of ensuring sustainability. In the Philippines, the agencies have agreed to co-fund the roster until more sustainable funding is found, demonstrating the commitment of the project agencies to localised surge. Across interviews, the rosters were considered the most sustainable aspect of the project in the short term.

"It is not case with other projects [in Pakistan] to have such buy in with a government actor and it looks very promising for sustainability."[114]

Planning for sustainability for the cross-cutting themes such as wellbeing and HR, as well as the training, has also been undertaken. The Wellbeing Cluster in the Philippines was designed to be a sustainable approach to prioritising wellbeing in the sector. The pilot has already received financial support from the HLA to pilot activities for six months, and a commitment has been made by RAFI and CENVISNET to establish and lead it for three years.

The training modules are all available online (open source), which maximises their sustainability. Internal and external stakeholders can access them and continue to use them beyond the life of the project. The HR resources will all also be available via the CHS website. Questions were raised by some stakeholders regarding the sustainability of the training resources, because there is no designated lead for keeping the materials up to date or continuing to advocate for their use.[115]

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112 Structured exercise 5
113 Structured exercise 5
114 Interview 15
115 Interview 2

TEXT BOX 7: NATIONAL ROSTER FOR SURGE EMERGENCY RESPONSE TEAMS, PAKISTAN

The handover of management and ongoing expansion of the TSC roster to the NHN in Pakistan was felt to be a particularly important example of sustainable surge practices. NHN signed an MOU with the national platform in 2017 to host the roster, now named Surge Emergency Response Team Pakistan. NHN have expanded the roster to include more representatives from its member networks, government representatives and other CSOs, developed core competencies for the roster, conducted an interview process around the country, and have just led on the first training with National Disaster Management Authority for this roster.[116]

116   Interview 42

Top: Local partners participating in a Community Emergency Response Team training lead by Rescue 1122. Youth Education Foundation

Bottom: Go Team Asia regional roster members training in Bangkok. Transforming Surge Capacity Project

Figure 10: Sana's story

Surge for sustainability

Sana Zulfiqar is the National Humanitarian Coordinator, National Humanitarian Network, Pakistan. NHN is the largest network in Pakistan and represents over 172 civil society organisations. Sana and the Pakistan platform worked together to nationalise the TSC roster in Pakistan and promote sustainability of the project activities.

Key: 💡 Opportunity   🔧 Enabler

1

Sana leads on NHN's collaboration with the TSC platform on the roster.

💬 *I realised I was doing something similar to Transforming Surge, and we should not duplicate efforts; rather, we should collaborate.*

💡 To collaborate with the TSC project to develop a national humanitarian roster and reduce duplication.

🔧 Sana and Action Aid (as the lead of the TSC project in Pakistan) open to working together and building on each other's organisational strengths.

Sana and NHN work together with the TSC platform to broaden and localise the roster.

💬 *We redesigned the project on the basis that if you are going to have a national roster but you are only working with consortium members who are international agencies so how can it be localised? I argued that it was important not only to have that link with UN, NGOs and INGOs, but also to nationalise it. I don't consider this a project: I consider it a movement.*

💡 Both NHN and TSC saw an opportunity to further contextualise the roster and draw on different sources of expertise in country.

🔧 Courage of the TSC platform and NHN staff to ask tough questions about the composition of rosters and willingness to further the localisation agenda.

2

Sana tackles questions of sustainability and buy-in of the TSC roster.

💬 *To set it apart and build interest, I had to promise people that their expertise would not only be used in emergencies, but also used in peacetime. The NDMA took over leading the roster. I said, "you provide the leadership, and NHN will provide the members."*

3

💡 To create sustainability and buy-in of the TSC roster.

🔧 Identification of a specific value add of the roster focusing on the ability to deploy for preparedness and recovery as well as response work.

🔧 Intentional collaboration and engagement with the Pakistan National Disaster Management Agency (NDMA).

Sana works with the TSC platform and national NGOs to identify areas for improvement.

💬 *The challenge is how to maintain the gender balance and to link in with existing coordination mechanisms.*

💡 To address the question of gender balance in the TSC roster.

4

🔧 Identification of collaborators, resulting in work with Oxfam to provide training on Women in Leadership.

INNOVATION

What were the notable examples of innovation in the project, if any? Did the set-up of the project (pilot fund, etc.) enable innovation in the humanitarian space?

Incremental innovations are distinct, scalable improvements made to existing processes, improving efficiency or effectiveness. Despite being framed as 'incremental', such innovations can generate dramatic improvements in key performance indicators.[117]

Many stakeholders felt strongly that the project demonstrated incremental innovations, especially in relation to the rosters. Rosters that were able to bring together multiple agencies with different standards, human resource frameworks, and institutional approaches to surge were a significant innovation – pushing the boundaries of what most member agencies considered possible. Regional and country deployment teams exist in other individual agencies, but this inter-agency roster was considered to be a new and transformative practice.

The On Call Surge Philippines roster is an innovation that seeks to solve the mini crises that weigh down human resource departments in times of disasters.[118]

Collaboration itself, as a process intended to improve the system, was also considered by many to be innovative. Platforms incorporated a diverse range of stakeholders both within organisations (HR and humanitarian staff) and between organisations (private sector, academics, local/national NGOs). One stakeholder involved in the design of the project described the design team as "limited by our imaginations" but that the innovation at country platform levels transformed what was possible in terms of roster membership and collaboration beyond what was originally envisaged.[119]

One of the key enablers for innovation was the flexible funding for the development of pilot projects that were relevant to context.[120] This allowed for ideas to be explored, developed and tested in areas that may not have otherwise have been possible. Country and regional-level stakeholders both considered some of the pilot projects to be innovative, with examples including SAFER, the CSO-led Regional Coordination Hubs established in the Philippines, Rescue 1122, virtual training, and the focus on women in surge and the wellbeing tools (including the training, audio-visual sessions and the Mindfulness & Wellbeing App designed to respond to identified challenges facing deployed surge roster members).

TEXT BOX 8: INNOVATION IN LOCAL HUMANITARIAN FINANCING

The Philippines Shared Aid Fund for Emergency Response (SAFER) is a national collaborative funding mechanism, initiated by the national NGO networks – CODE-NGO, Humanitarian Response Consortium (HRC), and NASSA-Caritas – to provide resources and funding for local CSOs in humanitarian response. The engagement of these large NGO networks was an important factor in driving this local initiative for joint resource mobilisation, and project stakeholders consistently referred to it as an innovative mechanism. The objective is to augment humanitarian funding by launching public appeals and other fundraising campaigns, enhance accountability to communities and seek to collaborate across NGOs, the public

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117   http://www.elrha.org/hif/innovation-resource-hub/innovation-explained/contribution-humanitarian-innovations/
118   Pushing back the Tide, page 1
119   Interview 26
120   Interview 1, 7, 9, 20, 44, 46

and private sectors. SAFER has recruited three staff members – a funding manager, a communications specialist and a finance and admin staff member – who are now in the process of assembling the members of the board of trustees. As well as capacity building on fundraising, communications and branding workshops, the initiative has secured pro-bono support from the advertising agency Ogilvy to support the fund. Analysis of strategic funding is ongoing, and of sustainability beyond the initial set-up funding provided by Christian Aid. The CODE-NGO network has also taken the lead role to formally establish SAFER in terms of legal registration. Stakeholders identified that in the future SAFER may also be a mechanism for other international actors to channel funding to CSOs in humanitarian response, including contributing to implementation of Grand Bargain commitments.[121]

Despite areas of innovation for a few actors, overall the project did not go far enough. These actors acknowledge that significant achievement was associated with increased collaboration and new areas of work such as wellbeing, but suggested that innovation was not consistently embedded in all the pilot projects and aspects of work.

The UN research says we could engage more with cluster at subnational level and have NGOs participating more – but is this really innovative? – you're supporting a structure that may be at odds with localisation. I was looking for more innovative ideas than this but it didn't come up.[122]

Nepal. Actionaid

121   Interviews 9, 51
122   Interview 7

EVIDENCE AND LEARNING

To what extent did the project contribute to strengthening the evidence base for what works to build humanitarian surge? How was evidence used and shared by the project?

40+ **learning products** (including all the tracking reports, case studies and learning products)

1095 **unique hits on TSC Project resources** from the CHS Alliance webpage

78% **of survey respondents report high satisfaction** with learning products and events

There was a strong focus on learning throughout the project, which provided a comprehensive evidence base for different approaches to surge. Member agencies also reported high levels of satisfaction with the project learning events and materials, with 78 per cent of in-country survey respondents being very satisfied with learning products (4 or 5 on a scale of 1–5). The project also captured learning across the project in its final report: The Future of Humanitarian Surge: Learning from the Transforming Surge Capacity Project 2015–2018.[123]

There was a high level of awareness of learning products, and stakeholders referred to the breadth of materials available even if they only engaged with a small proportion of them (for example, human resources professionals engaged more with resources relevant to their technical area). The learning products most accessed and read include: The State of Surge Capacity; Exploring Good Practice for Wellbeing; Surge Baseline Report; Nepal Earthquake Tracking Report; Slow Onset Research; and the 2016 Bangladesh Floods Tracking Report.[124] It is clear that one of the reasons that these were accessed more often is that they were published and shared earlier in the project and have had more

time to gain traction – three of the six products were released in the first 18 months of the project.

At the start of the project there was a communications and advocacy plan to promote engagement with project research products that encompassed social media, mainstream media, sharing products on the CHS website and the human resources platform and hosting of key events such as the Future for Surge event held in London in 2017. There was also an evolution of research products during the course of the project to be responsive to the needs and interests identified at the regional and national platform levels. These efforts contributed to generating traction and to an extent encouraging organisations to consider how research findings could influence their agencies' policies and practices. The State of Surge report, one of the earliest learning products, is a good example of how learning and evidence informed the design and roll-out of the project.

Despite efforts to disseminate research and encourage changed practice, engagement with the range of products was relatively low. The Human Resources Platform that the project established to share resources has gained less traction and uptake has been partial. Google analytics from the HR online platform in February 2018 showed that there were 243 members from 37 countries, but use is not evenly distributed, with the highest level of users from the UK (64), Pakistan (37) and the Philippines (10).

At the national platform level, on average 17 per cent of respondents reported reading listed products in the end line survey. The percentage of respondents that reported changing practice as a result of the learning is extremely low; on average 12 per cent of respondents have changed practice as a result of a learning product.[125] The two learning products that had contributed most to changes in practice were the online surge training modules and the wellbeing resource pack.

123   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017
124   Most downloaded on CHS website and also reported as most read in end line survey
125   Percentages from end line survey conducted with country platform stakeholders

Stakeholders suggested a couple of reasons for the relatively low uptake or impact of the learning resources. Most important is timing. Many of the resources were developed in the last 6–12 months and in quick succession, resulting in stakeholders finding it challenging to engage with and absorb the findings. It is also too early to say whether they will impact on practice; over time uptake and traction is likely to increase.

> **The project produced a lot of products, and a lot didn't get attention they deserved, case studies from the platforms and from the different projects. We could have done with less, and it was a question of timing. Everything was produced in 2017.[126]**

Secondly, the large number of products was an issue for some stakeholders. This seemed to have an impact, not only in terms of bandwidth or the absorption capacity of individuals and agencies, but also in terms of the time that agencies could devote to ensuring that each product met a certain level of quality. The demands made on agencies' time to feed into the large volume of learning products led to interview and data request fatigue. As a result there was a clear sense from a few stakeholders that the project could have benefited from fewer, better targeted products.

> **There were too many pieces of research. We were trying to run [the] project and it was a bit of a distraction – [we] could have got as good information from fewer pieces if we had been more discerning about what the project wanted to know and test.[127]**

A focus on fewer products may have enabled better resourced and more structured advocacy and communications for each product.[128] Whilst the objectives of the research products were different (some were more internal and evidence building and others more external and advocacy focused), all products were intended to be used and engaged with by someone. Some stakeholders felt the articulation of this purpose (who the product was for and why) was not as clear as it could have been. The result was that some products did not receive the attention they deserved or bring about the change that was hoped for.[129]

TEXT BOX 9: RESEARCH, LEARNING AND LOCALISATION

Thirty learning products listed authors' names (totalling 55 names[130] across all 30 publications); only 20 per cent of listed authors were national staff or consultants.[131] There is some data to suggest that, when national authors were involved in the publication, there was greater awareness of the product amongst in-country stakeholders and greater likelihood that it was read. For example, 43 per cent of survey respondents were aware of *Walking into the Whirlwind,* authored by a Filipino, compared to the average of 30 per cent awareness.[132]

Some stakeholders suggested that in order to better align the localisation of surge and to promote local ownership and sustainability of the TSC project, local consultants and staff members could have been better utilised to lead and author project products. This was also suggested in terms of value for money considerations.[133] Additional consideration could have been given to translation of the learning and training products to ensure that national and local partners were able to access the project products.[134]

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126 Interview 7
127 Interview 12
128 Interviews 2, 7, 12, 51
129 Interviews 7 and 12
130 55 includes one author listed multiple times
131 26 products: 39 authors listed – only five national consultants or staff members
132 Note that this data is not statistically significant or consistent across all products but is illustrative of a potential trend that warrants further investigation
133 Interview 2
134 Interview 45

SUMMARY AND RECOMMENDATIONS

The TSC Project demonstrated both real and potential impact in a short time frame. Whilst it has not yet delivered on the 'transformation' of its title, it was in fact only ever designed to explore and pilot new approaches. Having delivered on this objective it is now in a position to scale up and build on its success. Indeed, from the perspective of many stakeholders the project is at a significant tipping point where it can, with maintained momentum, transform demonstrated ideas and approaches into replicable successes.

FINDINGS

The TSC project has successfully piloted new approaches to surge. It has demonstrated the value of collaboration and localisation as critical to delivering effective surge in humanitarian response. The following is a summary of more detailed findings.

The TSC Project was both timely and highly relevant. The need to localise surge is likely to continue as a priority for the sector and the momentum for collaboration is building. Relevance of future work on surge could be strengthened with greater national actor engagement in design processes and flexible approaches from the outset that accommodate different contextual approaches and ideas.

The TSC project achieved a great deal in line with the theory of change. Outputs and outcomes of the project were largely achieved, with particular success noted in the establishment of the collaborative platforms and increased surge capacity. Some pilot projects were very effective and have ongoing momentum, especially when driven by national platform priorities and interests.

Collaboration underpinned the effectiveness of the project. Stakeholders were strongly supportive of the collaborative approach and agree that it contributed significantly to the project's success. It was also recognised that creating space for collaboration takes time and investment.

Existing agency processes to improve surge were a significant enabler for the project. Many of the TSC Project consortium member agencies were undertaking processes to improve their surge responses alongside participating in the project. These complementary processes were mutually strengthening and amplifying.

Timing was a significant barrier to the project being able to reach its full potential. At the impact level it is challenging to demonstrate consistent and significant change. There are examples of changed practice, and particularly in relation to changed thinking and attitudes, but there seems to be a recognition that substantial (transformative) change will take longer. This requires sustained investment and commitment.

The project's multi-level governance structure was important to ensure that the project influenced all levels of the humanitarian system. However, there were natural tensions and challenges associated with balancing different priorities across platforms that were better identified and managed over the course of the project.

Efficiency dividends are a long game. Evidence suggests that initial substantial investment in joint rosters will demonstrate greater value for money than other approaches within two to three years. Other areas of the project have also largely been cost-efficient and timely.

Surge training

Localisation was a strong aspect of the project but more could have been done to integrate a localised approach across all project components and outputs. The pilot projects and roster responses in the Philippines were particularly successful in integrating a localised approach across its surge approaches. Aspects of the project's governance, research and learning could have been stronger in terms of their localisation.

Innovative approaches were supported by flexible funding mechanisms and adaptive management practices. The flexible funding available for pilot projects enabled the exploration of emerging and more innovative approaches to surge. The adaptive management approach increasingly facilitated funding for country-led priorities.

Strong relationships with external stakeholders (national and international entities) strengthened the sustainability of the project. This is of particular relevance to the regional and national rosters that are being continued with the investment and interest of external stakeholders such as government and national NGO partners.

Research and learning was a useful aspect of the project. Fewer, better targeted products may have been more effective. The project generated an impressive series of research and learning initiatives. Products including the State of Surge; Exploring Good Practice for Wellbeing; and the Surge Baseline Report have all been accessed and well used. The uptake of some other products was less consistent. This may result from not having had time to gain traction and/or the lack of consistent advocacy and communications planning linked to research and learning.

RECOMMENDATIONS

The overarching recommendation is **for the Transforming Surge Capacity project to continue, building on its demonstrated strengths and successes**. Future iterations of the project – including expansion to other countries and contexts – also have the opportunity to adapt based on learning provided in both this evaluation and The Future of Humanitarian Surge.[135] The following detailed recommendations provide guidance to inform the development of concept notes or proposals for funding of the TSC Project and related surge initiatives across the humanitarian sector in the future.

▶ **Recommendation 1:** Prioritise the role of the national platforms with clearer articulation of the supporting and complementary role of regional and international platforms

The national platforms have proved most effective in demonstrating concrete impact through joint rosters, training and pilot projects. The project should be driven by the national platform level and should include a nationally led design process, project management and implementation. Recognising the important linkages to and influence across the broader humanitarian system provided by the regional and international platforms during the project, their supporting or enabling role should be agreed upon and clearly defined throughout the nationally led design process.

▶ **Recommendation 2:** Build collaboration into project design and implementation

The value of deliberate, strategic and sustained collaboration was demonstrated in the project through rosters, training and pilot projects. Allowing the space to invest in building trust and establishing the relationships required for effective collaboration needs to be a non-negotiable aspect of the future project's design and implementation. Maximising the opportunities for information and resource-sharing will reduce duplication of effort, increase cost-efficiency and ultimately lead to improved humanitarian action.

▶ **Recommendation 3:** Continue the use of flexible funding mechanisms to support innovative ideas and partnerships

Some of the most innovative and potentially transformative ideas within the project were generated using its flexible funding to pilot projects. The future project should continue in its flexibility in financing emerging and innovative approaches to surge, as well as look to continue, consolidate and adaptively build on those ideas that proved successful during TSC pilot projects.

▶ **Recommendation 4:** Build even further on the localisation approach by increasing national voice and supporting national ownership of rosters

The project should consider approaches to further localise the project, including a stronger national voice and ownership on governance structures and leadership in identifying, commissioning, undertaking and authoring research products. The very successful focus on developing relationships with national stakeholders that has contributed to sustainability of rosters should be maintained and strengthened.

▶ **Recommendation 5:** Maintain the focus on learning with a clearer strategy around dissemination, communication and influence

The focus on learning is important and should continue, with sustained dissemination beyond the current project and its immediate stakeholders to contribute to the incremental transformation of surge capacity across the humanitarian sector. There would be value in defining with key stakeholders what change they wish to see and what evidence change agents need to make that change. This should then inform an advocacy and communications strategy to accompany learning and research products.

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135   L. Austin & G. O'Neil, The Future of Humanitarian Surge, 2017

ANNEXES

ANNEX 1: TERMS OF REFERENCE

Terms of Reference: Final Evaluation for the Transforming Surge Capacity Project

Overview of the project:

The Transforming Surge Capacity project (TSCP) aims to improve the capacity of humanitarian agencies to scale up resources for emergency response – getting the right people to the right places, doing the right things, in the shortest time possible. It aims to pilot and build evidence of ways of working that are collaborative, locally focused, and which engage other stakeholders such as the UN and the private sector. Led by ActionAid, this project is supported by 10 other humanitarian agencies and two technical partners. It is a 3-year (January 2015 – December 2017) Start Network project supported by the Department for International Development (DFID) through the Disasters Emergency Preparedness Programme (DEPP).

The project is delivered through collaborative platforms at national, regional and international levels. The two national platforms are based in the Philippines and Pakistan, the Asia Regional Platform is led from Bangkok, and the International Platform is led from London. The project's key deliverables are:

- increased capacity of skilled surge personnel for civil society at international, national and regional levels

- collaborative national, regional and international pilots and shared rosters to improve organisational surge capacity

- sharing of good practice on surge management practices

- Evidence building to show how and why collaborative and localised surge approaches work.

Purpose and objectives of the evaluation:

This final evaluation of the TSCP is a project deliverable that is being conducted to review progress and evaluate how successful we have been in achieving our goals set at the start of the project. It is being conducted for the benefit of the project consortium, the donors (Start Network and DFID), implementing organisations and staff, programme participants, and the wider humanitarian sector and will complement the wider DEPP evaluation which is being conducted by the Harvard Humanitarian Initiative. It is intended that this evaluation will be shared widely and published on the Start Network website and the DEPP Learning Platform. Its findings will be included in presentations and conferences about the impact of the DEPP initiative.

The evaluation is expected to cover the following primary areas of inquiry:

Overall achievement of project goals and objectives: Did TSCP meet its log frame targets, key milestones and results? Were there any significant deviations from the project concept? Did we follow the theory of change for the project? Were there any significant deviations from the project concept? Did we follow the theory of change for the project?

Relevance: To what extent are the objectives of the project (as detailed in the concept note) still valid? Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives? Are the activities and outputs of the project consistent with the intended impacts and effects? To what extent was the project's theory that capacity development is more effective when undertaken

as a multi-agency collaborative approach proven? Is our work relevant and connected to the wider conversations on these themes including the Grand Bargain and WHS commitments?

Effectiveness: To what extent were the objectives achieved / are likely to be achieved i.e. making surge more collaborative and localised? What were the major factors influencing the achievement or non- achievement of the objectives? In what ways did the project evolve or was proactively adapted during implementation based on feedback? How have we collaborated with other DEPP projects and other initiatives? Were the consortium structure, contracting arrangements and governance arrangements of the project appropriate and effective?

Efficiency: Were activities cost-efficient and objectives achieved on time? If not, why not? Were there any assumptions which did not hold true and how were these overcome? Was the project able to adopt an adaptive management approach when needed? Was the project implemented in the most efficient way compared to alternatives? Have resources been used efficiently? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources? How did the project demonstrate value for money?

Impact: What has happened as a result of the project? How does this link with the overall developments in the humanitarian sector? What real difference has the project activities made to the participating organisations?

Women's rights: Were women's rights adequately addressed in this project and taken into account for all activities? To what extent has the project actively promoted women's leadership in humanitarian response and how?

Sustainability beyond the life of the project: To what extent are the deliverables of the project such as the platforms, rosters, pilots, capacity building initiatives sustainable in the long-term? Has there been uptake of the activities by other organizations especially local organizations? What contribution has the project made in strengthening national preparedness systems? Has this project had an impact on the institutional and policy environments?

In addition to these questions we would like to examine the following:

Innovation: What are the notable examples of innovation in the project, if any? Has the setup of the project (pilot fund, etc.) enabled innovation in the humanitarian space?

Unintended consequences: Were there any unintended consequences, positive or negative, of the project?

Evidence and Learning: To what extent did the project contribute to strengthening the evidence base for what works to build humanitarian surge? How has evidence been used and shared by the project?

ANNEX 2: EVALUATION MATRIX

Primary Area of Enquiry	Research Questions	Data Source	Collection Method
Overall achievement of project goals and objectives	Did TSCP meet its log frame targets, key milestones and results?	Documentation / Internal stakeholders	Resource review Theory of Change exercise KII-Internal
	Were there any significant deviations from the project concept?	Documentation / Internal stakeholders	Resource review Theory of Change exercise KII-Internal
	Did we follow the theory of change for the project?	Internal stakeholders	Theory of Change exercise KII-Internal
Relevance	To what extent are the objectives of the project (as detailed in the concept note) still valid?	Internal stakeholders	Theory of Change exercise KII-Internal
	Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?	Internal stakeholders	Theory of Change exercise KII-Internal
	Are the activities and outputs of the project consistent with the intended impacts and effects?	Internal stakeholders	Theory of Change exercise KII-Internal
	To what extent was the project's theory that capacity development is more effective when undertaken as a multi-agency collaborative approach proven?	Documentation / Internal stakeholders	Theory of Change exercise KII-Internal
	Is our work relevant and connected to the wider conversations on these themes including the Grand Bargain and WHS commitments?	Documentation / Internal and external stakeholders	KII-Internal KII-External

Primary Area of Enquiry	Research Questions	Data Source	Collection Method
Effectiveness	To what extent were the objectives achieved/are likely to be achieved i.e. making surge more collaborative and localised?	Documentation / Internal and external stakeholders	End line data collection KII-Internal KII-External
	What were the major factors influencing the achievement or non-achievement of the objectives?	Documentation / Internal stakeholders	Theory of Change exercise KII-Internal
	In what ways did the project evolve or was proactively adapted during implementation based on feedback?	Documentation / Internal stakeholders	Theory of Change exercise KII-Internal
	How have we collaborated with other DEPP projects and other initiatives?	Documentation / Internal stakeholders	KII-Internal
	Were the consortium structure, contracting arrangements and governance arrangements of the project appropriate and effective?	Documentation / Internal stakeholders	KII-Internal
Impact	What has happened as a result of the project?	Documentation / Internal and external stakeholders	Resource review KII-Internal KII-Internal End line data collection
	How does this link with the overall developments in the humanitarian sector?	Internal and external stakeholders	KII-Internal KII-Internal
	What real difference has the project activities made to the participating organisations?	Documentation / Internal and external stakeholders	Resource review KII-Internal KII-Internal End line data collection

Primary Area of Enquiry	Research Questions	Data Source	Collection Method
Efficiency	Were activities cost-efficient and objectives achieved on time? If not, why not?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal
	Were there any assumptions which did not hold true and how were these overcome?	Documentation / Internal stakeholders	Resource review KII-Internal
	Was the project able to adopt an adaptive management approach when needed?	Internal stakeholders	KII-Internal
	Was the project implemented in the most efficient way compared to alternatives?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal
	Have resources been used efficiently?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal
	In general, do the results achieved justify the costs?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal
	Could the same results be attained with fewer resources?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal
	How did the project demonstrate value for money?	Documentation and budgets / Internal stakeholders	Resource review KII-Internal

Primary Area of Enquiry	Research Questions	Data Source	Collection Method
Women's rights	Were women's rights adequately addressed in this project and taken into account for all activities?	Internal stakeholders	KII-Internal Story capturing
	To what extent has the project actively promoted women's leadership in humanitarian response and how?	Internal stakeholders	KII-Internal Story capturing
Sustainability beyond the life of the project	To what extent are the deliverables of the project such as the platforms, rosters, pilots, capacity building initiatives sustainable in the long-term?	Internal and external stakeholders	KII-Internal KII-External
	Has there been uptake of the activities by other organizations especially local organisations?	Internal and external stakeholders	KII-Internal KII-External
	What contribution has the project made in strengthening national preparedness systems?	Internal and external stakeholders	KII-Internal KII-External
	Has this project had an impact on the institutional and policy environments?	Internal and external stakeholders	KII-Internal KII-External

Primary Area of Enquiry	Research Questions	Data Source	Collection Method
Innovation	What are the notable examples of innovation in the project, if any?	Internal and external stakeholders	KII-Internal KII-External
	Has the setup of the project (pilot fund, etc.) enabled innovation in the humanitarian space?	Internal and external stakeholders	KII-Internal KII-External
Unintended consequences	Were there any unintended consequences, positive or negative, of the project?	Internal and external stakeholders	KII-Internal KII-External
Evidence and Learning	To what extent did the project contribute to strengthening the evidence base for what works to build humanitarian surge?	Internal and external stakeholders	KII-Internal KII-External
	How has evidence been used and shared by the project?	Internal and external stakeholders	KII-Internal KII-External

ANNEX 3: RESOURCE REVIEW

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