Mid-Term Independent Review of the RedR Australia and AusAID Partnership Agreement

(no: 57839)

The contents of this report are the views of the author based on evidence gathered during the review. Recommendations made here are for RedR Australia and AusAID consideration only.

Thank you to those who provided their time, information sources and ideas to the review.

Catherine Yates, Taric Support Services Pty Ltd. August 2012

Table of Contents

Table of Contents 2

Figures and Tables 3

Abbreviations and Acronyms 4

Executive Summary 5

Section 1: Introduction 12

- Background 12
- Review Scope 12
- Methodology 13

Section 2: Review Findings 14

- Findings against the OECD DAC Criteria 14
- Monitoring and Evaluation 26
- Impact 28
- Social Inclusion 30
- Sustainability /Connectedness 31
- Analysis and learning 34
- Way Forward 35
- Conclusion 37

Annex 1 Terms of Reference 38

Annex 2 People Contacted 43

Figures and Tables

Figure 1: Deployment Requests vs Availability (July-Nov 2011) 15

Figure 2: Geographical focus of deployments 20

Figure 3: Reasons for non-fill rates across skills areas 25

Table 1: Age ranges of active register members 18

Table 2: Deployees over 2-year period (2010-12) 19

Table 3: Expenditures since 2005-06 22

Table 4: Courses provided 23

Table 5: Training Courses for 2010-12, sex disaggregated 30

Table 6: Deployments by skills area by gender 31

Abbreviations and Acronyms

ACC	Australian Civilian Corps
ACFID	Australian Council for International Development
ANCP	AusAID NGO Cooperation Programme
ASEAN	Association of Southeast Asian Nations
DFID	Department for International Development UK
DSA	Daily Subsistence Allowance
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
MSB	Swedish Civil Contingencies Agency
NRC	Norwegian Refugee Council
PAF	Performance Assessment Framework
PER	Performance Evaluation Report
RedR Australia	Registered Engineers for Disaster Relief Australia
SBPP	Standby Partnership Programme
WASH	Water Sanitation Hygiene
WFP	World Food Programme

Executive Summary

This independent mid-term review is required under the Partnership Agreement between AusAID and Registered Engineers for Disaster Relief Australia (no: 57839 for period 2010-11 to 2012-13). Ratings and recommendations are provided against OECD DAC criteria, monitoring and evaluation, impact, social inclusion, sustainability/connectedness and analysis/learning. A way forward on the funding model is provided and a brief conclusion.

The first ever independent evaluation of the global Standby Partnership Programme[1], of which RedR Australia is a partner, should also guide discussions between AusAID and RedR Australia on future arrangements.

Quality	Rating (1-6) *	Comments to support rating	Recommendations (if needed) ‡
Relevance/ Coherence	4	RedR services are consistent with AusAID's *Humanitarian Action Policy* and *Investing in a safer future: A Disaster Risk Reduction Policy for Australia's Aid Program.* RedR deployees' skills appear relevant to requesting UN agencies. Training and the register members' skills base is changing in response to emerging UN needs. Coherence of policies across RedR, the UN and AusAID is generally sound. The deployment register being only open to Australian and New Zealand residents should be considered with reference to Australia's untied aid policy. Security training modules dealing with strategies to handle possible sexual assault incidents need very sensitive handling. RedR is at a strategic cross-road in terms of relevance. While it is acknowledged that obtaining alternative funding can be difficult, not broadening RedR services and funding sources is seen as a missed strategic opportunity.	RedR to strategically broaden its services and funding sources to remain relevant to the market. RedR and AusAID to review the legal framework that restricts the RedR register to Australian and New Zealand residents. The register should be opened to other country nationals (this is in line with the SBPP evaluation recommendation). RedR to engage experienced psychologists and/or protection specialists working in the international humanitarian field to co-present sessions in security training modules regarding dealing with sexual assault incidents, including practical strategies and protocols.

[1] Sanderson, P. A Review of the Standby Partnership Programme. July 2012.

Effectiveness/ Coverage	4	A Communications Strategy is being implemented. There is a level of accountability to the public through the Annual Review. Efforts to market RedR are yet to be effective. Australian identity in the field could be more active. A renewed recruitment process is bearing fruit and will ensure the register is constantly refreshed: an important issue given that about half of deployees become inactive after 2 deployments. Training is rated as highly effective – average scores 4 out of 5. Course fees were not seen as a major barrier to access. Effectiveness of deployees in the field was highly rated by UN agencies. The high quality of training provides further opportunities with other standby partners and with UN agencies. Deployment months exceeded expectations over a 2 year period. Year 1: 100 estimate against 178 actuals. Year 2: 250 estimate against 411 actuals. Deployees are highly valued by UN agencies – many depend on RedR's surge capacity. 92% of deployees were rated outstanding and/or very good by UN. The only noted drawback of RedR deployees was the lack of a second language (usually French). Even when the official language is English there can be a need for an interpreter to ensure full effectiveness in the field. Over 80% of the register is over 35 years of age. The skills and experience they bring to the table is essential. RedR tries to mentor younger professionals and those with potential. Anecdotally, deployments offer a great opportunity for networking and opening doors to the UN. No statistics are kept on transition rates. Geographical coverage is 67% on Africa in 2011-12. There is more opportunity for face-to-face networking visits to Asia-Pacific regional UN offices.	RedR to consider a marketing strategy (Note: RedR Board has recently agreed to appoint a manager to seek public funding opportunities). RedR to consider a small acquittable stipend [redacted] deployees to employ an interpreter. RedR to pursue further training opportunities with standby partners and UN agencies. RedR, with AusAID's support, to more proactively network with and regularly visit UN Asia-Pacific regional offices.

Efficiency	5	RedR has efficient systems in place. The Board Chair has revised governance arrangements and there is a risk management proposal for the Board's consideration. Finances are acquitted on time and audits are carried out annually. The SBPP evaluation recommended a cost effectiveness review examining the relationship between partner capacity and investments in training, support etc. AusAID could carry out a similar study across the range of deployment services it funds. Following a comprehensive review of the assignment service, there are improvements to systems being made. Security breaches of register personal data are a potential risk, especially if accessed remotely. RedR could use a "two-factor authentication"— a security system that requires two credentials to allow database access. That is, first a password. Second an electronic key tag, or a mobile phone that can generate a unique code. Some training activities have changed but this is to be expected over a 3-year agreement. RedR trained [redacted] people. A further [redacted] people were trained through partnerships with other providers. Associate trainers and volunteers are working for low salaries and honorariums, with some claims to working very long days. RedR responds to UN requests usually within 24-48 hours. RedR's global average of days between selection and deployment is 21 days – comparing favourably to other standby partners. Visa processes slow down deployments. Non-fill rates mirror the emerging skills sets of coordination, health, education, community and WASH engineers. Language requirements, such as French, limit the Australian register. RedR has a comprehensive package of pre-deployment support with one noticeable gap: death by illness insurance cover. RedR is unanimously seen as responsive and supportive to deployee needs. UN position Terms of Reference often do not match the actual job and there is varying degrees of support from the receiving agency. [redacted] AusAID understands the value of the standby service but has varying capacity to engage with deployees.	AusAID to consider a cost effectiveness review across the range of deployment services it funds. RedR to consider stronger "two-factor authentication" access to register personal data, particularly for remote access. RedR to raise salaries for associate trainers and honorariums for volunteers. RedR to address potential health and safety risks of trainers working long days. RedR to provide death by illness insurance cover for all deployees, as a matter of urgency. RedR to bring salaries in line with UN rates; and consider uncapping daily subsistence allowances in major western cities. RedR to provide AusAID a one-page profile on deployees when they are entering the country, if requested.

Monitoring and evaluation	3	[redacted] of the RedR budget is spent on M&E (international standards call for between 3-10%). There is no overarching M&E Framework reporting on impacts and outcomes (which was to be developed as part of the Partnership Agreement). Assessment includes an Operational Plan, which provides a mix of inputs, activities and outputs. Anecdotal field stories are published in newsletters. Some field studies are carried out. An Annual Report and Annual Review outline key deployment months and other basic statistics. Recently, there is improved reporting on the outcomes of deployees work, local capacity building and cross-cutting issues. Last year's review of the deployee register and training feedback used to constantly update the curriculum are positive steps to improve services. It is imperative that RedR make the linkages to AusAID's Performance Assessment Framework. RedR will be required to report on its contribution to saving lives in conflict and disaster situations and its ability to respond within 48 hours of a request for assistance. A strong, practical approach to M&E should be undertaken given the difficulties of measuring impacts and outcomes in the humanitarian situation.	RedR to employ an M&E strategic adviser to develop an overarching practical M&E Framework linked to AusAID's Performance Assessment Framework, plus establish measureable indicators, data collection methodology and allocate responsibilities. RedR to allocate at least 3-5% of the overall budget to M&E. RedR to ensure that it is part of the AusAID/NGO partners' consultations on the AusAID Performance Assessment Framework.
Impact	4	In a 2012 joint mission deployment survey, 92% scored the standby partners' impact on the UN response as 'significant'. This was supported in discussions with UN agencies. With a strong M&E Framework in place RedR could systematically review and collate reported impacts from deployees and UN Performance Evaluation Reports. Discussions with AusAID indicate that there is further scope for RedR to influence UN policy and support emerging sectors with surge capacity in line with AusAID policy. Cost-sharing mechanisms between the UN and standby partners could strengthen the partnership and avoid misuse of the service. Donors in the Standby Partnership Programme (SBPP) evaluation noted the advantages of standby arrangements in terms of influence, linkages to the UN, flexibility and increasing a donor's geographical footprint and visibility. These points were also emphasised by AusAID, particularly in Africa.	RedR and AusAID to discuss emerging priorities in the humanitarian sector and possible avenues of policy influence and surge support that could be pursued with UN partners. RedR to actively seek MOU agreements with other UN organisations such as UNFPA and UNOPS. RedR to establish cost-sharing mechanisms with UN (in line with SBPP recommendation).

Sustainability/ Connectedness	2	RedR is not financially sustainable in terms of providing deployment services. This was noted in the Independent Completion Report of February 2009. [redacted] Under the Partnership Agreement, RedR was to increase its sustainability through diversification of support across Australian Government, other donors and the corporate sector; and report on a model for strategic growth. Little progress seems to have been made to date. Though it is noted that the RedR Board commissioned a study on seeking alternative forms of funding (considered 6 August 2012). The high quality training courses could easily provide an increased source of revenue, particularly if RedR becomes a Registered Training Organisation and widens its customer base. [redacted] While awaiting the Australian Charities and Not-for-profits Commission legislation, RedR could take steps that would further improve the quality of current training and ultimately pre-position RedR for registration. Connectedness to longer-term development benefits is largely dependent upon UN agencies putting in place hand-over strategies for deployees. It could be argued that deployee training, Train the Trainer and subsequent local capacity building by deployees contributes to sustainability of impacts, however, this has only just started to be measured.	As a priority, RedR invests in seeking alternative forms of funding. (Note: RedR has recently decided to appoint a manager to pursue priority target areas for funding.) RedR training services to start down the road of seeking accreditation as a Registered Training Organisation and to widen its customer base. This could include, but is not limited to: ➢ The five in-house trainers given study support to achieve Certificate IV status. ➢ Review specific RedR courses and redesign the current learning and assessment material in line with accreditation. ➢ Improving student management systems. ➢ Tailoring of existing policies and procedures. AusAID to advocate within the UN system for formalised hand-over strategies of RedR deployees (in line with SBPP recommendations).
Gender Equality	5	There is good general gender parity within RedR across training and deployments. Courses show a good mix of men and women attending what could be described as traditionally gender-stereotyped courses. The basics of gender, ethics, social inclusion, cultural awareness and humanitarian policy are covered in the core courses. There has been a pleasing increase in female deployees from 28% in 2006-07 to 44% in 2011-12. There is no RedR social inclusion policy.	RedR to develop a social inclusion policy, covering gender and disabilities.

Analysis and Learning	3	Since the last Independent Completion Report, systems and processes have improved. At the level of user services there are good measures in place to learn and align services to need. Stronger outcomes-focussed monitoring and evaluation at an organisational level is needed to use the mine of information available at RedR for future strategic planning, implementation and decision making. RedR has the potential for 'greatness'. Not realising this potential would be a disservice to the quality work being done within RedR and by its deployees. As it stands, without an innovative approach to the future and stamping out a comparative advantage, AusAID notes that RedR risks a decrease in its future funding as other emerging players vie for resources. The RedR Board held a strategic planning workshop in August 2012. RedR interviewees felt AusAID had respected their independence; though the scheduled 6-monthly meetings with AusAID had not occurred and there was sometimes a lack of responsiveness from AusAID. On AusAID's part, [redacted] meetings had occurred on a 6 monthly basis at the Humanitarian Coordinator/Director level, with regular (weekly) enagement at the program management level.	RedR to develop and implement a strategic 3-year plan to take RedR to the next phase of its ongoing development. AusAID and RedR commit to 6-monthly meetings that have a strategic ideas focus, set agenda, time limit and documented outcomes.

*** Rating Scale:**

Satisfactory rating *(4, 5 and 6)*

6 Very high quality; needs ongoing management & monitoring only
5 Good quality; needs minor work to improve in some areas
4 Adequate quality; needs some work to improve

Less than satisfactory *rating (1, 2 and 3)*

3 Less than adequate quality; needs to be improved in core areas
2 Poor quality; needs major work to improve
1 Very poor quality; needs major overhaul

‡ **Recommendations (if needed):** These boxes should be used wherever the rating is less than 5, to identify actions needed to raise the rating to the next level, and to a fully satisfactory level 5.The text can note recommended or ongoing actions.

Way Forward: AusAID's wants to retain the quality services provided by RedR, with issues remedied. To justify continued grant funding in an increasingly competitive and results-focussed environment, AusAID expects a renewed strategic focus and a revised funding model. Innovative ideas for RedR's future are included from interviewees. The funding model could include Key Performance Incentives based around selected strategic recommendations made in this report. For example: phased benchmarks to obtaining alternative forms of public funding; implementing a 3-year strategic plan; an M&E Framework linked to AusAID's Performance Assessment Framework; active pursuit of agreements and networking with other UN agencies; and becoming a Registered Training Organisation. Annual plans and reports should be more in line with other NGO and private contracts reporting requirements.

Conclusion: RedR provides well-respected and highly valued training and surge capacity deployment services to UN agencies. UN agencies appreciate and depend on the services RedR provides. RedR is unanimously seen as responsive and supportive to deployee needs. To demonstrate impact, RedR needs to establish and implement an overarching M&E Framework as outlined in the Partnership Agreement. Results in the field, rather than inputs of deployee months should be measured and reported on. Funding from other sources than AusAID must be pursued with increased diligence. Assuming continued funding to RedR from AusAID past this current agreement, work should commence now on a revised performance based funding model to ensure that another bridging agreement is not necessary.

Section 1: Introduction

BACKGROUND

1. Under the Partnership Agreement between AusAID and Registered Engineers for Disaster Relief Australia (no: 57839 for period 2010-11 to 2012-13) a mid-term review is to be carried out to determine its value and impact and inform a possible next phase of the Partnership. [redacted] The last independent review of RedR Australia was carried out in February 2009[2].

2. The overarching goal of the Partnership is to save lives, alleviate suffering, and maintain human dignity during, and where possible before, international emergencies. RedR Australia delivers humanitarian training and provides gratis surge capacity of qualified personnel as a Standby Partner to selected United Nations and multilateral organisations in humanitarian emergencies.

3. Running concurrently to this mid-term review, a first ever independent evaluation of the global Standby Partnership Programme (consisting of 18 Partners, including RedR Australia) has recently been finalised. Eight partners participated in the evaluation. The evaluation was overseen by a Steering Committee comprising UNHCR, DFID, MSB Sweden, Norwegian Red Cross, and RedR Australia, representing the wider standby partnership. The Steering Committee will, in collaboration with the wider standby partnership, develop an implementation plan based on the evaluation recommendations. This will be used to inform the agenda at the 2012 annual standby partner consultation. The evaluation should also guide discussions on future standby partner arrangements between AusAID and RedR Australia.

REVIEW SCOPE

4. The objectives of the mid-term review are to:

   - Review the Partnership and activities undertaken in accordance with the Partnership Agreement in relation to: RedR Australia (hereafter referred to as RedR) training and deployment of personnel via the International Assignment Service. The review is to include administrative, management and monitoring processes, and the extent to which objectives, results and impacts are being achieved.

   - Identify lessons learned (both operational and activity related).

[2] Glass, T. Crisis Solutions International: Independent Completion Report AusAID Agreement No.48255. February 2009.

- Propose enhancements in the RedR Australia/AusAID relationship and objectives, including possibilities for the Partnership after 30 June 2013.

5. Specifically, the Partnership and its activities will be reviewed in terms of:

   - OECD-DAC criteria (including relevance, connectedness, coherence, coverage, efficiency, effectiveness and impact) and sustainability, monitoring and evaluation, gender equality, disability, and analysis and learning, within the context of global standby partner arrangements.

   - The Terms of Reference and questions (Annex 1).

METHODOLOGY

6. The mid-term review was desk and field based, commencing on 9 July 2012. It was carried out by an independent consultant over 23 days in July/August 2012: 3 days in RedR Melbourne offices; 8 days in Ethiopia (including travel); and 12 days on interviews, write-up and finalisation of the draft following AusAID and RedR comments. The reviewer collected secondary data related to finances, training, independent completion report, monitoring and evaluation, communications, and deployment timing and profiles.

7. 46 semi-structured interviews were carried out with relevant UN agencies, RedR, AusAID, users of the training services, RedR deployees and others. A planned electronic survey of members was not carried out, owing to RedR Chief Executive Officer's concerns with privacy of Register members. Selected deployees were notified by the CEO via email of the review and given the option to participate. Subsequently, the CEO provided these deployee contact details to the reviewer. The CEO forwarded most documents to the reviewer. A list of people contacted is at Annex 2.

8. The main constraint for the review was availability of interviewees at short notice and the significant time differences between Australia and European/African countries making arranging times for interviews difficult.

Section 2: Review Findings

FINDINGS AGAINST THE OECD DAC CRITERIA

Relevance/Coherence

9. **RedR provides Australia with increased surge capacity to deliver humanitarian action through UN agencies** (111 deployees in 2011-12). This is consistent with AusAID's *Humanitarian Action Policy*: to save lives, alleviate suffering and enhance human dignity during and in the aftermath of conflict, natural disasters and other humanitarian crises, as well as to strengthen preparedness for the occurrence of such situations.

10. In line with AusAID's *Investing in a safer future: A Disaster Risk Reduction Policy for Australia's Aid Program*, RedR is working through AusAID with the Government of the Philippines on a pilot customised disaster response and preparedness training for its government agencies.

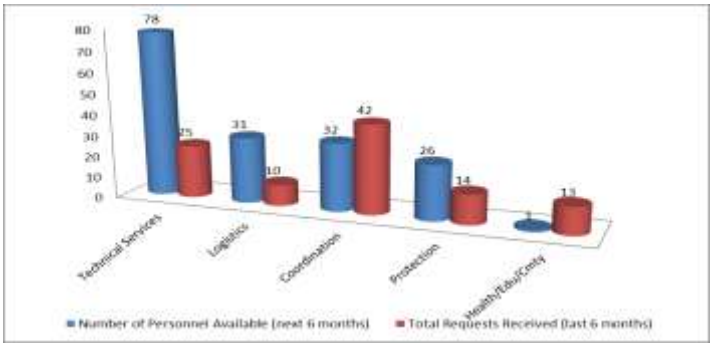
11. **The evaluation of coherence focuses mainly on the policy level: the tying of aid is not in line with AusAID policy**. RedR works closely with both the UN and AusAID to monitor emerging trends in policies. The untying of aid is a key AusAID policy: this should be considered with reference to the deployment register being only open to Australian and New Zealand residents. It is understood this is a legal issue relating to workers' compensation and insurances; and perhaps earlier agreements that the register only be open to Australian and New Zealand residents. However, this should be explored further and if possible the register opened to other country nationals. This would be a boon for local capacity building, particularly in the Asia-Pacific region, and would open the register to a broader skills and language base. (Discussion between AusAID and RedR will need to occur about the promotion of Australian identity versus use of other country nationals on the register.)

12. **RedR deployees' skills are relevant to requesting UN agencies' needs.** RedR is in the top 4 standby partners, in terms of number of deployees, across the 4 main UN agency users[3]. In particular, it is UNOCHA's number 1 partner and UNICEF's number 2 partner. RedR is also in negotiations with WHO as a standby partner.

13. **To remain relevant to UN needs, RedR is continuing to adapt its register profile and training courses**. Figure 1 shows the changing trends in UN requests over a 6-month period and RedR available personnel in the following 6 months.

[3] UNOCHA, UNICEF, UNWFP and UNHCR.

Figure 1: Deployment Requests vs Availability (July-Nov 2011)



14. Of the 168 active deployees available for deployment in the period shown in Figure 1, over 46% have technical skills,[4] while only a quarter of requests were for these skills. (Currently, there are 213 active members on the register.) However, within this category of technical skills, WASH engineers are in increasing demand and are often difficult positions to fill given the high wages offered in Australia. WFP in particular valued engineering skills of RedR to provide necessary infrastructure such as staff quarters and airstrips, though also identified the move to cash and food vouchers as needing a new mix of skills from standby partners.

15. Of the 42 deployees in the field[5], 15 were in protection/coordination and 13 in technical services, providing further evidence of a shift in required skills sets. Interviews confirmed the need to adapt the Register to changing needs, particularly to: protection, coordination, disaster preparedness and risk reduction, emergency education, and nutrition and public health skills. There was some call for retaining the engineering focus of RedR.

16. Efforts are being made to increase recruitment for specific skills through development job websites complemented by profile-specific targeted advertisements. RedR also offers Protection Capacity Standby Training and UNICEF Child Protection training to boost the cohort of available protection deployees.

17. Training in the Essentials of Humanitarian Practice and Personal Security and Communications provided to Australian Volunteers for International Development, Australian Civilian Corps, potential register members and others was seen as highly relevant by participants (scores over 4 out of 5). UN noted RedR deployees were well-prepared for field work. Plenary training sessions address the issues of gender-based violence, assault, sexual assault and intimidation within modules covering protection of vulnerable people needing help in disaster and emergency relief situations. In training modules addressing aid worker risks, the threat of sexual assault while in the field is covered. Interviewees felt that these sessions needed to be dealt with

[4] Civil and WASH engineers; site planning and shelter construction; and ICT.

[5] As at May 2012.

particular sensitivity. Experienced psychologists and/or protection specialists working in the international humanitarian field are needed to co-present these sessions along with practical strategies and protocols for dealing with incidents.

18. **Overwhelmingly, interviews confirmed that RedR is at a strategic cross-road.** RedR does not have an exclusive market in deployment services – many people are on more than one roster system and see the rosters as a stepping stone to longer-term fieldwork or are 'professional-roster workers'. Training is a service that is ripe for further development. Reliance on one source of funding depends on AusAID continuing to see the relevance of RedR services in an increasingly competitive market. While it is acknowledged that obtaining alternative funding can be difficult, not broadening RedR services and funding sources is seen as a missed strategic opportunity for RedR. (This issue will be further explored under the headings of Sustainability and Way Forward.)

Recommendations:

- RedR to strategically broaden its services and funding sources to remain relevant to the market.
- RedR and AusAID to review the legal framework that restricts the RedR register to Australian and New Zealand residents. The register should be opened to other country nationals (this is in line with the SBPP evaluation recommendation).
- RedR to engage experienced psychologists and/or protection specialists working in the international humanitarian field to co-present sessions in security training modules regarding dealing with sexual assault incidents, including practical strategies and protocols.

Effectiveness/Coverage

19. Further raising the profile of RedR with the general public and with possible deployees could increase effectiveness by potentially attracting: funding opportunities, more calls for training, and an increased number of people on the register. Most deployees interviewed had heard of RedR either by chance or through word of mouth. There is a level of transparency and accountability to the Australian public through the publication of the Annual Review. The promotion of Australian identity in the field was at best passive – sometimes a RedR shirt is worn. A communications strategy has been developed, which includes:

    - Social media, e-news bulletins, RedLetter newsletter, Annual Reports and Reviews.
    - Branded clothing.
    - Features for regional newspapers.

- RedR Australia's 20th year.

- Media presentations by the CEO.

20. Unfortunately, little of this effort has translated to an effective marketing strategy. Additionally, RedR is not on the agenda at High Level Consultations with UN agencies and AusAID considers there is no real feedback on standby partner meetings. The perception is that RedR is "waiting to be found" as one respondent succinctly summed up many views.

21. A renewed recruitment focus seems to be bearing some fruit with 79 applications in the pipeline. Training is rated as highly effective by the deployees and training partners interviewed – average feedback scores are 4 out of 5. Deployees considered the courses were very effective preparation for the field. UN agencies noted that training prepared RedR deployees to "hit the ground running". 92% of RedR's UN Performance Evaluation Reports were exceptional and/or very good. All deployees saw the RedR courses as a good investment in their future. Course fees were not seen as a barrier, though it is possible that some potential applicants self-select out when confronted with the fees on the RedR website – a lost opportunity cost. Conversely, fees can ensure the quality of courses, as participants demand value-for-money. An innovative and effective approach to ensuring local community involvement in training is through engaging volunteers from the Ethnic Council of Shepparton and the local police chief. One UN agency noted that deployees had a limited understanding of the frustrating UN procurement processes and that it might be worth including this in a training session – she would gladly volunteer to play the head office procurement manager.

22. Portability across deployment rosters would provide cross-fertilisation of skills. Many people are on several rosters and there also must be duplication of efforts in training and screening that could be shared across rosters. RedR has expressed concerns about leakage of intellectual property. For example, there were requests for RedR information in the creation of the Australian Civilian Corps. Additionally, commercial suppliers were awarded the ACC contract, subject to them sub-contracting RedR for some of the training delivery. RedR's high investment in quality service delivery is probably a reflection of its comments about protection of intellectual property. However, as per the Grant Agreement AusAID has the 'right to use sub-license any of its employees, agents or contractors to use, communicate, reproduce, adapt and otherwise exploit the Prior Material incorporated into the Agreement Material for the purposes of performing functions, responsibilities, activities or services for, or on behalf of, AusAID'.

23. AusAID considers that RedR's high quality training ability could be better used with standby partners. WFP Asia regional office is engaging with RedR in the training environment — in Fiji, Tonga and Samoa – and is looking into similar opportunities for WFP priority countries in the region (Bangladesh, Nepal, Indonesia, Philippines,

and Myanmar). This is a great endorsement of, and opportunity for, RedR's training arm.

24. Estimated deployment months were effectively exceeded over a 2 year period:

    - Year 1: 200 estimate. [redacted]
    - Year 2: 250 estimate. [redacted]

25. UN agencies highly valued the experience, skills and knowledge RedR deployees brought to the field. The WFP Asia Director wrote specifically to AusAID regarding RedR: "Our Country Offices depend on RedR when surge capacity is required, and our management is impressed with the level of expertise the partners bring to the table."

26. UN agencies expect deployees to hit the ground running – there is no time for mentoring or dealing with inexperience. This is probably reflected in the age of deployees who are currently on the active register: nearly 80% are over 35 years of age (see Table 1). The older cohort could also have the time, money and freedom to train and deploy. Mentoring younger professionals and those with transferable skills such as protection in indigenous Australian communities remains important for succession planning; and RedR tries to partner these strong candidates with experienced deployees when the UN permits.

Table 1: Age ranges of active register members

Age brackets	Number	%
25-35 years	48	22.5
36-45 years	66	31.0
46+ years	99	46.5
Total	213	

27. In essence, the standby partner arrangements are: paper free, a free service, and quick – the reverse of current UN practices. 92% of RedR's UN Performance Evaluation Reports were exceptional and/or very good – in the top 3 standby partners reviewed by the SBPP evaluation[6]. While it could be claimed that the UN does not want to criticise a 'gift-horse', there was genuine enthusiasm and appreciation for the services of RedR deployees. The only noted drawback of RedR deployees was a lack of a second language (usually French). While some positions are designated language-specific, others that are English-speaking still present deployees with some hurdles in negotiating outcomes in the field. A small acquittable stipend [redacted] towards employing an interpreter when necessary could increase the effectiveness of deployees.

[6] Sandison, Ibid.

28. No statistics are kept on RedR deployees' transition to UN P3 or above: this would have to be done through a longitudinal study. Anecdotally, deployments offer a great opportunity for networking and open doors to future UN work for quality deployees. Some deployees preferred the short-term nature and variety of the standby register and were not seeking UN permanent work.

29. The bulk of deployees average about 2 deployments with RedR before becoming inactive (see Table 2). About half the deployees remain active after their first and second deployments. (Astonishingly, 1 deployee is still active after 17 deployments.) This indicates that deployees are not life-time members of the register and the register needs constant renewing.

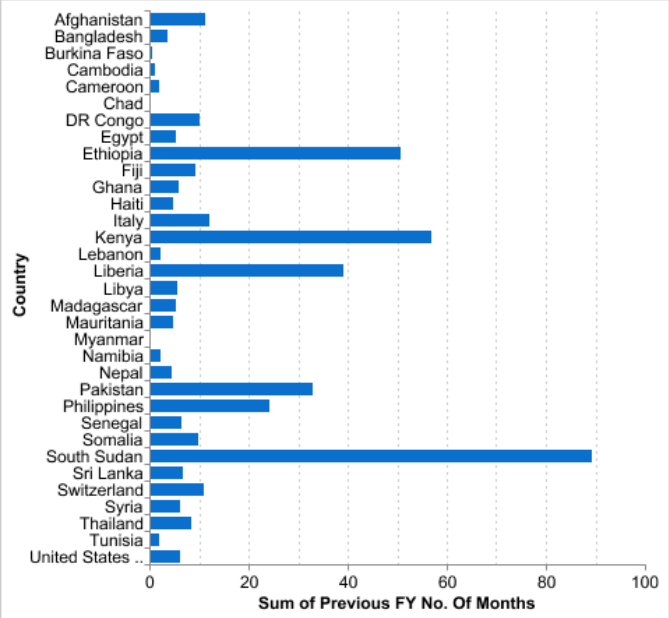
Table 2: Deployees over 2-year period (2010-12)

Times deployed	Number of personnel	Active	Inactive	Archived
Once	111	58	24	29
Twice	71	41	18	12
3 times	19	14	2	3
4 times	17	4	8	5
5 times	9	5	3	1
6 times	1		1	
7 times	4	4		
8 times	3	3		
9 times	1		1	
11 times	2	1	1	
17 times	1	1		
19 times	1		1	
Total deployed	**240**	**131**	**59**	**50**

30. **Coverage.** The Partnership Agreement aims to seek the majority of deployments in the Asia Pacific but acknowledges the more global needs emerging at the time. Since the signing of the agreement, AusAID has broadened its geographical focus to Africa. 67% of deployment months are in Africa for 2011-12 (see Figure 2) with little focus in the immediate region. Geographical coverage of deployments is dependent on UN

requests (for instance, in 2010-11 there was a significant call for standby partner support to respond to the Pakistan floods). Standby partners do make proactive approaches to UN Head Offices, particularly in Europe. The value of these regular face-to-face opportunities afforded to European-based standby partners is appreciated by UN agencies. For example, WFP noted that European-based standby partners made regular visits where they were warmly welcomed and it provided a good platform for discussions on policies/future needs/identifying gaps. RedR notes that its strategy since 2008 has been to dilute the prevailing Euro-centric practices, particularly in training terms. The results have been helpful with more Asia-Pacific events, despite challenges of distance, travel costs and availability of key people especially in the islands of the South-West Pacific. RedR does initiate collaboration with UN offices in the region[7], however, there are more opportunities for regular networking visits to UN Asia Pacific regional offices by RedR.

Figure 2: Geographical focus of deployments



[7] RedR noted in particular where it initiated establishment of the Pacific Humanitarian Team and its work with WFP Asia.

Recommendations:

- RedR to consider a marketing strategy (Note: RedR Board has recently agreed to appoint a manager to seek public funding opportunities).
- RedR to consider a small acquittable stipend [redacted] to employ an interpreter.
- RedR to pursue further training opportunities with standby partners and UN agencies.
- RedR, with AusAID's support, to more proactively network with and regularly visit UN Asia-Pacific regional offices.

Efficiency

31. **RedR has efficient systems in place.** The Board Chair has revised governance arrangements and there is a risk management proposal for the Board's consideration. Finances are acquitted on time and audits are carried out annually. The efficiency of RedR's recruitment, training, selection/deployment and support will be analysed.

32. Cost effectiveness against other standby partners' services is outside the scope of this review, though other costs will be explored where feasible (Table 3 provides detail on expenditure since 2005-06). The SBPP evaluation attempted to review the cost-effectiveness of internal staffing levels against deployment activity across the 8 participating partners. [redacted]. Comparisons were not feasible, given the considerable differences in training provided, field support given, number of months in the field, donor expectation and other administrative burdens. The Evaluation recommended: "*Interested partners conduct a cost effectiveness review examining the relationship between their capacity, investments such as training, running costs and their effectiveness*". AusAID could consider a cost effectiveness review across the range of deployment services it funds, which would provide a better local comparison of AusAID's considerable investments in these services.

Table 3: Expenditures since 2005-06

	Contract 14359				51377	56271/56104		
	2005-2006	**2006-2007**	**2007-2008**	**2008-2009**	**2009-2010**	**2010-2011**	**2011-2012**	**2012-2013**
Training								
AusAID Training Income Contract Courses	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Add: Previous year brought forward Core	[redacted]	[redacted]	[redacted]	[redacted]			[redacted]	[redacted]
Interest	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Income - Non AusAID Contract Courses	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]26	
Total Income	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Total Expenses	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Net Surplus/(Deficit) Core	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Surplus/(Deficit) expressed as % of AusAID funding for Training	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Total # of people trained	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Average cost per person per training						[redacted]	[redacted]	
Income - Tailored Training Activities						[redacted]	[redacted]	
Expenses - Tailored Training Activities						[redacted]	[redacted]	
Net Surplus/(Deficit) Tailored Training Activities	-	-	-	-	-	[redacted]	[redacted]	
Total # of people attending training courses						[redacted]	[redacted]	
Income - Total Training Activities						[redacted]	[redacted]	
Expenses - Total Training Activities						[redacted]	[redacted]	
Net Surplus/(Deficit) Total Training Activities	-	-	-	-	-	[redacted]	[redacted]	
Deployments								
AusAID Deployment/Admin Income	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Add: Previous year brought forward	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Interest/Misc Income	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Inter project Transfers						[redacted]		
Total Income	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Total Expenses	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Net Surplus/(Deficit) Core	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Surplus/(Deficit) expressed as % of AusAID funding for Deployments	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Deployment months	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Average cost deployment months (AusAID Core funding)	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Other Deployments								
Ad hoc funding - AusAID	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Add: Previous year brought forward	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Inter project Transfers						- [redacted]		
Less: Funds returned to Funder (Maldives)				- [redacted]	[redacted]			
Income from other sources (UN agency RLA)			[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Other Income - Interest etc	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Total Income	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Total Expenses	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Net Surplus/(Deficit)	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Ad hoc months	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
RLAs UN agencies direct	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Income - Total Deployment Activities	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Expenses - Total Deployment Activities	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Net Surplus/(Deficit) Total Deployment Activities	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Total Deployment months	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Average cost deployment months (Total deployment funding)	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	
Notes								
1. The above figures have been taken from the audited acquittal reports subitted for FY2006 to FY2011. FY2012 is to be audited mid August 2012.								
2. [redacted]								

33. **Recruitment.** RedR has employed a recruitment specialist who has carried out a comprehensive review of the assignment service. A wider-reaching recruitment drive targeted to specific skills has yielded [redacted] applications in the pipeline. A move to quarterly intakes, linked to training, has streamlined the recruitment process. Deployees found recruitment thorough, and efficient enough to traverse. Security breaches of register personal data are a potential risk, especially if accessed remotely. RedR could use "two-factor authentication"— a security system that requires two credentials to allow database access. That is, first a password. Secondly, an electronic key tag, or a mobile phone that can generate a unique code. RedR was commended for its mentoring approach to potential candidates, who were given ideas on career pathways to develop their skills for future work in the humanitarian sector.

34. **Training.** Most planned training has occurred according to the Agreement. There have been some changes but this is to be expected over a 3-year timeframe. [redacted]

Table 4: Courses provided

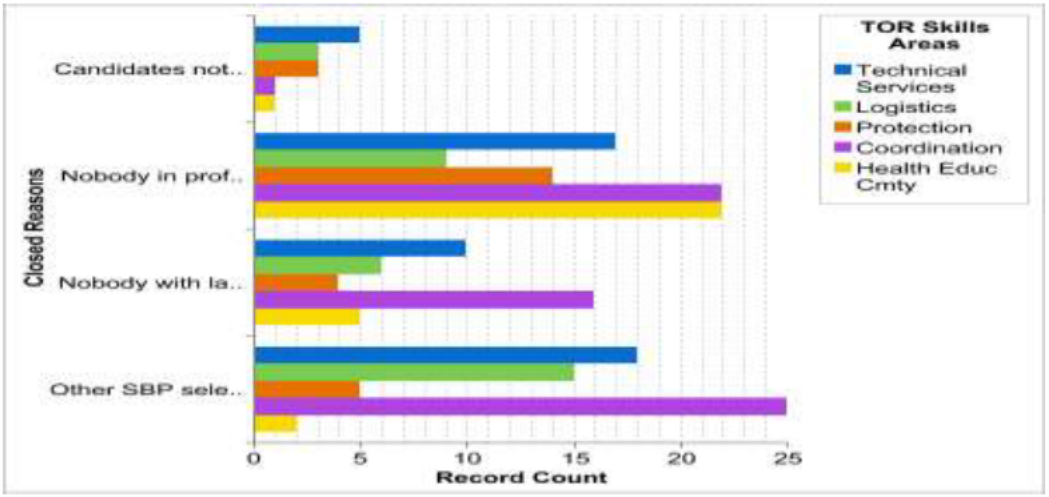
	Number of courses	Participants	Avg p/course
ACC	[redacted]	[redacted]	[redacted]
AMA	[redacted]	[redacted]	[redacted]
APCMCOE	[redacted]	[redacted]	[redacted]
ARC	1	[redacted]	[redacted]
AUSAID	2	[redacted]	[redacted]
AUSMAT	[redacted]	[redacted]	[redacted]
AVID	[redacted]	[redacted]	[redacted]
Caritas	[redacted]	[redacted]	[redacted]
DFAT	[redacted]	[redacted]	[redacted]
Ecentre	[redacted]	[redacted]	[redacted]
EWB	[redacted]	[redacted]	[redacted]
IDSS	[redacted]	[redacted]	[redacted]
OCHA	[redacted]	[redacted]	[redacted]
TOTALS	[redacted]	[redacted]	[redacted]

35. [redacted] While allowance for RedR management fees is expected, RedR should raise salaries and honorariums. Claims have been made that trainers and volunteers living-in at Dookie are working very long days [redacted] which also poses a potential health and safety risk. RedR notes that trainers are aware of the pressures of live-in arrangements and operate to an agreed timetable for each course. Insurance and workers' compensation covers employees and foreign nationals, including volunteers; however, associate trainers require an ABN and their own insurance.

36. **Select/Deploy.** UN agencies send requests to standby partners. RedR emails requests to all active register members or advises the requesting UN agency that there are not suitable candidates, usually within 24-48 hours. RedR does an initial screening of candidates and then forwards suitable CVs to the requesting agent. Some candidates felt this was not a transparent process that gave them feedback on areas of improvement. A UN decision can take days or weeks, leaving potential candidates on standby. Some deployees said they could not wait on standby without pay and sometimes dropped out of the process. The SBPP evaluation notes the slow time of all standby partners to deploy once selected, often due to lag times in obtaining visa approval. RedR's global average of days between selection and deployment is 21 days, which compares favourably to other standby partners. There is significant funding carry over in the last 2 financial years for deployments (see Table 3), largely due to delays in first year grant agreement and foreign exchange fluctuations in the second year.

37. **Fill rates.** Fill rates are an indicator of an effective roster. Reasons for non-fill rates in specific sectors are shown in Figure 3. The emerging need for coordination and health/education/community skills is being addressed. The non-fill rate for technical skills is mainly attributable to the lack of WASH engineers. Language requirements, particularly French, limit the available pool of candidates across all skills areas.

Figure 3: Reasons for non-fill rates across skills areas



Key:

- Candidates not acceptable to propose – that is, a register member nominated themselves, but RedR did not consider them a good fit for the role
- Nobody in profile available
- Nobody with language available
- Other standby partner selected

38. **Once ready for deployment**, RedR gives deployees a comprehensive briefing package and office interviews, gets sign-off on a code of conduct including child protection in line with AusAID's Child Protection Policy and the Partnership Agreement, and supports medical checks and vaccinations. Insurance cover is provided with one significant gap: death by illness. High costs and difficulties obtaining insurance does not negate the need to urgently get cover for deployees. One avenue would be for RedR to provide a contribution to deployees to buy extra death cover on their superannuation policies. Though New Zealanders do not receive superannuation in line with their local working conditions.

39. **In the field.** There is a high duty of care towards deployees: RedR is unanimously seen as supportive and responsive to deployee needs. RedR initiates regular emails, phone calls, and Skype chats, and deployees submit monthly and end-of-mission reports. RedR is also employing a deployments security and risk adviser to bolster risk management and ensure the safety of deployees. Gripes related more to the UN Terms of Reference having no bearing on the actual work, and varying degrees of support from the receiving agency. While quite a few respondents complained about not being able to drive in-country, RedR's policy is understandable given the short nature of deployments and insurance issues. [redacted] There is little reason why RedR salaries could not match UN rates. UN DSA can be steep in capital cities, but some consideration should be given to uncapping the RedR DSA to some extent in expensive locations. [redacted]

[redacted]

40. Some AusAID posts would like more information on deployees when they are entering the country, such as a one-page profile. Posts vary in their capacity to engage with deployees, though all understand the value of having the standby partnership.

41. **Coming home.** There is a sound debriefing process on return from deployment: mandatory counselling with the Mandala Foundation, medical checks, and discussions with RedR staff.

42. Some RedR staff are working long hours – up to 60 hours a week – often by choice or as they have to be available after hours for phone calls to Africa and Europe. An effective time off in lieu system is enforced. Salaries and on-costs are [redacted] a modest outlay for RedR's knowledgeable staff who understand the humanitarian aid sector and are committed to improving services.

Recommendations:

- AusAID to consider a cost effectiveness review across the range of deployment services it funds.
- RedR to consider stronger "two-factor authentication" access to register personal data, particularly for remote access.
- RedR to raise salaries for associate trainers and honorariums for volunteers.
- RedR to address potential health and safety risks of trainers working long days.
- RedR to provide death by illness insurance cover for all deployees, as a matter of urgency.
- RedR to bring salaries in line with UN rates; and consider uncapping daily subsistence allowances in major western cities.
- When requested by AusAID, RedR to provide AusAID with a one-page profile on deployees when they are entering the country.

MONITORING AND EVALUATION

43. **There has been significant under-investment in evaluation and impact analysis.** Less than 0.4% of the RedR budget is spent on monitoring and evaluation (international

good practice calls for between 3-10%[8]). RedR is not alone. Many in the humanitarian sector have not put in the necessary resources to measure results, often citing the difficulties of doing so in an emergency situation[9]. Pressure to change has grown in line with increased donor resources to the sector, along with the professionalisation of humanitarian aid and the Interagency Standing Committee's Transformative Agenda. The SBPP evaluation[10] also recommends donors increase the accountability of standby partners.

44. **RedR has no overarching monitoring and evaluation framework** reporting on outputs, intermediate outcomes, end-of-program outcomes and impacts. RedR was to develop this Framework as part of the Partnership Agreement. Assessment is carried out at several levels:

    - An Operational Plan, which provides a mix of inputs, activities and outputs in its Objectives (for example, increase register personnel deployability, obtain full registration for training courses and increase fill rates).

    - Training assessment is done daily and at the end of each course. Curriculum is reviewed regularly.

    - Anecdotal field stories published in RedLetter (newsletter) and an e-news bulletin.

    - Some field studies.

    - An Annual Report and Annual Review, which outline key deployment months and other basic statistics.

    - Improvements have been made to deployees' reporting on the outcomes of their work, local capacity building and cross-cutting issues.

    - UN Performance Evaluation Reports on deployees are available.

45. RedR will be required to report on its contribution to saving lives in conflict and disaster situations and its ability to respond within 48 hours of a request for assistance. RedR will need to make the linkages to AusAID's Performance Assessment Framework by taking part in NGO consultations. RedR has made some attempts to discuss this with AusAID; however, it is incumbent upon RedR to progress this

---

[8] Jess Dart, Clear Horizons Consulting Pty Ltd: Up to 10% for theory of change, indicators and M&E Frameworks. Personal correspondence.

[9] http://dspace.cigilibrary.org/jspui/bitstream/123456789/22658/1/Measuring%20the%20Impact%20of%20Humanitarian%20Aid%20fe1.pdf?1

[10] Sandison. Ibid.

internally in line with the Partnership Agreement. The recent review of the deployee register and training feedback used to constantly update the curriculum are positive steps to improve services. RedR collects a mine of data in its databases but this is not systematically analysed within a results framework and subsequently used for future organisation-wide strategic planning.

46. **A strong, practical approach to M&E at an agency level should be undertaken given the difficulties of measuring impacts and outcomes in the humanitarian situation**. RedR should prioritise employment of a strategic monitoring and evaluation adviser to develop an overarching framework and establish measureable indicators, data collection methodology and responsibilities.

Recommendation:

- RedR employ an M&E strategic adviser to develop a practical overarching M&E Framework linked to AusAID's Performance Assessment Framework, plus establish measureable indicators, data collection methodology and allocate responsibilities.
- RedR allocate at least 3-5% of the overall budget to M&E.
- RedR ensure that it is part of the AusAID/NGO partners' consultations on the AusAID Performance Assessment Framework.

IMPACT

47. Assessment of the direct impact of RedR deployees to beneficiaries and/or their impact on the performance of the UN is not readily available in reports. Perhaps this reflects the rather recent move by donors towards impact and results, and the lack of a RedR M&E Framework. The SBPP evaluation[11], notes that while measuring impact is of considerable importance it takes as the point of departure that there is an assumed positive impact on UN performance and discusses the perceptions and expectations of impact by the review's participants. It provides a good overview of the difference the overall standby arrangements make in terms of:

- standby partner policy objectives;
- what might have happened if the deployment did not take place;
- specific added value of the deployees; and
- unintended effects.

[11] Sandison. Ibid.

48. In summary, relevant impact evidence from the SBPP evaluation (and this review's supporting findings) are:

- On a 2012 deployment survey, 92% scored the standby partners' impact on the UN response as 'significant'.
    - Discussions with UN agencies confirmed that RedR was seen to be impacting positively on UN outcomes. WFP provided an example of a RedR logistician providing a significant saving to the agency through establishing a quicker and safer food delivery route. These savings could impact on the number of beneficiaries able to receive food. RedR could systematically review and collate similar reported impacts from deployees and UN Performance Evaluation Reports, if there was a strong M&E Framework in place.
- As a standby partner, RedR sits along the policy spectrum of providing surge capacity through to monitoring and adapting to supply/demand, and strategically supporting sectors such as disaster risk reduction. Some standby partners seek to actively *influence* emerging sectors and policy frameworks.
    - Discussions with AusAID indicate that there is further scope for RedR to *influence* and support emerging sectors in line with AusAID policy. For example, with Australia's focus on child protection, disability access in emergency situations and DRR there could be representations made to regional UN offices on what RedR has to offer and to actively seek to create surge capacity in these areas. And for RedR to actively seek MOU agreements with UN organisations such as UNFPA and UNOPS, rather than waiting for overtures from these agencies. Other suggestions from an interviewee included agreements with the UN Department of Peace Keeping Operations and UN Department of Safety and Security.
- RedR has worked with UNICEF and MSB to develop better monitoring from the deployees' perception of their impact.
    - Again, with a strong M&E Framework in place this would be invaluable evidence of RedR's impact.
- Standby partner arrangements can lead to UN Country Offices becoming complacent and failing to recruit internal staff. Cost-sharing mechanisms between the UN[12] and standby partners could strengthen the partnership.
- Donors noted the advantages of standby arrangements in terms of influence, linkages to the UN, flexibility and increasing a donor's geographical footprint and visibility.

[12] Excluding UNOCHA, as it is not able to cost share or second for more than 6 months.

- These points were also noted by AusAID, particularly in Africa.

Recommendations:

- RedR and AusAID to discuss emerging priorities in the humanitarian sector and possible avenues of policy influence and surge support that could be pursued with UN partners.
- RedR to actively seek MOU agreements with other UN organisations such as UNFPA and UNOPS.
- RedR to establish cost-sharing mechanisms with UN (in line with SBPP evaluation recommendation).

SOCIAL INCLUSION

49. **There is good general gender parity within RedR across training and deployments** as shown in Table 5 and Table 6. RedR records and collates disaggregated sex data across training and deployments (following a recommendation in the RedR Independent Review of 2009).

Table 5: Training Courses for 2010-12, sex disaggregated

		2010-11		2011-12	
Training Courses		**Male**	**Female**	**Male**	**Female**
EHP	Essentials of Humanitarian Practice	54	58	58	71
PSC	Personal Security and Communicatons	51	55	73	75
WASH	Water Sanitation Hygiene in Emergencies	18	8	12	5
UNICEF WASHiE	Water Sanitation Hygiene in Emergencies	0	0	8	7
HLE	Humanitarian Logistics in Emergencies	13	8	4	13
PROCAP	Protection Capacity	5	16	12	6
UNICEF EPR	Emergency Preparedness and Response	0	0	21	6
CPIE	Child Protection in Emergencies	6	12	0	0
TOT	Train the trainer	11	1	0	0
		158	**158**	**188**	**183**

50. The core courses of EHP and PSC are fairly equally weighted, though more females than males attended EHP in 2011-12. Other courses show a good mix of men and women attending what could be described as traditionally gender-stereotyped courses. For example, men are represented in child protection courses and an increasing number of women are attending logistics courses. The TOT course provides participants the opportunity for future leadership positions but only 1 woman attended. RedR notes that only one woman applied. There could be the opportunity for RedR to actively encourage and support women to join TOT courses.

51. The EHP course provides the basics of gender awareness, social inclusion, ethics, humanitarian code and cultural awareness. One respondent felt that RedR needed

better awareness of gender balance on scoping missions and cultural sensitivity – though this was not raised as a general concern by others. Disability policy was not raised throughout the review.

52. The deployment register currently has 41% female and 59% male active members. There has been a pleasing increase of female deployees over time. Women accounted for 44% of deployees in 2011-12, and 46% in 2010-11. Women deployees have gradually been deployed more often over the last 5 years: there were only 28% women deployed in 2006-07. More men than women were deployed in the technical services area; and more women than men in the protection area. This pattern could change over time with the increasing cross-representation of men and women in the protection and technical courses noted above.

Table 6: Deployments by skills area by gender

2011/12 Financial Year	Female	Male	Total
Technical Services	4	27	31
Logistics	7	11	18
Protection	18	2	20
Coordination	18	19	37
Health Educ Cmty	2	3	5
Total	**49**	**62**	**111**

2010/11 Financial Year	Female	Male	Total
Technical Services	3	15	18
Logistics	12	13	25
Protection	14	0	14
Coordination	11	10	21
Health Educ Cmty	0	4	4
Total	**40**	**42**	**82**

53. RedR does not have a social inclusion policy, covering gender and disabilities: this should be developed.

Recommendation:

- RedR to develop a social inclusion policy, covering gender and disabilities.

SUSTAINABILITY /CONNECTEDNESS

54. **RedR is not financially sustainable in terms of providing deployment services: other funding sources should be sought**. [redacted]

[redacted] RedR also receives favourable tenancy rates with the University of Melbourne Dookie campus for training courses. RedR notes that this indicates substantial good-will in the community.

55. This vulnerability of almost full reliance on AusAID funding and the RedR Board's renewed search for alternative funding was noted in the Independent Completion Report over 3 years ago. Under the Partnership Agreement, RedR was to increase its sustainability through diversification of support across Australian Government, other donors and the corporate sector; and report on a model for strategic growth. Little progress seems to have been made: funding from other sources for deployment dropped by almost half since the last review. The difficulty of fundraising for an organisation such as RedR, that does not provide the same 'marketable' services as other NGOs, is acknowledged. RedR asserts that public acknowledgement of AusAID's support, as per the Partnership Agreement, also works directly against the pursuit of new funds. However, other NGOs receiving substantial AusAID funds seem to attract public and corporate funding. The RedR Board commissioned a study on alternative forms of funding, which was considered at the Board meeting of 6 August 2012. A manager is to be appointed to pursue priority targets for new funds, with incremental percentages of non-AusAID funds to be lifted.

56. **The high quality training courses could easily provide an increased source of revenue, particularly if RedR becomes a Registered Training Organisation and widens its customer base.** [redacted] The next logical step for RedR was seen by many as becoming a Registered Training Organisation or associate with another Organisation to provide quality assured and nationally recognised training and qualifications to a wider audience. Under changes to workers' compensation laws, the employers' duty of care could include that courses are certified, not just attended. Certified courses could also offer portability, in that they would be universally recognisable across agencies in Australia. Australian certification would not be acknowledged internationally; however, registration certainly would not detract from the already high standards of RedR training.

57. RedR's preliminary estimate for the first year of registration with the Australian Skills Quality Authority, course accreditation and progressing five in-house trainers to Certificate IV Training and Assessment is up to [redacted] Accreditation time can be more than [redacted] months from initial application. Recurrent administrative costs and compliance checks would require a full-time staff position.

58. There are some concerns noted about the Australian Charities and Not-for-profits Commission draft Bill that has been referred to the House of Representatives' Standing Committee on Economics for an inquiry. RedR and other NGO's charity status could be impacted negatively – not just on income but on fringe benefits tax. RedR notes also that there is an issue of due diligence in becoming an RTO. In the

long run, RedR will have little choice but to become registered and adapt to local demand for certified courses regardless of charity status. While awaiting the outcomes of the inquiry and possible passage of the Bill and undertaking necessary due diligence, RedR could take steps now that would improve the quality of current training and ultimately pre-position RedR for registration, such as:

- The five in-house trainers could be given study support to achieve Certificate IV status.
- Review specific RedR courses and redesign the current learning and assessment material in line with accreditation.
- Improving student management systems.
- Tailoring of existing policies and procedures.

59. **The key linkages – connectedness – between the relief and recovery phases are largely the responsibility of the UN agencies.** Humanitarian interventions are not designed to be sustainable, but they still need to take into account the longer-term issues[13]. This necessitates sound exit strategies for deployees with timelines, and allocation of responsibility and details on handover to development agencies and/or government departments. Interviewees echoed the findings of the SBPP evaluation [14]: "The UN agencies were criticised for poor staff planning and weak exit strategies, leaving secondees with no one to handover to, reducing the impact of their work."

60. It could be argued that deployee training, Train the Trainer and subsequent local capacity building by deployees contributes to sustainability of impacts and connectedness, however, this has only just started to be measured. (There were good examples given by deployees on their efforts to build local capacity, such as working with local companies to understand tender processes and submit bids for WFP construction work.)

[13] UNICEF M&E Training Resource.

[14] Sandison. Ibid.

Recommendations:

- As a priority, RedR invests in seeking alternative forms of funding. (Note: RedR has recently decided to appoint a manager to pursue priority target areas for funding.)
- RedR training services to start down the road of seeking accreditation as a Registered Training Organisation and to widen its customer base. This could include, but is not limited to:
  - The five in-house trainers given study support to achieve Certificate IV status.
  - Review specific RedR courses and redesign the current learning and assessment material in line with accreditation.
  - Improving student management systems.
  - Tailoring of existing policies and procedures.
- AusAID to advocate within the UN system for formalised handover strategies of RedR deployees.

ANALYSIS AND LEARNING

61. **Since the last Independent Completion Report, systems and processes have improved in line with recommendations made.** [redacted]

62. **There are good measures in place to learn and align services to user need.** A thorough review of the deployment register database has identified inactive members, skills required for future deployments and has fed into the training agenda. Training courses have daily session feedback and formal evaluations that are used for continuous improvements. Use of trainers who have recent field experience ensures currency of the curriculum. Other initiatives, such as RedR trainers provided to the UNHCR Centre for Emergency Preparedness and UNICEF joint ventures, ensures training remains relevant to emerging trends in the humanitarian sector.

63. **Stronger outcomes-focussed monitoring and evaluation at an organisational level is needed** to use the mine of information available at RedR for future strategic planning, implementation and decision making (see Monitoring and Evaluation).

64. **RedR has the potential for 'greatness',** as noted by many contacted. Suggestions for realising this potential were passionate and innovative; and will be explored further in the Way Forward. As it stands, without a creative approach to the future and stamping out a comparative advantage, AusAID notes that RedR risks a decrease in its

future funding levels as other emerging players vie for resources. Not realising RedR's full potential would be a disservice to the quality work being done within RedR and by its deployees. The RedR Board had a strategic planning meeting in early August, where no doubt these issues were considered.

65. **RedR interviewees felt AusAID had respected their independence**, including its right to comment on government policy and advocate for policy change, and to seek other strategic sources of funding. However, RedR felt that there was a lack of engagement/responsiveness from AusAID. On AusAID's part, there was a sense of frustration that when meetings did occur the focus was often on a call for further funding.

Recommendations:

- RedR to develop and implement a strategic 3-year plan to take RedR to the next phase of its ongoing development.
- AusAID and RedR commit to 6-monthly meetings that have a strategic ideas focus, set agenda, time limit and documented outcomes.

WAY FORWARD

66. **RedR Australia is the only standby partner in the Southern Hemisphere and a respected player on the international field; however, there are other avenues to deliver a humanitarian training and deployee service.** AusAID has noted these other options include: multiple year funding to UN agencies for deployees, an open tender, and use of other humanitarian roster systems.

67. AusAID's preferred option is to retain the quality services provided by RedR, with issues remedied. RedR is one of the few NGOs that receives significant AusAID funding without undergoing a rigorous accreditation process such as that under the AusAID NGO Cooperation Programme. To justify continued grant funding in an increasingly competitive and results-focussed environment, AusAID expects a renewed strategic focus and a revised funding model.

68. **The funding model could be based on the AusAID NGO Cooperation Programme (ANCP).** RedR is not eligible for ANCP funding because, *inter alia*: emergency relief operations are not covered nor are activities which have a significant component of professionals on expatriate wages. The essentials of the ANCP model for RedR could include Key Performance Incentives based around selected strategic recommendations made in this report, for example:

    - an agreed increase in training activities with standby partners and UN agencies;
    - proactive networking with and visits to UN Asia-Pacific regional offices;

- an M&E Framework linked to AusAID's Performance Assessment Framework;
- active pursuit of MOUs with other UN agencies;
- establishing cost-sharing mechanisms with UN agencies;
- phased benchmarks to obtaining alternative forms of public funding, such as 5% of income in the first year of a new agreement (ANCP demands 30% from public funding);
- becoming a Registered Training Organisation;
- implementing a 3-year strategic plan; and
- annual reports more in line with reporting requirements under ANCP and private contractors – that is, an Annual Plan and Annual Performance Report.

69. As a good faith measure and to provide seed funding for these initiatives, AusAID could reallocate some of the significant roll-over from deployments and training of nearly $1.3 million (based on a fully costed budget from RedR). For example, UNICEF and Australian Engineers without Borders noted that funding must be invested upfront with potential donors to realise any gains. A good M&E adviser, travel expenses for networking and registration costs for training will require funding.

70. Some innovative and passionate ideas came out of discussions with interviewees when they were asked: *What changes would you like to see in RedR if you stepped away now and came back in 5 years?* These are listed in no particular order and no comment is made on the feasibility of the ideas, but could start the discussion within RedR on a 3-year strategic plan:

- recruiting for third party countries;
- greater outreach and knowledge of other NGOs/UN work;
- establishing a technical review hub and/or intellectual think tank service for humanitarian workers in the field who could call upon an expert for advice;
- seeking corporate sponsorship or in-kind support from some of the big corporate players;
- sponsoring indigenous Australians for training and to join the register;
- training arm to reach its full potential and reach a global audience, but particularly in the region;
- the training and deployment service used more by NGOs;
- more scope to collaborate with UNHCR e-centre;

- training services are provided to the private sector, such as mining (could be linked to AusAID's mining for development initiative);
- include leaders on register (like Peter Cosgrove who could provide leadership to a large-scale disaster);
- creating an Alumni of deployees across the region;
- creating an Alumni between Australian Engineers without Borders and RedR to foster future leaders;
- more RedR deployees in the Asia-Pacific region;
- more of a pipeline of deployees and mentoring arrangement between Australian Engineers without Borders and RedR;
- seeking funding from the ASEAN region;
- partner with several other UN agencies;
- be the go-to service for providing training, with offices in the region;
- offer Masters-level credit-rated courses;
- offer recruitment services for NGOs at a fee; and
- a richer and better register, including those in the region.

CONCLUSION

71. RedR provides a well-respected and highly valued training and surge capacity deployment services to UN agencies. UN agencies appreciate and depend on the services RedR provides. RedR is unanimously seen as responsive and supportive to deployee needs.

72. The increasingly competitive nature of AusAID funding demands a revised strategic approach by RedR. RedR has the potential for growth, through: training services broadened to reach a wider audience, active regular face-to-face networking with Asia-Pacific UN regional offices, MOUs with other UN agencies, and a more effective marketing strategy aiming to increase other sources of funding. To demonstrate impact, RedR needs to establish and implement an overarching M&E Framework as outlined in the Partnership Agreement. Results in the field, rather than inputs of deployee months should be measured and reported on. Assuming continued funding to RedR from AusAID past this current agreement, work should commence now on a revised performance based funding model to ensure that another bridging agreement is not necessary.

Annex 1 Terms of Reference

SCHEDULE 1 - TERMS OF REFERENCE
RedR Australia – AusAID Partnership Agreement 57839
Mid-term independent review

Introduction

AusAID aims to extend the reach and impact of Australian humanitarian assistance, aligning with the goals and principles of AusAID's Humanitarian Action Policy. AusAID commits to strengthening Partnerships for the rapid mobilisation of resources, particularly by supporting the Australian humanitarian community. AusAID recognises RedR Australia as a key partner in this endeavour as a humanitarian organisation whose mission is to relieve suffering in disasters by selecting, training and providing competent and effective relief personnel to humanitarian relief agencies worldwide.

The RedR Australia/AusAID **Partnership Agreement 57839 (the Partnership Agreement)** applies across financial years 2011, 2012 and 2013. This three year Partnership Agreement seeks to enhance capacity with the Australian community to contribute to international emergencies while increasing the profile of Australian humanitarian responses among the Australian public, host governments and within the UN system.
(Clause 30 of the Agreement specifies: "AusAID and RedR Australia will review this Partnership at the mid-term point to determine its value and impact and inform a possible next phase of the Partnership. Both parties also agree to review this Partnership Agreement on a six monthly basis at both senior management and program officer level, as well as at other times as needed.")

The goals listed above inform the **Grant Agreements 56271 and 56104**, which specify the activity undertaken in accordance with the Partnership Agreement. Schedule 1 to the Grant Agreements, may also form part of present review. (Not reproduced here, the Grant Agreements set a series of largely quantitative targets, including deployment field months and specific training events.)

The activity has two main components; humanitarian training and the deployment of personnel to selected United Nations and multilateral agencies with the technical expertise for humanitarian emergencies and disasters.

Objectives

The objectives of this review are to:

1. Review on behalf of the partnership outcomes of the Partnership and activities undertaken in accordance with the Partnership Agreement in relation to: (1) RedR Australia training; and (2) deployment of RedR Australia personnel via the International Assignment Service. The review is to include administrative, management and monitoring processes, and the extent to which objectives, results and impacts are being achieved.

2. Identify lessons learned (both operational and activity related).

3. Propose enhancements in the RedR Australia/AusAID relationship and objectives, including possibilities for the Partnership after 30 June 2013 (see Annex C)

Based on the above objectives, this review will also answer the questions posed at below.

Scope

The Consultant will:

1. Evaluate the Partnership and activities with reference to OECD-DAC criteria (including relevance, connectedness, coherence, coverage, efficiency, effectiveness and impact) and sustainability, monitoring and evaluation, gender equality, disability, and analysis and learning, within the context of global standby partner arrangements.
2. Liaise with a sample of AusAID Desks and Posts that have utilised RedR Australia.
3. Liaise with RedR Australia office.
4. Seek the views of stakeholders such as AUSMAT, ACC scheme, AVID (VIDA component) as recipients and/or deliverers of customised training.
5. Undertake consultation with UN agencies, including but not limited to, agencies which have received training /RedR Australia personnel surge capacity.
6. Review management, monitoring and reporting arrangements for the AusAID RedR Australia activities, including desk review of material to be provided to the consultant by AusAID and RedR Australia, at Annex B.
7. Undertake field office visit to Ethiopia for consultation with UN agency field officers and RedR Australia personnel.

AusAID and RedR will:

1. Nominate two staff members per organisation to manage and facilitate the mid-term review.

Specifications of the Independent Consultant

The review will be conducted by an independent consultant, with direction from RedR Australia and AusAID, who has the following skills and experience:

- a strong background in the monitoring and evaluation of humanitarian emergency responses and/or humanitarian assistance programs;
- a good understanding of NGO activities and administrative practices; and
- a good understanding of humanitarian training and deployment programs, including global standby partner arrangements.

Duration and Reporting Requirements

The independent consultant will conduct the review by July 2012:

- Desk review –June 2012.
- Consultation with AusAID, RedR Australia, AUSMAT, ACC, AVID, current/former RedR register personnel and multilateral agencies – July 2012.
- Field visit –July 2012.

- Submit Draft Independent Review Report to RedR Australia and AusAID – 30 July 2012.
- Submit Final Independent Review Report to RedR Australia and AusAID within one week of receiving comments from AusAID and RedR Australia, no later than 6 August 2012.

The review should address the following issues:

i. Has the Partnership provided an effective surge response to UN emergency responses and humanitarian crises in context of global standby arrangements, and has the Partnership contributed to saving lives, alleviating suffering, and maintaining human dignity during and where possible before, international humanitarian emergencies?
ii. Has the Partnership contributed to placing Australians within leadership positions (above UN P3) in UN emergency responses? What transitions, if any, have been made, from REDR deployee to full time (ALD/Permanent Staff) UN positions?
iii. To what extent is RedR Australia training and management of the deployment register responsive to any changing training requirements and needs of the Australian humanitarian community and UN agencies?
iv. Has AusAID respected and supported the independence of RedR Australia, including its right to comment on government policy and advocate for policy change, and to seek other strategic sources of funding?
v. Are Partnership objectives on track to being achieved, and to what extent might changes need to be made to ensure they can be achieved? (e.g. proposed variations to the funding model – are these value for money, and what is the lost opportunity cost of the current RedR Australia model for the deployment of Australian RedR personnel?)
vi. Is the Partnership coherent with key AusAID policies, including Humanitarian Action Policy (2011), Investing in a Safer Future: a Disaster Risk Reduction policy for the Australian aid program (2009), disability inclusiveness and gender equality?
vii. Is there evidence of efficient use of AusAID and RedR Australia's time and resources (including staffing resources) to achieve Partnership objectives?
viii. What actions need to be taken that will increase the likelihood that the Partnership will be sustainable? Are there any of components of the Partnership that are clearly not sustainable? What actions should be taken to address this?
ix. To what extent has RedR Australia developed and implemented a Monitoring and Evaluation Framework to effectively measure the impact of activities under the Partnership, particularly from the perspective of UN agencies and governments? (What have evaluations revealed?)
x. Has the partnership maintained a high standard of transparency and accountability to the Australian and international humanitarian community, and demonstrated a commitment to evaluation of the effectiveness of the partnership's activities?
xi. Is the Partnership's communication framework in alignment with implementation proposed in the agreement?

Documents for review, but not limited to:

Partnership

- Acquittal Report 2010-11, submitted 5 August 2011, backed by audit report.
- Annual Report of RedR Australia.

- Operational Plan 2011: indicates objectives strategic actions for that calendar year.
- Internal assessment of 2011 outcomes against the Plan.
- Also available pertaining to year 2, as at 31 December 2011:
- Correspondence between AusAID humanitarian coordinator and RedR Australia CEO
- Samples of material references to the Partnership, and the audiences into which those references have been placed.
- Multiple references to the RedR Australia programme being conducted with the support of the Australian Government (AusAID).

Training Service

- Samples of participant review of key training events (say EHP, PSC, WASH, Logistics).
- Enrolment data from gender participation perspective.
- Data on contributions from community (volunteer input to Training Service).
- Data on participation rates from other Australian NGOs.
- Data on development of training capability through recruitment and active involvement of Associate Trainers.
- Data on training contributions to AUSMAT, ACC scheme, AVID (VIDA component), as sample components of the wider aid sector, including the Australian Government.
- Data on joint training ventures involving UN agencies.

International Assignment Service

- Specific information on specific assignment, role, UN agency, country operation, etc., submitted to AusAID on weekly basis.
- Data on UN vacancies notified, c.f. RedR nominations sent forward (and vacancies for which RedR assessment that there were no candidates).
- Sample field performance assessments completed by UN agencies.
- First-time placements, as proportion of overall deployments.
- Participation by gender data.
- Information on recruitment strategies, and perception of recruitment impediments.
- Sample of deployee “end of mission” reports.

AusAID may like to

- Read a sample of deployee “end-of-mission” reports.
- Enquire of UN agencies for an overview of recent RedR contributions to field capability.
- Enquire of recent returnees for perspectives on support provided by RedR Australia during their assignment.

RedR can suggest:

- Early forecasts of deployment capability after 30 June 2013, subject to factors in the second half of Year 2, and progression through set targets in Year 3. (Those factors might include, inter alia, whether the proposed revised funding model is agreed, producing an enhanced capacity to recruit carefully-selected individuals onto the Standby Register by meeting their costs of fees for compulsory core courses.)
- Early indicators of additional training capability, subject to the same considerations (second half of Year 2, progression into Year 3.)

AusAID may propose:

- Early anticipation of heightened field action (aggregate months, involvement of further "new" talent in coming years so as to increase the pool of available Australians, etc.)
- Early anticipation of heightened training activity, within Australia and in the Asia-Pacific region.

Annex 2 People Contacted

[redacted]	Chair, RedR Australia Executive Board
[redacted]	Elected Board Member, RedR Australia Executive Board (also RedR deployee and former RedR staff member)
[redacted]	Nominated Board Member, RedR Australia Executive Board (also RedR deployee)
[redacted]	CEO, RedR Australia
[redacted]	Manager, Finance & Administration Service, RedR Australia
[redacted]	Manager, International Assignment Service, RedR Australia
[redacted]	Manager, Training Service, RedR Australia
[redacted]	Register Coordinator, International Assignment, Service, RedR Australia
[redacted]	Deployments Coordinator, International Assignment Service, RedR Australia
[redacted]	Coordinator, Communications and Community Awareness Education, RedR Australia
[redacted]	Director, Humanitarian Emergency Response Section, AusAID
[redacted]	Emergencies Officer, Humanitarian Emergency Response Section, AusAID
[redacted]	Manager, Partnerships and Programs, Humanitarian Emergency Response Section, AusAID
[redacted]	First Secretary, AusAID, Addis Ababa, Ethiopia
[redacted]	Africa Desk, AusAID
[redacted]	Pakistan Desk, AusAID
[redacted]	Pakistan Desk, AusAID
[redacted]	Currently on leave from AusAID (formerly Humanitarian Emergency Response Section, AusAID)
[redacted]	Senior Program Officer, Disaster Risk Management Climate Change Environment, Philippines, AusAID
[redacted]	Nairobi Humanitarian and Cross Program: East and Horn of Africa, AusAID
[redacted]	Program Manager, AusAID, Nairobi
[redacted]	Stand-by Partner Officer ALITE/ODLT – Logistics Division, UN World Food Programme, Rome (RedR deployee)
[redacted]	Manager, Surge Capacity Section, Emergency Services Branch, OCHA

[redacted]	Deputy Country Director, Addis Ababa, Ethiopia, UN World Food Programme
[redacted]	Deputy Representative, Addis Ababa, Ethiopia, UNICEF
[redacted]	Senior Field Coordinator, UNHCR Sub-Office, Assosa, Ethiopia
[redacted]	Community Services Officer, UNHCR Sub-Office, Assosa, Ethiopia
[redacted]	Technical Coordinator, UNHCR Sub-Office, Assosa, Ethiopia
[redacted]	Head of Office, Addis Ababa, Ethiopia, UNOCHA
[redacted]	Coordinator, UNHCR Regional Centre for Emergency Preparedness (the "eCentre") Tokyo, Japan
[redacted]	CEO, Australian Engineers without Borders
[redacted]	Senior Consultant, Noetic Solutions Pty Limited
[redacted]	Design, Monitoring and Evaluation Team Leader, Volunteers Unit, Austraining International
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee
[redacted]	RedR deployee