DFAT–ARC Humanitarian Partnership (2015–2018) Independent Evaluation

Appendices

DFAT–ARC Humanitarian Partnership Evaluation Plan
August – November 2018

The purpose of this document is to outline the approach and methodology to complete an evaluation of the Australian Government (DFAT) / the Australian Red Cross (hereafter, ARC) Humanitarian Partnership (INL893). The plan has been prepared following a rapid document review and initial consultations with ARC and DFAT personnel and a one-day ARC–DFAT Planning Consultation (10 July 2018). The document is in response to and supersedes the Evaluation Terms of Reference.

1. Background

The world is witnessing an unprecedented rise in the frequency, impact and cost of humanitarian crises and natural hazards. External shocks, including natural disasters, are more extreme. Conflict is more complex and more protracted. Climate-related disasters are more severe and frequent. The greater frequency and complexity of humanitarian crises has a large negative impact on the poor and other marginalised groups that tend to live in more hazard prone areas.

Australia is committed to responding promptly and effectively to humanitarian disasters and supporting disaster preparedness, risk reduction, gender equality and inclusion and social protection activities that help build the resilience of countries and communities ([DFAT Building Resilience: Humanitarian Assistance, Disaster Risk Reduction and Social Protection](#). This focus reflects the Government's overarching policy guidance for development co-operation linked to a robust performance framework ([OECD Development Co-operation Peer Reviews: Australia 2018)](#).

The 2015–19 DFAT–ARC Humanitarian Partnership Agreement is a key vehicle for the delivery of the Australian Government's commitment to disaster preparedness and response. The Agreement is positioned within a long-term relationship and recognises the complexity and protracted face of humanitarian crises and the need to work in collaborative partnerships that allow for collective impact. A second vehicle, the AHP (Australian Humanitarian Partnership), is a strategic five-year (2017-2022) agreement between DFAT and six Australian NGOs (CARE Australia, Caritas Australia, Oxfam Australia, Plan International Australia, Save the Children Australia and World Vision Australia).

There is strong evidence to show that investments in disaster risk reduction and community resilience bring both economic and humanitarian benefits. The ARC Partnership Agreement situates disaster risk reduction and resilience as investments with high returns, particularly within the Indo-Pacific region.

The Partnership Design Document calls for an external evaluation in late 2018 before a new design is undertaken. The Evaluation will build upon evidence-based reports, self-reported data, lessons learned, case studies, field visits and external best practice to systematically and objectively assess and report on how the aid investment has performed. The purpose will be to demonstrate effectiveness, highlight learning about what does or does not work in a particular context, and guide decisions about future investments. The Evaluation is envisaged as a collaborative and mutually beneficial process towards strengthening the DFAT-ARC partnership, thereby maximising benefit for all stakeholders, in particular the people of the Indo-Pacific region.

2. Policy and Context for Australia and ARC

2.1 The policy context

Over the past decade, the number of people in need of humanitarian assistance has doubled. Unprecedented numbers of people have been killed, made homeless or displaced. Increasingly, armed conflict, as in Syria and Yemen, is complex and protracted. The pressing demands for humanitarian assistance underscore the need for effective, efficient and accountable response capacities.

Thematic priorities outlined in DFAT's 2015 Humanitarian Strategy are: (a) strengthening international humanitarian action through supporting reform and innovation, particularly in the Indo-Pacific; (b) supporting countries to reduce disaster risk and laying the foundations for resilience to disasters and climate change; (c) supporting preparedness and effective response; (d) and enabling early recovery. Gender equality and women's empowerment, disability inclusiveness and protection are prioritised and central to effective risk reduction, preparedness, response and recovery.

DFAT's humanitarian partners are chosen for their ability to deliver effective and professional humanitarian assistance in line with DFAT's Humanitarian Strategy. Partnerships include multi-year agreements with ARC and Australian non-government organisations (NGOs) and agreements with international humanitarian agencies. Engagement of the private sector in disaster prone and crisis-affected regions is also considered key to promoting resilience (e.g. through stimulating economic activity, facilitating access to services or promoting innovation). Transparency and accountability through robust MEAL (monitoring, evaluation, accountability and learning) is also foundational in the management of the Australian humanitarian assistance program.

Australia has signed on to a number of global commitments, including: the 17 Sustainable Development Goals; the Paris Climate Change Agreement, the Agenda for Humanity, the Grand Bargain and the Sendai Framework for Disaster Risk Reduction 2015-2030, all of which support integrated approaches to disaster risk reduction, preparedness and response linked to rehabilitation and longer-term development programming. ARC has also signed up to these various agreements[1].

In particular, the Sendai Framework[2] for disaster risk reduction prioritises the following areas of action: (a) deepened analysis of disaster risk, public awareness and formal and non-formal education; (b) strengthened disaster risk governance; (c) investment in disaster risk reduction for resilience; and (d) enhancing Disaster Preparedness for effective response and 'building back better' in recovery, rehabilitation and reconstruction.

2.2 The challenge in the Indo-Pacific region

Ten of the top 15 countries most at risk from disasters are located in the Indo-Pacific region. Nearly 40% of natural disasters in the past decade have occurred in Asia, where 88% of people globally affected by such disasters live. The 2015 Nepal earthquake killed nearly 9,000 people and injured nearly 22,000. Hundreds of thousands of Nepalese were made homeless, and entire villages were flattened across many districts of the country. The 2013 Typhoon Haiyan killed at least 6,300 people in the Philippines alone. Climate change is seen as a multiplier effect increasing the risk of conflict and unrest, particularly in coastal areas.

Protracted conflict persists in some Asian countries. The expulsion of the Rohingya minority population from Myanmar has resulted in a crisis in Bangladesh, where Rohingya refugees are today living in the world's most densely populated refugee camps. 55% of refugees in these camps are children, escalating concerns about violence and sexual exploitation. Significant inequality in more populous Asian states underscores the importance of effective preparedness, relief and recovery operations in limiting social dysfunction, disaster-related asset deprivation and extreme vulnerability.

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[1] IFRC & Red Crescent Societies 2016 *Road Map to Community Resilience: Operationalizing the Framework for Community Resilience*

[2] UNISDR, *Sendai Framework for Disaster Risk Reduction 2015 – 2030*

The Pacific Islands countries, with a combined population of almost 10 million people, are also highly exposed to natural hazards. These include floods, droughts, tropical cyclones, earthquakes, volcanic eruptions, and tsunamis. Any one of these hazards can result in disasters that affect countries' entire economic, human, and physical environment and severely affect long-term development agendas. Cyclone Pam, for example, cost Vanuatu 60% of its GDP. Other countries are facing losses from a single event that would exceed their annual gross domestic product.

Rapid-onset disasters most frequently affect Melanesian countries such as Fiji, Vanuatu, Solomon Islands and Papua New Guinea. Sea-level rise, climate change and slow-onset disasters affect many low-lying areas across the Pacific. Increased urbanisation, climate change and political complexities can amplify humanitarian needs. Given their comparatively low economic resilience and increasing exposure to extreme weather events, the small island states in the Pacific require particular attention.

2.3 The Australian government – ARC partnership

A central theme in the Australian Aid Policy is a commitment to build mature and mutual accountable partnerships with governments, other development actors and the private sector. The Aid Policy notes that partnering can amplify Australia's international influence and reach, which can in turn support Australia's contribution to building an effective, timely and coordinated humanitarian international response system.

The 2015-2019 ARC Humanitarian Partnership is global in nature but maintains a priority focus on the Indo-Pacific region. It builds on lessons learned from previous DFAT–ARC partnerships. In summary it emphasises humanitarian preparedness, response and disaster risk reduction activities, which also promote gender equality and social inclusion, private sector engagement and innovation. To facilitate this the implementation model incorporates (a) multi-year funding to enable longer-term programming; (b) a flexible approach to support strengthening National Red Cross Societies (NRCS); (c) an annual allocation to address emerging needs and promote agile responses to emerging challenges; (d) a stronger monitoring and evaluation system; and (e) a focus on long-term preparedness.

The Partnership's ultimate goal is to save lives, alleviate suffering and enhance human dignity, especially in situations of conflict, natural disasters and other humanitarian crises.

Contributing to this goal are five end-of-program outcomes: (Table 1).

Priority countries are Bangladesh, Cook Islands, Fiji, Kiribati, Mongolia, PNG, Solomon Islands, Tonga and Vanuatu. More globally focused thematic priorities include Pacific local supplier engagement, localisation in disaster management and International Federation of Red Cross innovation.

Table 1. End-of-program outcomes and key investment areas	
Five outcome areas	Key investment areas
1. Humanitarian assistance is efficient, equitable, economical, effective and localised	The Partnership does not directly fund humanitarian response but lays the groundwork for Australian Red Cross and its Movement partners to provide efficient, equitable, effective and localised surge response in emergencies. Key investments include (a) protection, gender equality and social inclusion (including disability inclusion) and women and girls' empowerment; (b) organisational development, disaster risk reduction and resilience to enable localised humanitarian response capacities.
2. National Societies support communities to anticipate, prepare for and reduce risks from disasters and crises	Strengthening the capacity of local branches of National Societies to engage and support communities in preparing for and managing the risk and the impact of humanitarian crises is integral to the strategy. Key investments include vulnerability and capacity assessments, disaster preparedness and infrastructure, contingency planning and training of staff and volunteers in disaster risk reduction to support local evacuation.

3. Key actors respect and advocate for humanitarian values, international humanitarian law, disaster law, gender equity and inclusion	ARC plays a role in strengthening legal frameworks and humanitarian soft power, engaging with decision-makers and opinion leaders in Australia as well as regionally and globally. It does so by drawing on its experience and evidence bas to ensure that humanitarian values and principles are understood and, as appropriate, to challenge, change and improve the environment and methods for delivering humanitarian and development assistance.
4. National Societies are stronger, better functioning organisations	Strengthening organisational effectiveness is fundamental in ensuring that humanitarian and development assistance is targeted, impactful and sustainable and also increases their legitimacy and leverage with domestic stakeholders in the public and private sectors. Specific investments are made in NRCS' organisational development (systems and processes, management structures, accountability and performance effectiveness) and building public and private sector partnerships to facilitate delivery.
5. People have improved health outcomes and are better prepared to withstand health stresses	This outcome is delivered under a separate development agreement under ANCP (Australian NGO Cooperation Program) and reinforces ARC's approach to holistic programming that integrates health and WASH into broader programs. This outcome also contributes to the achievement of Outcome 1 and the overall goal.

Following on from the 2016 World Humanitarian Summit, ARC and the Australian government jointly pledged to strengthen local humanitarian action, particularly in the Pacific [3]. This pledge renewed the commitment to strengthening local response capacities.

3.   The Evaluation

3.1 Purpose

The purpose of the Evaluation is three-fold:

i.   To what extent has the DFAT investment in the ARC humanitarian response and preparedness activities contributed to the anticipated results and outcomes between FY 2015-17?

ii.   To what extent has the ARC-DFAT Partnership demonstrated value added as an Aid delivery mechanism and contributed to the anticipated results and outcomes for both partners?

iii.   What then are the implications for a future partnership design, recognising ARC's ability to deliver against DFAT's Foreign Policy White Paper commitments, DFAT's Humanitarian Strategy and Australia's commitments under the Sendai Framework for Disaster Risk Reduction 2015-2030, the Agenda for Humanity and the Grand Bargain? Scope

The Evaluation will focus on identifying and analysing results through key questions (5.1 below) relevant to investments made in each of the five outcome areas and on the value addition the partnership offers to both DFAT and ARC.

3.2 Limitations

Assessing open-process oriented outcomes: Assessing organisational development outcomes (as per outcome 4) is difficult where associated change remains open and process-oriented and where there are no agreed-upon indicators. This poses significant challenges, for example, in attempting to measure change when assessing training

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[3] DFAT–ARC (2017) Humanitarian system change in the Pacific' (2017) *Walking the Talk Insight Series* 2, Humanitarian Advisory Group

outcomes. One challenge is to find evidence of what learning, if any, has been applied into the workplace and whether or not this has translated into positive changes in organisational performance. A second challenge is to achieve this within a reasonable time and cost. A modified results chain approach[4] (section 4.3 below) will help offset these challenges.

Time and Resources: The depth of the data gathering analysis will be constrained to some degree by the time available for conducting the field and desktop research and to documenting and reporting, in light of the end-of-year publication deadline. For this reason:

- The evaluation will draw on a 'case study' approach through field visits in <u>only two</u> locations and <u>two</u> in-depth desk reviews. These will be carried out and finalised during August 2018.

- Professional judgements may be required to interpret self-reported stakeholder perspectives. As much as possible, care will be taken to triangulate reported data against regular program-generated data and evaluations to offset possible bias.

The Team Leader will work closely with DFAT and ARC in planning for the field visits to ensure key informants are identified and available and that the schedule has sufficient 'space' to allow for over-runs and delays of meetings. Equally important, time will be allocated to allow the Evaluation team to gather together to critically reflect at the end of each day on emerging findings.

3.3 Risks and Risk Management Strategies

Outside of a major humanitarian incident requiring a response from the Australian Government or ARC, the Evaluation Team does not foresee any major risks associated with the Evaluation.

As noted above, the team will adopt a 'no surprises' approach' through establishing regular 'check in' points in order to build a shared analysis and ensure that any emerging and or contentious issues are discussed and resolved in a timely manner. The Aide Memoires are one 'check in' mechanism.

It will also be important to manage the risks presented due to the constrained timeframe. The Team leader will be clear about these constraints in discussions with all stakeholders / key informants and about what is 'in' and 'out of' scope. The Lines of Inquiry (Table 3 below) will be further prioritised against each of the two country field visits and desktop studies. This will be done once the Team Members are finalised.

3.4 The Team

The Evaluation is being undertaken by Donna Leigh Holden Consulting, an independent firm, which works as a network of independent development practitioners from across Asia and the Pacific to provide evaluation, design, technical advisory services and institutional capacity building for international humanitarian and development across a range of sectors.

The gender-balanced Evaluation Team will bring experience in the design, evaluation and implementation of humanitarian response, disaster risk reduction and resilience and gender equality and social inclusion programming. Donna Holden, as Contract Holder on behalf of DLH Consulting will provide (a) backstopping, peer review and quality assurance of all contracted works; (b) provide additional technical skills in humanitarian evaluation and design; and (c) bring a Partnership Brokering lens to the analysis.

In summary the team will be as follows:

Graeme Storer (Team Leader) will be responsible for the overall quality and delivery of the Evaluation and its associated tools, methods and outputs. In addition to leading the team, he will bring capacity development and gender equality and social inclusion evaluation and programming expertise.

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[4] 'Rising to the Challenge: Monitoring and evaluating capacity development' (Storer *et al.*) Case Study presented at the *Intrac 7th Evaluation Conference, Monitoring and Evaluation: New developments and challenges*, The Netherlands (14–16 June 2011)

A Local Resilience Specialist (to be sourced by ARC) will bring evaluation and DRR/Resilience programming expertise S/he will provide context advice, support the desk review and research, provide inputs into DRR-related evaluation tools, carry out consultations during the field visits, support data analysis and identification of lessons learned and input into draft reports.

Donna Holden will carry out partnership health check in parallel and concurrent to evaluation (to assess the current partnership arrangement / structure and to Identify opportunities to build efficiencies into a future-fit partnership agreement). She brings in-depth experience in supporting DFAT M&E efforts and in brokering partnership arrangements.

One DFAT staff member (to be determined) with background experience in DRR and understanding of the field contexts will accompany the field visits. One ARC staff member (with monitoring and evaluation experience and an in-depth understanding of the interactions between ARC and the larger Red Cross Movement) will also accompany the field visits.

Brief bios are provided in Annex I. more detailed CVs can be made available on request.

The DFAT Partnership Manager will provide oversight for the direction and supervision of the Team Leader.

ARC International Partnership Manager will facilitate arrangements for the ARC stakeholder consultations (Australian and international), support field visits and ensure the Evaluation Team has access to relevant ARC documentation/reports. ARC will be responsible for arranging for local translators during field visits as needed.

The Team Leader will have the autonomy to propose independent recommendations, whilst ensuring they are feasible.

4. Approach and Methodology

4.1 Principles and approaches

The Evaluation will take a participatory and assets and strengths-based approach, which seeks to build upon the existing knowledge and collaboration between DFAT, ARC and Red Cross/Red Crescent Movement partners. The Evaluation Team will work collaboratively with DFAT and ARC stakeholders to ensure their knowledge and experience usefully contributes to consolidating learning and forward planning.

Gender and socially inclusive approaches will affirmatively explore the different experiences of and benefits to women and girls and men and boys, as well as people living with a disability and other excluded or minority groups. These approaches will include a respect for social and cultural diversity and equitable participation of those from different religious, ethnic and minority groups.

Specifically, this will mean ensuring:

a. That field visits and key informant interviews and the desk review elements include the perspectives of women and girls and men and boys <u>and</u> of people with disabilities.

b. That all consultation sites with community members and beneficiaries are accessible for everyone, including people with disabilities and that specific barriers to the participation of people with disabilities are identified and addressed in advance.

c. That women and girls and DPOs are consulted as key informants, not only in relation to questions about gender and disability inclusion, but also against all Evaluation Questions.

Consultations with the Vanuatu and Fiji National Disabled People's Organisations (DPOs) will help ensure that the detailed methods and tools to be used during the field visits are appropriate to these considerations.

The Evaluation will be guided by the principles of impartiality and independence, credibility, usefulness, partnership and participation, forward planning and donor cooperation, as reflected in the OECD-DAC Guidelines for Evaluating Development Assistance.

The Evaluation Team will utilise a 'no surprises' approach through establishing collaborative working relationships with stakeholders to encourage shared analysis and through establishing regular check in points so that any emerging and/or contentious issues are discussed and resolved in a timely manner.

We are committed to ensuring that the Evaluation considers context as well as DFAT and ARC systems and processes and identifies practical solutions to inform future design discussions that are aligned with and proportional to DFAT and ARC resources.

4.2 Ethics considerations

As a member of the Australasian Evaluation Society (AES), Donna Leigh Consulting and its associate contractors are bound by the AES Guidelines and Code of Ethics (see: See: https://www.aes.asn.au/join-the-aes/membership-ethical-guidelines/7-aes-codes-of-behaviour-ethics.html). We are committed to maintaining high standard of professional integrity and ethics and hold paramount the following research principles:

- Ongoing and frequent consultation with DFAT and ARC.

- Informed Consent – the team will articulate to each interviewee the key information sought prior to the interview. Each interview will be bound by principles of informed consent and confidentiality.

- Anonymity will be a given unless the interviewee requests to be quoted.

- Respect for and mindfulness of differences in values and culture to avoid "difference blindness".

- Research merit and integrity – ensuring that the Evaluation meets relevant quality criteria and is conducted by those with sufficient expertise and competence including a foundational knowledge of the culture, political situation, history and values in the relevant country and local context.

We will ensure that the team conduct itself in a manner consistent with DFAT and ARC protection, gender equality and social inclusion policies and that our team members have relevant police clearances.

We will actively look for and manage any potential or perceived conflicts of interest that may arise.

4.3 Evaluation approach and methodology

The Evaluation will draw on a mixed methods approach utilising a range of techniques to collect quantitative and qualitative data in line with the key evaluation questions and to assess performance and effectiveness, and the efficiency of the partnership modality in relation to the delivery and sustainability of outcomes. These findings and evidence will be drawn together to critically examine what is and is not working and to identify key lessons.

High-level activities and key deliverables for each of the three phases of the evaluation are:

4.3.1 Approach

a. Phase One: Planning and Review

- Initial discussions via phone, Skype and Email with DFAT and ARC to clarify scope and priority areas.

- A rapid desk review of key documents provided by DFAT and ARC (including policy documents, design documents, partnership agreements/contracts, reports and any available outcome data sets) – see Annex II.

- Rapid review of external literature / best practice documents relevant to the Evaluation.

- Synthesis of emerging themes and identification of research questions.

- Facilitation of a 1-day Planning Consultation with DFAT and ARC to (a) review the Evaluation Plan; and (b) agree on the subsequent stakeholder consultations both in Australia and internationally (based on 'case study' site locations – see criteria below).

- Finalising Phase Two Schedule plus update Evaluation plan based on meeting outputs.

- Preparation for Phase Two: complete identification and mapping of key stakeholders; identification of informants and make arrangements for field visits and develop evaluation tools to test and validate the data and findings.

Phase one deliverables	
Draft Evaluation Plan presented for DFAT/ARC review	2 July '18
Revised ToR presented for DFAT/ARC review	4 July '18
1-day Planning Consultation facilitated	10 July '18
Final draft Evaluation TOR by to DFAT for approval	13 July '18
Advise on DFAT and ARC's selection of evaluation team members.	By 20 July '18
Final Evaluation Plan submitted to DFAT for approval	20 July '18

b. Phase Two: Implementing the Evaluation Plan

- Finalise research tools and brief Evaluation Team members on scope of work, allocation of responsibilities and deliverables.

- Conduct 'case study' field visits.

    The sampling criteria for selecting the 'case' sites are based on a purposeful sampling approach.

    Criteria for the selection of sites include geographic representation of the Indo-Pacific region; delivery modality (working through NRCS or the IFRC network); locations that offer rich sources of data and can illustrate positive and negative lessons relevant to the research questions and program thematic areas; and feasibility (access to key informants is ensured and evaluation research can be completed within the timeframe).

    Time constraints will only permit two field visits. Two in-depth desktop case studies will supplement the field visits.

    Conduct end-of-day reflections sessions during field visits to allow the evaluation team to identify emerging lessons and to make adjustments as needed in the approach.

- Provide regular updates to DFAT and ARC to allow DFAT to monitor and assess the success of the consultancy services provided.

Phase two deliverables	
Evaluation Plan implemented. Regular progress updates made to DFAT against Evaluation Plan objectives monitored (DFAT).	Aug '18
Final Aide Memoires from field research provided to DFAT Evaluation Reference Group.	31 Aug '18

c. Phase Three: Reporting Phase

- Collate and synthesise data inputs and develop preliminary findings
- Triangulate data and seek clarification, as needed
- Submit draft Evaluation findings and Recommendations for peer review
- Revise report based on feedback – submit for final approval

Phase Three – documentation and reporting	
Draft Evaluation Findings submitted for peer review by DFAT/ERG and ARC.	30 Sept '18
Management response	Oct '18
Evaluation Report finalised based on feedback (maximum 25 pages, with Case Studies, but excluding annexes) and final report submitted.	Mid-Nov '18
Evaluation report published	Dec '18

4.3.2   Methodology

a.   The Desk Review

The initial desk review of project and partnership documents and reports will indicate initial findings that in turn may point to additional or a fine tune of the evaluation questions and plan.

b.   Consultation and stakeholder engagement

In addition to consultations with nominated DFAT/ARC Melbourne personnel, consultations will be carried out with ARC-regional level personnel, NRCS personnel and community members / beneficiaries.

As noted in section 4.1 (above), special consideration will be given to ensuring that the field visits and key informant interviews and the desk review elements include the perspectives of women and girls and men and boys and of people with disabilities.

The one-day planning consultation will ensure that DFAT and ARC personnel are able to contribute to the shape of the Evaluation and, importantly, set the stage for a transparent process. The Evaluation team will include DFAT and ARC personnel to encourage joint critical reflection and learning.

When time permits, findings will be referred back to key informants, so they can confirm interpretations. Stakeholders will be given the opportunity to comment on the draft report, which will be circulated for comment. The Evaluation Team will take into consideration all comments when preparing the final report.

c.   Validation / triangulation

The methodology will be primarily qualitative with open-ended/semi-structured interviews and group discussions to address the Evaluation questions (below). These will be triangulated against regular ARC evaluations (an element of the MERL process identified in the Design Document) as well as DFAT Partner Performance Assessment and Aid Quality Checks.

DFAT and ARC will be responsible for making available all key documents.

The preliminary findings of the Evaluation will be presented during a face-to-face verification exercise before a more detailed draft report is prepared. The Evaluation will be based on analysis of quantitative and qualitative evidence to establish findings and conclusions in response to the specific evaluation questions.

d.   Assessing capacity development outcomes

We recognise that the Red Cross has a comprehensive NRCS Capacity Development Framework. We will, in the first instance, break down this framework and examine closely the underlying assumptions. We will also introduce a modified results chain approach in assessing the effectiveness of Capacity Development / Organisational Development investments. The visual description from inputs to impact and the focus on "use of outputs" will help in closing the gap of what is often a jump between output and outcome, a grey area generally based on assumptions and attribution.
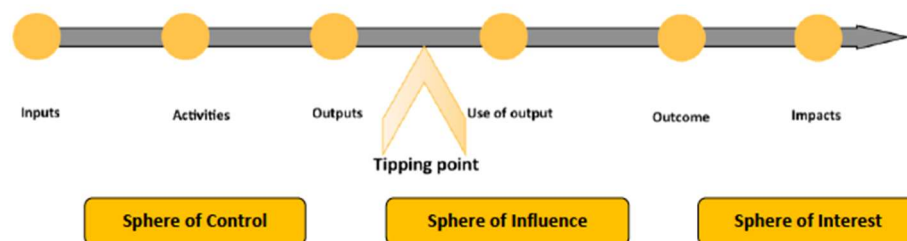
e. 'Case study' visits

During 'case study' visits the Evaluation Team will meet with ARC and ARC partner personnel, government officials, community members and beneficiaries in 1-on-1 and small group settings. Visits to active projects will provide an opportunity to 'ground check' the project documents and to allow beneficiaries to describe what they see as the most significant changes in their lives. The location and number of field sites will be representatives in terms of scope and range of activities and illustrative of both successes and challenges.

These field visits will inform the case studies to provide illustrative evidence to address the research questions. An Aide Memoire will be prepared following each field visit.

f. Partnership Review

A Partnership Review will be conducted concurrently to the evaluation to explore and document how the working relationship between DFAT and ARC has been established and evolved. The findings will contribute to the assessment of efficiency and effectiveness within the Evaluation Report. An accompanying Discussion Brief will provide practical and strategic insights into how DFAT and ARC might articulate a future-fit partnership.

A Draft Evaluation Report Outline (based on DFAT Evaluation Guidelines) is presented in below.

5. The Analytical Framework

The evaluation framework presented here was presented for peer review amongst DFAT personnel and was discussed at the one-day Planning Consultation with ARC personnel. The framework reflects DFAT's M&E Standards and incorporate elements from the following best practice guidelines: the ALNAP Evaluation of Humanitarian Action Guide; the DAC Criteria for Evaluating Development Assistance; the Core Humanitarian Standard and DFAT's Value for Money (VfM) Principles.

The analytical framework is important in that it helps all stakeholders to develop a shared understanding of what the Evaluation will and will not evaluate and provides an indication of the lines of inquiry that will be pursued.

Note: Australian NGOs undergo an independent and rigorous risk-management assessment of their organisational structure, philosophies, policies and practices against an agreed set of criteria and must demonstrate capacity and performance against a range of indicators (see: Accreditation). In March 2018, ARC successfully passed through a re-accreditation p. An assumption has been made that this has confirmed that there is alignment between ARC and DFAT policies and that ARC's systems and processes are effective in managing and reporting risk, fraud and corruption that may adversely affect contract commitments. This assumption has shaped our thinking about the key questions and lines of inquiry in the analytic framework.

5.1 Key Evaluation Questions

The Evaluation will focus on the four key evaluation questions linked to the overall purpose (Table 2).

Table 2. Four evaluation questions	
The purpose:	**Key evaluation questions**
1. To what extent has the DFAT investment in the ARC humanitarian response and preparedness activities contributed to the anticipated results and outcomes between FY 2015-17? 2. To what extent has the ARC-DFAT Partnership demonstrated value added as an Aid delivery mechanism and contributed to the anticipated results and outcomes for both partners? 3. What then are the implications for a new partnership design, recognising ARC's ability to deliver against DFAT's Foreign Policy White Paper commitments, DFAT's Humanitarian Strategy and Australia's commitments under the Sendai Framework for Disaster Risk Reduction 2015-2030, the Agenda for Humanity and the Grand Bargain?	i. What is the evidence-base to demonstrate that the ARC activities delivered under the partnership agreement have contributed to the anticipated humanitarian and resilience outcomes? ii. In what ways have the National Societies that have used DFAT funding supported decentralised, localised and timely responses to risk reduction, preparedness, response and recovery from disasters and humanitarian crises? iii. In what way are ARC and partner activities contributing to achieving gender equality and social inclusion outcomes? iv. How has the current DFAT-ARC partnership approach / structure contributed to efficient and effective Aid delivery?

The research questions are linked to more detailed lines of inquiry that reflect elements of the Theories of Change (shown below). The questions will be further prioritised and ranked in the detailed planning for site visits. Questions that intersect with one another may be merged. For example, discussions about relevance and effectiveness are informed in part by the results achieved in other areas.

5.2 Performance Criteria and Lines of Inquiry

🟦 Questions prioritised for the evaluation (as agreed by DFAT and ARC)

Fields of performance / performance criteria	Lines of inquiry
1. Relevance Relevance takes account of the extent to which: ▪ The investment is aligned to Australia's policy objectives. ▪ The activities are consistent with the CHS and key humanitarian reform priorities. ▪ The activities are relevant to government (national) priorities.	Has the partnership worked within relevant humanitarian standards and safeguards? [How] does the partnership allow Australia to deliver on its humanitarian commitments? How has ARC's work contributed to advancing IHL and IHDL? How has the ARC promoted the visibility of Australian Government funded aid investments and contributed to soft power outputs? Does the partnership provide a competitive advantage for Australia in the humanitarian space not (fully) met by other partners?

Fields of performance / performance criteria	Lines of inquiry
▪ The interventions are appropriate (informed by systematic analyses of the context, needs and risks, vulnerabilities and local capacities). ▪ Programming is adaptive.	What steps have been taken to ensure interventions are appropriate to 'local' capacities, needs and culture and support 'local' ownership?
2. Effectiveness (results and performance focus) Effectiveness takes account of the extent to which: ▪ ARC has delivered quality DRR and humanitarian response outcomes within the expected timeframe. ▪ The outputs/outcomes achieved are a result of the inputs. ▪ ARC and its partners work coherently and collectively to avoid duplication & minimise gaps.	Are the expected outcomes being achieved in each of the performance areas? Were constraints and risks regularly identified and analysed, and plans adapted accordingly? Was any harm done? What approaches appear to be the most effective and why? Has ARC and its partners influenced the uptake by governments of DRR frameworks and/or good practice guidelines?
3. Efficiency Efficiency takes account of the extent to which: ▪ The partnership investment has been appropriately and sufficiently resourced to deliver program outcomes. ▪ Investments were delivered within budget and funds expended as planned. ▪ Sufficient capabilities and management arrangements are in place to deliver the intended outcomes.	How has ARC demonstrated its commitment to eliminating inefficiency and duplication in its programming and operations? Was there sufficient attention given to accountability and due diligence? Were activities adequately resourced to deliver on the outcomes? Were inputs (resources and funds) efficiently applied in the delivery of the program (against predicted budgets)?
4. Monitoring & Evaluation, Accountability & Learning MEAL takes account of the extent to which: ▪ MEAL arrangements are generating robust data to measure progress to outcomes, including appropriate data disaggregation. ▪ Data are being used to generate lessons learned (by both DFAT and ARC). ▪ Lessons inform continuous improvement / adaptive management.	Is the ARC MEAL system able to generate and synthesise reliable data? Does the MERL system collect and report on gender and disability disaggregated data and on provision of opportunities for participation and equal benefit for women and girls and people with disabilities. Are data routinely used to inform evidence-based decision-making, adaptive management and innovation? Have the program assumptions and analyses been regularly tested to ensure their soundness?
5. Sustainability and localisation Sustainability takes account of the extent to which: ▪ Strong relationships are established between implementing partners, communities and local authorities and/or the private sector. ▪ ARC partners develop capacities that will enable action to continue into the future (NRCS' demonstrate	Is there evidence to show that benefits will last after the investment concludes? Have further actions been identified to support the results? What improved behavioural competencies do the NRCS' demonstrate (technical, operational and leadership)? Are these relevant to the NRCS' mandate (effective and culturally adaptive planning and implementation of humanitarian and resilience outcomes)?

Fields of performance / performance criteria	Lines of inquiry
accountability to communities, local authorities and other stakeholders; fit-for-purpose systems & processes; and a competent and diverse workforce. ▪ Specific actions are taken to scale up and/or replicate interventions. ▪ Commitments are made to work with NRCS before, during and after a disaster response.	[How] has the partnership increased the scope of engagement with local stakeholders (including local authorities, women's organisations, DPOs community-based organisations and private sector actors) in promoting resilience/disaster risk reduction? Have gender equality and disability inclusive practices been embedded within the systems and practices of local stakeholders?
6. Gender and Social Inclusion GESI refers to the dignity, access, participation, and safety of women & girls, men & boys, people with a disability and the inclusion of marginalised groups. GESI takes account of the extent to which: ▪ GESI analysis has routinely identified gaps and opportunities and informed interventions. ▪ Gender equality and the empowerment of girls and women has been mainstreamed throughout program activities and methodologies. ▪ Social inclusion and disability have been mainstreamed. ▪ ARC and its partners have identified and worked to remove barriers to ensure people with disabilities are able to equally benefit from all ARC/partner activities and services ▪ There are the right skills and confidence amongst ARC and its partners to address GESI issues.	How have ARC and its partners supported gender equality and women & girls' empowerment? Were opportunities and risks to gender equality routinely identified and appropriately managed? To what extent did investments positively transform gender roles and norms, including through improved decision-making and/or leadership roles? How have ARC and its partners supported disability inclusion and leadership by people with a disability? Were opportunities and risks to disability inclusion routinely identified and appropriately managed? To what extent did investments positively transform norms that may exclude people with a disability from active participation in decision-making and/or leadership roles? What role has ARC and its partners played in advocating for planning and allocation of sufficient resources and expertise to operationalize gender and inclusion activities (funds, staffing, working with women's organisations and DPOs etc.)?
7. Partnership effectiveness Partnership effectiveness takes account of the extent to which: ▪ The partnership has delivered wider benefits and opportunities to Australia and ARC. ▪ The partnership arrangement / structure represents the best use of resources for DFAT and ARC to deliver on intended outcomes. ▪ The partnership is appropriately and sufficiently resourced to deliver programme outcomes. ▪ The partnership is based on mutual accountability and collective learning. ▪ The partnership is future-fit' and linked to influencing reform in the humanitarian space.	What has worked well / not worked well within the current partnership? Were there any outcomes that would not have been achieved if the partnership were not in place? How can the DFAT-ARC partnership business processes be aligned to enable proactive, cost-effective and accountable delivery of Australia's humanitarian and preparedness objectives? Have ARC and DFAT been adequately resourced to deliver on commitments made in the current agreement? Is the partnership flexible enough to adapt to changing priorities and needs? What opportunities are there to work together towards achieving collective impact?

5.3 Evaluation Tools

Melbourne-based ARC leads / managers. (1-1 and small group)

1. Introductions and an overview of your role / the work of your unit
2. How do you interact with the national Societies?
3. How do you interact with regional / IFRC functions?

   Probe: Synergies, collective action and/or space for efficiencies?
4. What have been the main activities under the current partnership agreement where you have contributed to the NRCS capacity strengthening?
5. What results have been achieved?

   Probe: measures of success, relevance / appropriateness
6. Are the NRCS' increasing their scope of engagement with local stakeholders (including local authorities, women's organisations, DPOs community-based organisations and private sector actors) in promoting resilience/disaster risk reduction?
7. ARC's value proposition?

PGI technical leads (1-1 and/or small group)

1. Introductions and overview of your roles and the ARC approach / principles guiding protection, gender and inclusion
2. How have ARC and its partners supported gender equality and women & girls' empowerment?
3. To what extent have interventions given attention to removing barriers to gender equality?
4. Have investments positively transformed gender roles and norms – in what way?
5. What are the opportunities and risks to achieving gender equality …how are these identified and managed?
6. How have ARC and its partners supported disability inclusion and leadership by people with a disability?
7. In what ways have interventions been able to push against barriers to disability inclusion and active participation in decision-making and/or leadership roles? (Disability neutral – transformative)
8. What are opportunities and risks to disability inclusion and how are these identified and managed? To what extent did investments positively transform norms that may exclude people with a disability from?

   Probes:

   What role has ARC and its partners played in advocating for planning and allocation of resources and expertise to operationalize protection, gender and inclusion activities (funds, staffing, working with women's organisations and DPOs etc.)?

   What constraints have you met in terms of influencing partners?
9. What would you like to see more of / less of in any future DFAT-ARC design?

National Societies (Fijian, Vanuatu, Myanmar & Mongolia Red Cross Societies)
Secretary General with senior team

1. Introductions and why we are here
2. SG – overview of the National Society
3. How have you interacted with the ARC under the current partnership agreement (since 2015)?
4. What results have been achieved (plus, how do you know)?

- Technical, operational & leadership capacities, greater independence / Able to adapt and renew, attract resources etc. / How did the ARC support the TC Winston and/or other disaster response?

5. Which of the FRCS capacity development efforts have been most relevant / appropriate?

6. How has Gender and disability inclusion been translated in project activities?
    - What strategies were put in place to ensure participation of women and PWD in the project? / Were there any issues that impacted on the participation of women in the project? / What strategies did you follow to ensure the participation of PWD? / What barriers were there and how did you address these?

7. To what extent have you been able to expand your scope of engagement with local stakeholders outside of the Red Cross Network?
    Probe: local authorities, women's organisations, DPOs community-based organisations and the PS

8. Have you been able to influence these other local stakeholders?
    Probe: Mainstreaming PGI, DRR and other best practices?

9. Looking ahead, what would you like to see more or less of in your future relationship with ARC?

National Society DRM Coordinator

1. Introductions and purpose of the evaluation

2. Working with the ARC
    - How have you worked with the ARC during the last 4 years?
    - What work mechanism are in place to support collaboration?
    - Were there areas where you needed technical and/ or other support (and did you get it?
    - What is the value that ARC offers to your relationship?
    - Probe: Other IFRC / Federation members

3. Core DRM activities and approach
    - What were the core DRR activities implemented at National, Branch and Community level?
    - What is your overall judgment (relevance, effectiveness, impacts and sustainability) of DRR component?
    - What can be continued/replicated?
    - What could have been done differently?

4. What is your overall judgment (relevance, effectiveness, impacts and sustainability) of DRR component at Community Level?
    - What DRR activities have directly or indirectly contributed to strengthening branch capacity?
    - Looking ahead, what would you continue?
    - What would you do differently?

5. Engaging with key stakeholders
    - How have you worked with other DRR stakeholders at national, branch and community level over the last 4 years?
    - In what ways this partnership has contributed to increase the National Society recognition among partners?
    - Looking ahead, what would you continue? What would you do differently?

Red Cross Volunteers (small group discussions + most significant changes)

1. Introductions – who am I and how long I have been a volunteer

2. What kinds of activities have you been engaged in as a volunteer?

    Probe:
    - Where, when and under what circumstances
    - Understanding of the focus on DRM (Objectives, activities & approach)
    - DRM activities implemented at your Branch Level

3. What do you feel most proud of? Why?

4. Which aspects of your role as a volunteer do you find most difficult? Why?

5. How have you grown in your role as a volunteer (e.g. Skills, confidence, levels of engagement)?

6. What factors contributed to this growth?

    Probe:
    - Training, on-the-job, seminars…. / appropriate, relevant

7. Since beginning your role as a volunteer, what changes have you seen in the community you have worked with?

8. What kinds of things – if they were happening more or less – would make your interaction as a volunteer more satisfying (and why is this important to you)?

9. How has your community benefited from your engagement as a volunteer?

10. Looking ahead, what would you like more of less of as you continue to work as a volunteer?

Community members (beneficiaries) (FGD + MSC)

1. Introductions and why we are here

2. In what way has the Red Cross supported your community?

    Probe:
    - Services provided during and/or between emergencies / Appropriate and relevant to needs / Understanding of why these activities and not others

3. What have been the most significant changes / benefits for your community

4. Did everyone benefit …did some populations benefit more than others?

5. In your relationship with the branch, what would you like to see more or less of in the future?

Women's group (small group discussions + most significant changes)

1. Introductions and why we are here

2. In what way has the Red Cross supported women and girls in your community?

    Probe:
    - Services provided during and/or between emergencies / Increased skills and confidence / Appropriate and relevant to needs and how these were useful?

3. How were women engaged in the provision of these services / at what stage?

4. What key strategies were in place ensure engagement of women and PWD in project activities?

    Probe:
    - Participation + influence / analysis and disaggregated data / barriers identified and addressed / tailored interventions / benefits and satisfaction

5. What have been the most significant changes in lives of women and girls in your communities during the last 4 years?

Probe:

- What and why these are significant / women's participation in decision making, leadership roles, changes in normative behaviours / Gender neutral or gender transformative / Will these changes sustain? / Have all women and girls benefited?

6. Looking ahead, what would you like to see more / less of?

IFRC CCST (Suva)

1. Introductions and overview of the CCST efforts and interaction with the ARC over the course of the current DFAT–ARC partnership agreement

Probes:

- Synergies, collective action and/or space for efficiencies?
- What, if any, are the challenges of reporting where there are points of overlap?
- Shared leadership model, financing and the localisation agenda and how to maintain due diligence?

2. What in your mind are the strengths / weaknesses of the current partnership arrangement?

3. What role – if any – is the ARC playing as an influencer and norm setter within the Red Cross Movement?

Probe: relevance & effectiveness

4. Looking ahead, how would you like to see more of / less of in a future partnership agreement?

5. Specific questions to be asked with each of the Technical Leads (DRR, WASH, Logistics, National Society Development) related to:

- Priorities of the function (+ why)
- Opportunities and challenges in the Pacific
- Examples of collaboration and/or overlap within the Federation
- IFRC-supported learning networks and achievements

DFAT Post (Fiji, Vanuatu, Myanmar & Mongolia)

Arrival brief:

1. Welcome and introduction to the team

2. A quick summary of your relationship, requirements and challenges with:

- ARC partnership
- Interacting / working with the broader RC Movement
- Successes in supporting the National Red Cross Society (NRCS) / has there been direct links to Post?

3. Your thoughts about a future potential partnership agreement

Probe: Level of engagement by Post, appropriateness and effectiveness, relationship management

NDMO – National Disaster Management Office (Fiji & Vanuatu)

1. Introductions and an overview of the NDMO

2. Can you tell us about how FRCS has worked with the NMDO over the last 4 years?
   - What work mechanisms are in place to facilitate collaboration?
   - How often did you work together?
   - How does the FRC DRM Programs fit in the institution's plan/strategy/ institutional structure for DRM?

3. What have been some successes over the last 4 years?
   - How have the lessons from TC Winston / TC Pam/Donna etc. been incorporated into the work of the NDMO?
   - What changes in approach, design and implementation and inter-institutional relations?
   - Probe: DRM/DRR focus and approach – preparedness, response, coordination mechanisms, capacity building etc.)

4. Data management – does the FRC share regularly data and reports with your institution?

5. What are FRCS' strengths – in relation to other partners?
   Probe: technical, operational and or leadership competencies / value proposition

6. What changes in FRC' program focus, and approach would increase their added value?

7. Have you also interacted directly with the ARC and IFRC? Who / How?

8. Have there been any challenges in your interactions with the Red Cross?

9. How have you interacted with DFAT Post? How?

10. Looking forward, how could the partnership relationships with the FRCS and or RC Movement be further strengthened?

Partnership effectiveness

A rapid review plus reflective one-on-one interviews with key DFAT and ARC personnel to address the following broad questions:

   a. Partnership Health Check – focussing on the current relationship.
      - What has worked well and conversely not well within the partnership group?
         - Are there any specific outcomes that you think have been achieved that would not have been achieved if the partnership were not in place?
         - What are the benefits of these and to whom?

   b. Future Focus – Imagining a future relationship
      - What lessons about these ways of working would you like to take forwards into a future partnership?
      - What could a future partnership offer with regard to:
         - The delivery of Australia's humanitarian and preparedness objectives?
         - Establishing the preconditions for ARC and its global partners to respond to humanitarian crises?
         - Soft power and public diplomacy?
   c. What business processes would enable an effective and responsive partnership into the future?

Pre-Interview Reflection Questions

The Partnership (the current relationship)

- What do you understand to be the purpose of the DFAT – ARC partnership? Has DFAT and ARC defined a clear set of objectives, principles and ways of working to achieve these?
- What benefits does partner with ARC provide for DFAT?
- What benefits does partnering with DFAT provide to ARC?
- What has worked well and conversely not well within the current relationship?
- Are there any specific outcomes that you think have been achieved that would not have been achieved if the partnership were not in place?

Imagining a future relationship

- What lessons about these ways of working would you like to take forwards into a future partnership?
- What could a future partnership offer with regard to:

    - The delivery of Australia's humanitarian and preparedness objectives?
    - Establishing the preconditions for ARC and its global partners to respond to humanitarian crises?
    - Soft power and public diplomacy?
    - What business processes would enable an effective and responsive partnership into the future?

- What are the strategic issues that you think DFAT and ARC may work on in the future?
- What are the deal breakers?

Partnering Processes
- What processes have been in place to manage the partnership?
- Do these processes contribute to strengthening the effectiveness of the delivery of the shared objectives? Why or why not?
- What business process could support an effective partnering mechanism into the future?

5.4 Field Schedule

Timing	Who / where	Status / comments
Fiji		
Sunday 12 August		
1800	Team meeting - take stock	Quest hotel, Suva
Monday 13 August		
0900 – 1230	Fiji RCS leadership team Filipe Nainoca, SG Dr. Seta Vatucawaqa│, Head of Programs, Mathiu DRM Coord., Aunty Ma, Health Coord.	SG FRCS / DM / Health Presentation of the team of the achievements under the current partnership agreement and priorities
1230	Lunch	
1000	NMDO, 1 Regional House. Knolly Street. Suva. Phones: +679 331 3400.	Relationship with the National Society and ARC/IFRC + view of the ARC partnership
1100		
1200		
1300		
1400	Ray Bojczuk, First Secretary – Climate Change and Disaster Management, Australian High Commission 37 Princes Road, Suva, Fiji (+679 7071255)	Briefing: summary of post's relationship, requirements and challenges with ARC, the broader movement / opportunities / successes in supporting the FRCS
100		
1600		
1700		
1830	Team debrief	Sharon Hicks on phone / 1630 CBR
Tuesday 14 August		Possibly time with FRCS program team
0900	Joseva Maikitu, GESI, Fiji Red Cross	
1000		
1100		
1200		
1300	Nalini Singh, Executive Director, Fiji Women's Right Movement	
1400	Kathryn Clarkson CCST Lead, IFRC	
1500	Daniel Cowley	
1600		
1830	Team debrief + Sharon	Phone in
Wednesday, 15 August		
0700	Dep. Quest Hotel	
0900	Arr. Wailotua village at 9am to visit DRR community, talk to CBVs, see CAP and CDP in Community Hall and EWS.	8 women / 5 men includes youth
1100	Arrive Nokonoko Village at 11:00am to meet with Rakiraki Branch executives and CBVs.	10 men / 8 women
1200		
1330	Lautoka village	
1600	Overnight Tanoa International Hotel in Nadi	
	Team debrief + Sharon	Time TBC
Thursday 16 August		
0930	Dep. Tanoa Hotel	
1030	Arr. Tau	
	Meet with Sigatoka Branch Executives at Tau Meet with Tau women CBVs	
1600	Return Suva - team debrief in car	
1830	GS to check in w/ Sharon	TBC
Friday, 17 August		
0830	Meeting with Maciu Nokolevu, FRC DRM Coord.	

0900	Meeting with Mere Rodan the President of Fiji Spinal Injury Association (affiliate and member of the Fiji Disabled Persons Federation)	
1000	NDMO at Ministry of Rural Development, Maritime, Disaster Management and Meteorological Services. Contact: Tuimanu at 8072557	
1100	Rober Dodds, Pacific Regional Shelter Coordinator, IFRC	
1200	Catherine Harris, Pacific Regional Logistic Coordinator, IFRC	
1200	Mr M Adithshah Durjoy, NSD IFRC	
1400	Debrief w/ FRC	TBC
1500		
1600	Team debrief + Sharon	
Sat. 18-Aug	Down day	

Vanuatu

Day / Date	Who / where	Status / comments
Sun, 19-Aug	Fly to Port Vila	
Monday 20 August		
0900	Preparation for interviews and question focus	

1000 – 12:30	VRCS Management Team
	    Mme. Jacqueline Deroin de Gaillande, VRCS CEO
	    Augustine Garae, DRM Coordinator
	    Renie Anderson, VRCS PMER Coordinator	

12:30 – 13:30		
1400	Jed Abad, First Secretary (Recovery) Winston Churchill Avenue T. +678 22777 ext. 145 | M. +678 7740171	Brief: summary of post's relationship, requirements and challenges with ARC, the broader movement / opportunities / successes in supporting the VRCS
1530	Peter Korisa, Operations Manager, NDMO, Port Vila	
1800	Team debrief + Sharon	1700 CBR
Tuesday 21 August		Possibly time with FRCS program team
0700	Flight to Santo	NF210
0900	Meet with Santo volunteers supporting Ambae evacuees	12 males / 7 females

10:30	Meetings with Santo Tream
	    Shirley Johnson, Sano Branch Manager
	    Augustine Garae, DM Coordinator
		VRCS Sanma Branch (Luganville, Santo)

1300		
1400	Meet Kensley Micah, Sanma DMO Coodinator	Sanma DMO
1500		
1830	Team debrief + Sharon	Phone in
Wednesday, 22 August		
0900	Nellie Calleb, Head of Vanuatu Disability Organisation, based in Santo	
1000	Chapui Community (pre-urban)	3F / 9M
1100	Avantoa Community (peri-urban – adjacent to airport)	19F / 12\M
1200	Million Dollar Disaster Committee (peri-urban)	3F – Chair, Treasurer + Committee Member 1M
1300		

1500	Debrief with Sanma Branch team
	    Shirley Johnson, Sano Branch Manager
	    Augustine Garae, DM Coordinator
	    Jelson Naparau, DRR Officer,	

Day / Date	Who / where	Status / comments
	Charlie Kitchikitchi, Tafea Branch Manager	
1840	Return Port Vila	NF209
Thursday 23 August		
0830	Meet Denny Manvoi, VRCS Health/WASH Officer	healthassistant@redcrossvanuatu.com
0930	Debrief on findings / observations M. Jacqueline de Gaillande, VRCS CEO	
1100	Renie Anderson, VRCS PMER Coordinator	
1200	Vola Matas, legal Advisor, Vanuatu Women's Centre, Port Vila	
1230		
1530	Judith I Yanhambath, Program Manager, Vanuatu Society for People with Disabilities Port Vila	
1830	Team debrief + Sharon Hicks	CBR +1
Friday, 24 August		
0900 1000	Evaluation team meeting	Discussion of Aide-Memoire #2 + Performance Criteria and Lines of Inquiry
1100	Individual team contributions	
1300	Team re-group to finalise Aide Memoire #2	
1500	Debrief w/ VRCS	
1600	Final debrief + Sharon	CBR +1
Sat, 25-Aug	Team depart	Graeme to AKL; Veronica to SYD

5.5 Key informants

	Who	Contact information
	Fiji Red Cross	
1.	Filipe Nainoca, Director General	directorgeneral@redcross.com.fj
2.	Dr Setariki Vatucawaqa, Head of Programs	managerprg@redcross.com.fj
3.	Maciu Nokolevu, Health Programs	disaster@redcross.com.fj
4.	Marica Kepa, Health & Care Coordinator	healthcare@redcross.com.fj
5.	Maciu Nokolevu, FRCS DRM Coord.	disaster@redcross.com.fj
6.	Joseva Maikitu, GESI, FRCS	josevamaikitu@gmail.com
7.	Maviu Bolaitamana, FRCS DRM Divisional Coordinator	
8.	Epi Taganesia. Disaster Officer, FRCS Western Branch	
9.	Taniela Nekibo, FRC Western Division Branch President	
10.	Wailotua Community, Tailevu Province, Suva Branch	Mixed community groups – men, women and youth
11.	Tau Community, Nadroga Province + FRCS Singatoka Branch	Mixed community group (men and women)
12.	Volunteers from Tau Community + FRCS Singatoka Branch	All women's group of Branch and village volunteers
13.	FRCS Rakiraki Branch. Nokonoko, Ra Province	To view new branch office (built to incorporate PWD access)
	IFRC Pacific Regional Office (Suva)	
14.	Kathryn Clarkson, Head. IFRC Country Cluster Support Team, Pacific	kathryn.clarkson@ifrc.org
15.	Mr M Adithshah Durjoy, NSD IFRC	adithshah.durjoy@ifrc.org
16.	Dinesh Raju, Head Finance & Admin + Head of IUFRC Country Cluster Support Team, Pacific	Dinesh.RAJU@ifrc.org
17.	Daniell Cowley, Programs & Partnerships, IFRC	Daniell.COWLEY@ifrc.org
18.	Rober Dodds, Pacific Regional Shelter Coordinator, IFRC	Robert.dodds@ifrc.org
19.	Catherine Harris, Pacific Regional Logistic Coordinator, IFRC	catherine.harris@ifrc.org
20.	Meiapo FAASAU, Pacific Disaster Law Coordinator, IFRC	Meiapo.FAASAU@ifrc.org
	DFAT Post	
21.	Christine Munzer, Counsellor Development cooperation, Fiji & Tuvalu, Australian High Commission, Fiji	Christina.Munzer@dfat.gov.au
22.	Ray Bojczuk, First Secretary – Climate Change and Disaster Management, AHC Fiji	Raymond.Bojczuk@dfat.gov.au +679 7071255
23.	Josefa Lalalabufu, Program Manager, Resilience and Climate Change, AHC, Fiji	
	Fiji National Disaster Management Office	
24.	Viliame Tuimanu, NMDO Coord.	
	Fiji Others	
25.	Nalini Singh, Executive Director, Fiji Women's Right Movement	Nalini@fwrm.org.fj / +679 331 2711
26.	Mere Rodan, President, Fiji Spinal Injury Association (affiliate and member of the Fiji Disabled Persons Federation)	
	Vanuatu Red Cross	

	Who	Contact information
27.	Madam Jaqueline de Gaillande – CEO VRCS:	ceo@redcrossvanuatu.com
28.	Augustine Garae – DRM Coord.	disaster.coordinator@redcrossvanuatu.com
29.	Renie Anderson – Reporting Coordinator / Gender & Protection Focal point	reporting.coordinator@redcrossvanuatu.com
30.	Shirley Johnson, Sanma Branch Manager, Santo	santoredcross@gmail.com
31.	Denny Manvoi, VRCS Health Officer	Health.assistant@redcrossvanuatu.com
32.	Sanma Branch volunteers	
33.	Chapui community (peri-urban), Sanma Province	Mixed male and female CDC members
34.	Avantoa community (peri-urban), Sanma Province	Large gathering of women and men, including Ambae evacuees
35.	Million Dollar Point (peri-urban), Sanma Branch	3 women from CDC
	Vanuatu Disaster Management Office	
36.	Peter Korisa, Operations Manager, NDMO	
37.	Kensley Micah, Manager, Santo Provincial DMO	777 1307
	Vanuatu Other	
38.	Vola Matas, Legal adviser, Vanuatu Women Center, Port Vila	Vola.matas.vwc@gmail.com;77588138
39.	Nelly Called, Head of Vanuatu Disability Organisation (Santo)	Calebnellie14@gmail.com; 5410440
40.	Judith I Yanhambath, Program Manager, Vanuatu Society for People with Disabilities, Port Vila	
41.	Kristy Mcintosh, OD Strengthening Volunteer, Vanuatu Society for People with Disabilities, Port Vila	Kristymcintosh.vspd@gmail.com
	DFAT Post	
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	Other Red Cross / IFRC	
68.	Puja Koirala, PGO Office, Nepal RC	puja.KOIRALA@nrcs.org
69.	Tala Mauala, SG, Samoan RCS + former Chair, Samoa SGBV National Network	tala.mauala@yahoo.com
70.	Andrew Bate, Humanitarian Technology Programme Manager, Intl. Programmes, NZ	Andrew.Bate@redcross.org.nz T. +64 21 225 8952 | S. andrew.r.bate
71.	Anna Grauers Fischer, Country Representative, Swedish Red Cross	Anna.Grauers.Fischer@redcross.se
	Externals	
72.	Jason Brown, Partnership Director - Australian Humanitarian Partnership Support Unit	jason.brown@ahpsu.com
73.	Sara Webb, Monitoring, Evaluation and Learning Manager, AHP Support Unit, Melbourne	sara.webb@ahpsu.com
74.	ANCP Group Consultation (Heather Fitt et al.)	heather.fitt@dfat.gov.au
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	DFAT Evaluation Reference Group	
76.	Mark Tattersall, Director, Humanitarian Preparedness and Response Section (HRS)	Chair
77.	Paul Kelly, Assistant Secretary, Humanitarian Response, Risk and Recovery Branch	Co-Chair
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86.	Chantelle Boland, Second Secretary Tonga Post	

	Who	Contact information
87.	Amy Stuart, First Secretary ASEAN, Jakarta Post	
88.	Amy Sheridan, First Secretary Development Cooperation, Dhaka Post	
89.	Julie Stalker, Program Officer, Myanmar Section	
90.	Bernie Pearce, Advisor, Fragility and Conflict Section	
91.	Emily Rainey, Assistant Director, Fragility and Conflict Section	
92.	Josiana Jackson, Program Manager Infrastructure, Port Vila Post, Vanuatu	
93.	Helen Corrigan, Senior Program Manager Disaster Recovery, Port Vila Post, Vanuatu	
94.	Don Mortimore, Assistant Director, Agreement Management Task Force, Contracts & Procurement	
95.	Heather Randall, Policy Officer, AVID Program Manager, Australian Volunteers Section, Australian NGOs Cooperation Program	
96.	Joanna O'Shea, Assistant Director, Protracted Crises and Refugees Section, Refugee and Protracted Policy	
97.	Tracey Newbury, Director, Gender Pacific and Capacity Support Section, Gender Equality	
98.	Daniel Stuart, Assistant Director, Humanitarian Preparedness and Response Section, Australia Assists Program	

6. Conducting the Evaluation

The schedule presented above was developed in discussion with the ARC Partnership Manager and with Fiji and Vanuatu Red Cross staff.

Considering inputs from DFAT and ARC and the methodological considerations outlined in section 4.1 above, criteria for selecting field visits will include:

- They offer rich sources of data that illustrate both positive and negative lessons relevant to the research questions and lines of inquiry.

- They permit access for the evaluation team within the time constraints noted earlier.

- They are accessible to key informants and ensure their special needs are met (as described in 4.1 above).

- They are representative of the perspective of women and girls and men and boys and people with disabilities.

    6.1 Two back-to-back field visits will be conducted between 13 - 24 August:

    a. Fiji

    Rationale:

There is potential to also explore (a) the critical success factors in the TC Winston Response and how to build on these and the role of the Fiji National Society and its connectedness with local civil society organisations; and (b) to link these to investments made in capacity development, disaster risk reduction and gender and social inclusion.

The IFRC Regional Office is located in Suva and thus we can explore the interaction between ARC and IFRC and program complementarity. There is also an intersection with AHP funding and ANCP community-based health funding pointing to potential synergies.

b.   Vanuatu

Rationale:

There is regular interaction with DFAT at post.

The ARC program provides a focus on DRR preparedness and response and pre-positioned relief supplies. The Vanuatu government has mandated working with the private sector in emergency response. There is scope to explore the effectiveness of DRR investments and how to take forward the pilot on working with local suppliers / lessons that might be multiplied.

6.2 Two in-depth desk reviews will be conducted concurrently during August (assumes availability of relevant documentation / key informant interviews):

c.   Myanmar

Rationale:

ARC is operating through a bilateral cooperation agreement plus an intersection with ICRC-funded programming. Myanmar represents a seat of instability that has and could continue to trigger a regional humanitarian crisis; a 2017 DFAT Country Program Evaluation will be informative to the desk study.

An ARC deployed technical expert is in-country allowing for significant access to understanding context and investments made in capacity development of the NRCS and resilience programming in a protracted conflict context.

d.   Mongolia

Rationale:

IFRC is mandated to work in country, while working bilaterally with the NRCS.

Mongolia provides an example of the linkages between NDMO (National Disaster Management Office), the private sector, agriculture investments (including community-based DRR/climate adaptation activities) and local emergency response capacities (through female fire fighters as first responders). There is also an opportunity to explore the potential for taking forward a violence prevention pilot.

6.3 Partnership Review (conducted concurrently)

Rationale:

A Partnership Effectiveness Specialist will carry out a partnership review. It will be conducted concurrently to the evaluation as both a backward and forward-looking exercise to explore and document how the working relationship between DFAT and ARC has been established and evolved.

While its findings will contribute to the assessment of efficiency and effectiveness within the Evaluation Report, the key product will be a brief discussion paper which provides some practical and strategic insights into how DFAT and ARC could move forwards in defining the partnership, its purpose and the different roles and responsibilities of each actor into the future. This paper will act as backgrounding for the design of the next stage of the partnership.

The Partnership Review will explore two key fields of inquiry through a brief written reflection (comprising 6 multiple choice questions and 3 open ended questions) followed up by reflective one-on-one interviews with key DFAT and ARC personnel.

Both of these tools will address the following broad questions:

d. Partnership Health Check – focussing on the current relationship.

- What has worked well and conversely not well within the partnership group?

    - Are there any specific outcomes that you think have been achieved that would not have been achieved if the partnership were not in place?
    - What are the benefits of these and to whom?

e. Future Focus – Imagining a future relationship

- What lessons about these ways of working would you like to take forwards into a future partnership?

- What could a future partnership offer with regard to:

    - The delivery of Australia's humanitarian and preparedness objectives?
    - Establishing the preconditions for ARC and its global partners to respond to humanitarian crises?

    - Soft power and public diplomacy?

f. What business processes would enable an effective and responsive partnership into the future?

7. Bios of the Evaluation Team Members

Name + Team Role	Relevant experience
Graeme Storer Team Leader 	Graeme Storer has over 25 years' experience in international aid and development, working with government and donor partners, civil society and private sector actors in South and SE Asia, the Pacific, Europe, North America, Australia and NZ across a range of sectors. He is recognised for facilitating systems change across a wide range of cultural contexts. Graeme is member of the RedR Humanitarian Roster and brings practical experience in humanitarian programs and in complex crises including conflict and disaster affected contexts. His areas of expertise are organisational development and systems change; action research and evaluation, learning for capacity development and gender equality and inclusion (critiquing and advancing gender and diversity outcomes),
Isabelle Choutet Disaster Rick Reduction Specialist 	Isabelle Choutet is a development practitioner with extensive experience in managing and evaluating community-based disaster risk reduction projects in the Pacific (specifically Vanuatu) and the Caribbean. She is co-author of a paper on the use of a participatory geographic information systems methodology designed to support vulnerability and disaster risk management efforts in small Caribbean communities. The methodology combines community vulnerability mapping with geo-referenced household data through a step-by-step approach to record information on household vulnerability and community hazards.
Donna Holden, DLH Consulting Partnership Effectiveness Specialist 	Donna Leigh Holden is a development practitioner with 25 years' experience working in South and South East Asia, the Pacific and Australia. Donna has extensive experience in leading and participating in design and evaluation teams for DFAT and other donors and national and international NGOs. Donna specialises in the design and evaluation of complex multi-stakeholder partnerships, governance, social inclusion, capacity building and disaster risk reduction programs. She has a specific interest in working in challenging and complex situations including conflict and disaster affected areas. Donna's lifelong experience in living and working with marginalised communities provides her with a strong interest and commitment to social justice as well as the establishment of multi-stakeholder partnerships for development. Donna is an accredited partnership broker through the Partnership Brokers Association.

8. Document list

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9. Report Outline

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10. Schedule & Reporting Requirements

Phase Two – implementing the evaluation plan (beginning 1st August 2018)	
Finalise in-Australia consultations; brief evaluation team and clarify evaluation scope and roles & responsibilities; design detailed evaluation questions / tools for the field visits; begin in-depth desktop reviews; provide updates prior to field visits.	1–10 Aug '18
Conduct field visits; facilitate team briefs / analysis sessions and inputs into Aide Memoires Develop / submit two Aide Memoires	13–24 Aug '18 End of site visits
Partnership Effectiveness assessment – in parallel with the above Aide Memoire submitted to DFAT on completion of study	By 30 Aug '18
Finalise interviews and research for the desktop reviews	26 – 30 Aug '18
Phase Three – documentation and reporting	
Submit draft evaluation findings for peer review by DFAT and ARC.	30 Sept '18
Revise Evaluation Report based on feedback (maximum 25 pages) in line with DFAT's Monitoring and Evaluation Standards (2016) (with Case Studies but excluding annexes). Submit final report, suitable for publication on DFAT's website (subject to approval by DFAT and ARC)	TBC Mid-Nov '18

DFAT–ARC Humanitarian Partnership Evaluation: Terms of Reference
(July 2018)

1.   Background to the Evaluation

Over the past decade, the number of people in need of humanitarian assistance has doubled, creating a pressing demand for effective, efficient and accountable humanitarian assistance. The effects of external shocks, including natural disasters and conflict, are becoming more extreme as climate-related disasters become more severe and frequent. Because the poor and other marginalised groups tend to live in more hazard prone areas, the greater frequency and complexity of humanitarian crises has a large negative impact on poverty.

The 2015–19 Humanitarian Partnership Agreement between DFAT and the Australian Red Cross (ARC) is designed to contribute substantially to the Australian Government's commitment to disaster preparedness and response. The Agreement recognises the complexity and protracted face of humanitarian crises and the need to work in collaborative partnerships that allow for collective impact [5] . The AUD28.8 million partnership focuses on humanitarian preparedness, response and resilience activities. Under the partnership, humanitarian funding is complemented by AUD9.7 million of Development Funding through the Australia NGO Cooperation Program, bringing the total value of the investment to AUD38.5 million.

The ARC is an independent but legally mandated auxiliary service to the Australian Government and an enduring partner supporting Australian Government efforts to build community resilience before, during and after crises in Australia and overseas. The ARC provides Australia with a conduit to the IFRC (International Federation of Red Cross/Red Crescent Societies), to priority country Red Cross National Societies and to the International Committee for the Red Cross (ICRC).

The ARC is undergoing significant reform, streamlining international operations and refocusing domestically. This reform is in-step with Australian Government humanitarian reform priorities. In 2019, DFAT hopes to enter into a new humanitarian partnership with the ARC to focus the niche role it plays with the Red Cross Movement and disaster risk management. The evaluation will systematically and objectively assess and report on how the aid investment has performed. The purpose will be to demonstrate effectiveness and stakeholder accountability, highlight learning about what does or does not work in a particular context, and guide decisions about the future investment.

2.   The Policy Context

Thematic priorities outlined in DFAT's 2016 Humanitarian Strategy are: (a) strengthening international humanitarian action through supporting reform and innovation, particularly in the Indo-Pacific; (b) supporting countries to reduce disaster risk and laying the foundations for resilience to disasters and climate change; (c) supporting preparedness and effective response; (d) and enabling early recovery. Gender equality and women's empowerment, disability inclusiveness and protection are prioritised and central to effective risk reduction, preparedness, response and recovery.

Engagement of the private sector in disaster prone and crisis-affected regions is also considered key to promoting resilience (e.g. through stimulating economic activity, facilitating access to services or promoting innovation). Transparency and accountability through robust MEAL (monitoring, evaluation, accountability and learning) is also foundational in the management of the Australian humanitarian assistance program.

Australia has signed on to a number of global commitments, including: the 17 Sustainable Development Goals, the *Agenda for Humanity*, the *Grand Bargain* and the *Sendai Framework for Disaster Risk Reduction 2015-2030*, all of

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[5] A second complementary vehicle is the 2017-22 Australian Humanitarian Partnership (AHP) between DFAT and six peak Australian NGOs

which support integrated approaches to disaster risk reduction; preparedness and response linked to rehabilitation and longer-term development programming. The ARC has also signed up to these various agreements[6].

2.1 The challenge in the Indo-Pacific region

Ten of the top 15 countries most at risk globally from disasters are located in the Indo-Pacific region. Nearly 40% of natural disasters in the past decade have occurred in Asia, where 88% of people globally affected by such disasters live. The 2015 Nepal earthquake killed nearly 9,000 people and injured nearly 22,000. The 2013 Typhoon Haiyan killed at least 6,300 people in the Philippines alone. Climate change is seen as a multiplier effect increasing the risk of conflict and unrest, particularly in coastal areas.

Protracted conflict is found in some Asian countries e.g. in the Philippines, Pakistan and Myanmar. The expulsion of the Rohingya minority population from Myanmar has resulted in a refugee crisis in Bangladesh. Significant inequality in more populous Asian states means that the poor and other marginalised groups that tend to live in more hazard prone areas are most vulnerable to shocks

The Pacific Islands countries, with a combined population of almost 10 million people, are also highly exposed to natural hazards. These include floods, droughts, tropical cyclones, earthquakes, volcanic eruptions, and tsunamis. Any one of these hazards can result in disasters that affect the countries' entire economic, human, and physical environment and disrupt long-term development agendas. Some countries are facing losses from a single event that would exceed their annual gross domestic product. Rapid-onset disasters most frequently affect Melanesian countries such as Fiji, Vanuatu, Solomon Islands and Papua New Guinea. Sea-level rise, climate change and slow-onset disasters affect many low-lying areas across the Pacific. Increased urbanisation, climate change and political complexities can amplify humanitarian needs.

2.2 The Partnership Agreement

The 2015-2019 ARC Humanitarian Partnership is global in nature but maintains a priority focus on the Indo-Pacific region. It builds on lessons learned from previous DFAT–ARC partnerships. In summary it emphasises humanitarian preparedness, response and disaster risk reduction activities, which also promote gender equality and social inclusion, private sector engagement and innovation. To facilitate this the implementation model incorporates (a) multi-year funding to enable longer-term programming; (b) a flexible approach to support strengthening National Red Cross Societies (NRCS); (c) an annual allocation to address emerging needs and to facilitate agile responses to emerging challenges; (d) a stronger monitoring and evaluation system; and (e) a focus on long-term preparedness.

The Partnership's ultimate **goal** is to save lives, alleviate suffering and enhance human dignity, especially in situations of conflict, natural disasters and other humanitarian crises. Contributing to this goal are five end-of-program outcomes (Table 1).

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[6] IFRC & Red Crescent Societies 2016 *Road Map to Community Resilience: Operationalizing the Framework for Community Resilience*

Table 1. **End-of-program outcomes and key investment areas**	
Five outcome areas	Key investment areas
1. Humanitarian assistance is efficient, equitable, economical, effective and localised	The Partnership does not directly fund humanitarian response, but lays the groundwork for Australian Red Cross and its Movement partners to provide efficient, equitable, effective and localised surge response in emergencies. Key investments include (a) protection, gender equality and social inclusion (including disability inclusion) and women and girls' empowerment; (b) organisational development, disaster risk reduction and resilience to enable localised humanitarian response capacities.
2. National Societies support communities to anticipate, prepare for and reduce risks from disasters and crises	Strengthening the capacity of local branches of National Societies to engage and support communities in preparing for and managing the risk and the impact of humanitarian crises is integral to the strategy. Key investments include vulnerability and capacity assessments, disaster preparedness and infrastructure, contingency planning and training of staff and volunteers in disaster risk reduction to support local evacuation.
3. Key actors respect and advocate for humanitarian values, international humanitarian law, disaster law, gender equity and inclusion	ARC plays a role in strengthening legal frameworks and humanitarian soft power, engaging with decision-makers and opinion leaders in Australia as well as regionally and globally. It does so by drawing on its experience and evidence bas to ensure that humanitarian values and principles are understood and, as appropriate, to challenge, change and improve the environment and methods for delivering humanitarian and development assistance.
4. National Societies are stronger, better functioning organisations	Strengthening organisational effectiveness is fundamental in ensuring that humanitarian and development assistance is targeted, impactful and sustainable and also increases their legitimacy and leverage with domestic stakeholders in the public and private sectors. Specific investments are made in NRCS' organisational development (systems and processes, management structures, accountability and performance effectiveness) and building public and private sector partnerships to facilitate delivery.
5. People have improved health outcomes and are better prepared to withstand health stresses	This outcome is delivered under a separate development agreement under Australian NGO Cooperation Program (ANCP fact sheet) and reinforces ARC's approach to holistic programming that integrates health and WASH into broader programs. This outcome also contributes to the achievement of Outcome 1 and the overall goal.

Priority countries are Bangladesh, Cook Islands, Fiji, Kiribati, Mongolia, PNG, Solomon Islands, Tonga and Vanuatu. More globally focused thematic priorities include Pacific local supplier engagement, localisation in disaster management and International Federation of Red Cross innovation.

Following on from the 2016 World Humanitarian Summit, ARC and the Australian government jointly pledged to strengthen local humanitarian action, particularly in the Pacific. This pledge renewed the commitment to strengthening local response capacities.

3. The Evaluation Purpose, Scope and Key Evaluation Questions

   3.1 Purpose and key evaluation questions

The purpose of the evaluation and the accompanying evaluation questions are given in Table 2.

Table 2. **Purpose and key evaluation questions**	
The *purpose* of the evaluation is threefold:	Four *key evaluation questions*
4. To what extent has the DFAT investment in the ARC humanitarian response and preparedness activities contributed to the anticipated results and outcomes between FY 2015-17? 5. To what extent has the ARC-DFAT Partnership demonstrated value added as an Aid delivery mechanism and contributed to the anticipated results and outcomes for both partners? *6.* What then are the implications for a new partnership design, recognising ARC's ability to deliver against DFAT's *Foreign Policy White Paper* commitments, DFAT's *Humanitarian Strategy* and Australia's commitments under the *Sendai Framework for Disaster Risk Reduction 2015-2030*, the *Agenda for Humanity* and the *Grand Bargain*?	v. What is the evidence-base to <u>demonstrate</u> that the ARC activities delivered under the partnership agreement have contributed to the anticipated <u>humanitarian and resilience outcomes</u>? vi. In what ways have the <u>National Societies</u> that have used DFAT funding supported decentralised, localised and timely responses to risk reduction, preparedness, response and recovery from disasters and humanitarian crises? vii. In what way are the ARC and partner activities contributing to achieving <u>gender equality and social inclusion outcomes</u>? *viii.* How has the current DFAT-ARC partnership approach / structure contributed to <u>efficient and effective Aid delivery</u>?

   3.2 Scope of the evaluation

The evaluation will consider:

- Which results were achieved in which locations and by whom between 2015–2017 against investments made in each of the five outcome areas and in the cross cutting thematic areas.
- The value addition the partnership offers to both DFAT and ARC and to the broader humanitarian sector.
- The effectiveness of the partnership arrangements and the funding modality, in particular, whether or not these represent the best use of resources for DFAT and the ARC to deliver on intended outcomes.

   3.3 Evaluation Criteria and Questions

This TOR will guide the specific issues and aspects to be addressed in the Evaluation. Suggested evaluation performance criteria can be found in Annex I. These will be elaborated further in in a one-day Planning Consultation (described below).

The Evaluation Plan, which will be prepared by the Team Leader, will include an evaluation framework that reflects DFAT's Monitoring and Evaluation Standards and incorporate elements from the following best practice guidelines: the ALNAP Evaluation of Humanitarian Action Guide; the DAC Criteria for the Evaluation of Development Assistance; the Core Humanitarian Standard and DFAT's Value for Money (VfM Principles.

The evaluation will identify and analyse results through addressing the key evaluation questions (Table 2 above) related to the evaluation purpose and the achievement of the intermediate objectives, as defined in the Program Logic Theories of Change developed for Disaster Risk Reduction, NRCS' Organisational Development and Protection, Gender Equality and Disability Inclusion (Annex II).

The final Evaluation Plan may modify aspects to be addressed in this evaluation.

4. The Evaluation

The proposed methods presented here will be further refined after finalising the key informants and site visit locations. Wherever feasible date will be triangulated to enhance the rigour of the evaluation findings and conclusions.

4.1 Evaluation techniques and data collection

The evaluation will apply a variety of simple mixed-method evaluation techniques – desk review, meetings with stakeholders, small-group discussions, field visits, informed judgement and (as appropriate) scoring or rating techniques.

The preliminary findings of the evaluation will be presented during a face-to-face verification exercise before a more detailed draft report is prepared. The evaluation will be based on analysis of empirical evidence to establish findings and conclusions in response to specific questions.

Desk Review

The Desk Review of project and partnership documents and reports and best practice documents will indicate a number of initial findings that in turn may point to additional or a fine tune of the evaluation questions and plan.

Regular ARC evaluations, an element of the MERL process (as indicated in the Design Document) will be a significant input. DFAT and ARC will be responsible for making available all key documents.

Consultation and stakeholder engagement

Open and transparent consultations will underpin the evaluation. In addition to consultations with nominated DFAT ARC Melbourne personnel, consultations will be made with ARC-regional level staff, National Red Cross Society (NRCS) personnel and community members / beneficiaries

A **one-day planning consultation** will ensure that DFAT and ARC personnel are able to contribute their voice to the shape of the evaluation and will set the stage for a transparent process. DFAT and ARC personnel will make up the evaluation team to encourage joint critical reflection and learning.

When time permits, findings will be referred back to key informants, so they can confirm interpretations.

Stakeholders will be given an opportunity to comment on the draft report, which will be circulated for comment. All comments will be taken into consideration by the independent evaluation team in preparing the final report.

All Australia-based interviews will take place prior to the field visits. Other key informant interviews will be identified after the case study locations are identified.

Case studies

The evaluation will develop 'case studies'. The selection criteria for these case studies will be indicated in the Evaluation Plan and finalised in the planning consultation. The criteria will combine geographic focus with consideration of delivery modality (working through National Red Cross Societies, through the IFRC and through a consortium) and thematic areas (resilience, local ownership, enhanced capacity, cross-cutting themes etc.). The number of country field visits will be finalised during the one-day planning consultation but will not exceed three site visits.

Field visits

During field visits the evaluation team will meet with Red Cross personnel (including NRCS personnel), government officials, community members (beneficiaries) in 1-1 and small group settings. Visits to 'live' projects will provide an opportunity to 'ground check' the project documents and to allow beneficiaries to describe what they see as the most significant changes in their lives. The location and number of the field sites will be representatives in terms of scope and range of activities and illustrative of both successes and challenges.

4.2 Evaluation process and key deliverables

a. Phase One

In Phase One, the Team Leader will conduct a rapid desk review and initial set of consultations via email and/or phone/Skype with ARC and DFAT personnel to provide an initial assessment of the outcomes and results achieved via the DFAT–ARC partnership. The Team leader will draw on the desk-review and these initial consultations to develop the Evaluation Plan.

The Team Leader will then facilitate a one-day planning consultation with DFAT and ARC personnel. The consultation will (a) review and finalise the TOR and Evaluation Plan; (b) discuss / agree on the subsequent stakeholder consultations both in Australia and internationally; (c) agree on evaluation team (composition and roles); and (d) finalise a schedule for completing Phase Two.

The final Evaluation Plan will build on and supersede the Evaluation TOR as appropriate, identifying what is feasible and fit-for-purpose to assess the partnership and program and to underpin the future Partnership design. The Evaluation Plan will include:

- An evaluation design that describes an appropriate methodology for assessing the evaluation within the time and resources provided.
- The sub-questions for key evaluation questions, addressing cross cutting issues as necessary.
- The proposed data collection and analysis process, including the sampling strategy and key informant categories both in Australia and internationally
- The consultation process will be flexible and include face-to-face 1-1 and small group interviews, teleconferences and email with key stakeholders.
- Challenges/limitations to achieving the evaluation objectives and how these will be addressed.
- Roles and responsibilities of team members.
- A draft itinerary and target dates for deliverables.
- Approaches to enhance use of findings.
- A summary of anticipated costs to deliver the evaluation.

The Team Leader is accountable for ensuring that the evaluation and all evaluation documents, including the TOR, evaluation plan and draft evaluation document meet DFAT's *Monitoring and Evaluation Standards* and are produced in accordance with DFAT's Good Practice Note, *How to Manage an Evaluation*.

The Team leader will advise DFAT and ARC on the selection of evaluation team members and coordinate the evaluation team, where appropriate, as specified in the TOR and Evaluation Plan and based on the identified skill sets.

Phase one will inform the design / agreement on phases two and three.

b. Phase Two – implementation of the evaluation plan, including identification and formation of the evaluation team

c. Phase Three – reporting phase

5. Coordination and Direction

The involvement of DFAT and the ARC will be as follows: the DFAT Partnership Manager will provide oversight for the direction and supervision of the Team Leader. She will ensure the consultant has access to relevant reports and documentation to conduct the evaluation. She will also facilitate scheduling of 1-1 and group conference calls, as required. The ARC International Partnership Manager will coordinate ARC (Australian and international) stakeholder consultations, support field visits and ensure the Evaluation Team has access to supporting ARC documentation/reports. She will work with the Team leader to facilitate site visit schedules and arrange for local translators as needed.

Note: A preliminary list of references informing this TOR is provided in Annex III.

The Team Leader will have the autonomy to propose independent recommendations for DFAT and/or ARC, whilst ensuring these are feasible.

6. Specifications of the Evaluation Team

6.1 The Team Leader

DFAT will engage an independent consultant (the Team leader) with appropriate skills and expertise from the Aid Advisory Services Offer (Job discipline C – monitoring and evaluation – at level 4) to conduct the evaluation.

The Team Leader will have the following skills and experience:
- Demonstrated experience in the monitoring and evaluation of humanitarian assistance programs;
- Practical experience working in complex crises including conflict and disaster affected contexts.
- Extensive experience in international aid and development with a track record of working with and brokering government, donor, civil society and private sector partnership relationships.
- Practical experience in the design, delivery and evaluation of individual, organisational and institutional capacity development would be an advantage.
- Demonstrated understanding of DFAT's policies and cross cutting issues with practical experience in gender equality and inclusion.
- Strong process facilitation skills across a wide range of cultural contexts.

The Team leader must be available from June through to November 2018 to lead the evaluation and produce the final evaluation report.

The Team Leader will conduct a rapid desk review, carry out initial consultations with DFAT and ARC personnel, develop the Evaluation Plan and advise DFAT and ARC on selection of evaluation team members.

6.2 Team Members

The Evaluation Team members will be gender-balanced and will bring together evaluation and programmatic expertise in disaster risk reduction and resilience, capacity development/organisational development, gender equality and social inclusion and partnership effectiveness.

The team will include a Resilience Specialist. S/he will (a) support the desk review and best practice research; (b) assist with evaluation tools design, consultations and 'case study' interviews, data analysis and articulation of the lessons learned; and (c) provide inputs into report drafts. Preference will be given to a national-level consultant that can also provide context advice.

The involvement of DFAT and ARC will be as follows:

- The designated DFAT Partnership Manager will be responsible for the direction and supervision of the consultant. She will ensure the Evaluation Team has access to relevant DFAT documents and coordinate DFAT consultations.

- The ARC International Partnership Manager will make available ARC documents and reports that are pertinent to the evaluation, organise the initial Planning Meeting between DFAT and ARC and coordinate Australian and international ARC stakeholder consultations. ARC will be responsible for helping to identify local translators as needed during the site visits.

- One DFAT and one ARC representative will accompany the Evaluation Team on the site visits.

The Team Leader will have the autonomy to propose independent recommendations, whilst ensuring they are feasible.

7. Schedule & Reporting Requirements

   Phase One

Present Draft Evaluation Plan to DFAT for consultation with DFAT and ARC	**02 July 2018**
Present Evaluation TOR to DFAT	**03 July '18**
Facilitate 1-day Planning Consultation reach agreement on scope of evaluation, evaluation plan and location of country case studies.	**10 July '18**
Present the final Evaluation TOR by to DFAT for approval	**13 July '18**
Present final draft of Evaluation Plan for approval (in accordance with DFAT's M&E Standard 4: Independent Evaluation Plan for Independent Evaluations).	**20 July '18**
Prepare site visits, including advising on DFAT and ARC's selection of evaluation team members, as per the Evaluation Plan.	**20 July – 10 Aug '18**

Phase Two – implementing the evaluation plan

Lead an evaluation team that includes representatives from DFAT and ARC, undertaking: • A desk review of existing material relevant to the ARC Humanitarian Partnership, including DFAT and ARC policies, guidelines, planning documents, reports and public communication products. • Interviews with stakeholders in the Australian Government, the ARC, the international Red Cross and Red Crescent movement, partner governments and representatives of affected communities. • Fieldwork, with a focus on interviews with community representatives. • End-of-day, in-field team reflections to identify preliminary findings / lessons.	**Beginning week of 13 Aug '18**
Prepare a 2–3 page Aide Memoire at the end of each field trip, with all field visits to be completed by 31 August 2018. The Aide Memoire will present the anticipated key findings and recommendations arising from the field trip.	**Aug (ongoing)**
Complete field visits	**31 Aug '18**

Phase Three – documentation and reporting

Present a draft report of 30 pages (with Case Studies but excluding annexes) that addresses the evaluation's objectives as described above. Ensure the evaluation and all evaluation documentation meet DFAT's M&E Standards and are reviewed by DFAT (where applicable) to ensure they are fit for purpose, technically sound, and specifically address the requirements.	**30 Sept '18**
Finalise Evaluation Report based on the feedback received Present final report (subject to approval by DFAT)	**Date TBD** **Mid-Nov 2018**

8. Evaluation Performance Criteria

Note: The 'Partnership Agreement' (also the 'Partnership') refers to the Humanitarian Partnership Agreement between DFAT and the ARC, which is the subject of this evaluation. The 'ARC and its partners' refers to the ARC and Red Cross Movement partners.

Relevance, takes into account the extent to which:
- The investment is aligned to Australia's policy objectives.
- The activities are consistent with the CHS and key humanitarian reform priorities.
- The activities are relevant to government (national) priorities.
- The interventions are appropriate (informed by systematic analyses of the context and stakeholders' needs and risks, vulnerabilities and local capacities).
- Programming is adaptive.

Effectiveness (results and performance focus) takes into account the extent to which:
- The ARC has delivered quality DRR and humanitarian response outcomes within the expected timeframe.
- The outputs/outcomes achieved are a result of the inputs.
- The ARC and its partners are working coherently and collectively to avoid duplication and minimise gaps.
- Efficiency

Efficiency takes into account the extent to which:
- The partnership investment has been appropriately and sufficiently resourced to deliver program outcomes.
- Investments were delivered within budget and funds expended as planned.
- Sufficient capabilities and management arrangements are in place to deliver the intended outcomes.

Monitoring & Evaluation, Accountability & Learning (MEAL) takes into account the extent to which:
- MEAL arrangements are generating robust data to measure progress to outcomes, including appropriate data disaggregation.

- Data are being used to generate lessons learned (by both DFAT and ARC).
- Lessons inform continuous improvement / adaptive management.

Sustainability and localisation takes into account the extent to which:

- Strong relationships are established between implementing partners, communities and local authorities and/or the private sector.
- ARC partners develop capacities that will enable action to continue into the future (NRCS' demonstrate accountability to communities, local authorities and other stakeholders; fit-for-purpose systems & processes; and a competent and diverse workforce.
- Specific actions are taken to scale up and/or replicate interventions.
- Commitments are made to work with NRCS before, during and after a disaster response.

Social and Gender Inclusion

Social and gender inclusion refers to the dignity, access, participation, and safety of <u>women and girls</u>, <u>men and boys</u>, <u>people with a disability</u> and <u>marginalised groups</u> and takes into account the extent to which:

- Social and Gender inclusion analysis has routinely identified gaps and opportunities to inform interventions.
- Gender equality and the empowerment of girls and women has been integrated throughout program activities and methodologies.
- Progress has been made as expected in effectively implementing strategies to promote gender equality and women's empowerment
- Social inclusion and disability have been integrated throughout all activities and methodologies.
- There are the right skills and confidence amongst the ARC and its partners to address gender equality and disability inclusion issues.

Partnership effectiveness takes into account the extent to which:

- The partnership has delivered wider benefits and opportunities to Australia and the ARC.
- The partnership arrangement / structure represents the best use of resources for DFAT and ARC to deliver on intended outcomes.
- The partnership is appropriately and sufficiently resourced to deliver programme outcomes.
- The partnership is based on mutual accountability and collective learning.
- The partnership is future-fit' and linked to influencing reform in the humanitarian space.

9. Literature review

   See Appendix V

Appendix III Desktop Case Studies

A. Building Resilient Communities and Promoting Connectedness in Myanmar

This case study provides a snapshot of the work of the Myanmar Red Cross Society (Myanmar RCS) in a multi-lateral relationship with the Australian Red Cross (ARC) and the Swedish Red Cross[7]. The study illustrates how the DFAT-ARC partnership provides flexibility for investments in **'innovation pilots'** that can then be amplified elsewhere and, which encourage **collaborative engagement and shared leadership** amongst Red Cross partners.

It also illustrates the adoption of a methodology whereby community-identified needs and priorities shaped project implementation; where Myanmar RCS engaged with a range of stakeholders to achieve broad acceptance for the work to be carried out; and where Myanmar RCS provided a bridge to link communities and key government agencies. The approach was foundational in overcoming suspicion and mistrust and in **promoting social organisation and connectedness**. These are significant findings, demonstrating **an approach to working in 'sensitive' contexts** like that of the Kayin State in Myanmar.

The case study closes by **posing questions to be carried forward into the design of any future DFAT–ARC partnership agreement**. These relate to the rationale for ARC's presence in Myanmar (and ARC's comparative advantage compared to other Red Cross partners or NGOs also operating in Myanmar); and the criteria used to select priority focus countries.

The context

Six decades of armed conflicts have left the Kayin State in Myanmar severely under-developed. Difficult terrain, poor transportation systems and infrastructure, displacement of populations and high levels of migration, landlessness, and limited education and job opportunities are all, to a considerable extent, contributing factors impeding people's access to services and the development of more resilient communities.

In 2011, various ethnic armed groups (EAG) such as the Karen National Union and the New Mon State Party entered into a ceasefire agreement with the Government of Myanmar. A Nationwide Ceasefire Agreement between the government and EAGs followed in 2015. Peace in Kayin State remains tenuous, though, and communities still have a mistrust of the government and/or EAG. Their caution also extends to Myanmar RCS and other humanitarian organisations that need to navigate this context with care.

Map of Kayin State

The 'Building Resilient Communities' (BRC) project

The 'Building Resilient Communities' (BRC) project was designed to contribute into the peace process. BRC was implemented by Myanmar RCS between 2015 and 2018 with the support of ARC and Swedish Red Cross (SRC). The overarching objective was to strengthen community resilience. The project logic defined four outcome areas: first,

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[7] Outcome 5 is delivered under a separate development agreement under ANCP (Australian NGO Cooperation Program) and reinforces ARC's approach to holistic programming that integrates health and WASH into broader programs. This outcome also contributes to the achievement of Outcome 1 and the overall goal.

increased access to health services and improved health and nutrition practices; second, improved access to clean water and sanitation facilities and improved hygiene practices (WASH); third, improved disaster preparedness, risk reduction and response practices of communities and of Myanmar RCS branches; and, fourth, strengthened organisation at the village level to address basic needs of poor and vulnerable households.

Results achieved

The final evaluation report[8] found that:

1. The **project interventions were viewed as highly relevant**, with positive trends in terms of increased access to health and WASH services and improved nutrition and hygiene practices.

2. There were **positive trends in social organisation and connectedness**.

    a. The project activities were designed with a high level of community-based inputs, and community-identified needs and priorities helped shaped implementation. There were indications that the project had raised the interest and confidence of community members to contribute to 'public good'. Community members were more willing to attend meetings and join community groups. The number of community groups increased. There were also examples of community-driven interventions that went ahead without direct support from the project.

    b. The **Myanmar RCS acted as a connector to link up communities with specialised government agencies** (though communities needed further skills and confidence to directly advocate for their concerns and to act independently).

    c. **Myanmar RCS expanded its partnership dynamics through linkages with multiple agencies and non-government organisations** – including community leaders and local government as well as EAGs – which the evaluation report noted is "*foundational to resilience programming*".

    It is also foundational to working in 'sensitive areas', those areas where there is (or has been) conflict, distrust, high levels of in/out migration and other factors that can work against social cohesion.

3. The **project rated favourably with regard to disability inclusiveness**: BRC "*went beyond mere concerns of accessibility and contributed to persons with disabilities being seen as valued community members involved in public affairs*".

Areas needing greater attention

4. In terms of gender though a village-level power analysis had been conducted, but the project did **little to follow up beyond the mere representation of women in meetings and groups**. The evaluation concluded that more effort was needed to push against "cultural sensitivities" that inhibit gender transformation.

5. The project **under-delivered on disaster risk reduction (DRR) outcomes**. Even though communities had identified DRR as a priority area, the project team did not adequately address their concerns, and there were no systematic efforts to reduce risk and enhance preparedness.

    Contributing factors were identified as: the project reported into the health programme team; there was limited cooperation and coordination between the Myanmar RCS Health and Disaster Management (DM) teams; and there was no dedicated community-based DRR (CBDRR) staff person on the project. Additionally, village selection was overly-influenced by the opinions of township medical officers rather

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[8] *Seeds of Success: Final review of the project Building Resilient Communities in Myanmar's Kayin State*, Myanmar Red Cross, Australian Red Cross and Swedish Red Cross (August 2018)

than on an objective set of criteria, which skewed the focus away from villages that were remote and marginalised, where DRR issues may have been more pronounced.

6. The evaluation report found that **the BRC model could be scaled out to other locations**, but program interventions should also **give emphasis to building branch capacity**, so that *branches can assess needs, and accompany, connect and enable communities* without needing to rely on the Head Office for technical inputs.

7. There were **high drop-out rates amongst the Myanmar RCS volunteers** that form the base of the Red Cross network. This is a significant finding, as building independent and robust branch and volunteer capacity is central to the reach and thus value proposition of the Red Cross Movement.

   One suggestion to maintain engagement of the volunteers was to recruit more experienced auxiliary midwives and facilitating greater independence. A second suggestion was to engage youth volunteers through social media and digital technologies (which have also been used in other contexts to promote DRR). This last finding is important, as it reinforces a lesson identified elsewhere.

Looking ahead

ARC and SRC recognise that the lessons from the 4-year project provide a vehicle for longer-term engagement, which will allow Myanmar RCS to move from what was an intensive investment in a relatively small area to amplify the results in other locations. ARC is currently working with Myanmar RCS to scope a next phase of programming, which will include bringing together other RC partners also working in Myanmar. The intention is to get all IFRC partners to collectively support the 2017 Myanmar RCS Resilience Framework, which seeks to enhance the capacity of headquarters and branches and to scale up resilience programming in new locations.

Conversations are underway between the BRC and SRC about they can work in a more joined up way through to build capacity at national and township level through a 'shared services' partnership platform administered locally by and driven by the Myanmar RCS and their ability to influence others when working in sensitive areas. This, in turn will allow the Myanmar RCS to engage in a conversation within the Federation about creating economies of scale and working collegially to multiply impact.

During the consultations informing this case study, three questions were asked that need to be taken forward into the design of any future partnership arrangement:

1. Why is ARC working in Myanmar, given that it is an over-crowded space, that several RC partners are also present in that space and that these partners are also contributing to resilience programming? That is, what is ARC's comparative advantage in Myanmar?

2. Following on, what criteria are being used to select priority countries under the partnership agreement. What weightings are applied to contributions to disaster risk management programming versus 'soft power' objectives in the context of a complex crisis setting in Asia?

3. What cost-efficiencies are there in directly funding ICRC in Myanmar versus directing funding through ARC?

B. Mongolia: Working in multi-lateral relationships to achieve results

Limited disaster risk reduction (DRR) and livelihoods protection support for rural and herder communities in Mongolia is exacerbated by low levels of community resilience and vulnerability to chronic and sudden onset disasters and hazards. In particular, shrinking pastures brought about by rising temperatures and overgrazing have led to consecutive years of extreme winters *that can destroy our whole herd and our lives*.

The Mongolian Red Cross Society (Mongolia RCS) is the largest humanitarian organization in Mongolia and an auxiliary to the Mongolian Government. Mongolia RCS operates through a network of over 30 mid-level and over 800 primary level branches nationwide. This case study describes how **Mongolia RCS, with support from ARC, was able to build on earlier investments to launch a community-based disaster risk reduction (CBDRR) project**. The project design included **a reflective learning agenda whereby the Mongolia RCS, IFRC and ARC worked collectively on planning, monitoring and evaluation, thus allowing the programme team to learn and adapt and to build complementarity with other Federation partners**.

The case study also provides a summary of a multilateral **violence prevention and response (VPR) pilot** that was implemented in select locations. The VPR activities are embedded in Mongolia RCS Social Care Centres, and the work is continuing, even though the pilot has come to an end.

Steppes and the city[9]

Mongolia is the world's most sparsely populated independent country. Nomadism is woven into the nation's history, and for much of its existence, pastoral nomads have been herding livestock in seasonal cycles between summer and winter pastures. With the transition to a market-based economy in the '90s, livestock fell almost entirely into private ownership, and state support for nomads decreased. Nomads increasingly migrated closer to towns, and traditional land rights were disregarded, leading to overgrazing and soil degradation. The discovery of an abundance of minerals in the South Gobi region around the turn of the millennium led to large-scale mining. For nomads, the proliferation of mining has led to reduced grazing opportunities and the death of livestock due to soil pollution from the mines.

> Whereas almost two-thirds of Mongolia's population lived in the countryside in 1960, under one-third do so today. Almost half of all Mongolians live in the capital city, Ulaanbaatar. Social problems are rife, including alcoholism and domestic violence. Pollution levels in the capital, are dangerously high. Large *Ger* districts (informal settlements) are growing on the outskirts of the city and are without access to power, heating, electricity or proper sanitation services.

These changes are taking place in an environment that is already extremely fragile. Increasing aridity and wind erosion are leading to greater desertification. In summer, temperatures can soar to 50°C, plunging to –50°C in winter. Mongolia suffers from a natural disaster called *dzud*, in which a summer drought followed by a harsh winter leads to many animals starving or freezing to death. In recent years, herders have experienced particularly devastating *dzuds*. The effect on the livelihoods of nomadic families has been catastrophic.

A Community-based Disaster Risk Reduction Programme (CBDRR)

In 2014 ARC supported a nationwide vulnerability and capacity assessment (VCA) – the first of its kind in Asia – under the previous ARC partnership agreement. This 'rolling' support afforded programme continuity, and Mongolia RCS was able to build on the VCA and its previous programming experience, to prioritise a community-

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[9] Faraz Shibli (2017) 'Steppes and the city: rural to urban migration in Mongolia'

based DRR project. In so doing, it elected to capitalise on its extensive Branch and volunteer network to programme in locations across the country, rather than concentrating its efforts in one area.

The CBDRR project set out to reduce the impact of disasters on vulnerable communities in Mongolia through sustainable risk reduction and resilience building activities. Its purpose was to strengthen the collective capacity of Mongolia RCS, government authorities and communities, in localised disaster preparation and response across each province in Mongolia.

The project established local Branch Disaster Response Teams (BDRT), made up of Red Cross volunteers. The volunteers formed fire-fighting teams to respond to household and steppe wild fires that are a frequent hazard during the short, dry summers. The Local Emergency Management Agency (LEMA) provided fire-fighting equipment and training. Mongolia RCS provided first aid training. Each BDRT is supported by a locally responsive contingency plan and operational linkages to the National Emergency Management Agency (NEMA), which allows for ongoing preparedness work and emergency response activities.

Today there are 30 mid-level branch disaster response teams made up of 450 skilled volunteers. They conduct community awareness activities, first-aid training and respond to steppe and household fires. They also support local authorities in other ways. In the 2018 floods, for example, the BDRTs were deployed to assist LEMA with community evacuations. They also worked with LEMA to agree on a set of vulnerability criteria to identify the most vulnerable households, who were then given unconditional cash grants made available through IFRC.

The second component included direct interventions to address disaster related vulnerability, faced by rural communities, in particular, loss of livelihood due to *dzuds*. This involved (a) introducing a multi-hazard approach to broaden community awareness on disaster preparedness via school-based and community education programmes; (b) funding construction materials for herd winter shelters (that were built by the herders); and (c) working closely with the local authorities to acquire and fence hay land.

Risk resilient development approaches are more effective when local communities are involved in identifying issues and developing and implementing sustainable solutions. **Engaging the herders in articulating their needs and in the construction and maintenance of winter shelters helped establish collective ownership. The winter shelters have led to decreased livestock loss during the winter and fewer losses among newborn stock in the spring months compared to previous years.**

The third project component was designed to allow the ARC, IFRC and Mongolia RCS to influence other stakeholders and organisations working in Mongolia. Mongolia RCS works with the Disaster Research Institute and NEMA to organise an annual forum on Disaster Protection. The Forum brings together civil society, government and research organisations. The 2018 Forum discussed community-based Disaster Risk Management strategies and generated recommendations for action to boost disaster reduction activities in rural areas and increase collaboration between the national and local-level authorities and civil society actors.

Working collaboratively on planning, monitoring and evaluation and annual reflections and reporting, ARC, IFRC and Mongolia RCS have been able to generate an evidence base that allowed for adaptive planning and, as appropriate, replication to new locations. It also built complementarity with other Federation members (for example, the winter shelter component was taken up and applied elsewhere by the British Red Cross. The Red Cross worked through its network of Red Cross branches and volunteers to activate community-led action on the ground and to strengthen linkages between the communities and local authorities and national level government and other development actors. This has led to greater awareness at the national level of cost-efficient ways to support herders. In 2017 mid-level Red Cross branches participated alongside NEMA staff in *Gobi Wolf*, a national disaster response learning exchange and evacuation exercise, which further contributed to expanding the learning.

A Violence Prevention and Response Pilot

46% of children (1-14 years old) in Mongolia have experienced violent discipline (psychological aggression and/or physical punishment)[10].

One in three families in Mongolia are affected by domestic violence, with women and their children making up 90% of victims (National Centre Against Violence) [11].

In parallel, Mongolia RCS piloted a Violence Prevention and Response programme, in part to address the stresses herder families experienced when they had to let go of their traditional role as herders and move from the land into more urban setting, factors that had been identified as contributing to feelings of social isolation and potentially triggering gender-based violence.

In 2016, one Mongolia RCS staff participated in a regional IFRC-sponsored Violence Prevention & Response training programme. Following on, Mongolia RCS developed a proposal for a violence prevention and response pilot. The pilot integrated violence prevention and response activities within existing Red Cross Social Care Centres providing services for vulnerable families, particularly mothers, adolescents and children. The purpose was to improve capacity and practice within the three pilot communities to reduce the risk of physical, sexual and psychological violence against women, youth and children.

In the first phase, IFRC provided the initial technical support and coordinated a technical working group including representatives from ARC and other National Society partners. During this phase ARC funded a technical support visit by the IFRC Violence Prevention Advisor who provided training on ARC Child Protection minimum standards).

In the second phase, ARC provided both technical and project management support, coordinated with IFRC and funded the Mongolia RCS Team Leader to attend Gender-based Violence and Psycho-social Support Training in 2017. ARC also provided funding for Mongolia RCS to develop two videos. The first video includes survivor stories and will be disseminated with multi-disciplinary teams and stakeholders. The second is a short anti-bullying animation to be shown in schools.

It is worth noting, that **even though the pilot is finished**, activities are **continuing in the three Social Care Centres. Trained Mongolia RCS male and female volunteers continue to provide psycho-social support to those affected by domestic violence and make home visits and referrals as appropriate.**

A review found the pilot results promising and recommended amplifying the learning. **The formation of a multi-disciplinary, *joint partnership group* was identified as a key success factor and instrumental (a) in promoting an enabling environment for the project; (b) in influencing local government and the police; and (c) in activating and building confidence in the referral network.** The partnership group included senior representatives from the police and education departments and the Ministry of Family & Children & Social Development, teachers from the local school and a health professional.

ARC is currently supporting Mongolia RCS to prepare grant applications for funding to replicate the programme. Mongolia RCS will, in the first instance, reach out to Federation partners and then engage with the private sector (such as the mining companies and banks).

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[10] UNICEF. (2014). *Hidden in Plain Sight*. UNICEF.

[11] NCAV is a non-governmental organisation providing food, accommodation, basic necessities and legal advice to domestic violence victims

Appendix IV   Aide Memoires

Aide Memoire #1: Fiji Field Report (19 August 2018)

1. **Introduction**

An evaluation team[12] visited Fiji from 13–17 August 2018 to review the appropriateness, effectiveness and efficiency of Australian Red Cross investments in Fiji under the terms of the ARC Humanitarian Partnership Agreement. This Aide Memoire (the first of three) provides an overview of the Fiji field visit, emerging themes and next steps.

The results the team observed in Fiji partially address three of the four evaluation questions identified in the approved Evaluation Plan (August 2018).[13] First, there is evidence to demonstrate that the ARC activities delivered under the partnership agreement have contributed to the anticipated humanitarian and resilience outcomes. Second there is evidence to show that Fiji Red Cross (FRC) has used DFAT funding to support decentralised, localised and timely responses to risk reduction, preparedness, response and recovery. Third, ARC and partner activities are contributing to achieving gender equality and social inclusion outcomes, though we believe there are opportunities to 'elevate' this work.

2. **Evaluation Scope**

The purpose of the evaluation is (a) to assess to what extent DFAT's investment in ARC's humanitarian response and preparedness activities has contributed to the anticipated results and outcomes; (b) to assess to what extent the ARC-DFAT Partnership has demonstrated value added as an Aid delivery mechanism and contributed to the anticipated results and outcomes for both partners; and (c) to make recommendations for a new partnership design.

The evaluation includes two field visits (to Fiji and Vanuatu); two in-depth desk reviews (Myanmar and Mongolia); and a partnership review to explore and document how the working relationship between DFAT and ARC has been established and evolved.

3. **Evaluation program**

To ensure the evaluation team gained a good understanding of context and reach, the evaluation team met with stakeholders from:
- The Australian High Commission in Fiji.
- The Fiji National Disaster Management Office (NDMO).
- FRC staff and volunteers at both national, branch / district and village level.
- Community members (including women, men and youth groups) from three district-level communities.
- The Fiji Women's Rights Movement.

A planned visit to an affiliate and member of the Fiji Disabled Persons Federation had to be cancelled because of a national level disability consultation that took place during the same week.

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[12] Comprising Graeme Storer (Team Leader), Isabelle Choutet (Disaster Rick Reduction Specialist) and Veronica Bell (ARC International Technical Services). Sharon Hicks (Partnership Manager, Humanitarian, NGOs & Partnerships Division, DFAT) contributed to end-of-day briefing sessions.

[13] The fourth evaluation question – how the current DFAT-ARC partnership approach and structure contributed to efficient and effective Aid delivery – will be discussed in Aide Memoire #3.

4. **Emerging Themes**

4.1 Investments made in the Fiji Red Cross Society and branch and volunteer network

Central to the FRC approach has been an intent to restore social cohesion, to "*heal the* fractures" and to ensure that the voices of women and youth are recognised. Post TC Winston, the FRC has worked at village level through three organising committees: women's, men's and youth groups. Each group meets independently, coming together in monthly Village Committee meetings to report on their discussions and make recommendations for action.

Village Action Plans are in place and village 'trust funds' are contributing to the implementation of prioritised activities FRC branch staff and district volunteers have provided technical and material support to the villagers. They have supported formulation of village-action plans and establishment of village trust funds. Community members top up the fund once per year (from remittances and on-farm and off-farm activities).

Systematised Village Disaster Response Plans (based on NDMO guidelines) have been adopted as a standard operating procedure. An early warning "green-amber-red" flag system alerts neighbours to an imminent flash flood or cyclone. Roles are clarified – the youth, for example, are assigned to assist the elderly and people with disabilities (PWD). Others prepare to move to the evacuation site on higher ground: *before it was a big mess, everyone was running around*.

Recovery activities include centralised and accessible communal water supply, communal toilets, rubbish collection points. Community health centres have been re-established and stocks refreshed through government supplies. In one village we visited, paths have been paved to enable access for the elderly and PWD, using resources mobilised from the local private sector.

FRC branch staff and volunteers accompany villagers through regular visits. These follow up visits allow FRC staff/volunteers to monitor progress and to collect, collate and report data to FRC Suva and, importantly, to local government authorities at province and district level. In some instances, the FRC branch staff/volunteers may make referrals to support services.

Facilitating linkages has been a key success factor in localising and amplifying results. Following a visit to one of the villages, the local government authorities provided a FJD6,500 grant to top up the trust fund that was used to finance the WASH facilities. Community members have been invited to visit neighbouring villages to explain how they worked together and to offer their support to their neighbours' recovery efforts.

Red Cross provided training to youth volunteers in basic carpentry, masonry and metal work. The volunteers then worked on a model house (identified through Habitat International and aligned with the Fiji Government's 'build-back safer' guidelines). The first house, which included a ramp, was 'given' to a disabled man and his family. The volunteers continued to build houses for other community members, rebuilt the school and later moved on to help neighbouring villages.

Communities are encouraged to lead and to establish their own linkages. FRC has trained communities to conduct rapid assessments. Today villagers are able to conduct an assessment as soon as a cyclone or other emergency hits. Pending open communication lines and access, the FRC can respond in 48 hours. Working through the volunteer network, women are carrying forward messages about health and sanitation and gender-based violence (GBV) to their neighbours.

The narrative that is emerging here appears to be more nuanced than that told through the ARC reports to DFAT. **The evaluation will be looking closely at the MEAL system and reporting requirements at a later date**.

4.2 Investments supporting the IFRC Country Cluster Support Team ('the Secretariat')

The IFRC Secretariat plays an important role in **coordinating the efforts** of the different Federation members (those of the National Societies of the Pacific Island countries, Australia and New Zealand). This is critical to ensure Red Cross partner investments are aligned behind Pacific National Society Planning processes and that Red Cross partners are **working collectively to strengthen the auxiliary status of the National Societies in the Pacific**.

ARC investments have supported regional technical capacity in Disaster Management, Logistics, WASH, Shelter and National Society Development, areas recognised as foundational to achieving robust National Societies and localised disaster risk management.

Regional networks have been established to provide opportunities for south-south learning exchange and collective problem solving. The Financial Managers' Network has developed an action plan to collectively strengthen financial reporting and audit readiness and strengthen National Society financial sustainability. The Gender & Diversity Network provides the opportunity to embed protection and gender and social inclusion standards. The Presidents' Network provides an avenue to strengthen local governance. A 2017 Pacific Red Cross Leaders' Meeting committed to aligning efforts with the Framework for Resilient Development in the Pacific (the FRDP).

IFRC is representing and connecting Pacific RC members to regional policy dialogues on resilience. MOUs have been established with SPREP (the Secretariat of the Pacific Regional Environment Programme) and Pacific Island Forum for Member States and Territories. Contributions are being made to PIPSO (the Pacific National Private Sector Organisations and Business Councils and there is good collaboration with the Red Cross Red Crescent Climate Centre in the Pacific.

ARC is supporting the Disaster Law Program, and the Suva-based Disaster Law specialist is attached to the NDMO and redrafting the National Disaster Management Act. The FRC DRM Coordinator is also contributing approximately two days of his time to this effort, reinforcing the observation that the NDMO views the FRC as its local partner of choice. This conclusion was further cemented when NDMO talked about its increasing collaboration with and reliance on FRC to support community capacity in disaster preparedness and response across multiple provinces.

4.3 Achieving gender equality and social inclusion outcomes

The village women the evaluation team met were *bold to speak out* and passionate about "*making sure no lives are lost in the future*". There has been training across all FRC-supported villages on gender and GBV. Women are well-represented amongst FRC and village-level volunteers (as are gay and transgender men). Consideration is given to the needs and safety concerns of women and girls in evacuation centres. However, the team felt that there could be even further effort to analyse the normative factors that can constrain gender and social inclusion and to locate the "hooks" (entry points) for pushing against and transforming these constraints.

The IFRC-sponsored Gender & Diversity Network, while still nascent, provides an opportunity to elevate the focus on gender and social inclusion. There are also **opportunities for network members to work collectively on the "startling" intimate partner and family-based violence statistics** (that extend across the Pacific, New Zealand and Australia) and to **build the skills and confidence** to address gender and social inclusion barriers that persist (or creep back in) during non-emergency times.

5. **Next Steps**

- Aide Memoir circulated following Vanuatu field visit (20–24 Aug. 2018)
- Third Aide Memoire circulated (by 31 Aug. 2018)
- Draft Evaluation Findings submitted for peer review by DFAT/ERG and ARC (30 Sept. 2018)
- Management response (Oct. 2018)
- Evaluation Report, with Case Studies submitted (mid-Nov. 2018
- Evaluation report published (December 2018)
- Publication of evaluation report and management response (Dec. 2018)

Appendix IV
Aide Memoire #2: Vanuatu Field Report (27 August 2018)

1. Introduction

The evaluation team visited Vanuatu from 20–24 August 2018 to review the appropriateness, effectiveness and efficiency of Australian Red Cross investments in Vanuatu under the terms of the ARC Humanitarian Partnership Agreement. This Aide Memoire (the second of three) provides an overview of the Vanuatu field visit, emerging themes and next steps.

The findings reported here will inform the final Evaluation Report, in particular questions related to contributions made (a) to the anticipated humanitarian and resilience outcomes; (b) to decentralised, localised and timely responses to risk reduction, preparedness, response and recovery and (c) to gender equality and social inclusion outcomes.

2. Evaluation Scope

The purpose of the evaluation is (a) to assess to what extent DFAT's investment in ARC's humanitarian response and preparedness activities has contributed to the anticipated results and outcomes; (b) to assess to what extent the ARC-DFAT Partnership has demonstrated value added as an Aid delivery mechanism and contributed to the anticipated results and outcomes for both partners; and (c) to make recommendations for a new partnership design.

The evaluation includes two field visits (Fiji and Vanuatu) and two case studies (Myanmar and Mongolia).

3. Evaluation program

To ensure the evaluation team gained a good understanding of context and reach, the evaluation team met with stakeholders from:

- The Australian High Commission in Vanuatu.
- The Vanuatu NDMO in Port Vila and the provincial DMO in Santo.
- National and provincial-level Vanuatu Red Cross Society (VRCS) staff and volunteers in the Santo branch office.
- Community members from three Santo communities.
- The Vanuatu Women's Centre Legal Office (Port Vila)
- The Vanuatu Society for People with Disabilities (Port Vila) and the Disability Promotion and Advocacy Association located in Sanma Province

At the time of the mission, the government and its partners, including VRCS, were responding to the Ambae evacuation. The team met with VRCS volunteers at the Sanma Province Branch Office supporting distribution, WASH, epidemic control, menstrual hygiene management and psychosocial support activities. At one of the communities visited in Sanma, the team met evacuees from Ambae (who had been assigned to relocate to Maewo) and so was able to observe first hand some of the complexities associated with the evacuation process.

4. Emerging Themes

4.1 Investments made in the VRCS and its branch and volunteer network

Vanuatu is ranked the most vulnerable country on the World Risk Index[14]. In the lifetime of the current partnership agreement, the country has experienced multiple and overlapping disasters: Tropical Cyclone Pam (in March 2015), a drought (late 2015 into 2016) and Tropical Cyclone Donna (in 2017). More recently (2017 and 2018), the government has been grappling with volcanic eruptions on the island of Ambae, which have caused significant population displacement. In the face of such high-level, multi-hazard exposure to disasters, networked governance structures [15] are critical in supporting decision-making and decision-implementation in disaster risk management (DRM).
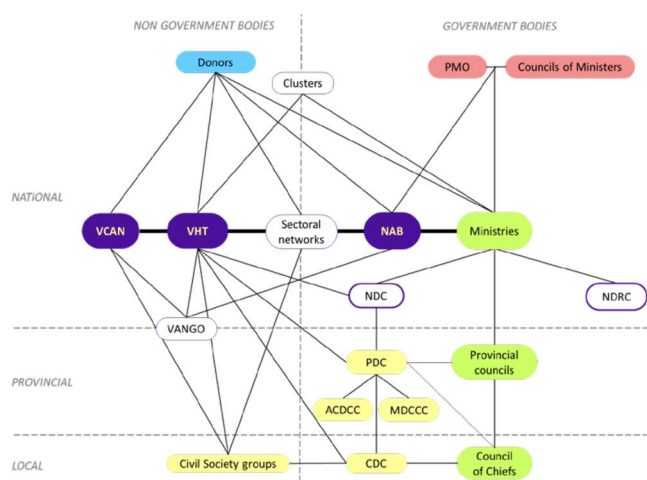

Figure 4.2: Simplified disaster and climate change governance system in Vanuatu. Source: adapted from Vachette, 2015b.

VRCS has built strong linkages across NDMO-approved structures and networks. VRCS is the only non-government actor in the Council of Ministers (COM), actively participates in national and provincial level NMDO forums and engages with other humanitarian actors. VRCS is the co-chair for the Shelter cluster and active in the Protection & Gender cluster.

Disaster preparedness and response and building community resilience are core program elements for VRCS, and their contributions are recognised by government and civil society actors alike. VRCS has pre-positioned and maintains NFIs (non-food items) in key geographical areas.

Maintaining localised readiness in the face of future emergencies is a second focus area for the VRCS:

▪ The formation of Community Disaster and Climate Change Committees (CDCCC or CDC) is critical to improving preparedness at community level and for developing community-led Disaster Activity Plans and Disaster Response Plans: Before anyone came, I didn't know what to do except panic …that didn't help. [Now] if anything happens I know what to do and how to help the people I'm appointed to help.

VRCS was instrumental in the development of the country-standard Community-based DRR methodology, which all stakeholders must now adhere to.

▪ Consolidating and expanding branch strength and carrying out activities to keep volunteers motivated and engaged (particularly the youth volunteers). For example, refresher training of volunteer and CDC Emergency Response Teams is conducted in advance of the cyclone season.

▪ VRCS is also responding to requests for preparedness and response training from government and local and international humanitarian actors and mobilised its volunteers in support of a Health Ministry mass Dengue Awareness Campaign.

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[14] A global scale measuring natural hazard related risk: http://www.uni-stuttgart.de/ireus/Internationales/WorldRiskIndex/

[15] Astrid Vachette (2016) Networked Disaster Governance in Vanuatu: Anatomy of an Inclusive and Integrated System to Build Resilience in a Small Island Developing State (PhD Dissertation, Centre for Disaster Studies, James Cook University, Australia)

There are opportunities to strengthen provincial-level logistics capacity and branch management and financial capacity.

4.2 Achieving gender equality and social inclusion outcomes

Aide memoire #1 referred to capitalising on an ARC/IFRC-sponsored Pacific Gender & Diversity Network, as an entry point to strengthening the Red Cross Movement's focus on protection, gender and social inclusion in emergencies and (potentially) to work collectively on the "startling" intimate partner and family-based violence statistics that extend across the Pacific.

The evaluation team has identified Women's Organisations and Disability Organisations in both Fiji and Vanuatu that could be strategic partners for the FRCS and VRCS in advancing this agenda. The Program Officer at the Vanuatu Society for People with Disabilities appreciated VRCS' inclusion of the needs of PWD in emergency response planning. She reinforced the principle of 'nothing about us, without us', stressing the need to be more purposeful about engaging PWDs in vulnerability and capacity analyses and of incorporating empowerment strategies into the design of any community response. A lawyer at the Vanuatu Women's Centre Legal Office spoke about how she is positioning empowerment strategies 'up front' in her work addressing violence against women and girls in emergency and post-emergency contexts. The final evaluation report will further elaborate these themes and make recommendations for action.

4.3 Reflections of the team on the DFAT-ARC partnership

Discussions with the FRCS and VRCS universally agreed on the importance of maintaining flexibility in the DFAT-ARC partnership. The evaluation team concur. Flexibility allows ARC (a) to capitalise on its strengths through a mix of multi-lateral and bilateral investments (e.g. to address context-specific program needs, to adopt good practice in priority technical areas and to pilot innovations that can be amplified elsewhere); and (b) to make strategic IFRC-level investments in areas that can contribute to robust, localised National Society growth.

The team also concurred that:

- The partnership holds the potential for ARC to engage strategically with DFAT, though this potential has not been fully realised to date.

- Both ARC and DFAT need to get the story right – the 'what' and 'why' of the partnership and the results achieved on the ground. This means getting the basics right and reporting on both output-level indicators, while also focusing on higher level outcomes.

- ARC and DFAT should re-commit to a partnership learning agenda through, for example, joint monitoring trips and annual learning reflections, adaptive management planning that allows plans to better respond to context change and/or emerging lessons and selective research for policy influence.

Looking ahead, the team felt the partnership should elaborate and grow distinctive areas of expertise e.g. early warning/early action approaches, health in emergencies and protection, gender and inclusion in emergencies.

5. Next Steps

- Third and final Aide Memoire circulated (the Partnership Review) (by 31st August 2018)
- Draft Evaluation Findings submitted for peer review by DFAT/ERG and ARC (30 Sept. 2018)
- Management response (Oct. 2018)
- Evaluation Report, with Case Studies submitted (mid-Nov. 2018
- Evaluation report published (December 2018)
- Publication of evaluation report and management response (Dec. 2018)

Aide Memoire #3: Partnership Reflection (rev. November 2018)

Donna Leigh Holden (Accredited Partnership Broker)

"It can be important for both DFAT and the partner to try and use appropriate language to describe relationships. If a relationship consists of delegated authority, it should be called delegated authority. If an agreement is a core funding agreement, it should be called a core funding agreement. We should only begin calling relationships partnerships where we intend to invest time and effort in to developing much deeper mutual understanding with the other party, where we can identify a common area of benefit which we intend to in some way work jointly on, and where we are willing to demonstrate some transparency and trust which we are asking from partners."   DFAT

'We are more than happy to help our partners understand the normative standards of the system, but with localisation, the normative standards of the system need to change." ARC

1. Purpose

This Aide Memoire contributes to the Independent Evaluation of the DFAT – ARC Humanitarian Partnership. It has been developed through a series of interviews with key management and thought leaders within both DFAT and ARC and is based on applied partnership theory.

It is a backwards and forwards looking paper, which aims to provide a summary analysis of the nature of the partnership including its principles and purpose, architecture, administrative arrangements and operational working relationships, and identify how these can inform a future partnering approach.

When reading this paper, it is useful to keep in mind the focus of the Partnership Reflection (as a discrete piece within the wider Evaluation), is to harness the reflections of key actors within the partnership regarding the intent and nature of the working relationships between DFAT and ARC, and the systems and processes that are in place to support it – it is not an assessment of what the partnership has or has not delivered.

It is also worth acknowledging that reflection processes are designed to explore the preconditions for effectiveness, which can often go to the heart of the institutional challenges of each organisation. The intent of exploring these is positive and pragmatic, ensuring that they are acknowledged, understood and that both partners can contribute to managing within and around these.

2. Defining Partnership

Partnership is "an on-going working relationship where risks and benefits are shared. In practical terms this implies that each partner is equally involved in co-creating the partnership's activities, bringing contributions (of different kinds) to the partnership, committing to mutual accountability.[16]"

A key theory behind partnerships for development is that creating sustainable change is complex and needs to draw on multiple assets and requires concurrent attention to multiple systems. It specifically recognises that each development actor has its own and independent attributes: relationships, mandates, values, capabilities

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[16] DFAT AACES

and resources. As such, no single actor can alone bring about the desired changes, and new opportunities arise when different actors with complementary attributes coalesce around shared interests and common goals.

Recognising the complexity of development challenges and that Australia's development objectives cannot be achieved by working in isolation, DFAT seeks to progress its partnering arrangements with key actors to:

- maximise the impact, geographic reach and influence of its development activities;
- learn from, and leverage, different experiences and innovations to ensure best practice and results in program delivery;
- prevent policy fragmentation and duplication of efforts;
- progress Australia's interests through soft power initiatives including extending our reach to new touchpoints, aid communications and policy dialogue;
- ensure the needs of the Indo-Pacific are effectively represented in international fora[17].

Partnerships are not about equal relationships, but rather acknowledge and seek to work with the inherent inequalities of the sector by promoting principles of equity, openness, diversity and mutual benefit.

Putting effective partnerships into practice requires transforming traditional donor-service provider relationship to more adaptive working relationships based on key values of equity and mutual benefit. This moves beyond simply articulating the aspirations of the relationship and requires new and adaptive business processes and ways of working to enable transformative change and responsiveness to strategic opportunities.

3. Findings

The following findings provide a synthesis of the reflections of all informants. Importantly reflections were highly consistent across the agencies and the broker identified few areas of conflict or disagreement.

3.1 Rationale for Partnering – Complementarity and Value Addition

The DFAT ARC Humanitarian Partnership is one of DFAT's flagship partnerships within the humanitarian sector. Interviews consistently highlighted that working with ARC is a 'no-brainer' for DFAT because the Partnership provides:

- A window to the Red Cross Movement - a strong global architecture that extends directly into communities across the world providing:

  - Access to a global volunteer base;
  - The ability to build localised first response capability;
  - Localised first response to disasters and humanitarian crises;
  - Impartial delivery of services to all people.

- Strong visibility of the Australian Aid programme domestically through partnering with a recognisable and trusted brand within the Australian public, and globally through the movements global and regional networks;

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[17] DFAT Website

- Policy consistency through strong alignment with DFAT Aid Investment Strategies and support for the implementation of DFAT policies at a grass roots level;

- Opportunities for quality high level dialogue between ARC and Red Cross on key thematic, regional and global policy issues18;
- The opportunity to capitalise on the movements role as auxiliary to government creating new touch points for Australia's soft power efforts as well as insights into local capacities across the region;
- A unique perspective and technical expertise on vulnerability and protection issues including a gendered approach to disaster risk reduction;
- A focus on institutional strengthening (governance arrangements, organisational systems, statutes, policies) and capacity building (programme and service delivery) of an autonomous civil society organisation and local government partners that provides the foundational building blocks for development[19].

Conversely, partnership reflections identified that the value addition of DFAT (beyond funding) was poorly defined within the Partnership design and agreement, and its potential contributions to the Partnership were not currently being utilised. The key reason for limited utilisation of DFAT's specific contribution to the Partnership appear to relate to:

- The failure of the Partnership Design to articulate joint high-level strategic goals (e.g. policy and influencing, soft power) and outcomes for partnership beyond programme delivery by ARC;
- Limited understanding within DFAT of what ARC is achieving and the spaces within which it is engaged;
- Poor resourcing within DFAT including the lack of a key focal point for the movement;
- High turnover of relationship managers within DFAT;
- The absence of a structured mechanism to reflect and review the progress of the Partnership and identify and leverage opportunities to deliver on shared objectives.

DFAT and ARC's joint pledge to strengthen local humanitarian action, particularly in the Pacific at the 2016 World Humanitarian Summit provides one example of joint action which highlights the potential for the Partnership to take a leadership role in reforming the humanitarian agenda. Australia's hosting of the AMCDRR in 2020 provides another example of the potential for the Partnership to provide leadership in reforming the humanitarian. Other examples could include joint work on piloting new humanitarian financing arrangements, or even being able to second ARC or IFRC personnel to support surge capacity or support for specific explicit initiatives. To be effective however, these need to respond to shared interests, be jointly planned and well resourced. Having a clear and resourced partnering framework, articulated within the design and Partnership Agreement is key to delivering on this.

3.2 Partnership Approach

The current Partnership Design outlines a transactional programmatic relationship between DFAT and ARC and doesn't articulate a pathway to a more influential and mutually reinforcing relationship that delivers good humanitarian leadership.

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[18] All DFAT Officers interviewed highlighted the value of high-level dialogue, however also recognised that ARC is the **only** non-government actor in the humanitarian sector with whom DFAT has a regular high-level dialogue

[19] ARC highlighted the importance of being 'invisible around the table in these efforts' through its wider relationships with IFRC for example – however this lack of visibility creates challenges for DFAT branding.

Beyond the key programmatic and thematic activities to be delivered by ARC and its downstream partners, there is no clear articulation of shared interests, the comparative advantages of each DFAT and ARC and the role and contribution of both ARC and DFAT to achieving these, nor a statement of shared principles and agreed ways of working.

This undermines the potential of the Partnership to move beyond programming and aid delivery to one which mobilises the respective attributes, comparative advantages, networks and capabilities of both DFAT and ARC that would strengthen development effectiveness and soft power outcomes through for example creating opportunities to bring each other to new dialogue spaces (e.g. government-donor and international humanitarian dialogue); or policy making forums.

If the key purpose of partnering is to achieve outcomes that could not have been achieved otherwise, then it stands to pass that any Partnership Agreement should clearly state not only these intended outcomes, but also how these will be measured throughout the life of the Partnership. The Partnership Agreement and design lacks both key indicators for success partnering outcomes and a system and process to reflect on and measure the progress towards these.

3.3 Telling a Performance Story

DFAT and ARC agree that current M&E and reporting arrangements are insufficient to communicate a compelling performance story about what outcomes the Partnership is achieving.

Despite significant investment, the current M&E system does not collect or create the right information to tell a performance story. Current indicators (developed externally by a DFAT engaged Consultant) are largely quantitative, focus on programmatic outputs and have been disaggregated to the point that they are almost meaningless. Insufficient resources have been allocated to support evaluative tasks meaning that these are few and far between meaning that both DFAT and ARC are challenged to develop an evidence-based performance story to support the partnership.

Currently all M&E functions appear to be undertaken internally by ARC and this lack of external oversight can lead to a perceived lack of objectivity and may inhibit the application of new processes and tools for M&E and learning processes which can deliver new insights.

Poor resourcing within DFAT works in part against this, with the Partnership Manager role focusing on business transactions as opposed to performance management[20], strategy setting and internal (and external) aid communications. However, ARC acknowledges that it could do more to step in to fill the gaps in qualitative M&E and learning, and that there is space to strengthen its efforts in measuring and communicating outcomes.

A key weakness is absence of high-level outcomes, nor a method of reflecting on the Partnership itself and the role of each partner in contributing to it[21]. This means that DFAT and ARC struggle to tell a compelling performance story of the benefits and added value of working in Partnership vis a vis humanitarian leadership, policy development and soft power.

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[20] This in is some ways structural in that outside of the DFAT AQC process, there are no other levers available to DFAT to manage performance.

[21] The Partnership Agreement does refer to a Partnership Health Check (which is this event) however the frequency is inadequate and there is no clear process through which this

3.4 Operational Arrangements

3.4.1 Governance Architecture

The Partnership is governed by complex contractual arrangements which do not support the effectiveness and efficiency and mean that strategic opportunities may be missed.

The current Partnership Agreement was developed at a time of policy and structural uncertainty resulting from the change in government as well as the integration of Australia's aid programme into DFAT.

Sitting beneath the Umbrella Agreements are 15 subsidiary agreements totaling over 46 million in 5 years[22]. Many of these have different funding arrangements and focal points. Some humanitarian responses for example are managed by Posts and the communication between Posts and the partnership Manager are ad hoc.

With the new agreement, ARC's ANCP funding was moved from ANCP to the Umbrella Agreement and the extent to which this legacy funding is relevant to ARC considering its current shift in operational focus needs to be determined in the coming negotiations.

A key challenge in creating a future structure for the Partnership is to consider how the Partnership can be protected from the impacts of the rapid changes of policy, structural and resourcing shifts experienced in government agencies. The new structure needs to be created in a way in which it provides leadership consistency while enabling interdepartmental communication and action. This includes considering specific lines of communication within DFAT and well as between ARC and the wider movement.

3.4.2 Partnership Management Arrangements

Partnership management arrangements within DFAT are transactional rather than strategic. This is exacerbated by the high turnover in DFAT Partnership Managers as well as overlap in engagements with key DFAT staff created by the complicated array of subsidiary agreements.

While the ARC Partnership Manager has been consistent throughout the life of the partnership, there have been at least 8 Partnership Managers on the DFAT side since 2015[23]. Further the DFAT Partnership Manager role has often been a secondary responsibility and has often had insufficient time to leverage the partnership and opportunities to achieve more strategic affect and extend the utility of the partnership across other parts of the Department.

There is no single focal point for overseeing DFAT's engagement with the movement. In addition to the Partnership Manager, other DFAT Officers have relationships with the different faces of the movement. The relationship with ICRC is managed by the Humanitarian and Refugee Policy Branch. The ANCP program is managed by NGO and Volunteers Branch. Each with different points of contact that has been subject to high turnover in DFAT Officers. In addition to this key relationship, sub activations are generally managed through Post however these appear to have limited direct engagement with ARC. This leads to a further loss of efficiency and a clear DFAT strategy on broader RCRC movement reform and partnership.

While this turnover coupled with rapidly shifting policy and task briefs is a common within civil service organisations, it presents significant challenges for strategic partnering which requires the development of

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[22] The cumulative total including ARC (9.7), ANCP, core funding (28.8) and the 15 activations is 46,069,799.85.

[23] In addition to the 8 Partnership Managers, there have also been three additional people who have overseen elements of the humanitarian partnership including one focused on the smarty grants and two who act as regular back fill.

working relationships which are based on shared understanding and purpose, and a high degree of trust and transparency.

It is critical that if DFAT and ARC wish to take the Humanitarian Partnership to a more strategic level into the future both will need to dedicate resources to manage the partnership in a meaningful way, ensuring that a strong performance story is created and that strategic opportunities are identified and implemented by both agencies to their mutual benefit.

3.4.3   Financing Arrangements

Current funding arrangements for humanitarian response are less than optimal and do always not support efficient humanitarian response. High transaction costs associated with DFAT approval and contracting arrangements means that approvals generally take 6 weeks before funding is approved. It further results in DFAT and ARC Officers being engaged in administrative arrangements at the point of crisis, where their efforts could best be mobilised to other tasks.

Given that ARC complies with DFAT due diligence requirements and is a key first responder for Australia's humanitarian assistance, the design of a new partnering arrangement provides an opportunity to consider a more efficient funding mechanism for rapid onset humanitarian crises.

One proposal is for DFAT and ARC to agree a set of criteria to support decisions to commit a preapproved level of funding to specific humanitarian crises in order facilitate a rapid response.

The ANCP positioning of ANCP arrangements within the Humanitarian Partnership is a legacy of the lack of clarity and shifting aid financing landscape at the time and provided an opportunity for DFAT and ARC to quarantine an allocation ANCP funding for ARC. This arrangement has not worked effectively and contributes to the complicated management structure. Further, ARC itself has been going through a period of transition, refocussing on its core mandate and as such the nature of any ANCP related activities remains under question.

4.   Summary and Future Considerations

The Evaluation is evidencing that a more strategic relationship between DFAT and ARC could deliver strong outcomes for both DFAT and ARC in their roles as leaders in the humanitarian sector.

ARC itself has been undergoing significant transformation in recent years as it seeks to refocus on its core mandate as a humanitarian agency. As such, ARC want to enter a more mature and strategic relationship with DFAT, based on their core mandate, shared objectives and shared action in delivering on these.

Looking forwards, progressing the localisation agenda will require significant reform of business processes to transform relationships within the sector.

While both DFAT and ARC are currently considering the key thematic focus areas for the future Partnership and together are best positioned to do this, the current design process offers an opportunity for DFAT and ARC to together pay structural attention to creation the conditions within which DFAT and ARC can maximise the opportunities presented by the Partnership.

The first step of this would be for DFAT and ARC engage partnership brokering and design expertise to work along-side them to develop a model for effective partnering. It is vital that the design moves beyond a simple articulation of shared values but develops a framework to hold both partners accountable to their commitments and as such should include:

- A clear statement of the purpose and vision for the partnership (this is about the activities that the partnership delivers);
- A clear statement of the intended outcomes of the partnership and the specific roles and contributions of DFAT and ARC to the delivery of these and a process to reflect on these and a system to measure both joint and individual progress towards these;
- A set of principles and ways of working;
- A functional and resourced framework for managing and leveraging the partnership;
- Arrangement for regular partnership reflection and health checks that enable both partners to reflect on the partnership, build a narrative, address and capitalise on emerging issues and opportunities [24].

Based on the contributions of the thought leaders consulted during this Partnership Reflection process, priority considerations for both DFAT and ARC In planning for the future Partnership include:

- Moving beyond ARC's utility as a service provider to a more sophisticated relationship with articulates the shared value, common goals and draws upon ARC's unique assets as a humanitarian actor.
- How can DFAT and ARC best dedicate resources to manage the partnership in a meaningful way, ensuring that a strong performance story is created and that strategic opportunities are identified and implemented by both agencies to their mutual benefit? This could include:
    - Identifying a dedicated DFAT Officer resources to support the partnership and act as a focal point for DFAT's wider engagement with the movement[25];
    - Considering developing a set of communication protocols which enable DFAT Officers to discuss their work with the movement, and conversely, the movement to engage with other parts of DFAT, including with Posts;
    - Identifying this resource can be quarantined (as relevant) from structural shifts within the Department;
    - Considering the creation of a Secretariat function[26] to support the Partnership.
- Streamlining contractual arrangements in order that these provide improved line of sight and linkages with the key policy and programming areas in DFAT and addressing the creation of strengthened linkages and communication with Posts[27].
- Moving towards a developmental evaluation approach to M&E which focusses on developing and communicating a strong performance story. This should include:
    - Resources for more regular evaluative tasks such as 'deep dives' into specific country responses or thematic issues, research activities and learning events; and
    - Positioning an external M&E Adviser or MRG to support the Partnership[28.]
    - Engaging partnership brokering skills to assist in building the performance story of the partnership and support biannual brokering and reflection events as well as M&E.

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[24] This does not need to a complex or high cost process – this current reflection exercise has taken 5 days of an external consultant and engaged each partner group in reflective discussions of approximately 1.5 duration – a system of regular reflection would require less time than this on a six-monthly basis.

[25] Note this is not a management function but rather a clearing house and knowledge management function to support DFAT's internal knowledge management and building a stronger internal understanding of the Partnership.

[26] For clarification, a Secretariat function can take many forms. We are not proposing the establishment of a stand-alone office arrangement, but rather a clear statement of the function of the DFAT and ARC focal points including enabling the DFAT focal point to take an internal linkages role, creating a separation between the compliance and partnership functions, establishing processes for partnership dialogue, shared strategic planning etc.

[27] This could include requiring regular meetings between the Movement and key Posts.

[28] An external lens in the M&E framework is important for objectivity and building an independent performance story.

- Revisiting financing arrangements including:
    - Piloting a new arrangement for prepositioned funds for humanitarian crises
    - Removing ANCP funding from the Agreement;
    - Providing resources for humanitarian leadership and soft power joint action.

> "It can be important for both DFAT and the partner to try and use appropriate language to describe relationships. If a relationship consists of delegated authority, it should be called delegated authority. If an agreement is a core funding agreement, it should be called a core funding agreement. We should only begin calling relationships partnerships where we intend to invest time and effort in to developing much deeper mutual understanding with the other party, where we can identify a common area of benefit which we intend to in some way work jointly on, and where we are willing to demonstrate some transparency and trust which we are asking from partners."   DFAT

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Appendix VI   Definition of partnership fund expenditure

Table 1a. Contributions made to IFRC by project and location (FY'16, FY'17 & FY'18)					
Project Description	Site Description	FY'16	FY'17	FY'18	Total
Asia Pacific Climate Change	-	0	30,000	153,824	183,824
Asia Pacific Disaster Management	-	100,000	69,341	60,000	229,341
Building Safe & Resilient Communities in East Indonesia	Indonesia	0	15,000	-0	15,000
Child Protection Policy, Implementation	A-P/Developing/Emerging	50,000	0	0	50,000
Efficient & Effective Response Systems	A-P/Developing/Emerging	0	0	1,012	1,012
Emerging Priorities		204,656	195,842	231,163	631,660
Indonesia Disaster Prevention	Indonesia	90,763	141,256	28,520	260,538
Influencing the Humanitarian Agenda		703,763	737,809	744,438	2,186,010
International Deployments IFRC		12,986	0	0	12,986
Mongolia Building Resilient Communities	Mongolia	269,534	268,709	280,000	818,243
National Society Development	Bangladesh	40,000	0	58,661	98,661
	Mongolia	50,000	0	78,932	128,932
Pacific disaster preparedness	Fiji	0	0	4,859	4,859
	Marshall Islands	35,270		0	35,270
	Pacific Region -Developing/Emerging	200,000	320,009	336,000	856,009
	Tonga	58,419	0	0	58,419
Regional Strengthening in PGI		68,138	76,950	117,252	262,340
Research, learning & development	Global	0	60,000	0	60,000
Strengthened Movement Capacity		434,530	370,361	327,965	1,132,855
Strengthening Leadership PGI		25,000	122,779	104,557	252,336
Surge support	Africa Region Developing / Emerging	50,537	0	0	50,537
	A-P/Developing/Emerging	3,594	4,083	5,017	12,694
	Bangladesh	0	110,011	15,000	125,011
	Europe Region Developing / Emerging	26,125	0	0	26,125
	Global	1,180	33,606	4,841	39,627
	Indonesia	0	22,233	0	22,233
	Vanuatu	0	0	44,371	44,371
WASH in Emergencies	A-P / Developing / Emerging	0	15,000	34,849	49,849
Grand Total		**2,424,495**	**2,592,988**	**2,631,261**	**7,648,744**

Note: Contribution to The Disaster Law Program sits in RedConnect against Influencing the Humanitarian Agenda.

Table 1b. Contributions made to National Societies, including host and partner societies* (FY'16, FY'17 & FY'18)					
Creditor Name	Project Description	FY'16	FY'17	FY'18	Total
British RCS	Bangladesh Building Resilient Communities	0	210,000	160,000	370,000
British RCS Total		**0**	**210,000**	**160,000**	**370,000**
Canadian RCS	Regional Strengthening in PGI	0	2,415	0	2,415
Canadian RCS Total		**0**	**2,415**	**0**	**2,415**
Cook Islands RCS	Pacific disaster preparedness	63,554	105,746	189,677	358,977
Cook Islands RCS Total		**63,554**	**105,746**	**189,677**	**358,977**
Fiji RCS	Pacific disaster preparedness	94,722	142,056	183,722	420,500
Fiji RCS Total		**94,722**	**142,056**	**183,722**	**420,500**
Finland RC	Influencing the Humanitarian Agenda	0	571	0	571
Finland RC Total		**0**	**571**	**0**	**571**
Indonesia RC (ARC Asia Quake & Tsunami)	Building Safe & Resilient Communities (E Timor)	0	223,500	0	223,500
	Indonesia Disaster Prevention	214,236	0	0	214,236
	NS Leadership Strengthening	0	6,000	0	6,000
	SEA program support in Australia	52,500	0	0	52,500
	Strategy, Policy & Communications	10,000	0	0	10,000
Indonesia RC Total		**276,736**	**229,500**	**0**	**506,236**
Kiribati RCS	Kiribati Integrated Resilience Program	0	0	25,040	25,040
	Pacific disaster preparedness	15,644	36,852	25,164	77,661
	Regional Strengthening in PGI	0	508	0	508
Kiribati RCS Total		**15,644**	**37,360**	**50,204**	**103,209**
Maldivian Red Crescent	NS Leadership Strengthening	6,920	0	0	6,920
Maldivian RC Total		**6,920**	**0**	**0**	**6,920**
Micronesia RC	Pacific disaster preparedness	23,487	0	0	23,487
Micronesia Red Cross Total		**23,487**	**0**	**0**	**23,487**
Myanmar RCS	Myanmar Building Resilient Communities	0	36,373	0	36,373
	Strengthened Movement Capacity	20,000	0	0	20,000
Myanmar RCS Total		**20,000**	**36,373**	**0**	**56,373**
Nepal RC	NS Leadership Strengthening	4,915	0	0	4,915
Nepal Red Cross Total		**4,915**	**0**	**0**	**4,915**
NZRC Wellington	IMPACT	0	0	24,056	24,056
NZRC Wellington Total		**0**	**0**	**24,056**	**24,056**
Palau RCS	Pacific disaster preparedness	12,950	0	0	12,950
Palau RCS Total		**12,950**	**0**	**0**	**12,950**
PNG Red Cross	Pacific disaster preparedness	123,417	76,020	138,887	338,323
PNG RCS Total		**123,417**	**76,020**	**138,887**	**338,323**
Solomon Islands Red Cross Society	NS Leadership Strengthening	5,000	0	0	5,000
	Pacific disaster preparedness	71,920	133,864	180,000	385,784
Solomon Islands RCS Total		**76,920**	**133,864**	**180,000**	**390,784**
Swedish RCS	Influencing the Humanitarian Agenda	0	0	44,857	44,857
	Strengthened Movement Capacity	0	0	19,931	19,931
	Surge support	0	0	1,094	1,094
Swedish Red Cross Total		**0**	**0**	**65,882**	**65,882**
The Philippine National RC Total		00	0	5,983	5,983
Tonga RCS	Pacific disaster preparedness	145,193	161,169	116,808	423,169
	Pacific National Society Development	0	3,130	0	3,130
	Strengthening Leadership PGI	4,316	0	0	4,316
Tonga RCS Total		**149,509**	**164,299**	**116,808**	**430,615**
Tuvalu RCS	Pacific finance development	1,765	0	0	1,765
Tuvalu RCS Total		**1,765**	**0**	**0**	**1,765**
Vanuatu RCS	Pacific disaster preparedness	25,532	81,913	60,000	167,446
	Strengthened Movement Capacity	20,000	0	0	20,000
VRCS Total		**45,532**	**81,913**	**60,000**	**187,446**
Grand Total		**916,071**	**1,220,117**	**1,175,219**	**3,311,407**

* Includes Host NS' and Partner NS' e.g. in Bangladesh, support is provided through British RCs.

Table 1c. Humanitarian Partnership Delegate funded Deployments - long term, non-emergency positions							
Position Title	FY'16	FY'17	FY'18	Total	Country	Location	Seconded to
Regional Emergency Health Coordinator	107,749	127,682	190,736	426,167	Malaysia	Kuala Lumpur	Federation
Regional Logistics Delegate	0	175,788	231,190	406,978	Fiji	Suva	Federation
Pacific Regional Shelter Coordinator	0	203,475	191,954	395,429	Fiji	Suva	Federation
Program Lead	63,418	153,899	86,952	304,269	Solomon Islands	Honiara	ARC
Finance Delegate	104,936	75,931	0	180,867	Pacific	Pacific	ARC
Global Emergency Health Coordinator	75,623	102,333	-20,769	157,187	Switzerland	Geneva	Federation
Country Manager	0	57,792	61,006	118,798	Fiji	Suva	ARC
Disaster Management Delegate	88,285	14,326	0	102,611	Kenya	Nairobi	Federation
Climate Change Advisor	81,671	18,297	0	99,968	Pacific	Pacific	RCRC Climate Centre
Disaster Law Delegate	63,722	32,884	0	96,606	Malaysia	Kuala Lumpur	Federation
Innovation Coordinator	0	82,058	-566	81,492	Malaysia	Kuala Lumpur	Federation
Grand Total	**585,404**	**1,044,466**	**740,503**	**2,370,372**			