

Quality at Implementation Report for Australian Red Cross Partnership Core Funding

Summary

| Initiative/Activity Name | Australian Red Cross Partnership Core Funding INJ657 | | | |
|-------------------------------|--|---------------------------|----------------|--|
| Initiative/Activity Number | | | | |
| Start date | 15 November 2010 | 30 June 2013 | | |
| Value | \$15,260,000.00 | Expenditure to date | \$7,062,861.00 | |
| Report drafted by | Geoff Graves | Date of draft | Feb 2012 | |
| Approved by | Thanh Le | Date approved in AidWorks | 4 April 2012 | |

Description (no more than 600 words per cell)

Description

What are we doing?

The Australian Government, with Australian Red Cross (ARC) as its auxiliary in the humanitarian field, are working together to complement and enhance each other's contribution to save lives and alleviate suffering in the face of international emergencies. The Overall Goal of this Core Funding is to "Assist the most vulnerable people and communities to achieve healthier, safer, more protected and sustainable lives for themselves and their children by building and delivering an enhanced and complementary AusAID/Australian Red Cross contribution to international humanitarian action" with 5 Shared objectives noted below.

Australian Red Cross Partnership Core Funding covers a number of separate activities that were funded across other areas within AusAID (ARC Delegates program; the AusAID NGO Cooperation Program (ANCP) activities; the Pacific Disaster Management Partnership (PDMP); the International Disaster Response Law (IDRL, now known as Disaster Law) activities; the World Disasters Report funding and the specific Red Cross Red Crescent role with regard to International Humanitarian Law) under one management arrangement.

These programs provide for:

- Delegates from the Australian Red Cross and IFRC to work with National Societies to develop technical and
 organisational capacities with National Societies from Afghanistan to Yemen and across a range of substantive
 fields from HIV AIDs to financial management;
- the ANCP Development programs which are a portfolio of water and sanitation, community based health care and community based disaster preparedness programs ranging from Solomon Islands to Vietnam.
- the Pacific Disaster Management Partnership (PDMP) works with Pacific National Societies preparing disaster preparedness plans, with a program of capacity building in technical and organisational development complemented by infrastructural and materiel asset provision.
- The IDRL (Disaster Law) program the preparation and development and promotion of legal and regulatory systems that do not hold up the flow of assistance in the event of a disaster;
- the World Disasters Report is the major resource and advocacy tool covering global events and emerging trends.
- the Red Cross has a specific role in International Law with regard to International Humanitarian Law and it's promulgation among key stakeholders including the military, and governments across the region.

The amalgamation of several programs is ongoing over 3 years, 2010-11 to 2012-13: 2010-11 was the transition year in which the several programs were still managed by the respective AusAID sections. 2011-12 is the first year of the partnership proper wherein all responsibilities are gathered under the one management structure and the combined program is expected to have been effectively combined into one overarching management by end FY2013.

Objectives Summary

What are our objectives?

The Overall Goal of this Partnership is "[to] Assist the most vulnerable people and communities to achieve healthier, safer, more protected and sustainable lives for themselves and their children by building and delivering an enhanced and complementary AusAID/Australian Red Cross contribution to international humanitarian action"

This is to be achieved by the following Shared Objectives:

Objective 1: The Australian Government, with Australian Red Cross as its auxiliary in the humanitarian field, complement and enhance each other's contribution to save lives and alleviate suffering in the face of international emergencies, by delivering assistance that is timely, effective, visible and appropriate.

Objective 2: AusAID and the Australian Red Cross support the integration of Disaster Risk Reduction activities and strategies into disaster management and development programming. Including, through the Pacific Disaster Management Partnership.

- · Strengthening community resilience through Disaster Risk Reduction programming.
- · Achieving coordination and increased awareness across all stakeholders.

Objective 3: Reduce vulnerability and build resilience by ensuring development programs are well-targeted and delivered effectively.

Objective 4: Renew commitments to share information and strengthen evaluation and lesson-learning.

Objective 5: Build public awareness of key humanitarian values, including International Humanitarian Law and the outcomes of the AusAID – Australian Red Cross Partnership.

Australian Aid – Rated Quality Criteria

| Criteria | Assessment Remember to reference the source of information. (no more than 600 words per cell) | Rating (1-6) | Management Response Be as precise as possible: what? how? who? when? (no more than 600 words per cell) |
|--------------|---|-----------------|---|
| 1. Relevance | Is this still the right thing to do? The Initiative is a strategic partnership between Australia and the Australian Red Cross. It covers a range of activities that have been prioritised by the Humanitarian Action Policy (HAP) Goal vis: "saving lives and alleviating suffering, and enhancing human dignity during and in the aftermath of conflict, natural disasters, and strengthening the preparedness for such situations" and foreshadowed as being part of the Comprehensive Aid Policy Framework (CAPF). This Goal is directly reflected in the Shared Objective I- "save lives and alleviate suffering in the face of international emergencies, by delivering assistance that is timely, effective, visible and appropriate." The objectives and activities covered under this core funding are also together and independently relevant to the policy goals, intended outcomes, strategies, and enabling outcomes: Through the Partnership with the ARC, Australia is connected into National Societies (NS) across the globe and in the Asian Pacific Region in particular. As every National Society must be legally recognised in some form of domestic law, decree or Royal Charter it holds that the activities of the National Society have at least the acquiescence, and usually the support of the National Government. These areas are particularly vulnerable to natural disasters (from cyclone related floods, earthquakes and tsunamis, etc). These capacities and links enable the saving of lives and alleviation of suffering through the timely, effective, visible and appropriate provision of assistance. The Disaster Risk Reduction activities and strategies (objective 2) specifically address these critical vulnerabilities, and are complemented by strategies that ensure ARC development programs target and deliver effective reduction vulnerability and build resilience (Objective 3). These two elements are therefore very relevant. The commitment to share information and strengthen evaluation and lesson-learning is directly related and relevant to t | 5 | The Partnership enables Australia to deliver on a range of goals, outcomes and strategies detailed in the Humanitarian Action Policy. It is therefore very relevant. However it is also important that the activities undertaken through this Partnership remain relevant to local needs and priorities. While the relevance of each of the component projects may be considered on their own merits, the issue is whether the Partnership remains relevant and this will be a core question to be included by management in the M&E Terms of Reference. |

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| Effectiveness | Are we making the difference that we expected at this point in time? In the absence of a formal monitoring and evaluation report, it is not possible to provide an authoritative answer to this at the Partnership level. However it is clear the human and materiel resources covered by the Partnership have the capacity to address the goals of the Partnership and component programs. The Delegate Program Geographic Reach. In 2010-2011 a total of 112 Australian Red Cross delegates undertook 143 missions to 45 countries, of which 32 missions were fully supported by the AusAID Delegate Program. These include floods (Pakistan, Vietnam), earthquakes / tsunami (Japan, New Zealand), cyclones (Myanmar), health emergencies (cholera in Papua New Guinea) as well as the humanitarian needs resulting from a range of conflict related crises (Sudan, Afghanistan, and Libya). Substantive Coverage. The Delegates program has the capacity to be effective over approximately 50 technical profiles in the areas of Health, Shelter, Logistics, Water Sanitation and Hygiene, Economic Security, Protection, Disaster Management, Programming Management and Support Services. The Disaster Risk Reduction (DRR) activities and the Pacific Disaster Management Partnership have made a difference, including with 12 National Societies (Notably in China and the Philippines) specifically to build the NS capacities in Disaster Preparedness and Disaster Risk Reduction. As an example, in 12 Chinese villages, 175 Village Development Committee members (42 per cent women) and over 3700 community members have been trained in community-based disaster preparedness. Efforts to incorporate vulnerability reduction and improved resilience have been focussed on populations which face multiple vulnerabilities, in the form of health, income poverty, poor education, and awareness. The programs have been coordinated on a sectoral basis addressing the provision of clean water and sanitation; HIV/AIDS awareness, prevention and access to treatment; community health and fi | 4 | Describe related actions Australia will take to maintain or improve the effectiveness of this initiative in the current financial year and the next financial year. As noted above, in this transition year there are 5 activities, the objectives of which do not directly and uniquely parse to the Shared Objectives of the Partnership. It is therefore difficult to assess "effectiveness" but this will be a focus of the forthcoming M&E framework. Effectiveness will also need to be further connected to the HAP policy at the relevant levels. |

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| 3. Efficiency | Is the initiative making appropriate use of Australia's and other partners' time and resources to achieve initiative objectives? The conflation of programs under one partnership has undoubtedly enabled savings in transactional costs. Identifying these will be a critical component of the M&E framework. The progress against the five individual program workplans has been mostly satisfactory, with no remarkable exceptions. One issue that has arisen has been the expectation that AusAID will both increase the allocation to the Red Cross (as opposed to the Multilaterals and NGOs) and that all funds directed to national societies (and the IFRC) will pass through the ARC. This does not reflect the understanding or practice of AusAID and renegotiating these understandings has caused some significant concerns. AusAID funds for the Australian Red Cross Delegates Program 2009-2011 are used to deploy only Australian citizens or residents and total non-Australian delegates has been held below exceed 5%. These un-documented understanding is being expanded to enable the best human resources to be accessed, notwithstanding their nationality (and in line with AusAID's commitment to Good Humanitarian Donorship). | 4 | Describe related actions Australia will take to maintain or improve the efficiency of this initiative in the current financial year and the next financial year. As noted above, "efficiency" will be one of the key questions addressed in the M&E framework currently under development. AusAID has taken the decision to promote direct funding to to NS from Posts. This has been proven to work in Jakarta, Manila, and elsewhere and is being promoted on the basis that shorter communications networks reduce delays and increase efficiencies. The program management supports the concept of interchange between the ARC and IFRC in pursuit of the wider goals of the HAP and Partnership. This proactive management will continue to be encouraged. |
| 4. Monitoring and Evaluation | Is a robust monitoring and evaluation system being used to effectively measure implementation progress, and progress towards meeting objectives? The conflation of the 5-programs into one "Partnership" with 5 (different) goals provides another dimension to the development of the M&E framework: On the one hand, each program has to demonstrate its values and issues, but at a higher level, the Partnership has to demonstrate some additional value and synergies. This will inform the operation of the Relationship, rather than reflect the values of the component elements. This overarching M&E framework is in the process of development. However the combination of the reports from the individual components has served as a reasonable interim proxy for assessing baseline progress towards meeting the objectives. | 4 | A framework Terms of Reference for the M&E tasks are being developed and are due in April 2012. It will be managed by the Partnerships and Program team of HER and implemented jointly with ARC. The Monitoring Framework is required to meet Shared Objective #4: to "Collect and Collate evaluations and information for internal review and lesson learning" and correlates to HAP enabling outcome #3 "Australia integrates learning into future humanitarian action". To this end mechanisms are being incorporated into all Australian Red Cross management and accountability processes. This includes commissioning of external evaluations of key projects and the sharing of findings with National Society partners, as well as AusAlD and other funders; and reader-friendly summaries of long reports have been prepared for wider circulation. |

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| 5. Sustainability | Will the benefits last? The Red Cross is recognised in the Partnership as an Auxiliary to Government, distinguishing it from an NGO. Similarly, in other countries, National Societies are independent from, but often closely connected to, National Governments. They are also supported by extensive local branches, enabling a community response, in line with national priorities and using international support. This indicates a high degree of organisational sustainability. The activities contained within the Partnership are also considered durable: the human capacities developed through trainings, and the infrastructure built with National Societies through the PDMP and other programs, will last beyond the trainings and procurement processes and enable improved capacities to be developed and maintained. They will, of course, require ongoing and evolving support, especially given the underlying threats from an increased risks and vulnerabilities. The program also promotes sustainability through supporting Economic Security delegates to work on livelihoods and production issues with vulnerable households affected by disasters or conflicts. In addition to providing relief when needed most, economic security programs enable beneficiaries to meet their household needs in a sustainable and ongoing manner. The development and marketing efforts of the Disaster Related Law (formerly known as the International Disaster Relief Law, IDRL) Project is catalysing sustainable change in the domestic laws of disaster affected nations. One example of progress towards sustainability is the recent DRR/ Community Health Program in the Solomon Islands: The Healthy Communities project has shown some clear successes in implementing Participatory Hygiene and Sanitation Transformation (PHAST); however the use of the Training-of-Trainers model with local staff and subsequent capacity building of community health volunteers will increase the footprint and impact of this program. This program was delivered almost entirely by the Solomon Isla | 5 | The Partnership Agreement per se is binding until 2013 The activities of the Partnership are guided by a strategic planning document and priorities, and there has proven to be sufficient human resources inside Red Cross with the capacities to respond to issues arising. The Delegate and PDMP program have been actively influenced by AusAID, to encourage ARC to respond appropriately to emerging needs. The Disaster Law program has been enabled to respond to emerging needs and this level of engagement will continue. The IHL program will be facilitated where AusAID may reasonably play a role. |

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| 6. Gender Equality | Are we achieving it and how are we achieving it? Gender mainstreaming is not equally applied across all component projects contained in the partnership. Gender equity may be considered in two related ways: who is delivering the program—and this has a critical impact on their access to gendered groups. Access affects perspective, priorities, and performance—and what is being done to whom. "Wherever possible Australian Red Cross endeavours to achieve a gender balance in recruitment and placement". In the Delegates program 61 per cent of the current 451 active delegates are female and of the total 112 people carrying out missions in the financial year, there were 60 women and 52 men. Within the ANCP-supported project in Guangxi, China, training and support of community-based disaster preparedness and management capacity was undertaken in 12 villages, targeting 175 Village Development Committee members (of whom 42 per cent were women) and benefiting over 3700 community members. This covered first aid / epidemic prevention, disaster preparedness, planning and post-disaster strategies incorporating psycho-social supports. Gender sensitivity is reflected in both training and programming: IMPACT- The International Mobilisation and Preparation for Action is the basic training for prospective Delegates and highlights, through scenarios, simulations and case studies, that gender is integral in ensuring that assistance meets the needs of men, women, girls and boys. Within the technical capacity building, water and sanitation (WATSAN) work gender is a priority focus. WATSAN has a specifically gendered impact whereby women and men have very different roles in the "household water economy". Collection, treatment, usage in cooking and cleaning and disposal) is generally women's business- and in the event of waterborne disease more work is forced upon for the domestic care giver (and this is often a woman). Addressing these risks therefore has a positive impact on women's lives. Reports of the way gender Issues are dealt | 4 | Describe related actions Australia will take to maintain or improve the gender equity of this initiative in the current financial year and the next financial year. The design and implementation of the activities undertaken under this Initiative must address the particular needs of women and girls, and include of women's voice and skills as a critical part of the beneficiary population. Programs will have to address the needs of the vulnerable, and demonstrate this by breaking down beneficiaries by age and sex (and other notably vulnerable groups), i.e. demonstrate their appropriateness (HAP Key Strategy 1). The importance of gendered approaches and reporting on activities and results will be stressed to the ARC program management, and the operationalization of these priorities be assessed under the forthcoming M&Framework. The finding of the M&E process will inform both programs and the reporting protocols for the remaining period of this partnership and into the future. |

Other Key Issues

| | Criteria | Assessment (no more than 600 words) | | Management Response Be as precise as possible: what? how? who? when? (no more than 600 words) |
|----|--|--|-------|--|
| 7. | Cross-Cutting Issues and Commitments | What else is at stake? Australian Red Cross has a number of guidance notes available to delegates looking at topics including HIV, diversity and disability. These are complemented by practical programs, e.g. of Climate Change where disaster management program components on preparedness and risk reduction while working on climate change mitigation measures. DRR is a core activity of elements of the Delegate and program. Other elements have compulsory compliance elements Child Protection where all delegates sign an Australian Cross Code of Conduct which aligns with the Australia Cross Child Protection policy. | PDMP | These Guidance Notes will be expanded to include gender and disabilities, shelter and gender based violence in emergencies over the 2011-2012 financial year. The Manager of the Partnership will ensure connections between ARC and AusAID thematic areas will be strengthened through the weekly reporting. A comparison of the ARC and AusAID Child Protection polices needs to be undertaken- and will programmed as part of the wider review of compliance. |
| 8. | Risk Management | How is risk being managed? Organisational risks are low. The ARC has been, and is currently preparing itself for, ANCP certification. Thus issues such as fiduciary, governance (including corruption) and other potentially (political and other) critical issues are actively managed to compliance. No new risks are foreseen. | Green | A Review of the Partnership is currently under development. The terms of reference will include further identifying and suggesting mitigation strategies for significant issues. |
| | | Delivery on the Shared Goals of the Partnership has yet to be assessed. This will be the subject of the forthcoming Review. However the evolutionary nature of the partnership (bringing together 5 pre-existing programs) indicates the opportunity for new surprises is low. | Amber | The development of the M&E Framework is under way, and will validate and refine many of these suppositions. |
| | | The management of environmental risks is the core goals of the DRR project- as with the Economic and Social Development Delegates who focus specifically social impacts. | Green | Reporting on environmental, economic, social and other risks and AusAID policies will be included in the reporting and monitoring/evaluation regimes. |
| | | All delegates undertake to comply with the Australian Red Cross Child Protection Policy. It is understood this has yet to be viewed by the AusAID compliance team but compliance is expected. | Green | This will be addressed with the relevant AusAID and ARC officers. |
| | | Gender policies and practices remain inconsistently applied across the range of programs and countries that AusAID supports. | Amber | This will be a key issue for consideration under the M&E framework. |

Key Messages (no more than 600 words)

9. Key Messages

What is the most significant information that we can communicate?

This is a significant portfolio of programs covered by one Partnership Agreement (\$19.92 million over 3 years (2010-11 to 2012-13) that rolls five separate activities that were funded across AusAID (ARC Delegates program, the ANCP activities, the International Humanitarian Law activities, DRR, Pacific Disaster Preparedness, World Disasters Report funding) into one partnership. The partnership is designed to simplify the relationship between AusAID and ARC. However the range of activities covered by the Partnership precludes concise and comprehensive reporting. Each constituent program has demonstrated successes and challenges- and the Partnership will be the subject of an intensive Review process which is currently under development.

Through the ARC Delegates program's short and long term missions, Australian humanitarian workers have addressed the needs of people made vulnerable by disasters and conflict. 32 of these missions were supported through AusAID funding for the program, and Red Cross mobilised delegates in under 48 hours to support large-scale response and recovery efforts in Haiti, Vanuatu (cyclone Vania) and PNG (Cholera). While the majority (69%) of deployments were in the Asia and Pacific region, Australians deployed globally to assist with complex emergencies such as in Liberia and the Ivory Coast, as well as in conflict areas such as Afghanistan, Israel and Occupied Territories, Lebanon, Libya, Syria and Yemen. The ANCP has funded activities focussed around DRR: This notably includes a program in the rural areas of the disasterprone Guangxi Autonomous Region, China, where 12 villages received assistance in establishing and supporting community-based disaster preparedness and management capacities. This reached 175 Village Development Committee members (of whom 42 per cent were women) and benefiting over 3700 community members. Areas covered included first aid – including measures for epidemic prevention, disaster preparedness, planning and post-disaster strategies incorporating psycho-social supports. This training was complemented by training of local government personnel across technical and management functions to allow them to mainstream Disaster Risk Reduction in regular service provision and thereby ensure minimal disruption by disaster and with the physical provision and further complemented by the provision of mitigation infrastructure including water towers, rubbish pools, and emergency shelters available to a total of over 3400 community members.

The International Disaster Response Laws (Disaster Law) initiatives have been supporting national governments to align their legislative and regulatory frameworks so that when rapid emergency response is needed it can be implemented in the most streamlined manner possible. This includes allowing entry to relief goods and personnel, allocation of responsibilities and clear coordination of multiple actors. To that end the ARC facilitated technical assistance to the governments of Mongolia, Pakistan, Vanuatu, Nepal, Cambodia and the Philippines while International Disaster Response Law initiatives were also explored in China, the Maldives, Timor Leste and Bhutan. Regional and national workshops were held in in Bangkok, China, the Solomon Islands and the Cook Islands and the further dissemination of IDRL (DL) guidelines have targeted regional bodies including ASEAN, SAARC, and the Pacific Disaster Risk Management Network as well as UNOCHA.

The World Disaster Report (WDR) is the major global reference document used by UN agencies, NGOs, Donors and the like. It has an advocacy function, with the 2011 WDR focusing on the growing crisis of hunger and malnutrition, and WDR 2010 surveying Urban Risks. These documents are among the most cited sources for disaster related information.

Headline Results (no more than 600 words)

10. Headline Results

The Partnership, although composed of operational components, is not, per se, providing outputs, preferring to focus instead on outcomes. However systems to capture this data set will be established so that ARC can report at this level.

Saving Lives

- Number (x) of children vaccinated
- Number (x) of people provided with increased access to safe water East Timor- 1,100 families 20,885 (10321 female)
- Number (x) of additional people with increased access to basic sanitation Timor Leste- 21860 (10780 female)
- Number (x) of people with increased knowledge of hygiene practices- 5340 (2394 female)
 Women equally represented on water and sanitation management committees¹ Do not collect number of people on committees, but it is designed as such

The total value of the partnership is 19.92 million over 3 years. For 2010-11, the allocation was \$4.92 million

This includes direct funding to programs. Also associated with this is the DREF – contribution for calendar years 2010 and 2012 to date is AUD 707,750

The data comes from International Program Quality, Australian Red Cross and so has a high degree of confidence.

Management Responses (no more than 600 words) Note: information contained in this box will be used to prepare Program Management

11. Management Responses

- There have been no previous QAI responses on the Partnership.
- The outstanding management tasks relate to
 - Connect the Humanitarian Action Policy (and other policies, from Transparency to Child Protection etc.) to the operationalisation of the Partnership Agreement.
 - Connecting the 5 component activities to the Shared Objectives and enable more appropriate assessment of effectiveness and efficiency.
 - Lacunae in the M&E of the individual components will be addressed, vis. quantification of both outputs and outcomes, reporting by gendered/vulnerable group.
 - Proactive management of risks
 - Promulgating a common understanding of protocols by which the Humanitarian Funding will flow from AusAID to ARC (or not) and hence to National Societies.
- The collation of the 5 projects under one chapeau agreement will enable better overall management of issues as they arise. The increase in resources (AusAID staffing) will further enable effective and timely management.

Scale for ratings against Quality Criteria

Performance against quality criteria is rated using a six point scale, shown below.

| Satisfactory | | Less than satisfactory | |
|--------------|---|------------------------|---|
| 6 | Very high quality; needs ongoing management and monitoring only | 3 | Less than adequate quality; needs work to improve in core areas |
| 5 | Good quality; needs minor work to improve in some areas | 2 | Poor quality; needs major work to improve |
| 4 | Adequate quality; needs some work to improve | 1 | Very poor quality; needs major overhaul |