Summative Evaluation of the Strengthening Community Resilience to Natural Disaster in Southeast Asia Project

Final Evaluation Report

Prepared for

Global Affairs Canada

ASEAN Regional Development Program

May 2018

Submitted by

SALASAN Consulting Inc.

Consultants:

Robert Vandenberg, Evaluation Team Leader

Noriel Sicad, Consultant and Regional Specialist

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

LIST OF ACRONYMS

ACE	AHA Centre Executive Training Program
AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance
AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
AMCDRR	Asian Ministerial Conference on Disaster Risk Reduction
ASEAN	Association of SEA Nations
ASSI	ASEAN Safe School Initiative
AWP	Annual Work plan
BNPB	National Disaster Management Office of Indonesia
BenComs	Beneficiary Communications
BRC	Brunei Red Crescent
CBATs	Community-based Action Plans
CBDRR	Community-based Disaster Risk Reduction
CBHFA	Community-based Health and First Aid
CCA	Climate Change Adaptation
CCST	IFRC Country Cluster Support Team
CO	Country Office
CRC	Cambodia Red Cross
CRCS	Canadian Red Cross Society
CSRF	SEA NSs Community Safety and Resilience Forum
CSSF	Comprehensive School Safety Framework
CVTL	Red Cross of Timor-Leste (Cruz-Vermelha de Timor Leste)
DAC	Development Assistance Committee of the OECD
DDPM	Department of Disaster Prevention and Mitigation
DRR	Disaster Risk Reduction
DL	Disaster Law
DM	Disaster Management
DRR	Disaster Risk Reduction
ERAT	ASEAN Emergency Response and Assessment Team
FCR	Framework for Community Resilience
FTP	Financial and Technical Partner
GAC	Global Affairs Canada
G&D	Gender and Diversity
GE	Gender Equality
HD	Humanitarian Diplomacy
HFA	Hyogo Framework for Action 2005–2015
IFRC	International Federation of Red Cross & Red Crescent Societies
KI	Key informant
KIIs	Key informant interview
LDCs	Least Developed Countries
LM	Logic Model
LoE	Level of Effort
LRC	Laos Red Cross
MoH	Ministry of Health
MoU	Memorandum of Understanding
MRCS	Myanmar Red Cross Society

MYRC	Malaysia Red Crescent
NDMO	National Disaster Management Officer
NSs	National Red Cross and Red Crescent Societies
OD	Organizational Development
OECD	Organisation for Economic Co-operation and Development
PIP	Project Implementation Plan
PNS	Partner National Society
PM	Program Manager
PMF	Performance Measurement Framework
PMI	Indonesia Red Cross (Palang Merah Indonesia)
PRC	Philippine Red Cross
PSC	Project Steering Committee
RBM	Results-Based Management
RRI	Regional Resilience Initiative
RCRC	Red Cross & Red Crescent
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender based Violence
SEA	Southeast Asia
SEARD	IFRC SEA Regional Delegation (now CCST)
SFD	Sendai Framework for Disaster Risk Reduction 2015–2030
SOW	Statement of Work
SRC	Singapore Red Cross
TA	Technical Authority
TOC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
TRCS	Thai Red Cross Society
UNISDR	UN International Strategy for Disaster Reduction
VCA	Vulnerability and Capacity Assessments
VNRC	Vietnam Red Cross
VOiP	Voice Over Internet Protocol

EXECUTIVE SUMMARY

Background and Rational

This was a summative evaluation commissioned and managed by GAC. The evaluation was led by an external consultant and credentialed evaluator. A regional specialist, based in Manila, contributed through two case studies. The project, referred to in this report as the RRI, was in the final months of its contractual agreement. Consistent with the approved Contribution Agreement, GAC commissioned a final evaluation conducted by an external team.

Purpose, Objectives and Scope of the Evaluation

The purpose of the evaluation was to assess the project's achievements and lessons learned and provide recommendations for potential future programming related to disaster risk reduction. The specific objectives of the evaluation were to:

- Assess the sustainability of results;
- Assess the efficiency of the development intervention;
- Assess the effectiveness of the development intervention, namely, the achievement of immediate and intermediate outcomes and progress made towards the ultimate outcome;
- Provide findings, conclusions, recommendations and lessons to inform potential future programming in disaster risk reduction, particularly with regard to gender equality, regional stakeholder dialogue, and the sustainability of results; and
- Assess adequacy of project monitoring system and its performance measurement framework, including indicators, risks and assumptions.

The scope of the evaluation is the entire project from inception to present. Because Singapore and Brunei are not considered by OECD as ODA eligible, they are not targeted in the signed Contribution Agreement for assistance by GAC funds and are therefore excluded from the scope of this evaluation.

Development Context

A global conference on DRR adopted the Sendai Framework for Disaster Risk Reduction 2015–2030. The Sendai Framework is aligned with the global Sustainable Development Goals and calls for gender perspectives to be integrated into DRR programs. Southeast Asia is one of the world's most vulnerable regions to natural disasters. The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) represents ASEAN's commitment to the Sendai Framework and affirms the need for regional bodies to use a gender lens when developing and applying DRR regional policy. The SEA countries share a common climate and are characterized by vulnerability to natural hazards that reach across international borders. This makes coordination at the highest level crucial.

The Government of Canada (GoC) views reducing the impact of natural disasters as an integral component of poverty reduction and sustainable development. As part of its DRR-support strategy, GAC

is committed to promote gender equality, and has assured that this cross-cutting issue is fully integrated into the design of RRI.

The IFRC, the world's largest volunteer-based humanitarian network, has 11 established and active member National Red Cross and Red Crescent Societies (NSs) in SEA. IFRC's approach to DRR combines concern for imminent threats with longer-term, sustainable approaches and institutional strengthening traditionally associated with development. Through core areas of community-based, NSs contribute to reducing the vulnerability of people living in hazard-prone areas of the world. The IFRC is a strong supporter of the Sendai Framework. The CRCS has a longstanding DRR program, and coordinates its efforts in this sector, and support to NSs in SEA, with IFRC and ASEAN structures, as well as through bilateral projects and mechanisms.

Description and Logic of the Intervention

The Strengthening Community Resilience to Natural Disasters in Southeast Asia Project or Regional Resilience Initiative (RRI) is a four-year-four-month project (November 2013 to March 2018) supported by Global Affairs Canada (GAC) and the Canadian Red Cross Society (CRCS), and implemented by CRCS in partnership with the International Federation of Red Cross and Red Crescent Societies (IFRC). The GAC contribution of $5.9 million to this project is detailed in a signed Contribution Agreement. Cross-cutting issues included gender equality, environmental sustainability and governance.

The RRI seeks to reduce vulnerability to natural disasters of at-risk communities in SEA with emphasis on women, boys and girls (Ultimate Outcome). At intermediate outcome level, RRI seeks: (1100) Improved representation of community DRR issues in national policies, plans and programs, and (1200) Increased effectiveness of SEA regional DRR cooperation mechanisms that address the needs of vulnerable communities with emphasis on women, boys and girls. The three immediate expected outcomes of the project were: (1110) Increased capacity of SEA NSs to promote community DRR issues at national level, (1120) Increased integration of gender equality into national and regional DRR policies and programs, and (1210) Increased DRR cooperation between RCRC, ASEAN ACDM and other regional organizations. The project had 4 main components: humanitarian diplomacy and communications, disaster law, gender and diversity, and regional cooperation.

Stakeholders

The Executing Agency was the Canadian Red Cross in partnership with the IFRC, and more specifically its Country Cluster Support Team (CCST) in Bangkok. The primary stakeholders were the SEA Red Cross Red Crescent National Societies in Southeast Asia. Secondary stakeholders were the regional organizational structures of ASEAN that deal with DRR, and more specifically, staff of these organizations that were directly involved in RRI initiatives and participated in workshops and other events. Other secondary stakeholders were vulnerable groups in the SEA region, particularly women, boys and girls.

Evaluation Approach and Methodology

The evaluation was non-experimental. The research methods applied were primarily qualitative, with a quantitative element limited to descriptive statistics, mostly of secondary data (e.g. numbers reached, activities completed, studies produced and resources expended). The approach also had participatory characteristics. Although led and facilitated by an external evaluator, a) interviews with an appropriate reference group during the inception phase, b) stakeholder participation in a cumulative lesson-learned workshop in Bangkok, c) validation exchanges of the draft work plan and evaluation report with key stakeholder representatives, and d) direct involvement by frontline GAC, CRCS, and IFRC officers, assures that key stakeholders were directly involved in evaluation design, implementation and reporting. This participatory approach was supported by the range of data collection methods chosen, regular feedback loops from CRCS and IFRC through GAC to the evaluation team, and direct input from a range of key informants.

The cross-cutting themes of gender equality, environmental sustainability, and governance were included as distinct evaluation criteria around which evaluation questions were formed, and specific data collected and analyzed. Gender equality was an especially important lens through which project components were assessed, foremost in the explicit acknowledgement that gender equality was a key focus of the project in addition to it being a cross-cutting theme. Data was collected explicitly to assure equitable representation of women, by purposively seeking them out, at the policy and decision-making level, as targeted beneficiaries of female-focused interventions, and as designers and providers of RRI activities. Documents were identified and stakeholders interviewed specifically with respect to the types and extent of constraints that restrict women's access in the context of DRR.

The evaluation applied internationally recognized ethical standards for research and evaluation: all KIIs were carried out with the informed and voluntary consent of respondents; confidentiality of all participants in the evaluation was promised and protected; and no respondent below the age of 18 was interviewed. Throughout this report, footnotes do reference organizations, but do not reference names. Neither are names referenced in Annex 3. It remains possible to infer connections between comments quoted and specific key informants. However, tracing comments back to the positions listed in Annex 3, and from there to specific people, would be based on a number of assumptions rather evidence provided in this report.

Key Findings by Evaluation Criteria

The 18 main findings of the evaluation, organized by OECD/DAC evaluation criteria and GAC cross-cutting criteria (gender, environment, governance), are listed below:

Effectiveness

1. The RRI made progress in achieving its expected immediate and intermediate outcomes.

2. The RRI is likely to contribute to the ultimate outcome stated in its logic model, although attribution to this high-level change comes overwhelmingly from the region's own DRR action plans and efforts.

3. The RRI had no reported unintended negative outcomes. On the other hand, the project successfully responded to new opportunities in the areas of gender and diversity, disaster law, and regional coordination with ASEAN, and some of these initiatives lead to positive outcomes not expected nor envisaged when the project was first approved.

4. Major factors that enabled the achievement of RRI results included the flexibility of the project and its regional reach, the unique IFRC brand as perceived by direct stakeholders in ASEAN countries, the conducive implementation environment, the interest and commitment of NSs, and the leveraging of funds.

5. Factors that may have hindered achievement included the project's relatively short timeline given the complexity of the RCRC mandate and the IFRC management structure.

Efficiency

1. The RRI was operationally efficient in converting project resources to valued outputs. Extensive leveraging and co-funding was the norm.

2. IFRC and CRCS project managers found it challenging to meet annual expenditure targets set in annual workplans, and there have been unhelpful delays by GAC in approvals for no-cost project extensions.

3. Project monitoring tended to be activity rather than outcome focused until mid-point in the project cycle. The PMF was underutilized although this did not seem to negatively affect end results.

Relevance

1. The outcomes expected from RRI were well aligned and consistent with priority expressed needs of SEA NSs, ASEAN organizational structures dealing with DRR, and with the needs of vulnerable groups that were the secondary stakeholders of the project.

Sustainability

1. The outcomes that RRI contributed to are part of ongoing and larger efforts in DRR in a region which has the resources, and the strategic and political commitments, to potentially continue similar efforts well after RRI ends.

2. ASEAN and its member states are committed to financing a detailed program of national and collective DRR, disaster management and emergency response which suggests the sustainability of RRI contributions.

3. Resilience is by design a sustainable approach, and IFRC has a unique and recognized contribution to make in regional DRR programming. RRI was integrated into this wider, ongoing, NS, and IFRC program.

Gender Equality

1. The RRI had a clear, comprehensive and effective strategy, and approved, monitored annual work plans for assuring that gender and diversity considerations, and related minimum standards, were considered during project implementation.
2. Among the important gender considerations built into project design was the integration of diversity, and support for the practical application of G&D by NSs.
3. The Gender Network was an achievement that advances women's direct participation in decision-making related to DRR and community-based resilience.
4. By systematically focusing on G&D, promoting a set of practical tools, highlighting issues of SGBV, and facilitating standardized regional training, the RRI has contributed DRR resources that benefit women and girls and boys.

Environmental Sustainability

1. Although climate change adaptation (CCA) and Disaster risk reduction (DRR) are closely interlinked, environmental concerns were only peripherally identified and addressed by the RRI.

Governance

1. Project initiatives supported good public-sector management through improved DRR service delivery, facilitation of humanitarian space, and the participation of vulnerable persons, through their NSs.

Key Conclusions

Reflecting on the evaluation's key questions and sub-questions, and drawing from the evidence and data collected, and the analysis conducted, the evaluators came to the following conclusions:

Effectiveness

The RRI contributed to its expected outcomes. For higher-level outcome, contribution from RRI is likely but more difficult to separate from progress and extensive contributions from other actors including other NS and IFRC efforts, SEA governments, the UN system, and NGOs and civil society. The integration by the project of diversity into gender-equality programming was a key contribution. The initiation, design, and leadership of regional research in the SGBV, and the steady progress of this research has recognized value-added. There have been results from RRI's support for disaster law, notable in mapping and further policy development and communication. The project has been a catalyst for new collaboration between IFRC and the disaster management architecture of ASEAN.

The factors most notable for RRI's achievements include the flexibility of the project, and its regional reach. Likewise, the unique mandate and structure of the RCRC, and the role of IFRC as regional project manager have been important factors to the project's success. A conducive implementation environment in which SEA structures have provided their own national and regional leadership and support, and the capacity and commitment of established NSs has further assured results.

Factors that hindered achievement included the unrealistic expectation of capacity building and behaviour change results in the short timeline and single phase of the project. The complexity of the RCRC mandate, the nuanced role of IFRC *vis-à-vis* the SEA NSs, the myriad of evolving regional political considerations, and a convoluted IFRC regional structure are other factors that challenged the project as it worked to achieve results.

Efficiency

The project produced relevant outputs communications, HD, DL, G&D, and regional collaboration. Annual work planning cycles have been participatory, and there was resource-use efficiency through extensive leveraging of project funds within IFRC, across NSs, and with other donors and implementers. The evaluators were not concerned that the project was roughly 12 percent underspent at its contractual end-point, and concluded that this was an indicator of overambitious expectations rather than inefficiency. Of greater concern was the observation that the GoC and CRCS were using a one-off short-project modality to support improved DRR in SEA. Best practise strategic approaches to DRR programming require longer time horizons and commitments. The project modality comes with inherent start-up and administrative delays and costs, duplicate M&E and HR requirements, and other short-term costs. It also distracts from locally owned and directed platforms. The RRI could have been more appropriately aligned with a programmatic or phased approach, instead of a one-off short project modality.

Relevance

RRI was relevant. It was well aligned with global, regional, and national policies, strategies and approaches, and was aligned through IFRC with the SEA NSs. Because of the strong strategic and policy alignment with best practise as learned within SEA, and as advocated by RCRC's global mandate and commitments, RRI was relevant to vulnerable groups in SEA.

Sustainability

RRI was embedded in RCRC and ASEAN organizational structures which supports ongoing momentum and sustainability. The evaluators questioned if the project modality continues to be the best way to support sustainable programming in DRR, versus contribution to multi-donor supported IFRC platforms or other operational approach that could move beyond (or overcome) the limitations of project inefficiencies.

Gender Equality

This was probably the project's strongest and most important area of achievement. The additional integration of diversity and progress in this wider conceptualization of gender equality, and then its successful advocacy and practical application was supported by the newly created Gender Network. There was a measurable advancement of women's direct participation in decision-making related to DRR and community-based resilience. The support for directly relevant SGBV research, piloting of IFRC's SGBV specialised training, and the potential outcome of this work to influence future policy and post-disaster operational response are a credit to RRI. These gender equality achievements are perceived as value-added by NSs, and thus likely to be sustained.

Environment Sustainability

There are important cross-linkages between climate change adaptation programming and DRR. These were only peripherally identified and addressed by the RRI.

Governance

Project initiatives supported good public-sector management through improved DRR service delivery, facilitation of humanitarian space, and the participation of vulnerable persons, through their NSs.

Key Recommendations

The following key recommendations were suggested by the evaluation:

For GAC, CRCS and other potential donors and implementers of DRR in SEA

1. **Include gender and diversity as a full programming component at the design and implementation stages** – The integration of gender equality and diversity, based on a holistic view of protection and empowerment, is best assured when included as a crosscutting issue *plus* as a stand-alone program component or sector. Recommendation: Give gender and diversity full-component prominence when designing DRR projects, and code and track expenditures for this component to help monitor results and cost-effectiveness.

2. **Tie DRR programming to local ownership** – RRI annual workplans were driven by NS and ASEAN derived priorities. Programming involved NS and ASEAN structures in policy making and encouraged peer-to-peer sharing and learning. One of the key mechanisms of change was IFRC's effectiveness as local knowledge broker and convenor rather than owner and director. Recommendation: When implementing DRR projects, embrace two programming principles – avoid burdening local actors by allowing them to direct work plan priorities and timing, and encourage and build local ownership of initiatives.

3. **Regional focus** – Given the strong leadership and growing capacity of regional DRR efforts in SEA, a regional versus national focus can be an effective way to build on local strengths aligned with existing regional strategy, policy and commitments. If a DRR initiative works with only a few of the SEA countries, it will be less relevant in regional platforms, strategy and planning meetings. Inclusivity of all member states within the SEA region will support programming success. Recommendation: To assure relevance, and sustainability of DRR support, avoid going alone and the limited potential impact of working in one or two SEA countries. Instead, work closely with established ASEAN DRR structures, and well-established organizations with proven regional reach and presence in SEA, such as IFRC.

For GAC when designing and implementing complex programming in SEA

4. **Guard programming flexibility** – The flexibility with which GAC, CRCS and IFRC managed the RRI was critical to its success. Strict application of GAC guidelines for RBM could not be supportive of the iterative, NS-led, responsive planning that characterized RRI. In the complex programming environment, which characterises regional DRR work in SEA, long-term, subtle humanitarian diplomacy is required. Success requires flexibility, and responsiveness to NSs and ASEAN realities and priorities rather than templates and fixed logic models. <u>Recommendation</u>: When implementing complex, regional projects like RRI, adjust results-based management to assure support for iterative, locally led, responsive planning. Qualitative indicators and regular review rather than counts of quantitative measures should be the foundation of the project's monitoring and results management system.

5. **Look for creative programming modalities that avoid project limitations** – Avoid working in project silos. The project implementation modality is fraught with inefficiencies. The short duration of a project (in this case four years plus a possible extension) was problematic, and the project-based contribution agreement demands were heavy. <u>Recommendation</u>: For future DRR programming, and other programming with similar complexity features, the project modality should be avoided. Alternatives should be explored including multi-donor, multi-year platforms more consistent with the intent of the Paris Declaration.

6. **Map-out long-term strategic partnership with IFRC in SEA** – CRCS is an effective interlocutor between GoC and IFRC. Scaling up discussion about collaboration with IFRC, which is in 191 of 196 states globally and all 11 of the SEA countries, would be an effective way to put the needs of the region's most vulnerable first. Which GoC poverty and humanitarian priorities are aligned with IFRC capacity and reach in SEA? Making this clear will help to identify potential strategic approaches shared by GAC and IFRC. Similarly, with ASEAN which is predicted to soon become the 4th largest economic block in the world, GAC could lay out more clearly how it wants to engage in disaster management. ASEAN is working and has the ambition to be a world leader and go beyond its own borders with DM and response. <u>Recommendation</u>: GAC should discuss at a strategic level how best to structure long-term, multi-year, flexible support for IFRC's work in SEA, aligned with ASEAN's ambitious social development and disaster management goals.

For CRCS and IFRC as they continue their collaboration in DRR

7. **Integrate DRR and CCA more consciously** – When programming in these two complementary sectors, stakeholders should look for conceptual and strategic opportunities to integrate action planning more consciously and consistently. <u>Recommendation</u>: In program conceptualization, design and implementation, CCA and DRR should be integrated as an inseparable pair and not approached as separate concerns.

8. **Look beyond community-based DRR** – While community-based resilience programming remains a central part of DRR, other initiatives are also important given that micro community-level solutions can easily be overwhelmed by natural hazards. <u>Recommendation</u>: When collaborating to support DRR, micro community-based solutions should be reinforced with evidence-based meso and macro initiatives, for example, national, adaptable social protection and safety nets, and urban resilience schemes that insure businesses and protect critical city services in the face of climate change and urban crowding.

Key Lessons

The following key lessons learned were identified by the evaluation:

Being responsive to local actors is key to success despite programming challenges this creates – Sophisticated, responsive, regional programming in DRR, with sensitive DL and G&D sectors, and with multiple partners across SEA is complex. For success, there needs to be a strong, consistent commitment to be responsive to local actors, in this project's case, to NSs. This helps assure that DRR work is sustainable and relevant. This responsiveness to locally articulated priorities, makes predictable annual spending difficult, and results may take longer than first expected.

Use of IFRC as a proven partner for DRR programming in SEA countries helps to assure relevance and best-practise – GAC's work with the RCRC movement and IFRC was a key factor of success when programming for DRR and community-based resilience in SEA. Relevance was almost automatic due to IFRC's work through NS-NDMO and NS-community links. As a proven, trusted partner, CRCS through IFRC, offers organizational reach, best practise learned from global piloting, and access to ongoing DRR and community-base resilience programming that is embedded in global initiatives.

Effective DRR requires and integrated multi-level programming approach – Programming to improve resilience at regional level is challenging, even when facilitated by IFRC and an existing regional network of 11 SEA National Societies. Each of these NSs navigate within different and changing national contexts. Resilience can be strengthened at multiple levels. The inter-connectedness of these levels means that integrated micro, meso, and macro efforts are required for a holistic approach to improved resilience.

A gender and diversity focus adds value to DRR programming – Unique emphasis on gender and diversity adds value. By including G&D as a full programming component *plus* as a cross cutting issue, and by emphasising implications and practical application, local partners embraced this issue as their own.

Effective DRR programming by IFRC requires management flexibility – RRI was an effective innovation. It was the product of a special cascading set of relationships: GAC with CRCS, CRCS with IFRC, IFRC with NS, and ASEAN with SEA member states, their NDMOs, and with GAC and IFRC. These carefully nurtured relationships supported NS, while avoiding a project modality that called for strict RBM compliance.

Effective programming and diplomacy by IFRC requires flexibility. Do not stunt IFRC's responsiveness to NSs by being overly prescriptive or driven by quantitative indicators.

1.0 INTRODUCTION

1.1 Scope, Rationale, Purpose, and Objectives

1.1.1 Evaluation Scope

The scope of the evaluation is the entire project from inception to present. Because Singapore and Brunei are not considered by the OECD as ODA-eligible, they are not targeted in the signed Contribution Agreement for assistance by GAC funds[1] and are therefore excluded from the scope of this evaluation. The following subsections further describe the components of the development project being evaluated (the evaluation object), its intervention logic and expected outcomes, its budget, the project stakeholders, and the implementation arrangements and organizational setup.

1.1.2 Rationale and Purpose of the Evaluation

The Strengthening Community Resilience to Natural Disasters in Southeast Asia Project or Regional Resilience Initiative (RRI)[2] is a four-year-four-month project (November 2013 to March 2018)[3] supported by Global Affairs Canada (GAC) (legally known as the Department of Foreign Affairs, Trade and Development)[4], and implemented by the Canadian Red Cross Society (CRCS) in partnership with the International Federation of Red Cross and Red Crescent Societies (IFRC). The project, hereafter referred to as the RRI, was in the final months of its contractual agreement.[5] The project has not previously been evaluated. Consistent with the approved Contribution Agreement for this project, GAC has commissioned a "final evaluation… done by an external team, adhering to IFRC and OECD/DAC criteria".[6]

The **overall purpose** of this summative evaluation is to assess the project's achievements at the immediate and intermediate outcomes levels, and progress made towards the final or ultimate

---

[1] See reference to 8 countries and 8 NSs in Sections 2.3 of the Contribution Agreement

[2] The project is referred to by three different names. In the Contribution Agreement, signed in November 2013, the project is called the *Strengthening Community Resilience to Natural Disasters in Southeast Asia* project. In the Project Implementation Plan (PIP), approved in early 2014, the project is referred to as *Building Regional Capacity and Collaboration for Community Resilience in Southeast Asia* or the "C3R". In June 2014, during a technical working group meeting in which key project stakeholders participated, the project name was changed to the *Regional Resilience Initiative* (RRI). In this report, the evaluators refer consistently to this project as RRI.

[3] The project was approved November 26, 2013, a project timeframe of 4 years plus 4 months.

[4] In 2013 the Department of Foreign Affairs, Trade and Development (GAC) was established as an amalgamation of the Department of Foreign Affairs and International Trade Canada (DFAIT) and the Canadian International Development Agency (CIDA). In November 2015, GAC was renamed Global Affairs Canada (GAC). Reference is made to GAC throughout the report, with an understanding that program implementation commenced when the Department was known as CIDA and GAC.

[5] GAC and CRC were negotiating a possible no-cost extension to the project beyond March 2018 since important activities remained to be implemented and the budget was projected to have unspent funds.

[6] Contribution Agreement, Appendix A, Section 2.7

outcome. The evaluation also looked at lessons learned and provides recommendations for potential future programming related to disaster risk reduction.

The **primary beneficiaries of this evaluation** are expected to be the following:

- International Federation of the Red Cross and Red Crescent Societies (IFRC);
- Eleven Southeast Asia (SEA) Red Cross and Red Crescent National Societies (NSs);
- Regional Disaster Risk Reduction (DRR) bodies, mostly notably ASEAN and its DRR structures;
- Canadian Red Cross Society (CRCS);
- Global Affairs Canada (GAC); and
- Civil society organizations working in disaster risk management.

1.1.3 Specific Objectives of the Evaluation

The evaluation's five specific objectives, as stated in the approved Statement of Work (SOW), are to:

1. Assess the sustainability of results;
2. Assess the efficiency of the development intervention;
3. Assess the effectiveness of the development intervention, namely, the achievement of immediate and intermediate outcomes and progress made towards the ultimate outcome;
4. Provide findings, conclusions, recommendations and lessons to inform potential future programming in disaster risk reduction, particularly with regard to gender equality, regional stakeholder dialogue, and the sustainability of results; and
5. Assess adequacy of project monitoring system and its performance measurement framework, including indicators, risks and assumptions.

1.2   Roles and Responsibilities

As per the SoW, the roles and responsibilities for the evaluation are as follows:

Team Leader – Robert Vandenberg, Credentialed Evaluator

The Senior Consultant, acting as Team Leader, had overall responsibility to:

- Ensure that all products adhere to the OECD/DAC (2010) Quality Standards for Development Evaluation and best practices in evaluation;
- Conduct the evaluation in accordance with the work plan approved by the TA;
- Prepare and submit all deliverables for revision and approval by the TA;
- Quality assure all deliverables;
- Report regularly on progress to the TA;
- Manage the Regional Specialist as an integrated member of the Evaluation Team; and
- Manage the three locally contracted logistics consultants.

Consultant and Regional Specialist

The Regional Specialist, Noriel Sicad, based in Manila, had responsibility to:

- Ensure that case studies produced by him adhered to the OECD/DAC (2010) Quality Standards for Development Evaluation and best practices in evaluation;
- Conduct the assigned case studies in accordance with the approved evaluation work plan, and aligned with the more detailed work plan for the case studies;
- Keep concise, accurate notes for all KIIs facilitated;
- Prepare and submit draft case study reports for input and revision, and approval by the Team Leader;
- Report regularly on progress to the Team Leader; and
- Work constructively and respectfully with IFRC and NS contacts provided by the Team Leader.

Global Affairs Canada, ASEAN Regional Development Program

For managing this evaluation, the Evaluation Team Leader was directed by GAC through the assigned Technical Authority (TA): Ms. Connie Tulus, Senior Development Officer, ASEAN Regional Development Program, GAC, Ottawa. The TA in charge of the evaluation, had overall responsibility to:

- Act as the main contact person for the Team Leader;
- Review, comment on and approve evaluation products submitted by the Team Leader;
- Help identify, and facilitate access to, documentation and people deemed of importance to the evaluation process;
- Ensure that deliverables meet the OECD/DAC Quality Standards, in collaboration with GAC Development Evaluation Division, and as recommended by GAC sector and thematic specialists;
- Share deliverables with key stakeholders;
- Collect and consolidate into a single matrix for ease of reference by the consultant, all relevant stakeholder comments on the draft report;
- Include the management response as an annex to the final Evaluation Report;
- Assess the overall performance of the Consultant for the present mandate; and
- Disseminate the evaluation report after it has been completed.

Canadian Red Cross and IFRC's Office in Bangkok[7]

As Executing Agency for the project, the CRCS had responsibility to:

---

[7] The IFRC Country Cluster Support Team based in Bangkok covers the 4 Mekong countries (Vietnam, Laos, Thailand and Cambodia) and supports the regional SEA networks among NSs. It has overall management responsibility for the RRI.

- Help identify, and facilitate access to, documentation and people deemed of importance to the evaluation process;
- Liaise with the local cooperation partner (IFRC), to assure effective scheduling of KIIs and timely access;
- Participate in Reference Group Consultations; and
- Participate as a key informant during interviews by the evaluator.

1.3   Project Background

1.3.1 Development Context

a.   Global Disaster Risk Reduction Approach and Strategy

The United Nations General Assembly convened a World Conference on Disaster Reduction in 2005 to take stock of progress in disaster risk reduction, and to make plans for the next ten years. This resulted in the Hyogo Framework for Action. Subsequent Global Platforms, in 2007, 2009, 2011 and 2013, played a key role in the Hyogo Framework's implementation, and paved the way for its successor agreement, the Sendai Framework, adopted at the Third UN World Conference on Disaster Risk Reduction in March 2015.[8]

The Global Platform for Disaster Risk Reduction (Global Platform), is recognized by the United Nations as the world's foremost gathering of stakeholders committed to reducing disaster risk and building the resilience of communities and nations. The Global Platform facilitates dialogue and exchanges among governmental and non-governmental stakeholders. It features high-level dialogue which brings together senior government officials, including heads of state and government, ministers, mayors and parliamentarians and leaders from the private sector, science and civil society. Its core function is to enable governments, NGOs, scientists, practitioners, and UN organizations to share experience and formulate strategic guidance for the implementation of global disaster risk reduction agreements: the Hyogo Framework for Action,[9] and its successor, the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework).

These global conferences discuss how to strengthen the sustainability of development by managing disaster and climate risks. The high human, social and economic costs associated with recovery and reconstruction have shown that building resilience through DRR is a sound, sustainable, cost-effective strategy to reducing the overall impact of natural disasters. The Hyogo Framework for Action was the first attempt to explain, describe and detail the work required from different sectors and actors to reduce disaster losses. The subsequent Sendai Framework for Disaster Risk Reduction 2015–2030

---

[8] http://www.unisdr.org/confernces/2017globalplatform

[9] Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, ISDR, 2005.

(Sendai Framework) announced a US$4 billion fund to prepare for disasters over four years.[10] The Sendai Framework is aligned with the global Sustainable Development Goals (SDGs) and has seven targets and four priorities for action. It was endorsed by the UN General Assembly in June 2015. Like Hyogo, the Sendai Framework includes a call for gender perspectives to be integrated into DRR programs as a crosscutting issue.

b.   Disaster Risk Reduction in South East Asia

Southeast Asia (SEA) is one of the world's most vulnerable regions to natural disasters, impacting an estimated 10 million people annually. Natural disasters have a more severe, disproportionate impact on vulnerable groups, including poor communities, ethnic populations who straddle borders, migrant workers, women and children. Women, and boys and girls are 14 times more likely to die during a disaster than men.[11]

In SEA, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) represents ASEAN's commitment to the HFA and now to the Sendai framework targets and priorities. Both HFA and the Sendai Framework affirm the need for ASEAN and other related regional bodies to use a gender lens when developing and applying DRR regional policy, and to focus on diversity to ensure adequate representation of vulnerable groups.

The SEA countries share a common climate and are characterized by vulnerability to natural hazards that reach across international borders. This makes coordination at the highest level crucial to address regional risks. Regional approaches and policies are needed to develop comprehensive resilience initiatives, mitigate risks, and improve response to natural disasters. Based on these considerations, ASEAN, the ASEAN Committee on Disaster Management (ACDM), and other regional DRR bodies, committed to the HFA and now the Sendai Framework.

c.   Canada's Strategy for Supporting Disaster Risk Reduction in South East Asia

The Government of Canada (GoC) views reducing the impact of natural disasters as an integral component of poverty reduction and sustainable development. Through GAC, Canada provides financial support to key international DRR actors for preparedness, mitigation, and early warning activities in support of the HFA and now Sendai Framework. The GAC-supported RRI was designed to align with these broad Canadian objectives, and with GAC's 2009 Southeast Asia Regional Programming Strategy and the Joint Declaration on the ASEAN-Canada Enhanced Partnership.[12]

As part of its DRR-support strategy, and aligned with its Policy on Gender Equality, GAC is committed to promote gender equality, and has assured that this cross-cutting issue is fully integrated into the design

---

[10] Sendai Framework for Disaster Risk Reduction 2015 – 2030, March 18, 2015

[11] "Disaster Law in Asia Pacific", IFRC fact sheet

[12] KII with GAC

of RRI through its Logic Model (LM), performance measurement framework (PMF), and approved workplans. More specifically, the signed contribution agreement calls for the RRI to include:

- A gender analysis, and development of a gender strategy for the project;
- Use of gender-sensitive indicators for monitoring project performance;
- Identification of specific budget lines for gender equality advisor services; and
- Specific gender-equality activities within approved annual workplans.

d.   Red Cross Red Crescent Strategy and Approach to DRR in South East Asia

The IFRC, the world's largest volunteer-based humanitarian network, has member National Red Cross and Red Crescent Societies (NSs) worldwide. In the ASEAN region, IFRC has 11 established and active member NSs. IFRC is guided by Strategy 2020, its collective humanitarian and development plan of action. IFRC's approach to DRR combines concern for imminent threats with longer-term, sustainable approaches and institutional strengthening traditionally associated with development. Through core areas of work in community-based disaster management, health, organizational development and the promotion of humanitarian values, IFRC's NSs contribute to reducing the vulnerability of people living in hazard-prone areas of the world.

IFRC's 2014 Framework for Community Resilience (FCR)[13] describes its community-based approach, and acknowledges that with increased ability to adapt and cope with disasters, crises, shocks and stresses, communities can protect and build on development gains. Climate change considerations are an integral element of this strategic approach. The IFRC was also a strong supporter of Hyogo and continues to work through its member NSs in partnership with the UN, governments, donors and civil society to meet the objectives of the more recent Sendai Framework.

The CRCS has a longstanding DRR program, and coordinates its efforts in this sector, and support to NSs in SEA, with IFRC and ASEAN structures. CRCS's website confirms that its DRR approach is aligned with IFRC's.

1.3.2 Summary Description of the Development Intervention

The RRI is a four-year-four-month project (November 2013 to March 2018) that seeks to reduce the impact of disasters on vulnerable communities in the SEA region. The initiative aims to strengthen the capacity of SEA NSs and regional structures to represent and communicate the needs of those who are vulnerable and at-risk. The initiative also aims to build cooperation and strengthen coordination among SEA NSs and with other key regional disaster preparedness and disaster risk reduction (DRR)

---

[13] IFRC's 2014 Framework for Community Resilience (FCR), IFRC, 2014

mechanisms, such as those of the Association of Southeast Asian Nations (ASEAN) as well as other key regional partners.[14]

As the Executing Agency, the CRCS is responsible for providing both management oversight of implementation and direct technical support related to financial procedures and reporting. The CRCS has primary responsibility to maintain working relationships with GAC, both in Canada and in the region, through GAC representatives based in Bangkok, Thailand and Jakarta, Indonesia. The CRCS supports the projects annual work planning exercise and takes active part in the annual PSC meeting held in the region.

The project's main local implementation partner is IFRC. An IFRC Delegation based in Bangkok directly implements the project. Its staff plan, coordinate and manage day-to-day project activities, and administer project finances in Asia. Its in-house specialists provide technical support and expertise in advocacy, organizational development, and gender equality. The NSs involved in the project contribute staff time and logistical support such as the provision of meeting facilities.

From the donor side, project management is presently shared across three offices and three countries:
- Deputy Director and Counsellor (Development) for the ASEAN Regional Development Program, at the Mission of Canada to ASEAN, is based in Jakarta, and is the project's senior manager.
- A Senior Development Officer working from the Embassy of Canada in Bangkok liaises most directly with the project's IFRC manager based in Bangkok, and reports to the Deputy Director of the ASEAN Regional Development Program in Jakarta.
- A Senior Development Officer assigned to the ASEAN Regional Development Program works from GAC central office in Ottawa, and reporting to the Deputy Director of the ASEAN Regional Development Program in Jakarta, liaises most directly with CRCS which is also based in Ottawa.

1.3.3 Project Budget

The GAC contribution of almost $6 million to this project is detailed in **Error! Reference source not found.**. As laid out in the signed Contribution Agreement, CRCS committed to providing $458,095 to the project. The Contribution Agreement also refers to a further $214,000 of in-kind contributions by the National Societies involved in RRI.[15] The projected amount of total cash contributions unspent at end-March 2018, the contractual project end-date, was roughly 12 percent.[16]

---

[14] This summarized description is taken directly from the project's most recent Annual Report

[15] Contribution Agreement, Section 3.2, page 25

[16] As per CRC calculations provided to the evaluation in mid-March

Table 1 – Summary of project budget

Budget description	Value of contributions in CAD dollars	Percent of total cash contributions
GAC cash contribution (PIP page 61)	5,993,422	92.9
CRCS cash contribution (PIP page 61)	458,095	7.1
Total of cash contributions	6,451,517	100%
In-kind contributions from NSs involved in the project (staff time, meeting facilities, printing)	240,000	0

1.3.4 Intervention Logic

The project aimed to reduce the impact of natural disasters on vulnerable communities in Southeast Asia. There are three distinct impact pathways apparent in RRI's logic model, aligned with three Immediate Outcomes and their related Work Packages. Over the course of the evaluation, the evaluators developed an understanding of the RRI's intervention logic and theories of change as summarized below.[17] Pre-conditions of success for the impact pathways included ongoing leadership of IFRC and NSs, established relationships among SEA NSs (these NS had a history of working together even before RRI), good relationship between IFRC and SEA NSs, good relationship between IFRC and ASEAN, and NS peer-to-peer learning and desire to embrace best practice.

WP 1110, Impact Pathway 1 – Diffusion of DRR, DL and HD innovations to NSs
This logic pathway brings together Disaster Risk Reduction (DRR), Disaster Law (DL), Communication and Humanitarian Diplomacy (HD) experts, and offers this body of knowledge to SEA NSs. These NSs differ widely in organization development and capacity. The goal is to identify and fill knowledge and skill gaps of NSs and thus build their capacity to promote DRR issues within their own countries. The theory that underpins this impact pathway is that these innovative ideas - offered by IFRC as overall facilitator - will be diffused, adapted for local context, and eventually adopted by specific NSs and their governments. Here **diffusion theory** assumes a process in which innovations are communicated through different channels over time among members of the IFRC social system and its partners.

Crucial to this intervention logic is that diffusion is assumed to be 2-way in that NSs create and share information as part of the adoption process. Two-way communication was a central assumption of RRI in that NSs have direct experience with ongoing community-based DRR and resilience issues through existing community-based interventions not funded by RRI. This positions the NSs, the primary stakeholders of RRI, to act as legitimate advocates on behalf of communities at risk. National Societies are uniquely positioned vis-à-vis communities at risk, and as recognized auxiliaries of national DRR institutional systems. The RRI's value-added is to (1) identify relevant community-based and national

---

[17] The conceptual approach to TOC used here is informed by *Purposeful Program Theory - Effective Use of TOC and Logic Models*, Funnell and Rogers, Josey Bass, 2011. See Chapter 11 for details on diffusion theory and network theory.

DRR issues, (2) amplify the experience of NSs as voices of communities at risk, and (3) effectively communicate good practice within national and regional networks.

WP 1120, Impact Pathway 2 – Integration of G&D in DRR, DL and HD innovations
Like pathway 1, pathway 2 suggests diffusion theory but is specifically focused on G&D considerations. The innovation it hopes to diffuse is fuller inclusion of gender and diversity within DRR and community-based resilience policies, programs and tools of NSs. The assumption is that by providing new knowledge and skills related to G&D to DRR, Organisational Development and Human Resources departments of NSs, there will be changes in policy and behavior. This impact pathway suggests that these G&D innovations will eventually diffuse from NSs to their respective government-based DRR structures. Again, of critical importance to RRI's success, is that diffusion is assumed to be 2-way in that NSs have their own experience and context in which to learn about and adapt gender and diversity issues, and this creates opportunities to share information as part of the adoption process.

WP 1210, Impact pathway 3 – Networking within ASEAN to Effect DRR changes
Like pathways 1 and 2, pathway 3 again suggests diffusion theory: new DRR knowledge and skills are diffused across SEA through ASEAN and its key DRR structures. Additionally, this logic pathway suggests **network theory**: IFRC and its NS members as "actors" positioned in a set of relationships or networks that can support and enhance action and innovation. Here ASEAN and its member countries, IFRC and its NSs, Partner National Societies (including CRCS), donor governments and other central and peripheral actors are part of a complex network or living system that changes constantly. At the core of this network is ASEAN. Expected change relates to various features of the network, including membership, and the nature, direction, and strength of the relationships which eventually result is DRR innovations. In the analysis of the networks that support this complex living system, it is important to differentiate within ASEAN, various key actors: the ASEAN Secretariat, the ACDM and its working groups, and the AHA Centre.

1.3.5 Stakeholders

The following key stakeholders were identified in the evaluation's scoping and work planning phase:

Executing Agency

- Canadian Red Cross Society (CRCS) is the Canadian Co-operation Partner and executing agency.
- International Federation of Red Cross and Red Crescent (IFRC), and more specifically its Regional Delegation or Country Cluster Support Team (CCST), based in Bangkok, is the Local Co-operation Partner that works closely with CRCS to implement the project in SEA.

Primary Stakeholders (direct beneficiaries)

- Eleven SEA Red Cross Red Crescent National Societies: [18]
  - Brunei Red Crescent (BRC),
  - Cambodia Red Cross (CRC),
  - Indonesia Red Cross (PMI or Palang Merah Indonesia),
  - Laos Red Cross (LRC),
  - Malaysia Red Crescent (MYRC),
  - Myanmar Red Cross Society (MRCS),
  - Philippine Red Cross (PRC),
  - Red Cross of Timor-Leste (CVTL or Cruz-Vermelha de Timor Leste),
  - Singapore Red Cross (SRC),
  - Thai Red Cross Society (TRCS), and
  - Vietnam Red Cross (VNRC).

Other Stakeholders

- Other "secondary" stakeholders are vulnerable groups in the target countries of the SEA region, particularly women, boys and girls. From the evaluation's perspective, these are only nominally "stakeholders" since they have limited input and control over project design and implementation, are not reported to on project achievement, and have no accountability for project implementation or results.
- From the perspective of this evaluation, a more important group of secondary stakeholders are the regional organizational structures of ASEAN that deal with DRR and related gender-equality ssues, and more specifically, staff of these organizations that are directly involved in RRI initiatives and receive training and participate in workshops and other events.

Donor organisations

- GAC and the CRCS are the donors to the project.

---

[18] Although targeted by the project through CRC and other IFRC funds, Singapore, Brunei, and Malaysia, project funds were not used to directly support these countries given that they are non-ODA recipients as determined by DAC.

2.0   EVALUATION APPROACH AND METHODOLOGY

2.1   Approach

The approach for this evaluation was non-experimental. The research methods applied were primarily qualitative, with a quantitative element limited to descriptive statistics, mostly of secondary data (e.g. numbers reached, activities completed, studies produced and resources expended). The approach also had participatory characteristics. Although led and facilitated by an external evaluator, a) interviews with an appropriate reference group during the inception phase, b) stakeholder participation in a cumulative lesson-learned workshop in Bangkok, c) validation exchanges of the draft work plan and evaluation report with key stakeholder representatives, and d) direct involvement by frontline GAC, CRCS, and IFRC officers, assures that key stakeholders were directly involved in evaluation design, implementation and reporting. This participatory approach was supported by the range of data collection methods chosen, regular feedback loops from CRCS and IFRC through GAC to the evaluation team, and direct input from a range of key informants.

The cross-cutting themes of gender equality, environmental sustainability, and governance are included as distinct evaluation criteria around which evaluation questions were formed, and specific data collected and analyzed. Gender equality was an especially important lens through which project components were assessed, foremost in the explicit acknowledgement that gender equality was a key focus of the project in addition to it being a cross-cutting theme. Data was collected explicitly to assure equitable representation of women, by purposively seeking them out, at the policy and decision-making level, as targeted beneficiaries of female-focused interventions, and as designers and providers of RRI activities. Documents were identified and stakeholders interviewed specifically with respect to the types and extent of constraints that restrict women's access in the context of DRR.

The evaluation applied internationally recognized ethical standards for research and evaluation: all KIIs were carried out with the informed and voluntary consent of respondents; confidentiality of all participants in the evaluation was promised and protected; and no respondent below the age of 18 was interviewed.

2.2   Evaluation Criteria and Questions

The evaluation used assessment criteria and related questions while always considering the overall context of SEA's socio-economic reality, and acknowledging that NSs and nation states in SEA are at various stages of development. The summative nature of the evaluation entailed that the evaluation team examined, as the project moved into its final months of operation, a series of agreed evaluation questions related to its performance and lessons learned. The following evaluation criteria were used to structure this summative evaluation:

OECD/DAC Criteria

- Effectiveness
- Efficiency
- Relevance
- Sustainability

GAC Cross-cutting Themes

- Gender equality
- Environmental sustainability
- Governance

The 17 evaluation questions and 29 sub-questions related to these assessment criteria are presented in Table 2.

Table 2 – Evaluation questions and sub-questions

Key Question	Sub-Questions
OECD/DAC Criteria - Effectiveness	
1. Has the development intervention achieved the expected immediate and intermediate outcomes and made progress towards the ultimate outcome as per the Logic Model?	1.1. To what extent were RRI's 3 expected immediate outcomes achieved?
	1.2. To what extent did RRI make progress in achieving its 2 expected intermediate outcomes?
	1.3. To what extent is it perceived that RRI has or will contribute to the expected ultimate outcome of RRI?
2. Are there unintended results, either positive or negative?	2.1. Can either positive or negative unintended outcomes be associated with RRI and its activities?
3. What were major factors that influenced the achievement or non-achievement of objectives/results?	3.1. What were the major factors that enabled the achievement of immediate, intermediate and unexpected outcomes of RRI?
	3.2. What were the major factors that hindered the achievement of immediate, intermediate and unexpected outcomes of RRI?
OECD/DAC Criteria - Efficiency	
4. How economically are resources/inputs (funds, expertise, time, etc.) converted to outputs?	4.1. For each activity stream in the Logic Model (1110, 1120, 1220), which key outputs were produced?
	4.2. For the key combined outputs produced in each activity stream (1110, 1120, 1220), what was the overall estimate of project cost?
	4.3. When comparing activity stream costs to outputs produced, to what extent were project resources efficiently used?
5. Were outputs achieved on time and on budget?	5.1. To what extent were planned outputs/tasks – as per approved workplans – managed so that they were completed on time and within budget?
6. What mechanisms were in place to ensure project accountability, including budget accountability, and how effective were they?	6.1 How effective were mechanisms that were put in place by the project to ensure regular monitoring and reporting of output, results performance, and financial disbursement?
OECD/DAC Criteria - Relevance	

Key Question	Sub-Questions
7. Are results relevant to primary stakeholders' needs and priorities?	7.1 To what extent were the immediate and intermediate outcomes expected from RRI, aligned and consistent with priority expressed needs of targeted RCRC NSs?
	7.2 To what extent were the immediate and intermediate outcomes expected from RRI, aligned and consistent with priority expressed needs of ASEAN organizational structures dealing with DRR?
8. Are results relevant to vulnerable groups (listed as secondary stakeholders) indirectly targeted by the intervention?	8.1 To what extent were RRI's planned immediate and intermediate outcomes relevant to priority expressed needs of secondary stakeholders, namely vulnerable groups, particularly women, boys and girls
OECD/DAC Criteria - Sustainability	
9. What is the likelihood that results/benefits will continue after GAC involvement ends?	9.1. To what extent do NS stakeholders of the project perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA national policies and programs beyond 2018?
	9.2. To what extent do ASEAN representatives perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA regional policies and programs beyond 2018?
	9.3 To what extent have project results been mainstreamed such that they are sustainable in the future, beyond the life of the project?
10. Are there committed financial and human resources to maintain benefits and results?	10.1 To what extent do NSs and the IFRC have sufficient resources to maintain the outcomes achieved by RRI beyond 2018?
	10.2 To what extent has ASEAN committed sufficient resources to assure that cooperation mechanisms strengthened by RRI continue to be strengthened beyond 2018?
11. What were major factors that influenced the achievement and non-achievement of the sustainability of project interventions?	11.1. What were the major factors that enabled sustained project achievement beyond 2018?
	11.2. What were the major factors that hinder sustained project achievement beyond 2018?
GAC Cross-cutting Theme - Gender Equality	
12. To what extent were gender considerations taken into account in all project activities?	12.1 Did the project have a comprehensive strategy and action plan for assuring that gender considerations were considered during RRI implementation, and if so, to what extent were these implemented and monitored?
	12.2 From the perspective of primary stakeholders, what were the most important gender considerations that were built into project design?
13. Has the intervention contributed to the advancement of women's equal participation with men as decision-makers?	13.1 From the perspective of annual project performance reports produced by IFRC, what were the most important achievements regarding advancement of women's participation in DRR as decision makers?
	13.2 From the perspective of primary stakeholders, what were the most important project achievements from a gender-equality

Key Question	Sub-Questions
	perspective?
14. Has the intervention reduced gender-based inequalities in access to the resources and benefits of development?	14.1 To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls?
GAC Cross-cutting Theme - Environmental Sustainability	
15. Were identified environmental mitigation and enhancement measures implemented?	15.1. How were environmental concerns identified and addressed by the project?
16. If implemented, were they effective in preventing negative environmental impacts and/or improving environmental management?	16.1. Assuming environmental mitigation and enhancement measures needed to be implemented, did they effectively improve environmental management?
GAC Cross-cutting Theme - Governance	
17. To what extent were governance considerations integrated in project activities?	17.1 To what extent were relevant considerations of governance internal to IFRC, NSs, and ASEAN integrated into project activities?

2.3   Methodology

The evaluation design is structured by a matrix (Annex I) that includes the approved evaluation questions and sub-questions, and for each, a summary of the planned data collection, including the data sources, analysis processes and tools that were to be used. The Evaluation Matrix approved in the evaluations work plan was adapted. It supported a systematic, planned, and transparent evaluation approach and assured valid analysis through comparative triangulation of independent streams of evidence. Conclusions were drawn objectively and based on evidence and findings. Based on a mix of data types, the consequent analysis could provide a reasonably complete picture of what RRI had achieved.

In addition to internal review and discussion, the evaluation drew on experiences outside GAC, CRCS, and IFRC relying on literature, as well as the experience and opinions of external experts that were interviewed.[19] This helped the evaluators relate the GAC, CRCS and IFRC experience and requirements to those of broader experiences from implementing DRR approaches.

---

[19] As shown in **Error! Reference source not found.**, 41 "external" KIs were interviewed (categories of ASEAN, NDMO, NS and "others")

The data collection and analysis **methods** that were used by the evaluation are summarized below:

- Document review (started during inception phase, completed during data collection phase);
- Evaluability assessment (completed during inception phase);
- Reference group and validation consultations;
- Key informant interviews (KIIs);
- Selected case studies (Cambodia, Philippines and Indonesia NSs);
- Participation in Endline Study lesson-learned summary workshop (in Bangkok); and,
- Validation exchanges.

2.3.1 Evaluability Assessment

During the inception phase, and as part of developing the approved evaluation work plan, an evaluability assessment was completed. This assessment found that:

- RRI used a logic model to structure the project and guide its implementation, monitoring and reporting;
- The local understanding of how the project could affect change was transcribed into a standard GAC Logic Model template guided by CRCS technical experts;
- Outcomes in the project's logic model were adequately defined; and,
- The project's logic model had been used consistently to structure project planning (PIP and AWPs), monitoring (PMF and annual reviews by PSC), and reporting (Annual Reports).

The evaluators accepted the above as evidence that CRCS and IFRC had a consistent collective mental model of what the project was designed to accomplish, how this would be done, and how performance would be measured, and therefore concluded that the object could indeed be evaluated.

2.3.2 Alignment with CRCS-Commissioned Endline Study

While the evaluability assessment gave a green light for the evaluation to proceed, the evaluators noted that the GAC "pipeline"[20] logic model used by RRI was limited in conferring the full complexity of the project's underlying TOC, and that there were short-comings in how the project used its logic model and PMF for ongoing monitoring, an issue also identified during the project's mid-term review in 2016.[21] To respond to the monitoring concerns noted above, CRCS had already commissioned an Endline Study[22] to produce a cumulative, evidence-based report providing an overall picture of project achievements to date, aligned with the project's PMF. Accordingly, with anticipation of taking full advantage of this Endline Study, the summative evaluation adjusted its work schedule. Interviews and other data gathering by the

---

[20] Purposeful Program Evaluation - Effective use of Theories of Change and Logic Models, Funnell and Rogers, Wiley and Sons, page 32, 2011

[21] The process started with the mid-term retreat in February 2016, followed by the decision of the PSC in April to invest further in M&E. This led to an M&E enhancement process launched in June with recruitment of external consultants, and then data collection initiated by the consultants in September of that year.

[22] Inception Report, IFRC RRI Endline Study, October 2017

evaluators were delayed assuring that findings from the Endline Study were available as an additional important line of evidence for the project's summative evaluation. The draft final report for the Endline Study was completed by CRCS and shared with the summative evaluation team in mid-March.

2.3.3 Data Sources and Sampling

The sources for the data collection process are summarized in the Evaluation Matrix (Annex I) and included the following:

- Documents (RRI, CRCS, IFRC, NS, government, ASEAN, grey literature available via Google);
- Key Informants (CRCS, IFRC, NS, NDMO, ASEAN, other external stakeholders);
- Case studies of NSs; and,
- Endline Study and outputs from summative Lessons Learned workshop.

A summary of the sampling strategy used by the evaluation is presented in Table3.

Table 3 – Sampling strategy plan used by the evaluation

Proposed Sample	Purpose/ Objective	Sampling Criteria	Sampling Frame	Sampling Unit	Sample Size	Sampling Design	Limitations
Sampling for Document Review							
Project reports and related materials, plus reports external but related to the project	To utilize secondary data as an evidence stream	Sample must be relevant to the project and /or subject of DRR in SEA	All project related materials	Individual materials	Number materials available relative to available LoE	Census	Quality of materials and reliability of data
Sampling for Key Informant Interviews							
Sample of stakeholders in Canada and SEA	To capture qualitative primary data related to evaluation questions	Named stakeholders in each group identified in conjunction with GAC, CRCS and IFRC	All individuals and agencies identified	Credible KIs in Ottawa, Jakarta, Bangkok, and Phnom Penh	Total 70 (50:50 f/m): Ottawa 6 Bangkok 14 Manila 14 Phnom Penh 14 Jakarta 22	Non-random purposive sampling for in-person interviews	Confidence intervals not applicable; subject to bias
Sampling of RCRC National Societies							
Sample of NSs	To capture qualitative & quantitative data through detailed case studies	Logistics, GAC recipient, cost, level of development, disaster risk level	11 SEA NSs	RCRC NSs	3	Non-random purposive	Confidence intervals not applicable; subject to bias.

Sources and Sampling for Document Review

Document review relied on a range of relevant and available internal documents plus other external documents. A list of the most important documents reviewed by the evaluation team is included in Annex 4. A census approach was taken for document review in that all relevant documents were included in the sampling frame. The evaluators accessed all units (relevant documents) within this frame that were available from three key sources: a) sent to the evaluation team by GAC, CRCS, IFRC or by other KIs, b) found on the web through Google search, c) available from the electronic IFRC Resilience Library.

Sources and Sampling for Key Informant Interviews

The targeted KIIs were those individuals deemed best placed to be able to reflect knowledgably on project implementation, DRR and the project context. A non-random, purposive, maximum variation sampling technique was used to develop a short-list for KIIs. This assured a wide range of perspectives. The principle behind maximum variation sampling was to gain greater insights into the project by looking at it from all angles.[23] This helped the evaluators identify common themes evident across the full sample.

Deciding who to include in the KI sample was based on a mix of criteria: a) existing relationships with individuals (snowball sampling), b) perceived knowledge level of the KI about the project or context, c) likely availability, d) representativeness of key stakeholder and primary beneficiary group, e) geographic location, f) organizational position of the individual, and g) sex, to assure sufficient gender balance.

Purposive sampling is prone to research bias. In this case, the sample frame and sampling units were provided by GAC, CRCS, and IFRC rather than through independent research. However, bias is transparent and limited because all three of these key stakeholders were free to provide a range of counter-balancing key informants, and the primary goal of the sampling was to gain the perspectives of front-line workers who could speak intelligently about the project and its context. The technique was not expecting nor looking for randomness to support inferential statistical analysis.

The sampling strategy (Table 3) was implemented as planned except that the actual sample size for KIIs was 65 instead of the original target of 70, a sampling success rate of over 92 percent. The shortfall of 5 sample units was due to unavailability of 5 individuals: targeted KIs had moved on to other countries and jobs, were too busy to be interviewed, or preferred not to be interviewed. As summarized in Table 3, there was an adequate mix of interviewee types with NS, IFRC and "others" (others included UN, ECHO and various NGO representatives) being the 3 largest categories. Of the total KIs, 36/65 or 55 percent, were female. The three NSs selected as per the criteria shown in Table 3 were PMI, Cambodia Red Cross, and PRC.

---

[23] See Patton, 1990, 2002; and Kuzel, 1999 for a more complete explanation

Annex 3 provides a complete list of KIs that were interviewed, and the type of interview. Most interviews were one-on-one and face-to-face with a few involving 2 or 3 KIs. Where face-to-face was not possible, the evaluators used voice over internet protocol (VoIP).

Table 3 - Overview of actual Key Informant Interviews

Stakeholder	Canada		Bangkok		Jakarta			Manila		Phnom Penh		Total by sex		Grand total
	F	M	F	M	F	M		F	M	F	M	F	M	
GAC	1	-	1	-	1	2		-	-	-	-	3	2	5
CRCS	4	1	-	-	-	-		-	1	-	-	4	2	6
IFRC	-	-	3	2	2	2		2	1	1	-	8	5	13
ASEAN	-	-	-	-	2	4		-	-	-	-	2	4	6
NDMO	-	-	1	-	-	1		-	-	-	1	1	2	3
NS	-	-	-	-	3	2		4	1	3	3	10	6	16
Other	-	-	3	4	2	1		1	1	2	2	8	8	16
Total F/M	5	1	8	6	10	12		7	4	6	6	36	29	65
Total number of interviews	6		14		22			11		12		65		

Sources and Sampling for Case Studies

Three NSs that have been direct beneficiaries of RRI were selected as a sample of NS beneficiaries for detailed study. IFRC requested and received prior consent from them to collaborate as "critical case samples" for this evaluation and this assured access to related documents and KIs by the evaluation team.

Critical case sampling is a type of purposive sampling technique used in qualitative evaluation approaches where research resources are limited, and where a small number of cases can be decisive in explaining the phenomenon of interest. While such critical cases should not be used to make statistical inferences, they can help to make logical generalisations.[24] Consistent with available evaluation resources, the sample of case studies was limited to 3 sample units, namely, the NSs in Indonesia, Philippines, and Cambodia. The sampling criteria used to create the sample are detailed below:

Sampling Criteria 1 - Logistical practicalities – Indonesia and Thailand were the two main countries selected for KIIs since Jakarta and Bangkok are home to regional IFRC delegations, GAC offices, and key ASEAN DRR structures. Given that the Team Leader would be visiting these 2 countries regardless, one was selected for a NS case study. Indonesia Red Cross has been active in DRR and in the RRI project. It is a lower middle-income country. Based on a convenience sampling strategy, Indonesia was selected as one on the 3 NSs for case study.

---

[24] Patton, M. (1990). Qualitative evaluation and research methods (pp. 169-186). Beverly Hills, CA: Sage.

Sampling Criteria 2 - GAC recipients – Of the 11 SEA NSs, Singapore and Brunei were not recipients of GAC assistance. and Malaysia, a middle-income country, is projected to achieve high income country status in a few years. These countries were therefore removed from the sampling frame given that the project is focused on building DRR capacity in developing, lower income countries.

Sampling Criteria 3 - Cost and local knowledge – The Philippines has been directly involved in the RRI. The Local Consultant that is part of the evaluation team is based in Manila. This makes it convenient for him to contact and interview local KIs without international travel and related costs. His in-depth knowledge of national government infrastructure and local disaster response approach makes the Philippines a logical choice for a second case study.

Sampling Criteria 4 - Least Developed Countries – The 11 NSs that are the primary stakeholders and direct beneficiaries of the RRI, are at different development stages. Given that both Philippines and Indonesia are lower middle-income countries, it was important to also include at least one NS from the least-developed subset (Cambodia, Vietnam, Myanmar, Laos and Timor-Leste). Timor-Leste was removed from the sampling frame because of institutional changes at national level within NDMO structures. Myanmar was removed because of the involvement of that NS in the refugee and IDP crisis risked access issues. Lastly, Laos was removed because of the depth to which it is being studied by the Endline Study. That left Cambodia and Vietnam as the remaining units in the sampling frame. The evaluators selected Cambodia because of the smaller size of the country which provides a contrast to the Philippines and Indonesia which are very large economies with big populations.

2.3.4 Data Collection and Analysis

As shown in the Evaluation Matrix, and as summarized in the previous section of this report, data collection and analysis methods used by the evaluation were primarily qualitative, although univariate, quantitative data was used to complement qualitative descriptions.

Data Collection and Analysis for Document Review

Data was systematically drawn and triangulated from sampled units. This type of data collection took place throughout the evaluation process. Documents that were found to be most directly relevant to the project (e.g. strategy, policy, contribution agreement, PIP, workplans, annual reports) were given the most prominence as data sources. All documents were systematically sorted, and filed for ease of access and cross-reference. Key points from each of the selected documents were color coded to link key points to specific related evaluation questions. As a comprehensive set of documents was assembled and reviewed by the evaluation team, discussions with KIs were used to discuss and elucidate content.

Analysis included the reconstruction of expected project logic, building an understanding of context and implementation of activities to date, and search for evidence of progress made towards expected changes, challenges faced and lessons learned. The documents reviewed become distinct lines of evidence for the evaluation team.

Data Collection and Analysis for KIs

Based on the master template from the approved evaluation work plan, interview protocols were created prior to each KII and these were used to structure interviews that typically lasted for one hour. A majority of those interviewed were not directly familiar with RRI, having experienced project-sponsored activities within a generic IFRC programming context. By carefully studying each KI's background, position, and organizational history, prior to face-to-face meetings, the interview protocols were adjusted so that questions asked remained aligned with the evaluation matrix and relevant to the interviewee's background. Where required, and where interviewees remained engaged and interested, additional probing questions resulted in longer interviews.

The standard interview protocol began with KIs being invited to speak candidly, with the promise that the evaluators would protect the confidentiality of views expressed. Finalizing interview guides helped the evaluators be knowledgeable and prepared for interviews, assured that key points were covered in the allocated time available, and systematically allowed the evaluation team to build a comprehensive performance story.

All interviews where recorded by the evaluators, either electronically using a small hand-held electronic devise, or using written notes. Within 24 hours of the interview, key points from rough written notes and from recorded sessions were transcribed and coded for ease of reference to the evaluation questions. Summary notes from these interviews becomes a distinct line of evidence for the evaluation team. Data analysis involved coding (linking narrative data to related evaluation questions), looking for patterns and frequencies across interviewees, tabulating using simple spread sheets, and in this way building evidence for findings and conclusions. Where consensus was strong, this was noted as part of the overall data analysis. Where various opinions existed, the analysis recorded the main range of views.

Data Collection and Analysis for Case Studies

The Team Leader travelled to Jakarta to facilitate one of the three case studies, while the Regional Specialist, working from his base in Manila and travelling to Phnom Penh, led the other two case studies. Data collection and analysis was simply an extension of the document review and KIIs used across the evaluation, and then examining more closely how these three NSs interacted with RRI. Each case study was summarized in a short report following a standard outline (see work plan, Annex 8).

Data Collection and Analysis for Endline Study

This study, commissioned by CRCS and IFRC, had its own detailed workplan and data collection and analysis methods, most notable, the review and final collection of quantitative and qualitative data related to RRI's PMF, and the collection and collation of additional qualitative data to build 16 revealing change stories. The evaluation team leader, participated in a 3-day lessons-learned workshop which was an integrated data collection and validation activity of the Endline Study facilitated by IFRC on February 21 to 23 in Bangkok.[25] After examining the terms of reference, inception report, draft final report, and

---

[25] Outputs and a report of this event can be found on IFRC's Resilience Library.

the detailed change stories, the evaluators concluded that the methodology and implementation of the Endline Study had led to valid and reliable findings. The Endline Study then became an important additional, distinct line of evidence for the evaluation team to draw from.

2.4   Limitations and their Mitigation

Objective 5 of this evaluation was to assess the adequacy of RRI's project monitoring system and its performance measurement framework, including indicators, risks and assumptions. In fact, the adequacy of RRI's monitoring system was systematically examined and assessed, in parallel with this evaluation, by the Endline Study commissioned by the CRCS. The draft final report for that summative monitoring report was delivered by the study's external consultant in March 2018, and was available to the evaluation team. To avoid duplication, for Objective 5, this evaluation reports summarized findings from that Endline Study rather than repeating data collection and analysis.

The workplan unfolded as expected and followed the approved methodology. There were no significant limitations. The main challenges to the evaluation team were as follows:

- RRI was experienced as a project by a minority of the KIs interviewed. Most had been involved in only one or two discrete IFRC or NS activities without necessarily relating these to a GoC-funded project.
- Contextual DM and DRR progress in ASEAN and its member countries has been rapid. These significant regional and national changes, aligned with ASEAN's economic rise and development, made identification of specific RRI contributions to intermediate outcomes challenging.
- IFRC was actively providing leadership in RRI-type interventions before RRI at CCST, regional (KL), and global levels. Likewise, NSs were active and providing leadership in RRI-type activities well before 2014. This contextual reality made it difficult to identify specific RRI results, especially because RRI was highly leveraged. The notable exception was for G&D, where contributions to intermediate outcomes by RRI are distinct.
- NSs in SEA had a wide range of baseline capacities in 2014. Each NS availed itself of RRI offerings in different ways. Often, NSs were also directly involved in providing leadership and expertise. It was not easy to separate RRI contributions from simultaneous peer-to-peer capacity building and learning across the NSs.
- This evaluation does not include direct data collection at community or household level as a method to verify ultimate outcome, namely, reduced vulnerability to natural disasters. This evaluation did not collect, as primary data from community members, the perceptions of sustained progress towards the project's expected ultimate outcome.

To mitigate these challenges, the evaluators adopted custom interview protocols for each KII to assure sensitivity to local context, and the specific experience of each interview. The large sample (n=65) of KIs, and its disaggregation by stakeholder type and by sex, helped assure collection of a full range of perspectives. An open-ended interview technique, opportunistically allowing longer interviews to facilitate detailed probing, and the detailed case studies across three NSs, assured the full consideration

of context, and supported contribution analysis or "detective work" which helped data collection to RRI activities and contributions.

The extensive use of the internet, and the Google search engine, gave access to a trove of revealing documents on every aspect of RRI's involvement and assured a nuanced understanding of data collected in parallel from interviews. Websites for ASSI, updates from UN bodies such as UNISDR, and RCRC sites, especially on-line Resilience Library (created using RRI funds) were valuable.

The high quality of the Endline Study, the early sharing of its draft report, and the opportunity for the evaluation's team leader to participate as observer in the related Lessons Learned workshop added to the capacity and quality of the evaluation's work.

3.0   FINDINGS

3.1   Effectiveness

Key Question 1 - Has the development intervention achieved the expected immediate and intermediate outcomes and made progress towards the ultimate outcome as per the Logic Model?

To what extent were RRI's 3 expected immediate outcomes achieved, and did RRI make progress in achieving its 2 expected intermediate outcomes?

Finding – The RRI made progress in achieving its expected immediate and intermediate outcomes.

The project's third annual report, and the recent Endline Study provide ample evidence of immediate and intermediate outcome achievement. There were no obvious contradictions between the achievement claims made by CRCS and IFRC in their reports, and those acknowledged by front-line staff and partner representatives during KIIs, nor during small-group discussions facilitated by the evaluators. Achievements were further verified by the evaluator's 3 case studies of NSs in Cambodia, Philippines and Indonesia. During the February 2018 lessons-learned workshop, the evaluation team leader noted that participants made numerous causal links between the specific activities supported by the RRI in which they had been personally involved, and RRI outcomes that they had witnessed first-hand.

Perhaps the strongest cumulative line of evidence of outcome achievement is the extensive Endline Study commissioned by CRCS in October 2017. The purpose of this study was "to illustrate the overall picture of RRI achievements to date in terms of intended outcomes, progress towards outcomes, and main achievements secured through the initiative".[26] To the extent possible, the Endline Study reconstructed baseline data for outcome indicators and then collected end-line data using consistent methodologies to assure validity. To complement this core set of performance data, the Endline Study also gathered its own evidence, primarily but not exclusively qualitative, using stakeholder mapping, structured interviews (face-to-face and online), site visits, a theory of change workshop, preparation of detailed change stories, and a final lesson learned workshop.[27] The Endline Study provides valid and reliable evidence that immediate and intermediate outcomes were achieved as summarized in the report's concluding statements: "the RRI has contributed to its intended outcomes far beyond original expectations and aspirations..."[28]

Section 3 of the main Endline Study report, and related detailed change stories provided in Volume 2, provide detailed evidence of NSs promoting community relevant DRR issues at national level (outcome 1110), achievement integrating gender equality (outcome 1120), and increased regional cooperation between RCRC and ASEAN (outcome 1210). For example, the examination of how gender and diversity

---

[26] Inception Report, IFRC RRI Endline Study, October 28, page 4, 2017

[27] IFRC Regional Resilience Initiative Endline Study Draft Report, Version 1-28.2.18

[28] Ibid, page 68 and 70

was influenced by RRI within PMI is well documented in two detailed change stories from Indonesia and Philippines[29] and was similarly noted by the evaluation team's own case studies of PMI and the PRC. Likewise, the contributions of RRI to IFRC and ASEAN collaboration is detailed in two change stories, [30] and again, was similarly noted by the evaluation team through independent data collection efforts.

To what extent is it perceived that RRI has or will contribute to the expected ultimate outcome of RRI?

Finding – The RRI is likely to contribute to the ultimate outcome stated in its logic model, although attribution to this high-level change comes overwhelmingly from the region's own DRR action plans and efforts.

The ultimate expected outcome of RRI is that it contributes to "reduced vulnerability to natural disasters for vulnerable communities in SEA, with emphasis on women, boys and girls". It is challenging to link the higher-level policy work featured in RRI with community-level change, the project's expected ultimate outcome.[31] Yet given the strong evidence that RRI achieved much at the level of immediate outcome, and contributed to its intermediate outcomes, causal links to the expected ultimate outcome at community level is likely.

The Endline Study, through 16 change stories, revealed credible causal links between the RRI's outputs, its immediate and intermediate outcomes, and likely contribution to ultimate impact at community level. For example, in a detailed case study of school safety activities, the Endline Study concludes that although RRI did not fund NS Comprehensive School Safety Framework (CSSF) efforts, this "does not matter, what does is the fact that the RRI contributed to the ongoing enabling framework that allowed National Societies to make, and to continue to make, contributions to the CSSF".[32] In other words, school safety is expected to be improved in the long term (consistent with ultimate outcome) because effective national policies with action plans and dedicated resources are being put in place, and RRI-funded outputs contributed to this.

Improved VCAs and related action plans contributing to community-level resilience

The evaluators observed similar evidence of causal links to ultimate outcomes. A striking example, depicted in Figure 1, is the community-level benefit of including gender and diversity considerations within community-based vulnerability and capacity assessments (VCAs). Facilitating and following up on community-level VCAs is a mainstay of RCRC work in SEA and is widely recognized as foundationally important to successful DRR and CCA programming. It is complementary to national and sub-national risk, hazard, vulnerability and capacity mapping exercises that identify communities most at risk. A VCA

---

[29] IFRC Regional Resilience Initiative Endline Study Draft Report, Version 1-28.2.18, Volume 2, Change Stories, pages 25-28

[30] Ibid, pages 32-38

[31] Ibid, page 65, paragraph 3

[32] Endline Study, page 65

is undertaken within at-risk communities to diagnose vulnerabilities and determine what action can be taken. VCAs contribute to the creation of community-based resilience projects at grass-roots level. To complete the circle, local-level VCAs are used to inform sub-national and national preparedness and resilience programs.[33]

Figure 1 – Improving community resilience through improved VCAs
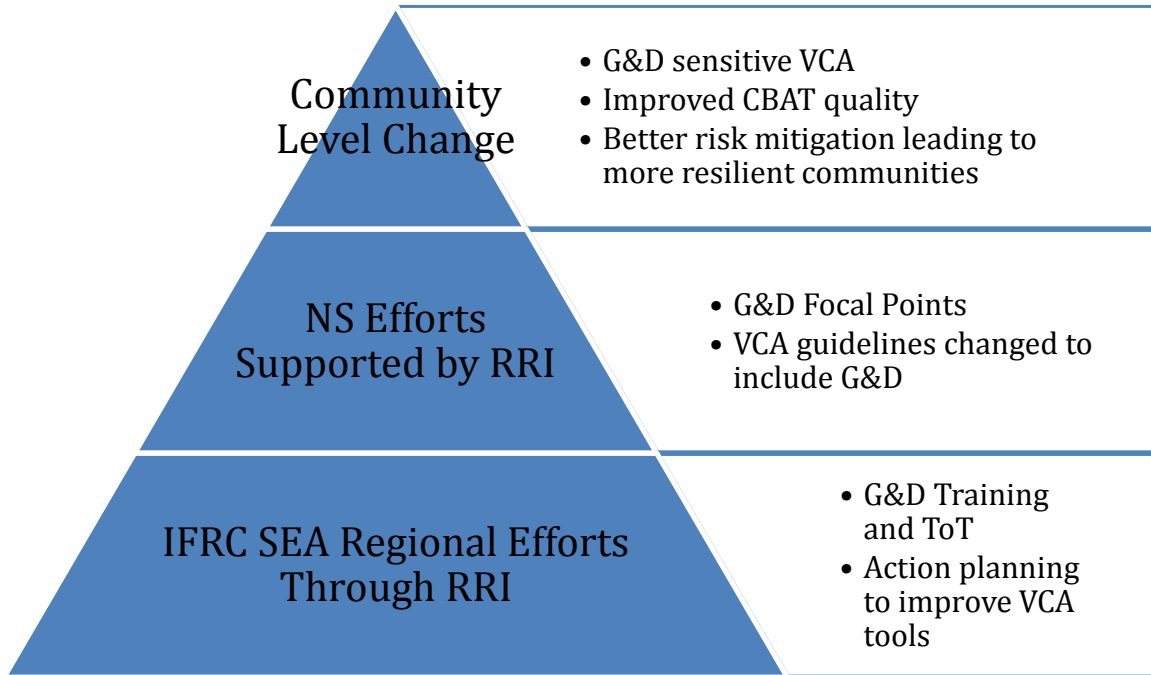
Through KIIs and case studies, the evaluators traced how a cascading series of gender and diversity trainings, using a training-of-trainers (ToT) model, was supported by RRI.[34] As depicted in Figure 1, this led to G&D focal points, new policies, and new tools used by NSs. This in turn led to the standard and long-used guidelines for conducting VCAs being reviewed through a G&D lens. The old VCA checklist was rewritten and is now being applied by NSs.[35]

During the Lesson Learned workshop, revision of the VCA guidelines for G&D considerations was rated by participants as one of the most significant changes attributed to the RRI. And during KIIs with PMI, the use of more G&D sensitive VCA tools within at-risk communities in Indonesia was confirmed, as was the importance of this change in improving the quality of action plans produced by community-based disaster management team or committees. For example, the evaluators learned in detail how

---

[33] What is VCA? An introduction to VCA, IFRC, 2006 (see also IFRC Resilience Library, Southeast Asia Resources, http://www.rcrc-resilience-southeastasia.org/disaster-risk-reduction/community-based-disaster-risk-reduction)

[34] See for example: Applying a gender and diversity analysis to VCA, Introduction to Resilience Training, Tai Red Cross, November 9-12, 2015

[35] Evaluation case studies

mangroves are being rehabilitated through community-led efforts as risk-mitigation in the face of flooding.[36]

Overall, data collected by the evaluation team supports the summary conclusion of the Endline Study:

> "The RRI's support provided to National Societies over the past four years has helped build their status as trusted partners to governments, authorities, international partners, and vulnerable communities. The status and role of National Societies as auxiliaries to government in the field of humanitarian crises and development has been reinforced, which in turn has significantly contributed to strengthening disaster risk reduction resiliency in Southeast Asia and contributed to the overall ASEAN goal of reducing the impact of natural disasters on vulnerable communities."[37]

Overstating project's contribution to ultimate outcome

While RRI's contribution to intermediate outcomes is clear, the evaluation notes that the extent of RRI's contribution to reducing the impact of natural disasters on vulnerable communities in SEA – the project's ultimate outcome – is easy to overstate given the myriad of other state and non-state actors working towards the same high-level goal. For example, the broader Asia regional plan for DRR indicates that strategic and operational forces far wider and longer term then RRI are at play. Asia's regional plan, endorsed by the Asian Ministerial Conference on Disaster Risk Reduction (AMCDRR), includes a 15-year plan plus a more detailed rolling 2-year action plan, both aligned with the Sendai Framework, to prevent and reduce disaster risk and support resilient, sustainable development.[38] While RRI has supported IFRC's contribution to regional planning,[39] the AMCDRR is a continuation of ongoing national and regional efforts which had seen results by 2014, *before* RRI was implemented:

> "In particular, the region moved forward on: dedicated legislation, policies and establishment of institutions to reduce disaster risk; establishment of early warning systems, improvements in information generation and dissemination; awareness raising and school education on DRR; and strengthened disaster preparedness and disaster response capacity at all levels."[40]

The Asia-wide plan makes its commitment to women's "full and effective participation and equal opportunities for leadership at all levels of decision making in DRR" clear, as well as its commitment to

---

[36] Detailed presentation during Lessons Learned workshop plus KIIs with PMI staff

[37] Endline Study, page 70

[38] Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030

[39] RCRC is a stakeholder group of AMCDRR, and involved in the regional plan as drafting committee member. IFRC has been influencing the regional plan by promoting a community resilience agenda (2014 conference) and G&D and youth engagement and school safety (2016 conference).

[40] Ibid, page 2

community-based disaster risk management.[41] Aligned with Asia's region plan, but more specific to ASEAN members, the legally binding ASEAN Agreement on Disaster Management and Emergency Response (AADMER) has been effectively facilitating regional cooperation between and among ASEAN member states since 2009.[42]

Each member state of ASEAN has also made its own commitments to DRR, first under the global Hyogo Framework for Action (2005-15) and now under a shared political commitment to implement the Sendai Framework (2015-30). The 3 case studies completed by the evaluation team confirmed that state-specific progress has been made over the past decade, guided and supported by these global and regional platforms.

Key Question 2 - Can either positive or negative unintended outcomes be associated with RRI and its activities?

Finding – The RRI had no reported unintended negative outcomes. On the other hand, the project successfully responded to new opportunities in the areas of gender and diversity, disaster law, and regional coordination with ASEAN, and some of these initiatives lead to outcomes not expected nor envisaged when the project was first approved.

There were no reported negative, unintended outcomes associated with the RRI. When asked, positive "unintended outcomes" identified by GAC, CRCS, IFRC interviewees were as follows:

- **Integration of diversity** into a gender-equality programming approach;
- Initiation, design, and leadership of regional **sexual and gender-based violence research**;
- Unexpected breadth of positive results from **support for disaster law**; and
- New inroads for **IFRC coordination with ASEAN**.

Although not envisaged in the original PIP, none of these outcomes were in fact unintended as the related outputs were all purposefully included and budgeted in annual RRI work planning processes. As such, they were only "unintended" in the sense that they were not a fully conscious part of the original project proposal. More accurately, these additional results of RRI indicate management's ability to respond to new opportunities and to invest in real-time lessons that were being learned.

Integration of diversity

In the original RRI proposal, gender was a crosscutting issue. But there was impetus within GoC, IFRC, and CRCS, to go further and showcase diversity (differences in sex and other intersectional factors i.e. age, disability, sexual orientation, ethnic origin, socio-economic status, language). From GAC, gender as a stronger focus was influenced by a Status of Women Audit in Canada which had found that dealing

---

[41] Ibid, page 10

[42] AADMER Work Programme, 2016-20102, ASEAN, April 2016

with gender as a cross-cutting issue wasn't enough.[43] At the same time, IFRC was advocating stronger gender links to violence and protection[44] which are major areas of concern and programming for the RCRC movement.[45] In Canada, the CRCS's 10-step training for violence prevention was targeting capacity building of NSs that it worked with.[46] In 2013, IFRC released a new global strategy which promoted the integration of diversity issues.[47] This strategy was a new commitment by IFRC to ensure that its actions were non-discriminatory and to promote gender equality *and* respect for diversity simultaneously.

In the approved logic model found in the RRI's PIP, gender equality remained cross-cutting but also became one of the 3 distinct pillars of the project. Once the project was approved and implementation began, the confluence of policy, action and learning noted above, adopted gender *and* diversity language which was fully embraced and promoted by IFRC's gender experts based in IFRC's Bangkok CCST and its Kuala Lumpur regional office.[48]

The addition of diversity into gender equality conceptualization, training and NS capacity building efforts was fortuitous. The surge of funds from RRI allowed an immediate profiling of this holistic G&D approach. When presented as an integrated concept in workshops and training, G&D was well received at regional, national and community levels. By all accounts, progress over the project's 4-year cycle, aligned with intermediate outcome 1120, has been significant.

Sexual and gender-based violence research

While mitigation and prevention of sexual and gender-based violence (SGBV) and child protection is included in the Seven Moves training (see text box), as noted in the project's second annual report, SGBV was not explicitly part of the PIP for RRI. Although gender inequality causes of SGBV were already spelled out in Seven Moves training, a focus explicitly on SGBV soon became an important regional initiative for IFRC's CCST offices in Bangkok and Jakarta, and for RRI.[49]

---

[43] The 2015 Report of the Auditor General of Canada, "Implementing Gender-based Analysis," called for gender-based analysis (GBA) as a more rigorous practice across government. It recommended that Status of Women Canada (SWC), the Privy Council Office (PCO) and the Treasury Board of Canada Secretariat (TBS) work with all federal departments and agencies to identify the barriers to implementing GBA.

[44] GAC's Gender Equality Policy has always included SGBV as a human rights issue, and as a corporate development result: response to gender specific rights violations includes improved services and mechanisms responding to gender specific constraints on rights or rights violations e.g. violence against women/girls, trafficking, sexual violence.

[45] IFRC Strategy on Violence Prevention, Mitigation and Response 2010–2020, IFRC, 2011

[46] Ten Steps to Creating Safe Environments - How organizations and communities can prevent, mitigate and respond to interpersonal violence, CRC, 2011

[47] IFRC Strategic Framework on Gender and Diversity Issues, 2013-2020, IFRC, 2013

[48] KIIs CRC and IFRC

[49] Second annual project report, April 1, 2015 to March 31, 2016, submitted to GAC by CRC, June 30, 2016, page 18

A high-profile global conference on humanitarian action organized by IFRC in late 2015 had highlighted SGBV and adopted a joint action on its prevention and response.[50] This conference proved to be an unexpected catalyst for IFRC engagement with the ASEAN Secretariat on the issue. IFRC was asked to contribute to the AADMER work plan by planning and implementing a research project on SGBV supported by select NSs. This led in 2016 to an agreement with ASEAN's Committee for Disaster Management (ACDM) and three NSs to conduct joint research on SGBV in disaster and conflict settings across Indonesia, Philippines, and Laos.[51]

> In 2015, the Seven Moves training was rolled out across the 11 NSs in SEA to operationalise the Minimum Standard Commitments on G&D. These commitments emphasis mitigation and prevention of SGBV, plus child protection, and informed RRI's emphasis on gender (discrimination and gender inequalities) as the root cause of SGBV before, during and after disasters. The flexibility of the RRI to adopt and quickly roll out the MSCs training should be highlighted. The SGBV component of the Minimum Standard Commitments on G&D was then enhanced with the IFRC's SGBV training piloted in three NSs (not all RRI) in the SEA in 2017 plus SGBV research.
>
> *E-mail exchange with CRC*

This was a significant achievement (aligned with outcome 1110) given the sensitivity of the topic, the trust in IFRC's knowledge and capacity that it implied, and the agreement of three NSs to actively participate. The SGBV research is led by IFRC's regional office, and RRI is one of 4 main donors.[52] Considering the expected expansion of the SGBV research to Cambodia and Viet Nam in 2018 and beyond, RRI is likely the main donor for this initiative.[53]

Support for disaster law success

Technical support to NSs to further develop DL advocacy plans and process (output 1113) was included in RRI's approved PIP. What was unexpected, was both the breath of RRI support, and the extent of the success in promoting DL nationally and regionally. RRI funding helped IFRC to build on its previous work in SEA, ensure continuity, and start new initiatives such as the mapping of the institutionalisation of AADMER in national laws and policies. The humanitarian diplomacy efforts to encourage endorsement of AADMER by ACDM was part of RRI-supported action plans.

The project's annual reports, and the Endline Study, provide a detailed, cumulative summary of RRI's support to various DL initiatives integrated with other DRR, humanitarian diplomacy and communications, and G&D efforts. The internal CRCS and IFRC perception of outcome for this DL work is

---

[50] 32nd International Conference of the IFRC, Geneva, Switzerland, 8-10 December 2015. See: *Sexual and gender-based violence: Joint action on prevention and response resolution*. At the conference the whole RCRC Movement, including the NS who adopted the resolution, together with states party to the Global Conference, put their collective weight behind this SGBV initiative.

[51] In 2016, IFRC circulated and revised concept notes for this research, with input from the ACDM. The research project was fully endorsed during the April 2017 meeting of ACDM.

[52] Australian, Finnish and British Red Cross societies each provided funding. RRI is funding all data collection costs in Lao PDR and Indonesia.

[53] E-mail exchange with IFRC CCST Bangkok

effusive, for example, in the words of a senior CRCS officer who was directly involved, achievement "was unparalleled in any other region". And in a final summary of project results, the Endline Study concluded: "[t]he RRI has contributed enormously to the establishment and strengthening on new DL legislative instruments".[54] From interviewees outside of IFRC and CRCS (UNDP, ECHO, NDMO, ASEAN, etc.), the evaluation team heard similar details of how the project provided support to fill DL gaps, and in this way, supported forward momentum on DL in the region.

The logic model for RRI does not include a specific expected DL outcome. Nor does the PMF include any meaningful commitment to monitoring DL progress. Instead, RRI's focus of attention and commitment of resources to DL activities was mostly pro-active and opportunistic. In partnership with UNDP, the IFRC already had a well-established DL programme before RRI was approved.[55] To promote

> **Example of Proactive DL Supported by RRI**
>
> The IFRC CCST Bangkok maintained an active dialogue with SEA governments and partners, and pro-actively leveraged these relationships. For example, during the August 2016 floods in Myanmar, the government of Myanmar asked IFRC to contribute an IDRL expert to support the management of incoming humanitarian goods. IFRC was "able to respond to the opportunity on the same day thanks to RRI, but this opportunity only came because of the ongoing dialogue and the ground work from the Myanmar NS in the months and years before".
>
> *From KI with IFRC CCST Bangkok*

effective legal frameworks for DRR, and legal preparedness for disasters, IFRC's global program works in three areas: collaboration with NSs and other partners to offer DL technical assistance to governments; building the capacity of NSs and other stakeholders on DL; and dissemination, advocacy and research. This was all well aligned with RRI's logic model.

With RRI approved, opportunities for the IFRC CCST Bangkok team to be proactive and responsive increased. New RRI funds provided the possibility of new effort. UNDP and IFRC collaboration on DL in SEA "surged" once RRI was approved.[56] SEA NSs were interested, and perhaps most importantly, ASEAN was providing strong regional signals of political support for further progress. Regarding progress on DL:

> "We can't attribute everything to RRI of course, but it was right on the spot to help departments prepare plans using the training and checklists that they had just received.

---

[54] Endline Study, page 69

[55] Prompted by the question, what should good legislation say about DRR, the IFRC, through a global partnership with UNDP, conducted research. This led to an influential checklist of law and DRR, and then a detailed handbook: The checklist on law and DRR, Pilot Version, March 2015; The Handbook on Law and DRR, 2015. Both co-produced by IFRC and UNDP.

[56] Notes from interview with a UN agency

These are political processes so there are many contributions from many sides. But DL work done by UNDP and IFRC [supported by RRI] was part of it."[57]

Through the RRI, the IFRC provided technical assistance and capacity building to both NSs and their governments aligned with best practices in related disaster laws and regulations across ASEAN. The RRI has strengthened NSs' knowledge of disaster law themes, thereby helping them contribute to national policy and enhancing their role as government auxiliaries.

IFRC coordination with ASEAN

Increased DRR cooperation between RCRC, ASEAN, and the ACDM was an expected result of RRI (outcome 1210). What was unexpected, was the extent of the success. The importance of formal and practical cooperation between IFRC and ASEAN is premised on the unique mandate and role of IFRC in the region and globally. In SEA, IFRC provides a coordination mechanism and acts as regional and global knowledge broker for 11 NSs that are critically important for DRR and community-based resilience efforts. Although each NS has its own history and unique structure, all have a formal DM auxiliary role with their national government, and a large corps of well-trained, active, community-based volunteers on stand-by. In most SEA countries, there is a further DM-related connection in that the NS is a member (often the only non-government member) of the state's DM committees at all levels: national, provincial, and district.

To take one illustrative example, Thai Red Cross Society (TRC) was founded in 1893, and has an organizational history and operational experience spanning 120 years. It is active in all 76 of Thailand's provinces, and in 2014, had an operating budget of over $200 million.[58] Guided by 7 globally applied and internationally recognized "fundamental principles" of the Red Cross, the work of the TRC both informs and is informed by global IFRC DRR best practise. The TRC works closely with Thailand's Department of Disaster Prevention and Mitigation (DDPM), and through DDPM, with other departments, such as the Department of Education for the ASSI. [59]

The TRC is patronized by the country's Queen, and the wife of the Governor in each province is automatically head of the provincial TRC chapter. If a provincial Governor is a woman, she doubles up as head of the provincial TRC. This means that the government's senior representative in each province, automatically works directly with the TRC provincial chapter. The TRC was described organizationally by one interviewee as "middleman" between DDPM, the government, and IFRC, and "the Ministry of Interior can implement a lot of Red Cross DRR projects because of this unique relationship".

The IFRC uses its connections to NSs and their NDMOs (like DDPM in Thailand) to advocate a regional DRR agenda. By working formally with ASEAN, IFRC gives this regional organization unique, organic

---

[57] Ibid

[58] From TRC English-language website

[59] From KKI with government representative in a SEA member state

access to NSs and the countless communities where RCRC volunteers are active. The TRC, together with its MoH and Army representatives, have been part of the Thai delegation at key ASEAN DRR-related events. Presently, IFRC and the TRC are working side-by-side with Thailand's Department of Foreign Affairs to ready the country's signature of an MOU between the ASEAN Secretariat and IFRC: "there is a solid base for cooperation"[60] and this MoU is expected to be signed at the next ASEAN summit in April.

Movement towards signature of an MOU[61] between ASEAN and the IFRC, is considered by IFRC and CRCS to have been a "very significant" unexpected result of RRI. As seen by IFRC, success on this diplomatic front "has been very impressive… I have never seen such quick results".[62] This despite the political complexity involved in getting all 10 members of ASEAN in agreement on the MOU text. The detailed humanitarian diplomacy involved, was supported at various critical points by RRI support for related meetings and workshops. For example, RRI provided budget support for an annual IFRC-facilitated NS Leadership Meeting which helped build consensus across NSs so that they presented a united, nuanced and strategic voice.

Closer working relationships with ASEAN became a high priority especially after the first RRI PSC meeting in 2015, when GAC requested CRCS and IFRC to look for ways in which ASEAN's role in DRR could be further highlighted.[63] By signing an MOU with IFRC, ASEAN will formally recognize the importance of NSs, and that NSs have an important role to play in influencing national policy and capacity. The burst in RRI activities focused on ASEAN is obvious from perusal of 2016 and 2017 workplans and disbursements. In fact, IFRC, its regional office in Kuala Lumpur, and SEA NSs had been working with this goal in mind for at least a decade. It was the RRI investments that "helped to focus and scale up this effort and relationship".[64]

Key Question 3 - What were major factors that influenced the achievement or non-achievement of results?

Major factors that enabled the achievement of immediate, intermediate and unexpected outcomes of RRI?

Finding – Major factors that enabled the achievement of RRI results included the flexibility of the project and its regional reach, the unique IFRC brand as perceived by direct stakeholders in ASEAN countries, the conducive implementation environment, the interest and commitment of NSs, and the leveraging of funds.

---

[60] Ibid

[61] Draft 8, Memorandum of Understanding between the Association of Southeast Asian Nations and the International Federation of Red Cross and Red Crescent Societies, presently unsigned and undated.

[62] Notes from KII with IFRC CCST Bangkok

[63] KIIs with GAC and CRC

[64] KIIs with IFRC CCST Bangkok

When asked to identify the major factors that enabled the achievement of RRI results, interviewees confirmed the following as most important:

- Flexibility of the project;
- Project's regional reach;
- Unique IFRC organization and brand;
- Conducive implementation environment;
- Interest, capacity and commitment of NSs; and
- Leveraging of funds.

Flexibility of the project

By far the most common response when KIs were asked to explain project success was that its flexibility was a key advantage. Each annual work planning cycle started with the RRI Project Manager asking NSs for a list of priorities where RRI could build on existing initiatives to add value. Asking NSs to choose how to interact with IFRC and the RRI, "assured NSs were not burdened by activities that were not their own priorities… [and] when it comes from them, ownership and motivation is stronger, and collaboration easier."[65]

The RRI fit well into IFRC-Bangkok's CCST portfolio and gave the CCST a strong base to work from: "It's fantastic to have this as part of our core program."[66] The RRI helped the Bangkok CCST be responsive to NSs that needed more support while building capacities of NSs that were strongest. According to IFRC and CRCS managers, the multi-year implementation flexibility of RRI was rare, and "hard to find these days". What was also perceived as critical was RRI's ability to update its work plan annually, allowing NSs to prioritize what they could achieve in a specific year, and then delay some planned activities to the following year if momentum slowed because of unexpected changes in their implementing context.

The opportunity to adjust the RRI workplan and budget annually, and the flexibility and responsiveness of the PSC, allowed project managers to be opportunistic and to pursue initiatives that seemed most promising, and most aligned with IFRC best practise and regional strategies from start to finish: integration of G&D in VCAs, AADMER mapping at national level, etc. Project managers "never saw RRI as a project and instead thought of it as a platform". They explained that RRI was "not doing anything new or time bound", and instead, was "injecting resources and a more systematic approach into what was already being leveraged at multiple levels".[67]

---

[65] KII with IFRC program officer

[66] KII with IFRC CCST senior manager

[67] KIIs with IFRC project managers

Project's regional reach

The regional and micro-meso-macro features of RRI were unique. The project's work was grounded in micro-level community-based resilience work which is at the core of NS efforts (see Figure 1). The project worked at meso-level with NSs and their NDMOs on policy (G&D, DL, ASSI, etc.). And there was always a macro-level or regional reach through IFRC and ASEAN. This regional role and profile of the RCRC movement was, for example, of critical importance to increase the visibility of G&D.[68] The NS-NDMO-IFRC-ASEAN nexus, which was used adroitly by RRI, helped NSs to represent their societies within their countries, but also within the larger SEA region.

> **RRI's Global Reach?** To some extent, a global reach for RRI can be identified. For example, RRI influenced tools that are now globally used (SGBV training package, VCA review, youth in school safety), and its leadership and best practise in knowledge management is exemplified by the SEA resilience library.

As explained by one IFRC officer, the RRI approach "integrated regional architecture while accommodating local priorities". IFRC and CRCS explained that bringing people within the region together was a key change mechanism used by RRI. Through peer-to-peer exchange, NSs learned from and encouraged each other during RRI-supported events.

RRI was made more effective through the power of positive deviancy.[69] Positive peer pressure or positive deviance learning is where problems requiring social or behavioural change are identified through collective intelligence, in this case, through peer-to-peer learning of SEA NSs: "when NSs are in same room, they want to show that they are leaders and have something to offer".[70] Peer-to-peer exchange is a well-researched mechanism that can promote learning and in this way, increase effectiveness of programs that seek to change behaviours.

The cost of maintaining the IFRC network is expensive and NSs do not always have funds to participate in regional-level initiatives.[71] The RRI helped IFRC act as regional catalyst and coordinator, a role that was difficult for any single NS to take on alone. And RRI helped make ASEAN more conscious and appreciative of this IFRC role.

---

[68] KII with IFRC and CRC technical specialists

[69] Positive deviants are peers who practise successful solutions to complex issues and in this way, suggest a best way forward for others. For further reference see: Sterin and Choo, The Power of Positive Deviancy, Harvard Business Review, January-February 2000.

[70] KII with IFRC CCST Bangkok

[71] KIIs with CRC

Unique IFRC organization and brand

The RCRC movement is active in 190 countries and, facilitated by the IFRC, has an established network in the region with solid foundations in each SEA country. IFRC's organizational strength is built using a hub-and-spoke model that emanates from the centre (the Fundamental Principles of the RCRC and IFRC's facilitation role) but is dependent on work in each country led by independent, autonomous NSs. Each NS brings experience and resources to the table. And each NS is in turn informed and influenced by the global RCRC movement. The global recognition of the IFRC brand, and respect for its mandate and capacity, elevated the initiatives supported by RRI and helped assure success in SEA region. This is not to suggest that IFRC only does good work and never errs, or that IFRC always has a good reputation in all contexts and regions (assessments that would be well beyond the mandate of this evaluation). However, in the context of IFRC CCST Bangkok, the strong impression left with the evaluation team, after 65 interviews across 4 countries, was that the IFRC organization and brand is respected, and this respect and recognition paved the way for RRI successes.

Conducive implementation environment

The evaluation team was consistently reminded that the RRI was implemented in a regional and national political environment that had strong commitment, strategy and active planning to improve the resilience of communities under the Sendai Framework. The expected impact of RRI (ultimate outcome 1000), is fully aligned with the DM and DRR aspirations of ASEAN. The RRI was a very small contribution to a huge, ongoing, sustained change initiative actively supported by SEA governments and other stakeholders, and globally by the UN system under the request of the UN General Assembly.[72] Attribution to the RRI's stated ultimate outcome, logically comes primarily from this larger effort.

Interest, capacity and commitment of NSs

SEA NSs are DRR leaders globally with PRC and PMI especially recognized given their ongoing DM efforts and experience.[73] The evaluation case studies confirmed the interest, capacity and commitment of NSs. All the SEA NSs were involved in improving their DRR capacities before RRI was approved and will continue their efforts beyond 2018.

To take one NS as an illustrative example, the evaluation's case study of Cambodia found that Cambodia Red Cross (CRC) was already integrating its own version of G&D into its program as early as 2003, which was then "reactivated" with RRI support. RRI assistance provided Seven Moves (the Minimum Standard Commitments to G&D training) to CRC volunteers and staff and to the designated G&D focal persons at CRC head office and at the 25 provincial-level branch offices. The replication of G&D focal points at provincial level was a CRC innovation and indicated its determination to fundamentally change operating practises and behaviours. In Cambodia, the First Lady is the formal head of CRC, and CRC is

---

[72] https://www.unisdr.org/we/coordinate/sendai-framework

[73] KII with IFRC officer

part of a well-established national coordination network that includes the state-chaired National Committee on Disaster Management, with International NGOs as part of the Joint Action Group and Humanitarian Response Forum. CRC and IFRC have been collaborating for about 30 years in SEA.

Leveraging of funds

This enabling factor is discussed below under the efficiency criteria (see Section 3.2).

What were the major factors that hindered the achievement of results?

Finding – Factors that may have hindered achievement included the project's relatively short timeline given the complexity of the RCRC mandate and the IFRC management structure.

When asked to identify the major factors that hindered the achievement of RRI results, interviewees confirmed the following as most important:

- Relatively short timeline;
- Complexity of the RCRC mandate; and
- Management structure of the IFRC.

Relatively short timeline

The RRI was approved as a 3-year project despite being originally designed and negotiated with a 4-year timeframe. CRCS began the process of requesting an extension almost immediately after the project was approved:

> "I wish donors would understand that creating this kind of change in organizational culture is a long process… You have to realize that relationships take time. Sustaining process and relationships cost money over longer time periods."[74]

Different CRCS, GAC and IFRC interviewees acknowledged that RRI should have been a 5-year project, and indeed, as this report is being written, GAC and CRCS are negotiating a further no-cost extension of the project.

Breadth and Complexity of the IFRC mandate

RRI supports core elements of the global RCRC movement's work. As detailed in its global strategy, the IFRC mandate is broad and much wider than DRR.[75] To take several illustrative examples shared with the evaluators, during the World Economic Forum in January 2016, the heads of UNICEF, WFP and IFRC,

---

[74] KIIs with CRC

[75] Saving Lives, Changing Minds – IFRC Global Strategy 2020

along with the Rockefeller Foundation, and Zurich Insurance, called for a "paradigm shift" in the world's approach to humanitarian assistance and launched the One Billion Coalition for Resilience" with a target of 1 billion people.[76] Focusing on youth, IFRC leads the Youth as Agents of Behavioral Change (YABC). This flagship initiative promotes a culture of non-violence and peace.[77] Created in 2008, it seeks to empower individuals to take up ethical leadership roles and trigger a process of self-transformation. Youth in SEA are at high risk to prejudice and sectarian violence, drugs, and social media and need help with core values so that ASEAN remains a peaceful, cohesive block.

The focus of IFRC relates to disasters, emergencies, health and protection. As such, RRI's work plans aligned with and supported the core of the IFRC mandate rather than diverging from or merely adding to the work load. And IFRC's mandate, and global reach and relevance offered advantages to partnering with this organization. On the other hand, at times the breadth and complexity of RCRC movement and the IFRC mandate made it difficult for local project managers and staff, and NSs, to focus on RRI: "so much work is always going on".[78] This was a hindering factor mentioned by CRCS and IFRC staff. At any one time there were many initiatives and demands for attention which meant that full concentration on RRI could be compromised. Several NS KIIs had a similar issue. Each NS is busy with its own priority activities and has its own annual planning cycle and budget approval process. Although RRI was responsive, its project logic and planning and reporting cycle was not always aligned with NSs. Instead, application and reporting to RRI was an additional burden borne by the NSs. RRI could at times get lost in the busy NS agenda's, and this was especially the case for larger NSs.

Management structure of the IFRC

This factor is discussed below under the efficiency criteria (see Section 3.2).

3.2   Efficiency

Key Question 4 - How economically are resources/inputs (funds, expertise, time, etc.) converted to outputs

Finding – The RRI was operationally efficient in converting project resources to valued outputs. Extensive leveraging and co-funding was the norm.

For each activity stream in the Logic Model (1110, 1120, 1210), which key outputs were produced?

The expected outputs of RRI by activity stream (1110, 1120, 1210) are detailed in the project's logic model: in total 8 distinct outputs. These outputs can be sorted by type as shown in Table 4. Annexed to

---

[76] http://media.ifrc.org/1bc/alt-about-the-coalition/

[77] www.ifrc.org/en/what-we-do/principles-and-values/youth-as-agents-of-behavioural-change-yabc/

[78] KII with CRC

annual project reports are comprehensive tables that detail actual outputs for each year of the project.[79] As per the PMF, annual and cumulative totals are recorded using quantitative indicators: people trained, plans developed, tools developed, etc. For example, under Outcome 1110, RRI's annual report showed that 318 individuals cumulatively (data not disaggregated) had been trained by March 2017 in advocacy for DRR promotion (Output 1111). The Endline Study, dated a year later, used a different monitoring approach and reports that a total of 815 individuals (57 percent female) had been trained cumulatively under Outcome 1110 in three categories: G&D, ACE program, and climate change.[80]

Table 4 – Summary of output types by activity stream

Activity stream	Output	Technical support given	People trained	Work plan developed implemented
1100	1111		✓	
	1112			✓
	1113	✓		
1120	1121	✓	✓	
	1122	✓	✓	
	1123	✓	✓	
1200	1211	✓	✓	
	1212		✓	✓

As detailed in the project's annual reports, described by KIs, and explained in the Endline Study, outputs are more nuanced then suggested by the quantitative indicators included with RRI's logic model. All three types of outputs listed in Table 4 overlap. For example, technical support can include training, and during training, actionable work plans are often a key product. Simply rolling numbers up by adding up different types of initiatives and their outputs does not reveal much about project efficiency (or effectiveness). The point is that counting numbers with out detailed qualification about the extent of leaning, application, and outcome has limited value. Through KIIs,[81] the Endline Study, and participation in the lessons learned workshop, the evaluation team did confirm that a myriad of well-received outputs was achieved within each of the project's 3 activity streams.

The evaluators noted that despite trained personnel being a main output for the project as suggested by Table 4, there was no training expert on staff within CRCS or CCST-Bangkok to support design or monitoring of training events. Instead, sector experts relied on PNS and IFRC training materials

---

[79] See for example, Annual Report, April 1, 2016 to March 31, 2017, Annex 4.4a: Reporting on outputs.

[80] Draft Endline Study, pages 39-43

[81] In fact, the evaluation noted that project work planning and implementation was organized by 4 thematic areas: HD and Ben Coms, G&D, DL, and regional cooperation, with Activity Stream 1110 subdivided into 1) HD and BenComs, and 2) DL.

developed regional or globally and then adapted these for RRI-supported events.[82] In an undetermined number of cases, subject-matter experts were on hand during training to assure quality control. The approach to providing training expertise included the following considerations:[83]

- Priority was given to local resources (NS, partner, government) for in-country training with additional expertise as per requested from the NS;
- Peer-to-peer support was promoted (for example, Philippine RC sending a trainer on climate change to Myanmar, and Thai RC sending an expert on communications to Lao PDR); and
- For regional trainings, experts best placed within the IFRC network, including within in-country PNSs, were identified with local staff members speaking national languages considered and added value.

First-level reaction monitoring of trainings was mostly done through feedback forms. In some cases, pre- and post-test comparison were used to assess second level learning. Presently, IFRC CCST Bangkok is piloting a survey to selected trained persons after 12 months, looking at third and fourth level behaviour and impact changes. The evaluators found that CCST has only recently begun to monitor training effectiveness through systematic follow-up beyond reaction and learning level.[84]

For the key combined outputs produced in each activity stream (1110, 1120, 1210), what was the overall estimate of project cost?

Financial reporting by the project, as per its contribution agreement,[85] was not required to be outcome based.

> "We manage success based on logic model outcomes, not efficiency. We don't look at or question project staff salaries. We trust that CRCS is using project funds to work for outcomes. It is the outcomes that we monitor."[86]

Regular project reporting does not present estimates of project costs by activity streams causally linked to immediate outcomes 1110, 1120, 1210. In any event, this would be difficult to do since activities can typically be causally linked to more than one outcome. For example, HD and communications work within activity stream 1110 is crosscutting, helping to achieve outcomes 1120 and 1210. And G&D is cross cutting, and purposely integrated across programming. To address this evaluation question

---

[82] KKIs with CRC and IFRC staff

[83] From e-mail exchange with IFRC CCST Bangkok

[84] The classic *Kirkpatrick model* of training evaluation assesses effectiveness at reaction, learning, behavior and impact levels. The evaluation of training supported by RRI funding was limited to measurement of reaction and, less frequently, of learning.

[85] Contribution Agreement, Strengthening Community Resilience to Natural Disasters in SEA, Purchase Order: 7060125, Appendix D, November 26, 2013

[86] KII with GAC

productively, CCST-Bangkok manually combed through its project accounts to establish an estimate for one of the project's activity streams: the overall cost related to Immediate Outcome 1120.[87] This was done by summarizing all costs *directly* related to G&D work. As explained above, there is a subjective element to this calculation since G&D was purposely crosscutting in the project.[88]

A summary of costs for achieving Immediate Outcome 1120 is presented in Table 5. It estimates that about 21 percent of total project disbursement was directly related to G&D activities. This is evidence that G&D had indeed been an active component within the overall project. It also suggested value-for-money: given the evidence of achievement for this outcome, and even unexpected positive achievement with regards to gender and diversity (including SGBV), the relative proportion of budget – about one-fifth of total – suggests efficient management.

> **Overall costs by Activity Stream?**
>
> **Outcome 1120** - Increased integration of gender equality into national and regional DRR policies and programs

Table 5 - Estimate of overall project costs related to gender and diversity work

Budget Element	Estimated Amount ($CDN)	Description
A) Direct G&D expenditures related to outcome 1120	683,000	Extracted from accounting data and includes all budget line activity expenditures as well as HR expenditures for the Gender and Diversity Officer
B) Share of project management positions supporting outcome 1120	381,000	Extracted from accounting data: - 33% of Project Coordinator - 33% of Project Officer positions - 20% of KIM Officer position - 10% of PMER Officer position
C) Share of activity costs under other project categories that included clear G&D activities	138,000	Estimated portion of total costs based on detailed analysis of overall accounts (A + B)
D) Sum of expenditures on G&D activities	1,202,000	Sum of A + B + C

---

[87] CRC and CCST-Bangkok volunteered to do this additional data collection exercise after a request for assistance from the evaluation team. The request was only for the G&D activity stream.

[88] Definitive *ex post* disentanglement would have required consistent use of a coding system as part of annual budget approval and ongoing accounting, a planning and financial reporting task easily supported by modern project management software.

Budget Element	Estimated Amount ($CDN)	Description
E) Sum of all project expenses	5,716,000	As of January 2018, calculated within relevant IFRC accounts for this exercise
Ration for Gender and Diversity	21%	D/E x 100

When comparing activity stream costs to outputs produced, to what extent were project resources efficiently used?

In general, external cost-benefit analysis research suggests that investment in DRR is cost effective: on average, every [dollar] spent on DRR activities saves between four and seven [dollars] that would be spent to respond to the impact of disasters.[89] To further assess operational efficiency of RRI, the evaluators a) looked for evidence of successful leveraging, b) examined the detailed costs of a small sample of training events, and c) examined organizational efficiency. Also, under Key Question 5, d) timeliness of work planning and spending was examined. Finally, under Key Question 6, the evaluators looked at e) efficiency related to monitoring.[90]

a. Evidence of Leveraging

As mentioned in Section 3.1 of this report, leveraging RRI resources was one of the project's key success factors. "Efficiency comes from leverage of other donors and fundraising and in-kind contribution that comes from RCRC organizational assets and strengths."[91]

The evaluators collected evidence from KIIs of extensive leveraging. The complex regional organizational structure of IFRC could at times lead to project inefficiencies (see below). On the other hand, IFRC offices in Jakarta, Kuala Lumpur, Yangon, Manila, and Dili offices (a mix of regional hub, CCST and Country Offices) provided support to the Bangkok CCST as it designed and implemented RRI activities as part of a "family" RCRC effort. The IFRC CCST in Jakarta provided extensive support to RRI for planning, technical support, and for diplomacy with ASEAN without having received dedicated funding. The same can be said of the National Societies that contributed to RRI-related activities.

---

[89] DRR ECHO Factsheet, October 2017, European Commission, European Civil Protection and Humanitarian Aid Operations

[90] The evaluators were guided in this efficiency analysis by *Government of Canada: Assessing Program Resource Utilization When Evaluating Federal Programs*, Centre of Excellence for Evaluation, TBS, ISBN: 978-1-100-22230-1, 2013

[91] KII with CRC

Staff from other offices often provided technical advice and more detailed support without direct charge to RRI: "all this was free leverage by the IFRC partnership".[92] Additionally, there were cases noted by the evaluators where RRI's financial contribution was leveraged by other PNs (Australian Red Cross, British Red Cross, Finnish Red Cross, American Red Cross, etc.). For example, the DL delegate working for RRI, was 50 percent funded by Australian Red Cross in a shared costing arrangement. There was a Communications Delegate funded by Finnish Red Cross who worked 70 percent for RRI. And RRI funds for specific activities were leveraged by co-funding, for example, with ECHO for a contingency planning workshop targeted to the Mekong River border area. Another example was ACE and ERAT training where IFRC brought its training content into a larger program paid for by Japan and other donors (OCHA, WFP, UNICEF, USAID, etc.). AHA Center's ACE training has 14 modules, one of which was designed and implemented using RRI funds. RRI and PMI jointly supported a 5-day PMI-simulation for this training which included visits to communities where PMI is active.

Evidence suggests that co-funding in this manner was the norm, not the exception for RRI. Additionally, RRI leveraged resources of NSs. For example, Thai Red Cross (TRC) paid its own expenses for a regional workshop because they could do so, while RRI covered travel costs of Laos participants, and in this way, leveraged NS funds to reduce overall workshop costs charged to RRI.

b. Expenditure assessment of training costs

Training was a typical output of RRI. Most training was unique and it was not within the scope of this evaluation to compare with benchmarks from other training service providers. Instead, to help assess the extent to which project resources were used efficiently in training, the evaluators looked in detail at three randomly selected[93] training events as summarized in the box below.[94]

Case 1 – Field school on G&D in VCA

Description – This was a 6-day training attended by 6 NSs plus 3 PNs. I took place in Ayutthaya, Thailand and was co-organized by the IFRC Bangkok CCST and Thai Red Cross (TRC). There were 21 participants (17F/4M) plus about 40 community members were involved in a VCA linked to the training.

Summary of efficiency analysis – The approved year-4 budget for the training was $33,500 of which $25,300 was spent (25% underspent). Inclusive cost per participant was about $1,200 (not including 40 community members involved in VCA) or about $200 per day. Co-funding of VCA work was covered by other sources.

Case 2 – AHA Centre ACE Program

Description – This was a 5-day module, part of a longer capacity building training for professionals from NDMOs of ASEAN. The 2017 edition of the course was held in Semarang, Indonesia with 19 participants

---

[92] KII with IFRC CCST Bangkok

[93] The samples were selected by the evaluation team leader and the RRI project manager as "typical cases" to highlight what is normal or average. Annual Workplan Year 4 was the sampling frame.

[94] The full narratives of these detailed case studies are available from IFRC-CCST

(8F/11M) from 9 SEA countries. In the simulation exercise that was part of this training, at least 200 community members also participated as trainees.

Summary of efficiency analysis – The approved year-4 budget for the training was $26,800 of which $18,670 was spent (30% underspent). Inclusive cost per participant was about $1,410 (not including 200 community members involved in simulation exercise) or about $282 per day. Japan was main funder of the larger training. Co-funding for IFRC module by American Red Cross and PMI.

Case 3 – Violence Prevention Integration into CBHFA

Description – This was a 2-day training on community-based health and first aid (CBHFA) targeted to NS staff at branch level to provide knowledge on causes of violence, impact and prevention. The training took place in Kampot Province, Cambodia with 26 participants (8F/18M). Trainees selected were expected to integrate new knowledge at NS branch level.

Summary of efficiency analysis – The approved year-4 budget for the training was $13,400 of which $10,606 was spent (21% underspent). Inclusive cost per participant was about $408 or about $204 per day. These calculations do not include extra cost for flight and travel allowance of Canadian RC Protection Delegate based in Sri Lanka who acted as co-facilitator.

This very basic operational-efficiency analysis, using 3 typical cases, suggests that training responded to specific requests from NS and ASEAN partners. Training events were pre-planned, costed, and then included in approved annual workplans. RRI funds were leveraged by other co-funders (other IFRC projects, NS resources, and other donors). In the three typical cases studied,[95] actual expenditures were less then approved amounts, and average training costs per participant were in the range of $200 per day.

c. *Examination of efficiency related to organizational structure*

Early in the project cycle, IFRC reorganized its SEA structure by removing one layer of management. As shown in Table 6, prior to 2015, IFRC Bangkok was a regional office to which IFRC Jakarta reported. After 2015, it became a CCST coordinating IFRC's work in four countries (Laos, Vietnam, Cambodia, and Thailand), and IFRC Indonesia became a CCST for two countries (Indonesia and Timor-Leste). In short, IFRC's organizational Structure moved from 4 to 3 layers in year 2 of RRI's implementation.

When RRI started, it was managed by a regional IFRC delegation based in Bangkok and then had to conform to the new geographic coverage of that office. As a regional IFRC office, Bangkok managed the ASEAN file until ASEAN was transferred to IFRC's CCST in Indonesia. For RRI, this meant the ASEAN project component became split between 2 CCSTs. Added to this complexity, 4 other ASEAN countries report to IFRC's Regional hub in Kuala Lumpur as Country Offices.

Table 6 – Change in IFRC SEA organisational structure

Prior to 2015 Organizational Structure	Post-2015 Organizational Structure

---

[95] McDavid J., Hawthorn L., Program Evaluation and Performance Measurement, An Introduction to Practise, SAGE, 2006 (Identifying Appropriate Samples, pages 181 to 184 explains "typical case" sampling)

• Secretariat in Geneva • Regional Division in KL • Regional Office in Bangkok • Country Offices (could be regional or CO but not both)	• Secretariat in Geneva • Regional Division in KL • Regional Offices and COs amalgamated into CCST or Country Office each reporting directly to KL

Pre-2015, the RRI project manager in the Bangkok regional hub could assure alignment of approach, and more easily muster commitment across SEA. The organizational change meant that responsibility for the project was diluted because now different offices were looking at RRI as just one project in their own extensive program portfolios. It became harder for RRI to get focused attention for the project across SEA. For example, Philippines and Myanmar are more operational country offices and therefore less active in picking up RRI opportunities. And the focus of IFRC in KL was minimal since RRI was just another project within a massive regional portfolio. It is to the credit of the CCST in Bangkok, and the persistent, focused efforts of the RRI project manager, who started in March 2014 and managed the project from Bangkok throughout, that the project succeeded as well as it did.[96]

Key Question 5 - Were outputs achieved on time and on budget, in other words, to what extent were planned activity sets – as per approved workplans – managed so that they were completed on time and within budget?

Finding – IFRC and CRCS project managers found it challenging to meet annual expenditure targets set in annual workplan, and there have been unhelpful delays by GAC in approvals for no-cost project extensions.

d. Timeliness of work plan spending

Table 7 is an overall summary of RRI's budget. The percent variance column, with individual budget lines showing an under and over-planned-expenditure range of minus 68 to plus 82 percent supports what was learned from KIs: RRI has been a responsive program, with project activities only broadly scoped at inception, and then detailed through a participatory annual work planning process. There has also been a reclassification of expenditure items following a GAC audit.[97] The project is projected to have $650,000 (roughly 12 percent) remaining in its account at the end of its contractual agreement on March 31, 2018, and CRCS has requested a second no-cost extension to the project to complete activities and enhance the achievement of outcomes.

---

[96] Previous 2 paragraphs informed by KIIs with IFRC in Bangkok and Jakarta, and CRC

[97] KII with CRC

Table 7 – Summary of RRI budget and an spending variances[98]

Budget Item	Project Budget	Actual Spent	Balance	% Variance
HR based in Canada or short-term assignment	54,565	300,850	(246,285)	82%
HR regional based employees	2,076,950	1,581,279	495,671	-31%
External consultants	589,777	469,581	120,196	-26%
Travel costs	1,546,009	921,965	624,044	-68%
Benefits and allowable expenses	-	60,784	(60,784)	N/A
Other training costs	375,174	698,977	(323,803)	46%
Direct project administration costs	853,647	774,616	79,031	-10%
Other direct costs	-	59,143	(59,143)	N/A
Allowance for indirect and overhead costs	110,930	85,620	25,310	-30%
Other costs not elegible for the overhead	386,371	390,607	(4,236)	1%
Total budget minus total actual/projected	**5,993,423**	**5,343,422**	**650,001**	**-12%**

Table 8 is a summary of RRI's budget by year with all figures provided to the evaluators by CRC during the data analysis phase of the evaluation.[99] It suggests underspending in the first 3 years of the project, with the first year having had particularly ambitious work plan expectations that could not be met. The table suggests project's actual expenditures were 56 percent less then planned in the approved budget that year. As summarized by GAC, "CRCS is generally very responsive although their financial management can be overly ambitious. They are consistently underspent". This does not contradict the point made below that GAC, CRCS and IFRC interlocutors, understand that underspending is less an indicator of inefficiency and more a reflection of the project's complexity and responsiveness.

Table 8 – Summary of RRI planned budget and actual expenditures by year

Budget Lines	Year 1 (FY14-15)		Year 2 (FY15-16)		Year 3 (FY16-17)		Year 4 (FY17-18)	
	AWP	Actual	AWP	Actual	AWP	Actual	AWP	Actual
HR based in Canada or short-term assignment	-	-	-	-	-	-	30,498	300,850
HR regional based employees	749,129	437,283	630,331	501,188	596,902	463,737	309,378	179,071
External consultants	49,132	43,052	92,245	74,818	160,157	69,083	241,947	282,628
Travel costs	76,068	44,086	199,214	66,592	624,468	349,242	433,974	462,045
Benefits and allowable expenses								60,784
Other training costs	242,000	168,083	418,988	279,767	142,917	59,087	67,281	192,040
Direct project administration costs	240,260	180,981	441,381	200,549	313,454	287,344	88,899	105,742
Other direct costs	625,933	-					0	59,143
Allowance for indirect and overhead costs	31,484	8,735	22,702	11,596	21,459	13,585	33,444	51,704
Other costs not elegible for the overhead	146,021	67,289	132,887	90,139	139,924	89,333	75,473	143,847
Totals	**2,160,027**	**949,508**	**1,937,748**	**1,224,649**	**1,999,281**	**1,331,411**	**1,280,893**	**1,837,854**
Percent of AWP (under) or over spent		**(56%)**		**(37%)**		**(33%)**		**39%**

Figure 2 suggests that underspending was a reoccurring problem for the first 3 years of the project followed by a surge of activities in year 4: "In 2017, five major initiatives of high quality were implemented".[100] Although the dollar amounts in Table 9 suggest that spending in year 4 was more than the approved workplan budget for that year, overall disbursement at the end of the project was still

---

[98] These are projected actuals to March 31, 2018. Financial reporting for year-end spending are pending.

[99] All budget figures from e-mail exchange and MS Excel spreadsheets received from CRCS March 24, 2018

[100] KII with CCST Bangkok

underspent by $650,000.[101] Part of the explanation is that a proportion of the many activities implemented in year 4 were an accumulation of relationship building and planning from previous years.

Figure 2 – Actual expenditure variance relative to annual work plans[102]
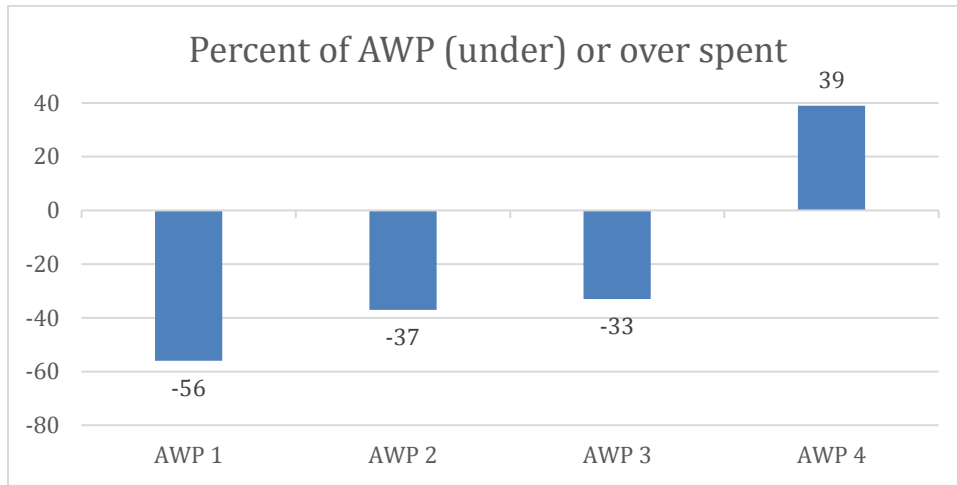
Although underspending "doesn't look good" and poses challenges to GAC because underspent money lapses without special authority, this is not automatically an indication of inefficiency.[103] While financial officers who do not have an insider-view of the project can assume poor management, that the money is not needed, or that the partner doesn't know how to forecast well, the reality is that sophisticated, responsive, regional programming in DRR, with sensitive DL and G&D sectors, and with multiple partners across SEA is complex. Most interlocuters, including KIs at GAC, understood that delays in RRI implementation, and underspending reflected this complexity. This was a project spanning 11 countries. The nature of RCRC's work responding to humanitarian crises can lead to delays. CRCS and IFRC's commitment to being responsive to NSs, and to assure that RRI's work was sustainable and relevant, made predictable annual spending difficult.

The question of whether outputs were achieved on time and on budget led the evaluators to examine the approval process for amending the contribution agreement. The project was originally approved for a 3-year timeline which a majority of CRCS and IFRC interviewees agreed was too short. CRCS began the process of requesting an extension almost immediately after the project was approved but approval was not signed by GAC until April 2016, creating a 2-year period of uncertainty.

---

[101] E-mail exchange with GAC with reference to this figure

[102] Budget figures as per MS Excel spreadsheets received from CRCS March 24, 2018

[103] KIIs with GAC, IFRC, and CRC

Because budget disbursement has been slower then expected, a second no-cost extension has been requested into year 5. GAC was unable to provide to the evaluators a clear indication when this second request for a no-cost contract extension would be approved. There is an established rigorous review and analysis process that GAC must follow for contribution amendments. It involves "many divisions both at the officer and management levels of each division… and how long it takes depends on each case in terms of where the project is at, the level of information available, etc."[104]

A lengthy approval process for no-cost extension is unhelpful. It makes efficient project staffing and planning difficult since the implementer is unable to provide a clear signal to its project staff and implementing partners, especially NSs, how the following year and the full project life-cycle will unfold.[105] National Society partners were unclear how long they could count on RRI for support and gauged their own involvement and commitment to the project accordingly. Decisions regarding specific activities are affected as the implementer struggles to fit long-term initiatives into shorter timelines. For RRI, the project lifecycle of relationship and trust building, planning, implementing and then final wind-down and closure has been disrupted with two arrhythmic, imposed, cut-off dates. Key professional staff, whose salaries are partially or fully covered by budget lines, are distracted from their work and begin to look elsewhere for job security.[106] Uncertainty is not a friend of efficient planning. Annual workplans look different when designed for a 3, versus 4, versus 5-year timeline.

A related concern has been the turnover of GAC staff responsible for managing RRI. The perception of CRCS is that there have been "6 or 7 project managers" over the 4 years of the project and at times the project did not have a dedicated GAC desk officer for an extended period. This is likely to have added to operational inefficiency. Efficiency is best supported by GAC when there is consistent, thorough, ongoing, informed and productive two-way dialogue with the executing agency. This requires dedicated human resources.

Key Question 6 - What mechanisms were in place to ensure project accountability, including budget accountability, and how effective were they?

Finding – Project monitoring tended to be activity rather than outcome focused until mid-point in the project cycle. The PMF was underutilized although this did not seem to negatively affect end results.

e.   **Efficiency related to monitoring**

An overview of IFRC's project administration and management suggested activity planning and monitoring systems were in place and effective. The project manager used a color-coded Excel activity monitoring system to track and manage sub-activities in an annual work breakdown structure (WBS). IFRC has its own internal monthly Project Financial Management Report which uses 6 key financial

---

[104] GAC, through e-mail exchange with the evaluation team leader during the reporting phase of this evaluation

[105] KIIs with CCST IFRC Bangkok and CRC

[106] KIIs with IFRC and CRC

performance indicators to assure oversight. Accounts close 20 days after each month to allow close tracking of financial performance. IFRC has three levels of program planning: global, regional by technical sector (KL), and by CCST office. IFRC Bangkok CCST program reports to KL are quarterly based and structured by indicators selected from a global IFRC indicator menu. Again, these are financial and activity based.

The concern that RRI monitoring was too activity-focused and neglected its PMF was discussed in passing during the 2015 PSC[107] and then identified as a major "challenge" when discussed at the 2016 PSC.[108] The evaluators noted the following management response trail:

- First… Identification of inadequate results monitoring as an issue in April 2016 and subsequent agreement to strengthen M&E of the RRI;
- Then… Commissioning of a M&E capacity-building consultancy for the extended IFRC team involved in implementing RRI, which ran from September 2016 to March 2017;[109]
- And then… Commissioning of a data collection and analysis consultancy to help CCST-Bangkok report on the overall picture of RRI outcome achievements to date.[110]

By the 2017 PSC, reporting "focused on key achievement by immediate and intermediate outcomes, providing evidence of progress as documented by the M&E enhancement process of RRI."[111] As noted throughout this report, the Endline Study effectively reports against PMF indicators and then adds additional qualitative information including a series of most significant change stories. It effectively completed CRCS's contractual obligation (Sections 2.7 and 3.0 of the Contribution Agreement) with respect to the PMF and results reporting.

As is evident from above, the approach to RBM of GAC[112] was different to the way IFRC manages for results, and required extensive external support. RBM is more challenging to use in a highly complex evolving environment where theories of change are in flux, and where a responsive, opportunistic approach to work planning is the norm. As explained by CRCS, IFRC has a humanitarian organizational culture. IFRC and the NSs in SEA "are doers" and there is a gap between what GAC and IFRC expect from RBM. Federation reporting tends to be focused on activities: "that is the normal corporate culture and approach".[113] IFRC is a needs-based organization informed by rights rather than focused on achieving specific results within a fixed timeframe. RRI was a small part of overall NS programs, and dedicating

---

[107] Meeting Minutes, Project Steering Committee Meeting, 2 March 2015, Bangkok

[108] Meeting Minutes, Project Steering Committee Meeting, 26 April 2016, Bangkok

[109] Consultancy to Strengthen M&E of the RRI, Final Report, Gerard Witham and Mark Shepherd, March 2017

[110] Inception Report, IFRC RRI Endline Study, 28 October 2017

[111] Meeting Minutes, Project Steering Committee Meeting, 17 May 2017, Jakarta

[112] RBM for International Assistance Programming at GAC: A How-to Guide, Second Edition, RBM Centre of Excellence, GAC, 2016

[113] KKI with CRC

limited M&E capacity to one project's PMF requirements was a lot to ask. Also, capacity varies across the NSs, and outcomes attributable to only RRI is difficult to measure and further complicated rollup of data at project level.

It is questionable whether IFRC felt ownership of the RRI's logic model or PMF except as a general programming framework. The mid-term review of the project should have led to an adjustment of expectations, and fine-tuning of the logic model and PMF. Instead, it was mostly a review of activities. As reported by the Endline Study, the PMF was underutilized although this did not seem to negatively effect end results.

> During the mid-term retreat, we discussed beyond activities. We had an MSC story exercise, reviewed our M&E practices, and analyzed key factors of success behind activities.
>
> *From e-mail exchange with IFRC CCST Bangkok*

> "A theory of change assumes predictability but with capacity building and advocacy, causality is not linear. Things change. When the project started, we didn't know where or how to get there. Change in each NS will be different which complicates how to measure… The more GAC tightens up its requirements, the more hardball we have to be with our partners"[114]

While the use of the logic model, PMF, and more recently, a ToC, is part of the normal due-diligence regime used by GAC for international assistance project management, the known limitations of these tools were evident in the RRI. Perhaps more directly helpful was the annual PSC which provided a results-focused review of performance without rigid reliance on PMF-prescribed indicators.

3.3   Relevance

Key Question 7 - To what extent were the outcomes expected from RRI, aligned and consistent with priority expressed needs of targeted RCRC NSs, and with priority expressed needs of ASEAN organizational structures dealing with DRR?

Finding – The outcomes expected from RRI were well aligned and consistent with priority expressed needs of SEA NSs, ASEAN organizational structures dealing with DRR, and with the needs of vulnerable groups that were the secondary stakeholders of the project.

Throughout this report, the evaluators have traced explicit links between the global Sendai Framework and its regional iterations, IFRC's own global and regional strategies, and national strategies endorsed by SEA governments and their NDMOs. Through the DM structures of ASEAN (ACDM, AHA Centre, AADMER, etc.), this strategy and policy coherence is also apparent at regional level. This up-to-date strategic "web" is well articulated, and coherent from global to community level in a hierarchy as

---

[114] KII with CRC

suggested by Figure 3. Strategy for DRR and support for community resilience is accompanied by a cascading set of aspiration action plans, performance measures, and detailed annual work plans monitored jointly at macro-level by the signatories of the Sendai Framework with assistance from the UNISDR. IFRC's DRR work is inserted into and fully aligned with the Sendai Framework, and monitoring and evaluation of this global approach to DRR is active.115

While Figure 3 is not meant to be comprehensive in its depiction (there are other related strategy and policy guidelines), the evaluators present this model as evidence that RRI was not an independent. separate project. Instead, its objectives, expected results, and approved workplans were fully integrated into larger theory of change articulated globally by the Sendai Framework. This strategic and planning coherence suggests a consistent set of assumed change mechanisms: a coherent effort across nations, respect for gender equality and diversity, effective DL, VCA and CBDRR building resilient communities, etc.

Figure 3 – Model depicting strategic policy and planning coherence
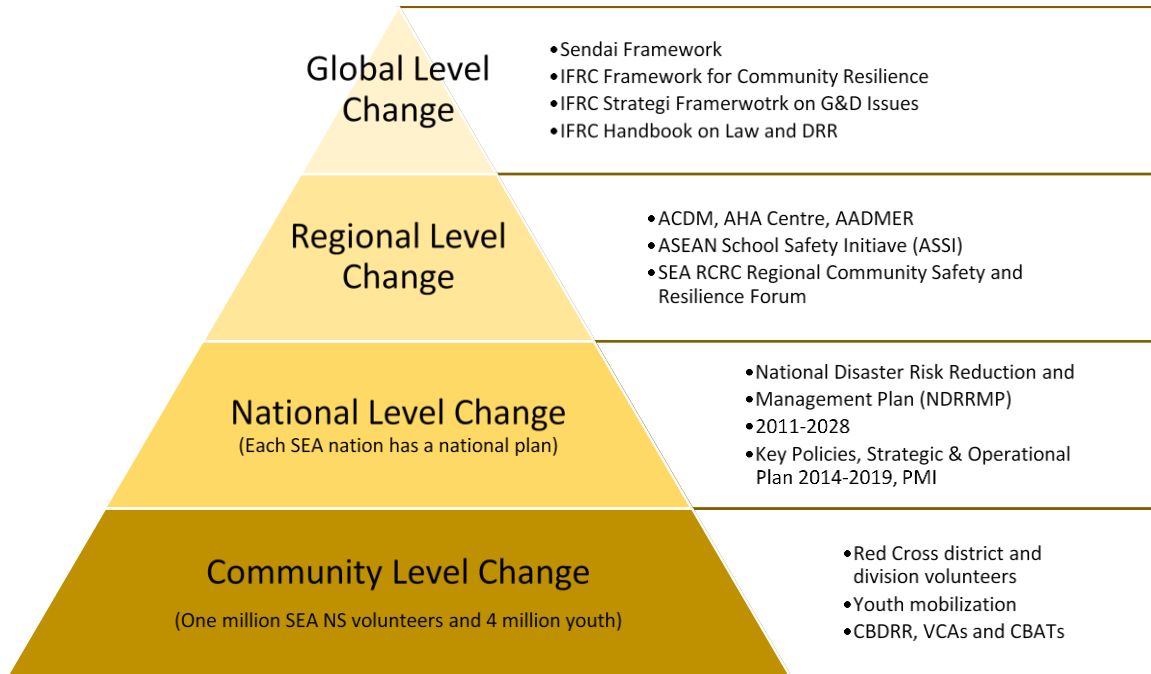
The RRI worked with NSs in SEA, all of whom are auxiliaries to their governments. They each have laws or decrees that assure their recognition by their respective governments, and in turn, these governments are members states of ASEAN.[116] The unique network of NSs is IFRC's principal strength. Cooperation between NSs gives IFRC its potential to develop capacities and assist those most in need. At

---

[115] UNISDR 2016 Annual Report. https://www.unisdr.org/files/54892_2016unisdrannualrbmsreport.pdf

[116] The exception is Timor Leste which is not yet an ASEAN member

a local level, its network enables the IFRC to reach individual communities.[117] The recognition by ASEAN of IFRC's role in both relief operations and strengthening capacities of SEA NSs is affirmed by the draft Memorandum of Understanding (MoU) between IFRC and ASEAN, especially Articles 2, 3 and 4.[118]

The HD that has been part of the background for drafting of this MOU, has a 14-year history. However, it was the surge of meetings and advocacy by SEA NSs, supported by RRI, that led to a tipping point: "it was not all RRI, but without RRI we would hardly be there".[119] By all accounts, the MOU will be signed this year.[120]

When considering the relevance of the RRI, the relationship between IFRC's CCST-Bangkok and the SEA NSs is an important indicator. Most activities that were part of approved RRI work plans were responsive: although parameters of what would be supported were given by CCST-Bangkok, actual requests for assistance came from the NSs themselves. The evaluators learned that the IFRC is "not the boss" of NSs and NSs are not subordinate to IFRC authority. Instead, NSs are independent and autonomous organizations. A key strength of the IFRC is the relationships between and across NSs.

Key Question 8 - To what extent were the outcomes expected from RRI, relevant to priority expressed needs of secondary stakeholders, namely vulnerable groups, particularly women, boys and girls

This question is covered and answered in the section above: see Key Question 7. The lines of evidence discussed there, suggest that the outcomes found in the RRI's logic model are well aligned and consistent with priority expressed needs of SEA NSs, and ASEAN organizational structures dealing with DRR. The RRI did not work directly at community-level, nor was its specifically focused on community-based projects. Instead RRI had a policy and advocacy focus, working "up and out".[121] However, given that the IFRC and NS structures depicted in Figure 3 purposefully focus on the needs of vulnerable groups that were the intended secondary stakeholders of the RRI, the project was also relevant at that level.

3.4   Sustainability

Key Question 9 - What is the likelihood that results and benefits of RRI will continue after GAC involvement ends? In other words, to what extent have project results been mainstreamed such that they are sustainable in the future, beyond the life of the project?

---

[117] IFRC website: http://www.ifrc.org/en/who-we-are/vision-and-mission/

[118] Draft 08, MOU between the ASEAN and the IFRC, undated

[119] KIIs with IFRC

[120] KIIs with wide range of IFRC, ASEAN, and NDMO interviewees

[121] KIIs with CRC

The likelihood that the immediate results achieved by RRI will be sustained into the future after GAC involvement ends is examined below with main indicators of sustainability summarized in Table 9

Table 9 – Summarized indicators of sustainability

Result that need to be sustained	Proxy indicators that sustainability of the result is likely
1110 – capacity of NSs to promote community DRR issues at national level	• NSs have strong structural links to their respective governments which supports ongoing promotion of DRR at national level • NSs are organically connected to their communities, including the most vulnerable, through their mandate, structure, and volunteer base • NSs have well-established organization structure, coherence through IFRC and RCRC movement, and ongoing access to resources • NSs will continue to grow and their capacity evolve and expand over time
1120 – Integration of G&D into national and regional DRR policies and programs	• NSs have integrated G&D into their policies and operational practice • NS awareness of G&D issues, and G&D focal points continue to support national and regional policy work and action planning • NSs have strong structural links to their respective governments which supports ongoing promotion of G&D in DRR at national level • ASEAN and its AHA Centre has a growing awareness of IFRC and NS value-added, and with this comes RCRC commitment to G&D progress • Gender in Humanitarian Action network remains active
1210 – DRR cooperation between IFRC, ASEAN and other regional organizations	• DRR is high priority for ASEAN and its member states and policy, planning and resource commitments remain strong • IFRC and ASEAN are committed to signing a MoU to support closer collaboration • Regional cooperation on DRR is well laid out in global, regional and national policy and action plans aligned with Sendai Framework and SDGs

Finding – The outcomes that RRI contributed to are part of ongoing and larger efforts in DRR in a region which has the resources, and the strategic and political commitments, to continue similar efforts well after RRI ends.

To what extent do NS stakeholders of the project perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA national policies and programs beyond 2018?

The NS stakeholders of the project have long histories in their respective countries. The three-case-study sample of NSs conducted by the evaluation suggest that each NS is fully engaged in DRR, and that each continue to mature as organizations, and that each are fully integrated in their countries with their auxiliary role recognized by government and civil society. Although there are still improvements to be made, disaster law is well entrenched in most member states, and NS regional collaboration and cooperation under the IFRC umbrella will continue.[122] This continuity of strategy, program planning, and human resources is a strong proxy indicator of sustainability. The NSs "are not going away",[123] and the work that RRI supported will continue to be supported by a diverse range of internal and external financial resources. To take one example, as RRI rolls to a close, the G&D specialist remains in IFRC's regional office in Kuala Lumpur to continue support regional G&D work.

> These results and benefits will continue since the themes of the assistance from the RRI were already integrated in the NS policies. Work that has been supported by the RRI, is integrated into the annual plans of the PRC and IFRC Country Office in Manila.
>
> *Findings from evaluation case study of PRC*

Secondly, and similarly, PNs are not going away. For example, CRCS has been a long-time supporter to various SEA NSs and to IFRC and remains committed to supporting this region. The CRCS is supported by an act of Parliament. CRCS is a long-time strategic partner of the GoC and has a range of projects.[124] Founded in 1896, CRCS's mission is to "improve the lives of vulnerable people by mobilizing the power of humanity in Canada to make a positive difference for millions of people – around the world and across the street".[125] CRCS is one of Canada's largest charities measured by donor support with over 800,000 donors giving $127.7m in 2016.

In 2016, CRCS's DM program in Canada spent over $50 million: CRCS helped 46,973 Canadians in 2,915 disasters and tragedies. Highlights include welcoming and settling 25,000 Syrians with government funding and donations of $3.2m, $6.3m spent on disaster recovery for Alberta Floods and Lac Megantic, emergency aid to 10,000 people affected by Saskatchewan wildfires, and disaster preparedness and response training with 200 Indigenous communities. CRCS has agreements to provide disaster response management in 8 provinces and 800 municipalities. There is no evidence that CRCS's support to IFRC and NSs in SEA will abruptly end.

---

[122] Saving Lives Changing Minds, Strategy 2020, International Federation of Red Cross and Red Crescent Societies, Geneva, 2010

[123] KII with CCST-Bangkok. The interviewee went on to explain that NSs are well established in each SEA member state, have legal foundations for their mandate, and are recognized for their auxiliary role with

[124] KIIs with CRC

[125] http://www.charityintelligence.ca/charity-details/71-canadian-red-cross

Other PNs have similar relationships with their government, and in turn, to specific SEA NSs. As explained by IFRC interlocuters, RRI sustainability comes from this "existing NS network and RCRC movement infrastructure and policy and relationship architecture".[126]

The assets created with RRI's help will also remain. As explained to the evaluators, there are now more female first responders, more women in DRR management roles, and there is an active regional network of NS-embedded G&D focal points. Looking across SEA, there has been an embrace of G&D policy by NSs, SGBV research has led to early publications and additional research is already contracted. And progress in DL – which RRI has helped to push forward – helps to protect the most vulnerable, including women and children. These are "significant assets"[127] that will remain after RRI ends. Are these assets sustainable?

> "It's the work of a movement. The partnerships [with NSs] are 100 plus years old and there is no indication that these will do anything but strengthen with time. Sustainability rests with the RCRC as a movement and IFRC as an organization."[128]

IFRC interlocuters explained that each project component has a different sustainability story. For example, DL "is now well entrenched in national laws and can be carried forward by the IFRC KL regional office" which has a fulltime, in-house DL technical advisor and PNs and national donors (Australia, Netherland) to sustain ongoing work. What RRI did was fund early research and mapping to set the stage for the work that continues to follow.

A specific example of sustainability was given from Laos where the NS has very limited resources of its own. There, most of the gender work that was initiated with RRI funds will now be supported by the Department of Advancement of Women.[129] French, German and Swiss Red Cross PNs continue to support Laos Red Cross which provides additional resources although not necessarily focused on same themes as RRI. Although three KIs expressed concern about the lack of an RRI exit strategy, the general impression given was that NSs would be able to adjust. RRI budget contributions were typically complimentary to existing programming and never expected to sustain a NS or a program sector.

To what extent do ASEAN representatives perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA regional policies and programs beyond 2018?

This question is effectively answered by the AADMER Work Program.[130] The AADMER is ASEAN's legally binding agreement with its 10 state members, and is executed by the ASEAN Committee on Disaster Management (ACDM). It first went into force in 2009. The present iteration of the AADMER Work Program "aims to build a strong foundation for ASEAN to become a world leader in disaster

---

[126] KII with CRC

[127] Ibid

[128] KII with IFRC CCST-Bangkok

[129] Ibid

[130] AADMER Work Programme, 2016-2020, ASEAN, April 2016

management".[131] A senior representative from the NDMO of each member state sits on ACDM and assures representativeness, commitment, and action at national level. The AHA Centre is the operational engine of AADMER. A network of non-governmental organisations working with the ACDM, the AHA Center and the ASEAN Secretariat, ensure a people-centred implementation of the AADMER.[132]

Two interviewees expressed concern that G&D and community-based reliance was not yet sufficiently integrated into AADMER. Another interviewee agreed but pointed out that member states "are showing stronger commitments" and becoming "gender champions".[133] ACDM's request to IFRC to commission community-based SGBV research is a tangible example of a member country (Laos), taking G&D leadership within ASEAN DM structures.

A compelling indicator that G&D is being mainstreamed by ASEAN in its disaster management and emergency work[134] is the disaggregated data of graduate numbers from the AHA Centre training. Its prestigious executive training program (ACE) has so far had 4 cohorts and 61 graduates. Of these, 31% have been female. NDMOs are specifically encouraged to send females for annual ACE training.[135] For ERAT training, there have been roughly 200 graduates with a similar disaggregation by sex. ERAT deployments, and there have been more than 20, consider a balance team essential to success, and consciously include women. In one deployment, the team had more women than men. Use of gender-sensitive rapid assessment tools and disaggregated data when doing emergency assessment surveys are evidence that ERAT consciously applies G&D considerations, [136] at least in disaster management and response.

Key Question 10 - Are there committed financial and human resources to maintain benefits and results?

Finding – ASEAN and its member states are committed to financing a detailed program of national and collective DRR, disaster management and emergency response which suggests the sustainability of RRI contributions.

To what extent do NSs and the IFRC have sufficient resources to maintain the outcomes achieved by RRI beyond 2018?

---

[131] Ibid, page 11

[132] https://www.preventionweb.net/organizations/10337. Also KII with NGO representative in Jakarta

[133] KII with UN agency

[134] Although disaster response is not automatically about DRR and community-based resilience, the larger AADMER work plan makes clear that preparedness through resilience programming is included

[135] KII with ERAT

[136] Ibid

The sustainability of the RCRC movement has been discussed in this report. In short, although NSs, and the IFRC have diverse funding sources, there was no indication from any of the KIs of potential financial insolvency of NSs. The cost of maintaining the IFRC network is expensive, and NSs do not always have the funds to participate in regional-level initiatives. This made RRI an important catalyst for regional coordination.[137] The evaluators found that there are other Sendai-related platforms and initiatives in SEA, nation states are generally keen to support their NS, and there are different donors and private sector actors that are interested to work with the RCRC to continue resilience programming. In this context as described, the evaluators found that insufficiency of resources is unlikely to be an issue for maintaining the outcomes achieved by RRI beyond 2018.

To what extent has ASEAN committed sufficient resources to assure that cooperation mechanisms strengthened by RRI continue to be strengthened beyond 2018?

A key factor on which sustainability of Immediate Outcome 1210 is dependent, is ASEAN's ongoing support for cooperation mechanisms between member states, their NSs and IFRC. The Association of Southeast Asian Nations has a combined population of 622 million, and its Gross Domestic Product of USD 2.6 trillion (2014) is the 7th largest in the world. The integration of the region "paves the way for increased growth and prosperity for all". And yet, its 10 countries experience average annual direct economic losses from disasters of US$4.4 billion, representing "an enormous socio-economic cost" which threatens sustainable development and livelihoods.[138] This reality gives a strong, ongoing incentive to ASEAN to continue strengthening regional cooperation on DM and DRR. This, in turn, suggests that regional cooperation mechanisms strengthened by RRI will continue, for example, IFRC MoU with ASEAN, ERAT and the ACE training program, SGBV research and related policy development, and AADMER work planning.

Cooperation between IFRC and ASEAN has increased substantially over the last couple of years. This work, coordinated by IFRC and directly involving SEA NSs, was supported by RRI, and will not now end. Instead, cooperation will be further encouraged by the MOU which is about to be signed by ASEAN and IFRC. The closer relationship with ASEAN, suggests that the best-practise priorities that IFRC and SEA NSs are committed to, will continue to be profiled and supported.

Key Question 11 - What were major factors that influenced the achievement and non-achievement of the sustainability of project interventions beyond 2018?

Finding – Resilience is by design a sustainable approach, and IFRC has a unique and recognized contribution in regional DRR programming. RRI was integrated into this wider, ongoing, NS, and IFRC program.

---

[137] KII with CRC

[138] AADMER Work Programme, 2016-2020, page 10

Evidence suggests that RRI achieved the immediate outcomes and contributed to the intermediate outcomes stated in its logic model, and that these outcomes will be sustained beyond the life of the project. When asked to identify the major factors that influenced the achievement of project sustainability, interviewees confirmed the following as most important:

- RRI was a catalyst and surge for existing initiatives;
- IFRC has a unique mandate and organization;
- Resilience is a sustainable approach to disaster management; and
- RRI's implementation environment was conducive to sustainability.

Catalyst and surge for existing initiatives

For the most part, RRI was used as a platform to build on initiatives that were already in play before the project started and which will continue beyond 2018. Most approved budget items were response to NS requests to fill gaps in their own program plans and budgets. RRI avoided paying for recurring operation costs and instead focused on events, trainings, research and meetings that acted as catalyst or surge guided by a longer-term strategy and action plan. By avoiding the creation of financial dependencies, the project essentially avoided the need for a detailed exit plan.

IFRC has a unique mandate and organization

Because IFRC and the SEA NSs are well established, organizationally mature and solvent, recognised and supported by their respective states, and further supported by partner national societies (PNSs) committed to the RCRC movement, and by ASEAN, sustainability of the contribution made by RRI is more likely.

Resilience is a sustainable approach to disaster management

Resilience, which is at the core of the RRI's theory of change (as suggested by its logic model), is conceptually a sustainable approach to risk reduction and disaster management. Resilience is about anticipating, planning and reducing disaster risk to protect persons, communities and countries, their livelihoods, health, cultural heritage, socio-economic assets and ecosystems. The ideas of 'bounce back', 'spring forward' and 'build back better' are implicit in the context of resilience.[139]

The emphasis on resilience as a sustainable approach to disaster preparedness and management has emerged from the need to identify principles and measures to protect development gains from shocks and stresses. The aim of resilience programming is to ensure that shocks and stresses do not lead to a long-term downturn in development progress. Because risk and systems are dynamic, resilience programming needs to be thought of as a process rather than simply a serious of outcomes, and

---

[139] Content for this paragraph, and the next, is paraphrased from UNISDR, specifically, its website page on resilience at https://www.preventionweb.net/risk/drr-drm

involves learning, adaptation, anticipation and improvement in basic structures and functions. Capacity building, disaster risk reduction and disaster risk management are all components of a sustainable approach to enhancing resilience.

RRI's implementation environment was conducive to sustainability

As discussed throughout this report, the RRI's implementation environment was conducive to results achievement and relevance. For similar reasons, this positive implementation environment supported sustainability of project outcomes.

3.5   Cross-cutting Theme - Gender Equality

Key Question 12 - To what extent were gender considerations considered in all project activities?

Did the project have a comprehensive strategy and action plan for assuring that gender considerations were considered during RRI implementation, and if so, to what extend were these implemented and monitored?

Finding – The RRI had a clear, comprehensive and effective strategy, and approved, monitored annual work plans for assuring that gender and diversity considerations, and related minimum standards, were considered during project implementation.

Since the 1970s, SEA has been relatively advanced in its conceptualization of gender equality. According to one CRCS interviewee, "many" of the early tools used globally to advocate and promote women's equality were piloted in this part of the world. Progress on gender was pushed forward by the response to the 2004 SEA Tsunami in which 230,000 people died, and where most casualties were women and children. Sex disaggregated data started to become a more regular part of DRR after this tragedy, supported by a huge surge of donor support for gender-sensitive programming. Today, advanced subject-matter expertise on gender and DRR comes primarily from within the SEA region.[140]

The goal with RRI was to make gender considerations more persistent and systematic across NSs, and to support NSs as they worked to advocate for gender equality considerations within their relevant NDMO and within national DRR and resilience policies. This is evident in the project's logic model where gender is interwoven in all expected outcomes. It is also evident in the project's PMF where at least 6 of the 22 key indicators (27 percent) are measures of gender equality.[141]

---

[140] This paragraph of historical overview is informed by KIIs with CRC and IFRC technical experts

[141] C3R Project Implementation Plan 2113-2016, Building Regional Capacity and Collaboration for Community Resilience in Southeast Asia, Annex B: Performance Measurement Framework (PMF)

From IFRC's perspective, some NSs had stronger commitment and more developed policies for gender then others.[142] IFRC and CRCS program managers and their gender experts consciously worked to assure RRI had gender as a stand-alone pillar in addition to it being crosscutting. This project design feature was considered by IFRC and CRCS as being both innovative and "very unusual".[143] Because gender had its own component, it assured gender emphasis and forced an integrated project approach to gender, for example, across its disaster law initiatives.

Both CRCS and the IFRC work at a coordinated global level on gender. For example, CRCS's gender expert provided technical support to RRI, but is was also plugged into key global initiatives. Strategy, policy and tools from this global work are both influenced by direct experience in SEA, and come to SEA from other corners of the world. For example, IFRC's 2013-2020 strategy on gender *and* diversity, for which CRCS was part of the research team, was developed with participation of 46 diverse NSs from across the globe.[144] The evaluators could trace how RRI project managers, in-house gender experts, and other DRR and DL staff carried out their G&D work aligned with best practise learned by IFRC on a global stage.

More specific to the RRI, the project strategy adopted was to help assure that practical gender and diversity (G&D) considerations were further incorporated into the existing polices and practise of SEA NSs. The strategy was to promote evidence and value-based reasons, coming from within the RCRC movement, and thereby encourage NSs and their related NDMOs to further embrace G&D. This approach "started with RRI just a few months after the project began" building from scoping mission reports. Starting with these identified priorities, "it was a matter of continuing to build on the tools that IFRC had or was developing".[145] The project has a detailed record of 24 distinct RRI-supported G&D training events that took place across the region between August 2015 and end 2017 – a 29-month period: close to one event per month and with a

> At one of the initial NS leadership meetings supported by RRI, NSs representatives were presented with terms of reference for Gender Focal Points and encouraged to identify a senior-level person in each NS for this role. Also, a full-time international G&D person was hired by IFRC for Asia-Pacific to help coordinate, support and build the capacity of these NS-based gender focal points so that they could advocate and coordinate with government counterparts and other stakeholders.
>
> *From e-mail exchange with CRC*

---

[142] For the sake of confidentiality and potential sensitivities, "some" is used here as the qualifier rather than an exact number which would require identifying stronger and weaker performers

[143] Ibid

[144] IFRC Strategic Framework on Gender and Diversity Issues, 2013-2012

[145] KII with IFRC technical experts

total of 386 females plus 226 males trained.[146] This suggests that gender considerations were indeed being implemented.

Key to the RRI's strategy for G&D was the identification of gender focal points for each NS, and the creation of an active and adequately resourced Gender Network. Since 2014, encouraged and supported by RRI funds, all 11 NSs in SEA have endorsed the idea of gender focal points and all now have a designated person in place.[147] Getting gender-focal persons in place is part of IFRC's 2013 global G&D strategy, and is included within that strategy as an action plan performance indicator.[148]

From the perspective of primary stakeholders, what were the most important gender considerations that were built into project design?

Finding – Among the important gender considerations built into project design was the integration of diversity, and support for the practical application of G&D by NSs.

As explained elsewhere in this report, key IFRC G&D considerations for RRI design and implementation came from best practices learned from global experience, and are integrated into the Seven Moves training. These 7 strategic directions, plus 8 "enabling actions", are presented in IFRC's 2013-2020 strategic framework and action plan. The interested reader can reference that document,[149] and for additional detail, IFRC's minimum standard commitments to G&D.[150] IFRC's strategic approach to G&D highlights the intersection and interrelationship between discrimination on the basis of gender and discrimination because of other forms of diversity.[151] Guided by this global strategy, the G&D considerations built into the RRI project design were meant to help NSs protect "women, men, and girls and boys, irrespective of age, disability, health status, and social, religious, migrant or ethnic group… before, during and after disasters."[152] Dignity, access, participation and safety are 4 focus areas of IFRC's Minimum Standard Commitments to G&D.

A key G&D consideration of NSs more directly related to RRI, was **practical application**. At the beginning of RRI, there was confusion among NSs about how gender was linked to other initiatives such as disability and social inclusion, child protection, aging populations and migration. RRI looked for ways to support renewed NSs commitment to involve women and other marginalized groups in NS activities and

---

[146] Endline Study, Table 3.3a, Pages 39-40

[147] Various KIIs interviews support this conclusion. In some NSs, the designated gender focal point "wears other hats as well".

[148] IFRC Strategic Framework on Gender and Diversity Issues, 2013-2012, page 7, performance indicator 1.2

[149] Ibid, pages 4 and 5

[150] Minimum standard commitments to G&D in emergency programming – Pilot Version, IFRC, 2015

[151] Ibid, page 3

[152] Snapshot - Focus on Gender and Diversity in DRR. An IFRC and CRC publication sponsored by RRI. Available from Resilience Library, Southeast Asia Resources, http://www.rcrc-resilience-southeastasia.org/.

governance structures, for example, by integrating gender and diversity into community-level Vulnerability Capacity Assessment (VCA), and into NS-level and branch-level organizational capacity assessments. Collection of disaggregated data, and specifically, data on women's participation, was re-emphasized. Rather than offering G&D as a stand-alone training, it was integrated into broader DM training, and support was given to help train Disaster Response Teams to be gender and diversity sensitive. And the special needs of seniors were used as a window to discuss more sensitive topics of diversity such as sexual orientation.

The RRI helped IFRC introduce and promote use of its new organizational assessment toolkit among SEA NSs.[153] These guidelines were specifically designed as a heuristic tool to connect G&D theory and policy to practical application by identifying gaps, and then "leading the NS through a process to strengthen and deepen the integration of G&D into every aspect of the organization".[154] For those SEA NSs that have used the toolkit to complete organizational assessments, "RRI was there to test it, help roll it out, and socialize it".[155]

UN Women worked very closely with IFRC, and SEA NSs, on G&D in resilience programming.[156] UN Women encourages national government plans and budgeting to be gender responsive, including gender chapters for recovery plans. While discussing the G&D work supported by RRI, IFRC was referenced by UN Women as a "good partner" because of its direct connection to practical front-line application of G&D. This was seen to compliment UN Women's policy work at national government level.

Key Question 13 - Has the intervention contributed to the advancement of women's equal participation with men as decision-makers?

From the perspective of primary stakeholders, what were the most important project achievements from a gender-equity perspective, and regarding advancement of women's participation in DRR as decision makers?

Finding – The Gender Network was an achievement that advances women's direct participation in decision-making related to DRR and community-based resilience.

The SEA Regional Gender and Diversity Network (referred to in this report as the Gender Network), with designated focal points in each NS, was created by IFRC and its SEA NSs members in 2015, and was a

---

[153] The toolkit was developed by IFRC's regional office in Kuala Lumper. Use of the tool by NSs was supported with RRI funds.

[154] Gender and Diversity Organizational Assessment Toolkit, Pilot version, Introduction. IFRC Asia-Pacific Regional Office, Kula Lumpur, page 7, 2016

[155] KIIs with CRC

[156] KIIs with UN agency

direct, planned outcome of RRI.[157] It was and continues to be an important achievement.[158] Success has not been across the board. NSs in Indonesia, Vietnam, Philippines, Laos, Malaysia and Myanmar have each played exceptional leadership roles in the network at different critical points.

The Gender Network was welcomed and needed. It has helped NDMOs more consciously consider G&D and protection issues, and helped "facilitate collaborative peer-to-peer learning to build capacity in the region and translate this into local-level actions".[159] It is linked to the wider IFRC Asia-Pacific gender network, and "through this, Gender Network Focal Points in SEA receive information on initiatives that are ongoing in all the regions in Asia Pacific, as well as useful resources and updates".[160] Supported by annual, multiday, face-to-face meetings, plus quarterly teleconferences and ongoing internet-based correspondence, the aim of IFRC's Gender Network is "to strengthen cooperation amongst SEA NSs so as to better address the challenges of G&D inequality in SEA".[161] During annual meetings, relevant, professionally-designed global training modules are offered. So far there have been annual meetings in 2015, 2016 and 2017, all supported by RRI. The Gender Network has primarily been internal to IFRC but two types of external stakeholders were mentioned as having been active including: UNFPA and government representatives.

By having its own network in SEA, gender was internally elevated within IFRC to the same level as other high-profile existing networks: Migration Network, Youth Network, OD Network, Health Network.

Replication of the Gender Network has also occurred with NSs at subnational level, and is considered by IFRC as an unexpected outcome of RRI. For example, Laos and PMI were mentioned by KIs. As confirmed in the evaluation's case studies, Philippines Red Cross has 12 departments and each now has a gender focal point networked with the national-level focal person who is part of the regional network. PMI have 6 clusters of provinces, and each now has its own gender focal point. In Laos, the G&D focal point for the Gender Network is also head of the NS Advancement of Women Department, as such having a technical reporting line to the National Commission for the Advancement of Women.[162] Supported by RRI resources and IFRC tools, she mobilized and created focal points in each of the provincial offices of her NS.

---

[157] The evaluation team noted that getting designated G&D focal points in each NS was not included as an indicator in the approved PMF for the project. However, it is an indicator in IFRC's G&D strategy

[158] Consistently articulated across KIIs and by the Endline Study and its 2018 Lessons Learned workshop

[159] Snapshot - Focus on Gender and Diversity in DRR. IFRC and CRC publication. Available from Resilience Library, Southeast Asia Resources, http://www.rcrc-resilience-southeastasia.org/. Page 2

[160] Southeast Asia Regional Gender and Diversity Network Updates, June 2015. Available from Resilience Library, http://www.rcrc-resilience-southeastasia.org/.

[161] Terms of reference: RCRC South-East Asia Regional Gender and Diversity Network. Released during the 12th Annual SEA RCRC Leadership Meeting, February 2015

[162] KIIs with IFRC technical experts

The Gender Network, supported by a G&D section of the larger SEA Resilience Library (a resource library catering to some of the SEA language profiles for ease of access), provides an active community of practise that engages internally with NSs and externally with NDMOs and local government. It provides solidarity for women's participation in DRR as decision makers, and advocates for routine gender analysis and disaggregation of DRR-related monitoring data which are still not mainstreamed in most SEA countries. The fast-paced culture of humanitarian response is still dominant within DRR departments. A culture of longer-term thinking and planning that includes G&D considerations and complexities is not yet in place, and "…getting distributions out is considered more important than talking to groups of women".[163] The Gender Network helps bridge this reality and brings new ways of thinking and practises.

Key Question 14 - Has the intervention reduced gender-based inequalities in access to the resources and benefits of development? To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls?

Finding – By systematically focusing on G&D, promoting a set of practical tools, highlighting issues of SGBV, and facilitating standardized regional training, the RRI has contributed DRR resources that benefit women and girls and boys.

While it is beyond the ability of this evaluation to infer reduced gender-based inequalities in access to the resources and benefits of *development* – a broad expectation that far exceeds DRR and the ambitions of RRI – the RRI has contributed DRR resources that specifically benefit women and children. An initial mapping exercise was used in 2014 to identify G&D gaps at NS level. A series of trainings was then used to create a pool of facilitators that were "not only G&D focal points, but other NS staff involved in programming as well as IFRC and Partner National Society staff".[164] This was consistent with the conscious use of a cascading training-of-trainers model, where those trained were expected, in turn, to train others at national and NS branch levels. Support for the ASEAN School Safety Initiative (ASSI), more inclusive VCAs, and, after 2015, leadership in SGBV research, and the piloting of the IFRC SGBV Prevention and Response in Emergencies training package are other examples of RRI contributing resources to benefit women and girls and boys.

At the same time, G&D was being integrated into NDMOs supported by UN Women and other global initiatives consistent with Sendai.[165] For example, the evaluator's case study of PMI, noted how strong advocacy from Indonesia's Department of Women Empowerment, and leadership from central government, have pushed BNPB to integrate G&D by setting up a working group to assure gender mainstreaming and collection of disaggregated data: "We need to provide services in disasters to all,

---

[163] KII with UN agency

[164] Endline Study, page 16

[165] In the Guiding Principles of the Sendai Framework: "[a] gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted".

including disabled".[166] This reflection by BNPB was echoed by UN Women who noted that looking at DRR and disaster management across SEA, "all spaces are becoming more conscious of the link between DRR and gender".[167] For the evaluation team, the key point observed is that RRI contributed DRR resources that benefit women and girls and boys in a regional government and UN context that was interested in doing the same.

To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls? After a close examination of all cumulative monitoring data available, the 2018 Endline Study concluded:

> "In 2017, the IFRC and NSs have an increased and common understanding of G&D issues, with NSs showing increased development of their G&D plans, policies and tools. At the national level, six NS have developed G&D institutional policies/strategies, with five having them endorsed by their NSs. Seven NSs have revised, contextualized or translated G&D tools for inclusive programming (based on inclusive VCA and Minimum Standard Commitments), with 3 having conducted institutional G&D self-assessments."[168]

This conclusion, supported by the evaluator's own data collection and analysis, suggests the RRI did contribute to improved access to DRR resources and benefits focused on women and boys and girls.

3.6   Cross-cutting Theme - Environmental Sustainability

Key Question 15 - How were environmental concerns identified and addressed by the project? Were identified environmental mitigation and enhancement measures implemented?

Finding – Although climate change adaptation (CCA) and Disaster risk reduction (DRR) are closely interlinked, environmental concerns were only peripherally identified and addressed by the RRI.

Environmental concerns and measures barely appear in the RRI's logic model, and only one indicator in the PMF is specific to environmental issues (one of the three indicators for immediate outcome 1210). The 104-page PIP includes less then a page describing RRI's approach to environment concerns.[169] In short, environmental sustainability was not overtly a cross-cutting theme for RRI. That said, although mostly undeclared in the project, environmental protection is fundamental to DRR and resilience

---

[166] KII with ASEAN member-state NDMO

[167] KII with UN agency

[168] Draft Report, Endline Study, Volume 2, The IFRC Regional Perspective – Gender and Diversity Change Story, March 2018

[169] In addition, Annex J of the PIP provides an environmental analysis which is mostly a summary of the global strategic and policy context in which RRI is situated. Its key point is that "no physical works, as defined in the CEAA Manual, are planned within the project, hence, no Environmental Impact Assessments (EIS) will be required".

programming. While environmental considerations were not a significant focus of RRI, concepts of environmental sustainability were integrated into some DRR activities.

Action that addresses the interlinked challenges of DRR, sustainable development and climate change adaptation (CCA) needs to be a core priority given that 90% of recorded major disasters caused by natural hazards from 1995 to 2015 were linked to climate and weather.

> "The Mid-Term Review (2010-2011) of the Hyogo Framework for Action led to an extensive discussion of the integration of climate change adaptation and disaster risk reduction for reducing disaster losses, and in the broader context of poverty reduction and sustainable development. While the need for integration was well-recognized, it was found that 'functional links in policy and practice remain inadequate at the local and national levels.' Fostering coherence and collaboration across global and regional mechanisms… is embedded in the HFA's successor, the Sendai Framework for Disaster Risk Reduction 2015-2030." [170]

Specific commitments made by RRI to a cross-cutting environmental approach included identifying environmental considerations in VCAs and integrating these into community-based action plans for risk mitigation. The value of RCRC's global approach to improved community resilience through CBDRR is widely acknowledged.[171] Climate change adaptation integrated into CBDRR, continues to be mainstreamed and supported by IFRC, and RRI supported development of a climate change knowledge training kit with modules for mainstreaming climate change into CBDRR.[172]

The three case studies of NSs that were part of this evaluation, provided evidence of this cross-cutting approach in action. For example, in Philippines, initiatives were supported that reached out to children in schools (through ASSI) to promote greater awareness of the environment's effect on community safety and resilience. In Cambodia, the NS's community-based approach, supported in part by RRI initiatives, recognized climate change effects on livelihoods and vulnerability of communities, specifically, how damages to farms from drought and flooding can reduce income, increase food insecurity, and thus reduce family health. The VCA tools and protocols promoted preparedness and better response as part of CCA. In Indonesia, PMI used VCAs and CBATs to help protect mangroves as part of a conscious climate change adaptation and mitigation approach.

The PIP also promised to "incorporate environmental issues in DRR communications" including messages related to forest protection, coastal zone management, and biodiversity. The PIP, also promised to tailor DL activities to reflect environmental concerns of individual countries, to promote integrated legal frameworks for water resource management, and to develop a core group of

---

[170] UNISDR website. https://www.unisdr.org/we/advocate/climate-change

[171] Consensus regarding the value-proposition was strong across KKIs, although three KIs had concerns regarding sustainability, and questioned the relevance of this model to large urban areas

[172] KII interview with IFRC CCST Bangkok

environmental experts amongst SEA NSs who can advise and provide technical support to plan and implement climate-smart DRR project activities and national, sub-national and community level.[173]

The Endline Study suggests that climate change training was used by RRI to help integrate DRR and CCA. For example, the climate change law improvements in Lao PDR influenced by RRI is detailed in one of the change stories featured Volume 2 of that study. In total, four distinct multi-day trainings were organized and a total of 146 individuals participated in climate change training events.[174] Curiously, all took place over a 3-month period in 2016 with no training before or after. Cumulative monitoring by CRCS, as recorded in the Endline Study, suggests that in total, of all training that took place, 18 percent was directly related to Climate Change (Table 10).[175]

The push for more coherence between climate change adaptation work and the DRR agenda is coming from different directions including the UN and the IFRC's Climate Change Centre. Yet despite excellent collaboration from IFRC in several countries with their "preparedness plans, scenario building, and scientific climate forecasting… CCA is not yet a mainstreamed part of IFRC." The challenge for IFRC, as seen by several UN and donor interlocutors interviewed, is that disasters can easily exceed community-based capacity. In other words, CBDRR has a key role, linked to and integrated with local planning processes around issues such as livelihoods, water and sanitation, and health. However, in additional to what CBDRR can do for CCA, bigger and more permanent initiatives are also needed such as permanent relocation of at-risk populations, land use laws, and agricultural diversification.[176]

Table 10 – Summary of training supported by RRI directly related to CCA

Training Type	Male	Female	Total	% of Total
Gender and diversity	226	386	612	75
ACE program	31	26	57	7
Climate change	93	53	146	18
Totals	**350**	**465**	**815**	**100%**

Key Question 16 - Assuming environmental mitigation and enhancement measures needed to be implemented, did they effectively improve environmental management?

---

[173] PIP, page 12

[174] Draft Report, Endline Study, Volume 1, Table 3.3c, page 41, March 2018

[175] Endline Study, pages 41-42. See also, Volume 2, Supporting ASEAN to address Climate Change through SEA National Societies. These numbers do not include trainings under Output 1111.

[176] This paragraph informed by KIIs with UN and donor representatives

This question is covered and answered in the section above: see Key Question 15. Environmental mitigation and enhancement measures were only indirectly related to the main activities supported by the RRI.

3.7   Cross-cutting Theme - Governance

Key Question 17 - To what extent were governance considerations integrated in project activities? For example, to what extent were relevant considerations of governance internal to IFRC, NSs, and ASEAN integrated into project activities?

Finding – Project initiatives supported good public-sector management through improved DRR service delivery, facilitation of humanitarian space, and the participation of vulnerable persons, through their NSs, in building resilient communities and in DRR policy formation.

By integrating governance as a crosscutting theme in Canadian international assistance, GAC ensures that its assistance is more effective, transparent, equitable and inclusive, and will lead to sustainable results for poverty reduction. [177] Of the key areas identified by GAC for strengthening governance, five stood out to the evaluation team as directly relevant to RRI's work:

- public sector management;
- service delivery;
- inclusion of marginalized persons;
- enabling environment for civil society; and
- space for human rights.

RRI Support for Public Sector Disaster Management

In the context of disaster risk reduction and humanitarian response capacity, RRI supported larger, ongoing capacity building efforts to strengthen public sector capacity to plan and implement disaster laws and regulations, deliver disaster management services, respond to citizen needs, and promote and protect human rights. Working through NSs, RRI efforts worked to strengthen NDMOs and disaster law. Leading and supporting cutting-edge SGBV research to help inform SEA governments and influence policy change is an example. The three change stories provided by the Endline Study of how RRI supported DL development in Laos, Cambodia, and Myanmar are additional examples. RRI's support for IFRC's DL partnership with UNDP to influence development of disaster-related laws in SEA is a regional example of how RRI worked to strengthen ASEAN's public-sector structures related to DM.

RRI Support for Disaster Preparedness and Management Service Delivery

---

[177] Global Affairs Canada's Strategic Papers on the Crosscutting Themes for Canada's International Assistance. Downloaded from Government of Canada webpage http://international.gc.ca/world-monde. May 30, 2017.

The capacity of all levels of government in SEA to manage and make available quality public services including education and social protection, is essential to ensuring inclusive socio-economic development. RRI's support to NS involvement in the ASSI and ongoing promotion of youth empowerment is an example of support to service delivery.[178] A regional example is RRI's support to the AHA Centre. It assured that ERAT and ACE training included practical knowledge of IFRC's auxiliary-to-government role, and direct experience through real-life simulations within a NS context. Integration of Red Cross staff on secondment with deployed ERAT members wearing the ASEAN insignia has been a direct outcome and suggests a coherent, community-sensitive disaster response.[179] ERAT deployments consciously include women and consider a gender-balanced team essential to success. The response teams use gender-sensitive rapid assessment tools, disaggregated data, and a G&D assessment survey questionnaire influenced by IFRC-informed best practise.

The evaluation team noted that support for good disaster preparedness and management service delivery is going both ways. Projects like RRI have had their influence. And national governments and their NDMOs have also been influential and provided strong leadership across the region through peer-to-peer learning, and through ASEAN DM structures. Last year the annual Disaster Day awareness events attracted an estimated 10 million participants across Indonesia alone, and for 2018, its NDMO is planning for 25 million participants. The NDMO in Indonesia (BNPB) believes that IFRC can bring knowledge from outside, but also that BNPB has much it can teach the world. For BNPB, its vision is to be able to contribute to effective humanitarian services across ASEAN, but also beyond ASEAN when called to do so.[180]

RRI Support for Inclusion of Marginalized Persons in Government DM Efforts

People marginalized due to gender, age, religion, language, disability, social status, sexual orientation or gender identity, are often neglected in policy-making, in legal systems, and in access to public services. RRI, through its G&D support, plus its efforts in DL, ASSI, made inclusion a central focus of its annual work plans.

RRI Support for Inclusion of Civil Society in Government DM Efforts

Civic participation in the development and implementation of government policies and programs, is part of good governance, and ensuring sustainable development results. RRI supported various HD initiatives that provided space in which IFRC, and NSs as auxiliary to governments, could connect directly to government. Essentially this linked community-based realities and concerns, the foundation of RCRC work, to national priority setting and policy making.

---

[178] See details in Endline Study, Volume 2, change story #14 on ASSI

[179] KIIs with AHA Centre and ERAT

[180] KIIs with at BNPB and IFRC

Creating Space for Human Rights Discussion

There is a broad range of political systems and governance models across SEA. The space for sometimes difficult discussion around a rights-based agenda, DL, and humanitarian access can be created and facilitated by the RCRC movement.[181] RRI supported this work, for example, through annual NS Leadership Meetings, partnership with ASEAN through the ACDM and contributions to AADMER, and IFRC's investment in the Asian Ministerial Conference on DRR (AMCDRR) from 2014 to 2016.

As explained to the evaluators, "politics and humanitarianism are two sides of the same coin".[182] The complexities and potential of HD is evident, for example, in Indonesia, where the Chairman of the NS is also the country's Vice President, or in Cambodia, where the First Lady is President of the NS.[183] These type of high-level connections and networks can be used productively, for example, to advocate G&D and school safety messages, to help facilitate peace negotiations, and even to negotiate humanitarian access within ASEAN member states.

Other examples of how RRI helped create space for human rights discussion included workshops and advocacy on women's rights (the range of G&D activities that were part of annual workplans), the initiation and support of SGBV research, and successful negotiation of access for the AHA Centre and IFRC as part of the response to a recent refuge crisis in an ASEAN member country.

---

[181] KIIs with GAC

[182] KII with a NS manager

[183] Evaluator's case studies of Indonesia and Cambodia

4.0   CONCLUSIONS

Reflecting once again on the key evaluation questions and sub-questions posed by this evaluation, and now drawing from the various streams of evidence and related data collected, plus the analysis conducted by the evaluation and its findings, the following conclusions are offered. The most relevant findings that inform each conclusion is included in brackets.

Effectiveness (Findings 1 to 5)

The RRI achieved its immediate outcomes, and contributed to the achievement of its expected intermediate outcomes. For intermediate outcome, and especially for ultimate outcome, contribution from RRI is difficult to separate from progress and extensive contributions from other actors including other NS and IFRC efforts, SEA governments, the UN system, and NGOs and civil society. The integration by the project of diversity into gender-equality programming was a key contribution. The initiation, design, and leadership of regional research in the SGBV, and the steady progress of this research has recognized value-added. There have been results from RRI's support for disaster law, notable in mapping and further policy development and communication. The project has been a catalyst for new collaboration between IFRC and the disaster management architecture of ASEAN.

The factors most notable for RRI's achievements include the flexibility of the project, and its regional reach. Likewise, the unique mandate and structure of the RCRC, and the role of IFRC as regional project manager have been important factors to the project's success. A conducive implementation environment in which SEA structures have provided their own national and regional leadership and support, and the capacity and commitment of established NSs has further assured results.

Factors that hindered achievement included the unrealistic expectation of capacity building and behaviour change results in the short timeline and single phase of the project. The complexity of the RCRC mandate, the nuanced role of IFRC *vis-à-vis* the SEA NSs, the myriad of evolving regional political considerations, and a convoluted IFRC regional structure are other factors that challenged the project as it worked to achieve results.

Efficiency (Findings 5 to 8)

The project produced relevant outputs communications, HD, DL, G&D, and regional collaboration. Annual work planning cycles have been participatory, and there was resource-use efficiency through extensive leveraging of project funds within IFRC, across NSs, and with other donors and implementers. The evaluators were not concerned that the project was roughly 12 percent underspent at its contractual end-point, and concluded that this was an indicator of overambitious timeline expectation, the complexity of the project that involved numerous independent actors across the SEA region, and responsive and participatory programming rather than inefficiency. Of greater concern was the observation that the GoC and CRCS were using a one-off short-project modality to support improved DRR in SEA. Best practise strategic approaches to DRR programming require longer time horizons and commitments. The project modality comes with inherent start-up and administrative delays and costs, duplicate M&E and HR requirements, and other short-term costs. It also distracts from locally owned and directed platforms. The RRI could have been more appropriately aligned with a programmatic or phased approach, instead of a one-off short project modality.

Relevance (Finding 9)

RRI was relevant. It was well aligned with global, regional, and national policies, strategies and approaches, and was aligned through IFRC with the SEA NSs. Because of the strong strategic and policy alignment with best practise as learned within SEA, and as advocated by RCRC's global mandate and commitments, RII was relevance to vulnerable groups in SEA.

Sustainability (Findings 10 to 12)

The results achieved by RRI are sustainable. When the project ends, progress during the project's life-cycle, most notably in DL, G&D integration, and regional cooperation, is likely to continue. RRI was fully embedded in established RCRC and ASEAN organizational structures that are supported by long term vision, strategic plans, and a diverse pool of resources. This assures ongoing momentum and sustainability. The evaluators questioned if the project modality continues to be the best way to support sustainable programming in DRR, versus contribution to multi-donor supported IFRC platforms or other operational approach that could move beyond (or overcome) the limitations of project inefficiencies.

Gender Equality (Findings 13 to 16)

This was probably the project's strongest and most important area of achievement. The additional integration of diversity and progress in this wider conceptualization of gender equality, and then its successful advocacy and practical application was supported by the newly created Gender Network. There was measurable advancement of women's direct participation in decision-making related to DRR and community-based resilience. The support for directly relevant SGBV research, piloting of IFRC's SGBV specialised training, and the potential outcome of this work to influence future policy and post-disaster operational response are a credit to RRI. These gender equality achievements are perceived as value-added by NSs, and thus likely to be sustained.

Environment Sustainability (Finding 17)

There are notable cross-linkages between climate change adaptation programming and DRR. These were only peripherally identified and addressed by the RRI.

Governance (Finding 18)

Project initiatives supported good public-sector management through improved DRR service delivery, facilitation of humanitarian space, and the participation of vulnerable persons, through their NSs.

5.0   RECOMMENDATIONS

To inform potential future programming in disaster risk reduction in SEA, particularly when focused on gender equality, regional stakeholder dialogue, and the sustainability of results, the following key recommendations should be considered:

For GAC, CRCS and other potential donors and implementers of DRR in SEA

1. **Include gender and diversity as a full programming component at the design and implementation stages** – The integration of gender equality and diversity, based on a holistic view of protection and empowerment, is best assured when included as a crosscutting issue *plus* as a stand-alone program component or sector. Recommendation: Give gender and diversity full-component prominence when designing DRR projects, and code and track expenditures for this component to help monitor results and cost-effectiveness.

2. **Tie DRR programming to local ownership** – RRI annual workplans were driven by NS and ASEAN derived priorities. Programming involved NS and ASEAN structures in policy making and encouraged peer-to-peer sharing and learning. One of the key mechanisms of change was IFRC's effectiveness as local knowledge broker and convenor rather than owner and director. Recommendation: When implementing DRR projects, embrace two programming principles – avoid burdening local actors by allowing them to direct work plan priorities and timing, and encourage and build local ownership of initiatives.

3. **Regional focus** – Given the strong leadership and growing capacity of regional DRR efforts in SEA, a regional versus national focus can be an effective way to build on local strengths aligned with existing regional strategy, policy and commitments. If a DRR initiative works with only a few of the SEA countries, it will be less relevant in regional platforms, strategy and planning meetings. Inclusivity of all member states within the SEA region will support programming success. Recommendation: To assure relevance, and sustainability of DRR support, avoid going alone and the limited potential impact of working in one or two SEA countries. Instead, work closely with established ASEAN DRR structures, and well-established organizations with proven regional reach and presence in SEA, such as IFRC.

For GAC when designing and implementing complex programming in SEA

1. **Guard programming flexibility** – The flexibility with which GAC, CRCS and IFRC managed the RRI was critical to its success. Strict application of GAC guidelines for RBM could not be supportive of the iterative, NS-led, responsive planning that characterized RRI. In the complex programming environment, which characterises regional DRR work in SEA, long-term, subtle humanitarian diplomacy is required. Success requires flexibility, and responsiveness to NSs and ASEAN realities and priorities rather than templates and fixed logic models. Recommendation: When implementing complex, regional projects like RRI, adjust results-based management to assure support for iterative, locally led, responsive planning. Qualitative indicators and regular review

rather than counts of quantitative measures should be the foundation of the project's monitoring and results management system.

2. **Look for creative programming modalities that avoid project limitations** – Avoid working in project silos. The project implementation modality is fraught with inefficiencies. The short duration of a project (in this case four years plus a possible extension) was problematic, and the project-based contribution agreement demands were heavy. Recommendation: For future DRR programming, and other programming with similar complexity features, the project modality should be avoided. Alternatives should be explored including multi-donor, multi-year platforms more consistent with the intent of the Paris Declaration.

3. **Map-out long-term strategic partnership with IFRC in SEA** – CRCS is an effective interlocutor between GoC and IFRC. Scaling up discussion about collaboration with IFRC, which is in 191 of 196 states globally and all 11 of the SEA countries, would be an effective way to put the needs of the region's most vulnerable first. Which GoC poverty and humanitarian priorities are aligned with IFRC capacity and reach in SEA? Making this clear will help to identify potential strategic approaches shared by GAC and IFRC. Similarly, with ASEAN which is predicted to soon become the 4th largest economic block in the world, GAC could lay out more clearly how it wants to engage in disaster management. ASEAN is working and has the ambition to be a world leader and go beyond its own borders with DM and response. Recommendation: GAC should discuss at a strategic level how best to structure long-term, multi-year, flexible support for IFRC's work in SEA, aligned with ASEAN's ambitious social development and disaster management goals.

For CRCS and IFRC as they continue their collaboration in DRR

1. **Integrate DRR and CCA more consciously** – When programming in these two complementary sectors, stakeholders should look for conceptual and strategic opportunities to integrate action planning more consciously and consistently. Recommendation: In program conceptualization, design and implementation, CCA and DRR should be integrated as an inseparable pair and not approached as separate concerns.

2. **Look beyond community-based DRR** – While community-based resilience programming remains a central part of DRR, other initiatives are also important given that micro community-level solutions can easily be overwhelmed by natural hazards. Recommendation: When collaborating to support DRR, micro community-based solutions should be reinforced with evidence-based meso and macro initiatives, for example, national, adaptable social protection and safety nets, and urban resilience schemes that insure businesses and protect critical city services in the face of climate change and urban crowding.

6.0   LIST OF LESSONS

Being responsive to local actors is key to success despite programming challenges this creates – Sophisticated, responsive, regional programming in DRR, with sensitive DL and G&D sectors, and with multiple partners across SEA is complex. For success, there needs to be a strong, consistent commitment to be responsive to local actors, in this project's case, to NSs. This helps assure that DRR work is sustainable and relevant. This responsiveness to locally articulated priorities, makes predictable annual spending difficult, and results may take longer than first expected.

Use of IFRC as a proven partner for DRR programming in SEA countries helps to assure relevance and best-practise – GAC's work with the RCRC movement and IFRC was a key factor of success when programming for DRR and community-based resilience in SEA. Relevance was almost automatic due to IFRC's work through NS-NDMO and NS-community links. As a proven, trusted partner, CRCS through IFRC, offers organizational reach, best practise learned from global piloting, and access to ongoing DRR and community-base resilience programming that is embedded in global initiatives.

Effective DRR requires and integrated multi-level programming approach – Programming to improve resilience at regional level is challenging, even when facilitated by IFRC and an existing regional network of 11 SEA National Societies. Each of these NSs navigate within different and changing national contexts. Resilience can be strengthened at multiple levels:

- At the individual, household and community levels, where women, men, boys and girls, can adapt to new situations and improve their lives;
- At the local and national government levels, where resilience strengthening is predominantly about policy, social protection systems, infrastructure, and laws and governance issues; and
- At the regional and global levels, where resilience strengthening can help alleviate the impacts of natural hazards, violence and insecurity, hunger, mass migration, economic recession, pandemics, pollution and climate change.

The inter-connectedness of these levels means that integrated micro, meso, and macro efforts are required for a holistic approach to improved resilience.

A gender and diversity focus adds value to DRR programming – Unique emphasis on gender and diversity adds value. By including G&D as a full programming component *plus* as a cross cutting issue, and by emphasising implications and practical application, local partners embraced this issue as their own.

Effective DRR programming by IFRC requires management flexibility – RRI was an effective innovation. It was the product of a special cascading set of relationships: GAC with CRCS, CRCS with IFRC, IFRC with NS, and ASEAN with SEA member states, their NDMOs, and with GAC and IFRC. These carefully nurtured relationships supported NS, while avoiding a project modality that called for strict RBM compliance. Effective programming and diplomacy by IFRC requires flexibility. Do not stunt IFRC's responsiveness to NSs by being overly prescriptive or driven by quantitative indicators.

Annex 1: Evaluation Design Matrix

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
OECD/DAC Criteria - Effectiveness					
Key Question 1.0 - Has the development intervention achieved the expected immediate and intermediate outcomes and made progress towards the ultimate outcome as per the Logic Model?					
1.1. To what extent were RRI's 3 expected immediate outcomes achieved? [N]	Extent of progress towards immediate outcomes expectations	Perceived positive change from baseline status since start of project for each of three immediate outcomes	Perceived level of SEA NSs capacity, integration of gender equality, and regional cooperation	Annual project reports End-line study KIs within IFRC, NS and CRCS	Document review, KII, End-line survey workshop
1.2. To what extent did RRI make progress in achieving its 2 expected intermediate outcomes? [N]	Extent of progress towards intermediate outcomes expectations	Perceived positive change from baseline status since start of project for each of two intermediate outcomes	Perceived level of DRR in national policies and programs, and effectiveness of regional DRR cooperation mechanisms	Annual project reports End-line study KIs IFRC, NS and CRCS	Document review, KII, End-line survey workshop
1.3. To what extent is it perceived that RRI has or will contribute to the expected ultimate outcome of RRI? [C]	Extent of progress in reduced vulnerability to natural disasters in SEA with emphasis on women, boys and girls	Perceived improvement from baseline	8.97 million persons affected by disasters, and $332 million value of damage caused by disaters	End-line study KIs IFRC, NS and CRCS	KII, End-line survey workshop
Key Question 2.0 - Are there unintended results, either positive or negative?					
2.1. Can either positive or negative unintended outcomes be associated with RRI and its activities? [C]	Identified results	No specific target	Not know at baseline	Annual project reports End-line study KIs IFRC, NS and CRCS	Document review, KII, End-line survey workshop Sample case studies of 3 NSs
Key Question 3.0 - What were major factors that influenced the achievement or non-achievement of objectives/results?					
3.1. What were the major factors that enabled the achievement of immediate, intermediate and unexpected outcomes of RRI? [D]	Identified factors	No specific target	Not know at baseline	Annual project reports NS documents End-line study KIs within IFRC and CRCS	Document review, KII, End-line survey workshop Sample case studies of 3 NSs

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
				NS Key informants	
3.2. What were the major factors that hindered the achievement of immediate, intermediate and unexpected outcomes of RRI? [D]	Identified factors	No specific target	Not know at baseline	Annual project reports NS documents End-line study KIs within IFRC and CRCS NS Key informants	Document review, KII, End-line survey workshop Sample case studies of 3 NSs
OECD/DAC Criteria – Efficiency					
Key Question 4.0 - How economically are resources/inputs (funds, expertise, time, etc.) converted to outputs?					
4.1. For each activity stream in the Logic Model (1110, 1120, 1220), which key outputs were produced? [D]	List of outputs e.g. #'s trained and received technical assistance disaggregated by sex	As per annual RRI work plans	As per annual RRI work plans	Annual work plans Annual reports KIs within IFRC, NSs, CRCS	Document review, KII, Sample case studies of 3 NSs
4.2. For the key combined outputs produced in each activity stream (1110, 1120, 1220), what was the overall estimate of project cost? [D]	Cost estimates by output type, plus cost estimate of % spent on gender-equity activities	As per annual RRI work plans and approved budget	As per annual RRI work plans and approved budget	Annual workplans Annual financial reports	Document review Spreadsheet calculations by output and component
4.3. When comparing activity stream costs to outputs produced, to what extent were project resources efficiently used? [N]	Cost estimates by output type compared to actuals	Reasonable costs for any one output type, and when comparing across types	As per annual RRI work plans and approved budget	Annual workplans Annual financial reports KIs within IFRC and CRCS KIs within GAC	Document review Spreadsheet calculations by output and component KIIs to compare/verify
Key Question 5.0 - What mechanisms were in place in order to ensure project accountability, including budget accountability, and how?					
5.1 How effective were mechanisms that were put in place by the project to ensure regular monitoring and reporting of output, results performance, and financial disbursement? [N]	Extent to which standard mechanisms were put in place	Standard mechanisms consistently used over project time period	Standard mechanisms (Logic Model, PMF, etc. as detailed in Contribution Agreement)	Contribution Agreement Project reports GAC/CRCS/IFRC KIs	Document review, KII
Key Question 6.0 - Were outputs achieved on time and on budget?					
6.1. To what extent were planned outputs/tasks managed so that they were completed on time and within budget? [N]	Extent to which workplans were completed as planned and within budget	As per annual RRI work plans	As per annual RRI work plans	Annual work plans Cumulative financial disbursement records Annual reports KIs IFRC, NSs, CRCS	Document review, KII, Sample case studies of 3 NSs

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
OECD/DAC Criteria - Relevance					
Key Question 7.0 - Are results relevant to primary stakeholders' needs and priorities?					
7.1. To what extent were the immediate and intermediate outcomes expected from RRI, aligned and consistent with priority expressed needs of targeted RCRC NSs? [N]	Extent of alignment with priority expressed needs of targeted RCRC NSs	Close alignment with priority expressed needs of targeted RCRC NSs	Perceived close alignment with priority expressed needs of targeted RCRC NSs	NS documents IFRC Key informants NS Key informants	Document review, KII, End-line survey workshop Sample case studies of 3 NSs
7.2. To what extent were the immediate and intermediate outcomes expected from RRI, aligned and consistent with priority expressed needs of ASEAN organizational structures dealing with DRR? [N]	Extent of alignment with priority expressed needs of ASEAN organizational structures dealing with DRR	Close alignment with priority expressed needs of ASEAN organizational structures dealing with DRR	Perceived close alignment with priority expressed needs of ASEAN organizational structures dealing with DRR	ASEAN reports ASEAN KIs DRR experts	Document review KIIs
Key Question 8.0 - Are results relevant to vulnerable groups (listed as secondary stakeholders) indirectly targeted by the intervention?					
8.1. To what extent were RRI's planned immediate and intermediate outcomes relevant to priority expressed needs of secondary stakeholders, namely vulnerable groups, particularly women, boys and girls [N]	Extent of alignment with priority expressed needs of targeted vulnerable groups, particularly women, boys and girls	Continued close alignment with priority expressed needs of these vulnerable groups	Close alignment with priority expressed needs of these vulnerable groups at time project started	NS documents IFRC Key informants NS Key informants	Document review, KII, Sample case studies of 3 NSs
OECD/DAC Criteria - Sustainability					
Key Question 9.0 - What is the likelihood that results/benefits will continue after GAC involvement ends?					
9.1. To what extent do NS stakeholders of the project perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA national policies and programs beyond 2018? [C]	Extent that community-based resilience issues, with gender-equity, are a focus in SEA national policies and strategies	Community-based resilience issues, with gender-equity, are an imbedded focus of national DRR policies and strategies	Community-based resilience issues, with gender-equity, are not adequately imbedded as focus of national DRR policies and strategies	National DRR documents IFRC and NS documents NDM Coordinators IFRC Key informants NS Key informants	Document review KIIs Sample case studies of 3 NSs

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
9.2. To what extent do ASEAN representatives perceive that prominence of DRR issues, with gender-equity, will continue to be a focus in SEA regional policies and programs beyond 2018? [C]	Extent that DRR and community-based resilience with gender-equity, are a focus in ASEAN regional structures, policies and strategies	Community-based DRR and resilience with gender-equity, are a more imbedded focus of ASEAN regional structures, policies and strategies	Community-based DRR and resilience with gender-equity, are not adequately imbedded as focus of ASEAN regional structures, policies and strategies	NDM Coordinators IFRC Key informants ASEAN documents and KIs within CRCS	Document review KIIs
Key Question 10.0 - Are there committed financial and human resources to maintain benefits and results?					
10.1. To what extent do NSs and the IFRC have sufficient resources to maintain the outcomes achieved by RRI beyond 2018? [N]	Level of NS and IFRC resources for ongoing programming	Sufficient strategy and resources for ongoing community-based resilience programming in SEA	Assumed sufficient strategy and resources	IFRC documents IFRC Key informants CRCS Key informants	Document review, KII, Sample case studies of 3 NSs (for NS view)
10.2. To what extent has ASEAN committed sufficient resources to assure that cooperation mechanisms strengthened by RRI continue to be strengthened beyond 2018? [N]	Level of ASEAN resources committed for ongoing programming	Sufficient financial strategy and resources to maintain consistent operations that support community-based resilience programming in SEA	Specific HFA commitments	ASEAN documents IFRC Key informants ASEAN Key informants GAC Key informants	Document review KIIs
Key Question 11.0 - What were major factors that influenced the achievement and non-achievement of the sustainability of project interventions?					
11.1. What were the major factors that enabled sustained project achievement beyond 2018? [D]	Identified factors	No specific target	Not know at baseline	NS documents IFRC/CRCS Key informants NS Key informants	Document review, KII, Sample case studies of 3 NSs
11.2. What were the major factors that hinder sustained project achievement beyond 2018? [D]	Identified factors	No specific target	Not know at baseline	NS documents IFRC/CRCS Key informants NS Key informants	Document review, KII, Sample case studies of 3 NSs
GAC Cross-cutting Theme - Gender Equality					
Key Question 12.0 - To what extent were gender considerations taken into account in all project activities?					
12.1 Did the project have a comprehensive strategy and action plan for assuring that gender	Presence of strategy and plan,	Strategy and plan exist and are comprehensive and	Initial strategy and action plan exist	Gender-equity strategy and action plan	Document review, KII, Sample case studies of 3 NSs

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
considerations were considered during RRI implementation, and if so, to what extent were these implemented and monitored? [D, N]	Extent that these are "comprehensive" Extent to which implemented	have been implemented		GAC/IFRC/CRCS Key informants	
12.2 From the perspective of primary stakeholders, what were the most important gender considerations that were built into project design? [D]	Important gender-equity considerations	Number of considerations Alignment with those listed in strategy and action plan	Not known at baseline	Gender-equity strategy and action plan NS Key informants ASEAN Key informants	Document review, KII, Sample case studies of 3 NSs
Key Question 13.0 - Has the intervention contributed to the advancement of women's equal participation with men as decision-makers?					
13.1 From the perspective of annual project performance reports produced by IFRC, what were the most important achievements regarding advancement of women's participation in DRR as decision makers? [D]	Important gender-equity achievements	Number of achievements	Not known at baseline	IFRC and project reports IFRC/CRCS Key informants	Document review, KII,
13.2 From the perspective of primary stakeholders, what were the most important project achievements from a gender-equity perspective? [D]	Important gender-equity achievements	Number of achievements	Not known at baseline	NS reports NS Key informants	Document review, KII, Sample case studies of 3 NSs
Key Question 14.0 - Has the intervention reduced gender-based inequalities in access to the resources and benefits of development?					
14.1 To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls? [N]	Level of access to DRR resources and benefits focused on women and boys and girls	Improvement	Perceived or measured gaps	Project reports IFRC/CRCS/ASEAN/NS Key informants	Document review, KII, Sample case studies of 3 NSs
GAC Cross-cutting Theme - Environmental Sustainability					
Key Question 15.0 - Were identified environmental mitigation and enhancement measures implemented?					
15.1 How were environmental concerns identified and addressed by the project? [N]	Number of environmental concerns identified	Each identified environmental concern has mitigation strategy	Environmental concerns	Project reports GAC/IFRC/CRCS Key informants	Document review, KII

Sub-question	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument
	with mitigation measures				
Key Question 16.0 - If implemented, were they effective in preventing negative environmental impacts and/or improving environmental management?					
16.1. Assuming environmental mitigation measures needed to be implemented, did they improve environmental management? [C]	Extent to which environmental concerns were addressed	Each identified environmental concern mitigated	Identified environmental concerns	Project reports GAC/IFRC/CRCS Key informants	Document review, KII
GAC Cross-cutting Theme - Governance					
Key Question 17.0 - To what extent were governance considerations integrated in project activities?					
17.1 To what extent were relevant considerations of governance internal to IFRC, NSs, and ASEAN integrated into project activities? [N]	Number of governance concerns identified with mitigation measures	Each identified governance concern integrated into project work plans	Governance concerns	Project reports GAC/IFRC/CRCS/NS/ASEAN Key informants	Document review, KII, Sample case studies of 3 NSs

Note: For each sub-question, [square brackets] connote the type of evaluation question: descriptive type is represented by [D], normative questions by [N], and cause-effect questions by [C]. Each sub-question has its own inquiry method as summarized above. For all lines of inquiry, each sub-question, the planned qualitative data analysis approach can be summarized as "constant deductive plus inductive analyses" as described by Imas and Rist.[184] Inductive analysis involves looking for patterns, themes, and categories in the data. Deductive analysis involves use of a framework, in this case the project's Logic Model, PMF, evaluation criteria, and evaluation questions. The deductive phase involves testing and affirming the authenticity and appropriateness of the inductive analysis.

---

[184] Road to Results, Designing and Conducting Effective Development Evaluations, Linda G. Morra Imas, Ray C. Rist, World Bank, Washington D.C. 2009, page 389

Annex 2:   Evaluation Schedule

Overall Schedule

Task	Period
Contract signed with GAC and Salasan	November
Documentation review	November to end March
Consultations and draft work planning	November
Final work plan approval	Late December
Detailed case studies of 3 NSs	January to end March
Field work for data collection	Late January to early Mar
Validation and debriefing	March
Data analysis and Draft Report	March to April
Final report approved	May
Presentation of findings	Before end May

Dates of Key Informant Interviews and Lessons Learned Workshop

Date	Evaluation Activities
Team Leader – Robert Vandenberg	
January 24 – 30	KIIs in Ottawa
February 19 – 23	KIIs in Bangkok
February 21 – 22	Participate in lessons learned workshop
February 26 – Mar 6	KIIs in Jakarta
Regional Expert – Noriel Sicad	
January 24 – March 2	KIIs Manila
March 5 – 9	KIIs Phnom Penh

Annex 3:   Individuals Interviewed

Stakeholder Interviewed	Position Held by Interviewee	Date of Interview	Type of Interview	Sex
Ottawa Interviews (n = 6, 5-F, 1-M)				
CRCS	• Senior Disaster Risk Management Advisor, International Operations • Gender and Diversity Advisor, International Operations	Jan 24	2-person FTF paired interview	F, F
	• Head of Asia Region, International Operations • Program Manager Asia, Global Programs, International Operations	Jan 29	2-person FTF paired interview	M, F
	• Manager Planning, Evaluation and Knowledge Management, International Operations	Jan 29	FTF interview	F
GAC	• Senior Development Officer, ASEAN Regional Development Program, Global Affairs Canada (Technical Authority for the evaluation)	Jan 30	FTF interview	F
Bangkok Interviews (n = 13, 8-F, 6-M)				
ADPC	• Deputy Executive Director, Asian Disaster Preparedness Centre	Feb 19	FTF interview	M
ECHO	• Global and Regional DRR and Resilience Coordinator	Feb 19	FTF interview	F
GAC	• Senior Development Officer, Development, Embassy of Canada	Feb 20	FTF interview	F
GIZ	• Global Initiative on Disaster Risk Management (GODRM) Regional Coordinator Asia	Feb 20	FTF interview	M
IFRC	• Head of CCST	Feb 22	FTF interview	M
	• Project Manager	Feb 24	FTF interview	M
	• Program Assistant	Feb 23	FTF interview	F
	• Former Gender and Diversity Program Officer, CCST	Feb 20	FTF interview	F
	• Program Officer, Asia-Pacific Disaster Law Programme, Kuala Lumper Regional Office	Feb 20	FTF interview	F
IPPF	• Former Gender and Inclusion Advisor at ADPC, now working at International Planned Parenthood Federation (IPPF)	Feb 22	FTF interview	F
NDMO	• Research and International Cooperation Bureau, Department of Disaster Prevention & Mitigation (DDPM), Thailand	Feb 23	FTF interview	F
UN Women	• Humanitarian Action and Resilience Building Programme Specialist, UN Women Myanmar	Feb 21	Skype	F
UNDP	• Senior Advisor, Disaster Risk Reduction, UNDP Regional Hub	Feb 23	FTF interview	M

Stakeholder Interviewed	Position Held by Interviewee	Date of Interview	Type of Interview	Sex
UNISDR	• Program Manager Officer, UNISDR Asia and Pacific	Feb 22	Informal conversation	M
Jakarta Interviews (n = 22, 10-F, 12-M)				
AMPU	• Former Secretary General of PLANAS and active member of AMPU, plus AMPU communications consultant	Mar 6	2-person FTF paired interview	F, M
ASEAN	• Director plus two senior officers • Sustainable Development Directorate, Disaster Management and Humanitarian Assistance Division, ASEAN Secretariat	Feb 26	3-person, small group FTF interview	M, F, M
	• Consultant from IDRM project, Asia Development Bank Fund, supporting AADMER work programme	Feb 28	Skype interview	M
	• Emergency Preparedness and Response Officer, plus ERAT Program Assistant • ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre)	Mar 1	2-person FTF paired interview	M, F
GAC	• Director and Counsellor (Development) for Indonesia and ASEAN, Embassy of Canada • Deputy Director and Counsellor (Development), and Regional Director, Mission of Canada to ASEAN • First Secretary, Development, Project Manager, ADB Integrated Disaster Risk Management Fund (IDRM)	Mar 5	3-person, small group FTF interview	F, M, M
IFRC	• Head of CCST for Indonesia and Timor-Leste and IFRC Representative to ASEAN	Feb 27	FTF interview	M
	• Policy and Partnership Manager, CCST • Disaster Management Senior Officer, CCST	Feb 27	2-person FTF paired interview	F, F
	• Senior National Society Development Manager, CCST	Feb 27	FTF interview	M
NDMO	• Deputy for Prevention and Preparedness, National Agency for Disaster Management (BNPB) • Government of Indonesia • NDMO focal point for the project	Mar 1	FTF interview	M
Plan International	• Programme Manager, ASEAN Safe School Initiative (ASSI)	Feb 26	Skype interview	F
PMI	• Secretary General	Mar 2	FTF interview	M
	• Acting Head of Planning, Research and Development Bureau • Head of Communications Bureau	Mar 2	2-person FTF paired interview	F, F

Stakeholder Interviewed	Position Held by Interviewee	Date of Interview	Type of Interview	Sex
	• DRR Officer, Disaster Management Division • Gender and Diversity Focal Point, Disaster Management Division	Mar 6	2-person FTF paired interview	M, F
Philippine Interviews (n=11, F-7, M-4)				
Canadian Red Cross	• Philippines Country Representative	Feb 23	FTF interview	M
Consultant	• Former IFRC Regional Disaster Law Officer	Feb 23	FTF interview	F
Finnish Red Cross	• Country Delegate - Philippines Regional Disaster Management Delegate	Feb 23	FTF interview	M
IFRC	• Delegate Disaster Risk Management, Country Office – Philippines	Feb 15	FTF interview	F
	• Officer, Communications, Country Office, Philippines	Feb 20	FTF interview	F
	• Operations Manager	Mar 12	FTF interview	M
PRC	• Acting Manager, International Relations and Strategic Partnerships Office / Gender and Diversity Focal Point	Feb 15	FTF interview	F
	• Manager, Disaster Management Services • DPRR Unit Head, Disaster Management Services	Feb 19	2-person FTF paired interview	F, F
	• Community Engagement and Accountability Officer	Feb 21	FTF interview	F
	• Program Coordinator, Disaster Management Services	Feb 22	FTF interview	M
Cambodia Interviews (n = 12, F-6, M-6)				
Action Aid Cambodia	• DRR/CCA Program Officer • DRR Advocacy and Policy Consultant	Mar 1	2-person FTF paired interview	F, F
CmRC	• Deputy Director, Disaster Management Department	Feb 26	FTF interview	M
	• Director, Disaster Management Department	Feb 26	FTF interview	M
	• Director, Health Department	Feb 27	FTF interview	M
	• Deputy Director, Health Department	Feb 27	FTF interview	F
	• Program Officer • Disaster Risk Reduction Officer	Feb 28	2-person FTF paired interview	F, F
Finnish Red Cross	• Regional Finance and Administration Delegate, Asia,	Mar 2	FTF interview	M
IFRC	• Office Manager, Cambodia Country Office	Feb 27	FTF interview	F
NCDM	• Deputy Secretary General,	Mar 1	FTF interview	M
Save the Children	• Former Chair, Humanitarian Response Forum (HRF)	Feb 28	FTF interview	M

Annex 4:   List of Most Important Documents Consulted

- **Statement of Work**, Bid Solicitation 2018-A-035122-1
- **Contribution Agreement** – Strengthening Community Resilience to Natural Disasters in SEA, signed November 2013
- Amended **Contribution Agreement**, signed April 2016
- Building Regional Capacity and Collaboration for Community Resilience in Southeast Asia – C3R **Project Implementation Plan**, 2013-2016 (undated)
- Annual work plans
  - November 2013 – March 2015
  - April 2015 – March 2016
  - April 2016 – March 2017
- Annual project reports
  - November 2013 – March 2015
  - April 2015 – March 2016
  - April 2016 – March 2017
- Project steering committee reports
  - March 2015, Bangkok
  - April 2016, Bangkok
  - May 2017, Jakarta

Additionally, the South-East Asia IFRC Resilience Library has open access to numerous documents directly relevant to RRI, including IFRC DRR policy and strategy documents (http://www.rcrc-resilience-southeastasia.org/).

The following is a list of the most important documents examined by the evaluation team:

ASEAN and IFRC. Draft 8, Memorandum of Understanding between the Association of Southeast Asian Nations and the International Federation of Red Cross and Red Crescent Societies. Presently unsigned and undated.

ASEAN. AADMER Work Programme, 2016-20102, ASEAN, April 2016

ASEAN. ASEAN-Emergency Response and Assessment Team, FAQ, November 2017

ASEAN. Rollout Manual for Operationalisation, ASEAN Common Framework for Comprehensive School Safety – 2015-2030, June 2016

CRCS. Regional Resilience Initiative Mid-Term Retreat Report, undated

CRCS. Strategy on Violence Prevention, Mitigation and Response 2010–2020, 2011

CRCS. Ten Steps to Creating Safe Environments - How organizations and communities can prevent, mitigate and respond to interpersonal violence, 2011

ECHO. DRR Factsheet, European Commission, European Civil Protection and Humanitarian Aid Operations, October 2017

Government of Canada. 2015 Report of the Auditor General of Canada, Implementing Gender-based Analysis, 2015

Government of Canada. Global Affairs Canada's Strategic Papers on the Crosscutting Themes for Canada's International Assistance. http://international.gc.ca/world-monde. May 30, 2017

ICRC. 32nd International Conference of the ICRC, Geneva, Switzerland, Sexual and gender-based violence: Joint action on prevention and response resolution, 201. December 8-10, 2015

IFRC and UNDP. The checklist on law and DRR, Pilot Version, March 2015;

IFRC and UNDP. The Handbook on Law and DRR, 2015

IFRC. Disaster Law in Asia Pacific, IFRC fact sheet, undated

IFRC. Disaster reduction programme 2001-2008 - Summary of lessons learned and recommendations, 2009

IFRC. Engaging in the ASEAN schools safety initiative (ASSI), December 2, 2015

IFRC. Framework for Community Resilience, IFRC, 2014

IFRC. Gender and Diversity Organizational Assessment Toolkit, Pilot version. IFRC Asia-Pacific Regional Office, Kula Lumpur, 2016

IFRC. Minimum standard commitments to G&D in emergency programming – Pilot Version, 2015

IFRC. Snapshot - Focus on Gender and Diversity in DRR. An IFRC and CRCS publication sponsored by RRI. Resilience Library, Southeast Asia Resources, http://www.rcrc-resilience-southeastasia.org/

IFRC. Southeast Asia Regional Gender and Diversity Network Updates, Available from Resilience Library, http://www.rcrc-resilience-southeastasia.org/. June 2015

IFRC. Strategic Framework on Gender and Diversity Issues, 2013-2020, 2013

IFRC. Terms of reference: RCRC South-East Asia Regional Gender and Diversity Network. Released during the 12th Annual SEA RCRC Leadership Meeting, February 2015

IFRC. A guide to mainstreaming DRR and climate change adaptation, 2013

IFRC. What is VCA? An introduction to VCA, IFRC, 2006, IFRC Resilience Library, Southeast Asia Resources, http://www.rcrc-resilience-southeastasia.org/disaster-risk-reduction/community-based-disaster-risk-reduction

Patton, M. Qualitative evaluation and research methods Beverly Hills, Sage, pages 169-186. 1990

Philippines Red Cross. Factsheet - Working towards School Safety, undated

PMI. International Disaster Response Law (IDRL) in Indonesia, 2014

PMI. Key Policies, Strategic Plan and Operational Plan, 2014-2019, PMI, undated

PMI. Preparedness and Response – From Local to National, slide presentation. Feb 2016

PMI. Snapshot, Indonesian Red Cross – Palang Merah Indonesia (PMI), Undated

PMI. Weaving Resilience – Indonesian Red Cross contributions to the Hyogo Framework for Action goals 2005-2015

Shepherd, Mark and Witham, Gerard. Consultancy to Strengthen M&E of the RRI, Final Report, March 2017

Shepherd, Mark. IFRC Regional Resilience Initiative Endline Study Draft Report, Version 1-28.2.18, Volume1 and Volume 2, Change Stories, March 2018

Shepherd, Mark. Inception Report – IFRC Regional Resilience Initiative Endline Study, October 28, 2017

Thai Red Cross. Applying a gender and diversity analysis to VCA, Introduction to Resilience Training, Thai Red Cross, November 9-12, 2015

UNISDR website. https://www.unisdr.org/we/advocate/climate-change

UNISDR. 2016 Annual Report. https://www.unisdr.org/files/54892_2016unisdrannualrbmsreport.pdf

UNISDR. Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030, undated

UNISDR. Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, ISDR, 2005

UNISDR. Sendai Framework for Disaster Risk Reduction 2015 – 2030, March 18, 2015

Witham G., Shepherd M., Consultancy to Strengthen M&E of the RRI, March 2017

Annex 5:   Statement of Work

The Statement of Work has been inserted as a PDF object. Please double click on the icon and it will open in your pdf reader.
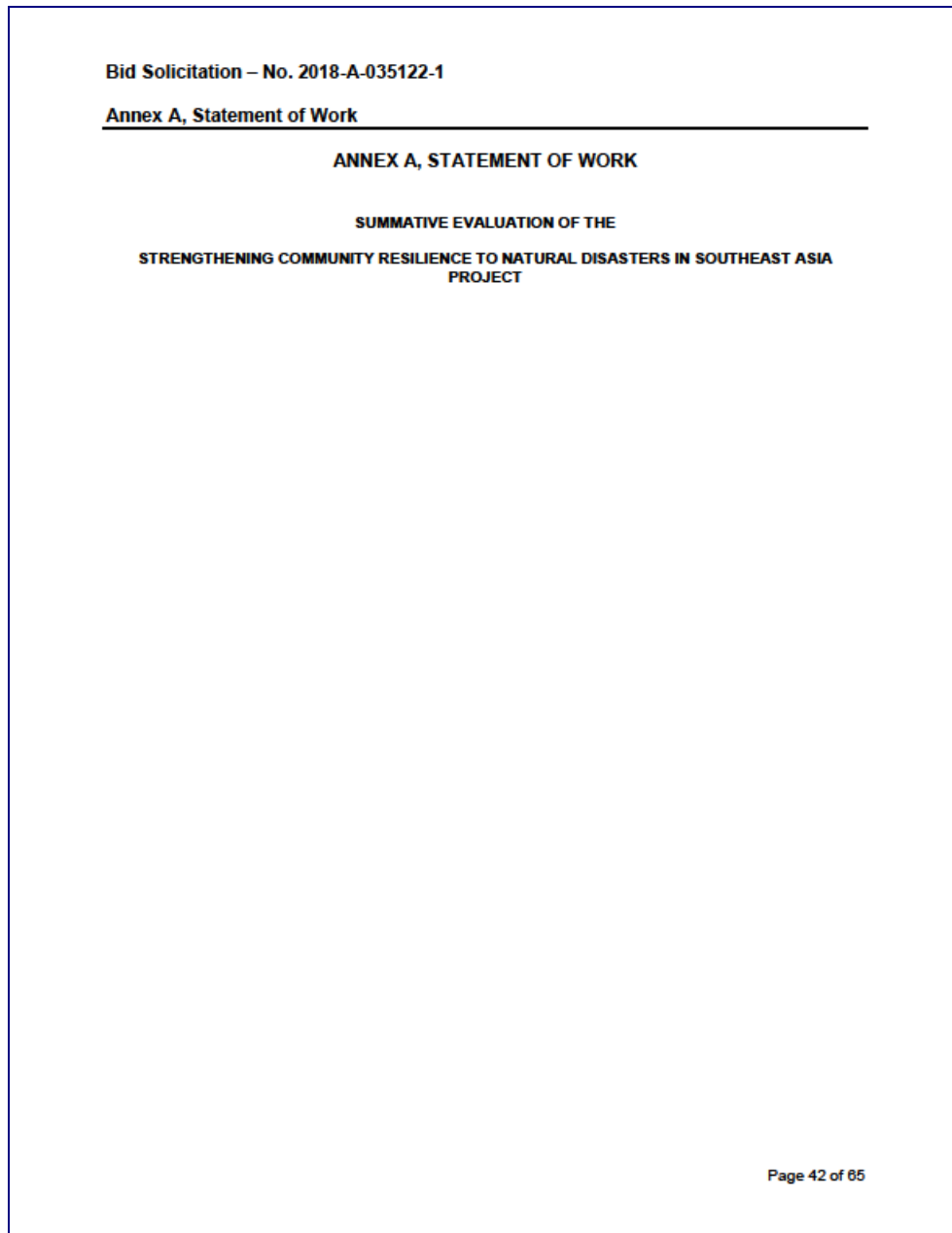
Bid Solicitation – No. 2018-A-035122-1

Annex A, Statement of Work

ANNEX A, STATEMENT OF WORK

SUMMATIVE EVALUATION OF THE

STRENGTHENING COMMUNITY RESILIENCE TO NATURAL DISASTERS IN SOUTHEAST ASIA PROJECT

Page 42 of 65

Annex 6: Project Logic Model

LOGIC MODEL (LM) | Version: 1 | Date: 30/04/2014

Title	Building Regional Capacity and Collaboration for Community Resilience in Southeast Asia: Reducing the Impact of Disasters on Vulnerable Communities	**No** 1 / **Team Leader** Ms Pat Laberge, Senior Manager, Asia Programs, Development Unit / Deborah Cote, Program Manager, Indonesia & Emerging Programs, Canadian Red
Country/Region	South East Asia (SEA): 11 countries & National Societies	**Budget** $6,290,802 / **Years** 3: Nov. 26, 2012 - Dec. 30, 2016

Ultimate Outcome

1000 Reduced vulnerability to natural disasters for vulnerable communities[1] in Southeast Asia (SEA), with emphasis on women, boys and girls.

Intermediate Outcome

1100 Improved representation of community Disaster Risk Reduction (DRR) issues[2] in national policies, plans, and programs.	**1200** Increased effectiveness of SEA regional DRR cooperation mechanisms that address the needs of vulnerable communities with emphasis on women, boys & girls

Immediate Outcome

1110 Increased capacity of SEA Red Cross National Societies (hereafter referred to as NSs) to promote community DRR issues[3] at national level.	**1120** Increased integration of gender equality into national[5] and regional DRR policies and programs.	**1210** Increased DRR cooperation between RCRC, Association of SEA Nations' (ASEAN) Committee on Disaster Management (ACDM)[4], & other regional organizations.

Outputs

1111 Select NSs' leaders & senior staff trained in humanitarian diplomacy (HD), communication & beneficiary communications (BenComs) relevant to DRR. **1112** Select NSs' DRR communication & HD plans developed & implemented, based on community concerns, including gender & environment, & aimed at national governments & other stakeholders. **1113** Technical support provided to select NSs to develop Disaster Law advocacy plans & processes.	**1121** DRR-focused gender training & technical support provided to select NSs. **1122** Technical support provided to integrating gender equality into select NSs' DRR-focused policies, tools & strategies. **1123** Technical support provided to relevant regional organizations on applying a gender equality approach to DRR programs & strategies.	**1211** Technical support provided to consolidate, document & promote RCRC DRR role & contribution to SEA regional DRR efforts. **1212** SEA RCRC regional DRR workplan implemented for joint activities with ASEAN & other relevant organisations.

Activities

1111 Train select NSs in Humanitarian Diplomacy (HD), communication, & Beneficiary Communications relevant to DRR. **1112** Develop and implement select NSs' DRR Communication and HD plans, based on community concerns, including gender & environment, aimed at national governments & other stakeholders. **1113** Provide technical support to select NSs in the development of Disaster Law advocacy plans & processes.	**1121** Provide DRR-focused gender training & technical support to select NSs. **1122** Provide technical support to integrating gender equality into select NSs' DRR-focused policies, tools & strategies. **1123** Provide technical gender support to select regional organizations on applying a gender equality	**1211** Provide technical support to consolidate, document & promote RCRC DRR role & contribution to SEA regional DRR efforts. **1212** Implement SEA RCRC regional DRR workplan for joint activities with ASEAN & other relevant organizations.

[1] IFRC-identified vulnerable communities: Those with a higher risk to natural disasters due to location and poor service access as well as poor health, economic or social status impacting their ability to prepare and respond to risks. For some, discrimination and/or additional access issues resulting from gender, age, religion, ethnicity, and/or being differentially abled may further compounded vulnerability.

[2] Vulnerability and Capacity Assessments (VCA) reports will be analysed to identify commonly-raised community DRR Issues. Regional priorities will be developed based on a mapping of these issues and those that fall within the scope of the National Societies' influences.

[3] I.e., disaster management and health

[4] "ACDM" refers to DRR-relevant bodies of the ASEAN Secretariat; independent of the ASEAN Secretariat, ACDM cannot legally undertake such activities.

[5] Does not include community-level implementation of gender strategy.

Annex 6: Performance Measurement Framework

Expected Results[1]	Indicators[2]	Baseline Data	Targets[3]	Data Sources	Basleine Questoinnaire	Data Collection Methods	Frequency	Responsibility
Ultimate Outcome	# of disaster related deaths (SADD if available)	757		CRED				
Reduced vulnerability to natural disasters for vulnerable communities[1] in Southeast Asia (SEA), with emphasis on women, boys and girls.	# of persons affected by disasters (SADD if available)	8,970,653		CRED				
	Value of physical damage caused by disasters (USD 000)	332,000		CRED				
Intermediate Outcome 1100								
Improved representation of community Disaster Risk Reduction (DRR) issues[2] in national policies, plans, and programs.	Level of RCRC contribution into national DRR policy, plans and programs (BL4 O1.2)	1) DRR Mapping-2012. 2) Asia Pacific National Society OD & Capacity Building Mapping-2012 3) HFA midterm review report 4) DRR expenditure mapping-2012		NS	IO1.1a How has your NS contributed to national DRR Plans? (when, type of) What mechanisms do you use to implement your National DRR plans? How has the NS contributed to these	NS, DRR National policies that reference RCRC	baseline/endline	NS/PM
	# of NS with a position in the National DRR mechanism			NS	IO1.1b Who do you primarily work with at the national level ((government/DRR Platform, etc.)		baseline/endline	NS/PM
	# of NS stakeholders/partners on DRR			NS	IO1.1c What was the impact of that contribution?		baseline/endline	NS/PM
				NS	IO1.1d What future plans do you have?		baseline/endline	NS/PM
				NS	IO1.1e Are these in your strategic and workplans? What type of plans, when?		baseline/endline	NS/PM
				NS	IO1.1f Are others (PNS/organizations) working with you on DRR issues at the national level? Who? What type of support (financial, technical, coordination)?		baseline/endline	NS/PM
				NS	IO1.1g What are the high level themes		baseline/endline	NS/PM

						IO1.1h What methods or plans do you have in place to capture the voice of communities? (ben comms)		baseline/endline	NS/PM
	# of HFA monitoring reports that include reference to RCRC contribution to DRR	a) RCRC-midterm HFA midterm report. b) Country specific HFA midterm report			NS	IO1.2a How has your NS contributed to the HFA Monitoring report?	NS, HFA Monitor report (2011 or 2013 – search for RCRC mention)	baseline/endline	NS/PM
					NS	IO1.2b Are there specific references in your contribution (page/Priority, etc)	HFA reports from region – any references to RCRC	baseline/endline	NS/PM
	# of DRR/DL joint pledges at the International Conference of RCRC				NS	IO1.3a Did your NS sign the DRR Pledge at the IC (2011)	IC pledge signatures	baseline/endline	NS/PM
					NS	IO1.3b Have your signed DRR pledges in the past - if yes when, what were the results	CoD Pledge updats from Sydney Nov 2013	baseline/endline	NS/PM
					NS	IO1.3c What is the status of these pledges (Nov 2013 updates)		baseline/endline	NS/PM
					NS	IO1.3d Do you plan to sign a joint DRR pledge at the IC 2015? What would support this? What may be barriers to this		baseline/endline	NS/PM
Intermediate Outcome 1200									
Increased effectiveness of SEA regional DRR cooperation mechanisms that address the needs of vulnerable communities with emphasis on women, boys & girls	Evidence of effectiveness of SE Asia DRR cooperation (BL4 Oput1.2 I3)				SEA	IO2.1a SEARD TO IDENTIFY METHODS FROM BLs			PM
	# of references to vulnerable communities in regional forums (BL4 Oput1.3 Ind 1)		1	1	SEA	IO2.2a SEARD TO IDENTIFY METHODS FROM BLs			PM
Immediate Outcomes 1110									
Increased capacity of SEA Red Cross National Societies (hereafter referred to as NSs) to promote community DRR issues[3] at national level.	Level of DRR advocacy knowledge and skills (disaggregated staff/ management and M/W)	1)DRR Mapping-2012. 2)Asia Pacific National Society OD & Capacity Building Mapping-2012 3) DRR expenditure mapping-2012			NS	I1.1a Survey to include how, where, knowledge, skills, etc		baseline/endline	NS/PM
					NS	I1.1b Has your NS completed an OCAC formally? Informally? If yes, collect data for Q32-33 and 62-71 including analysis	OCAC questionaire32-33, 62-71	baseline/endline	NS/PM
	# of NS with relevant guidelines to support DRR advocacy	1)DRR Mapping-2012. 2)Asia Pacific National Society OD & Capacity Building Mapping-2012			NS	I1.2a What advocacy documents does your NS use? How?	copy of advocacy documents	baseline/endline	NS/PM
					NS	I1.2b If yes, how is DRR included? How have you used these documents (stories, examples)?		baseline/endline	NS/PM

				NS	I1.2c How do you plan to use these documents in the future		baseline/endline	NS/PM
				NS	I1.2d If no, what are barriers to this? Do you have plans to develop such guidelines (why/why not)		baseline/endline	NS/PM

Output 1111

Select NSs' leaders & senior staff trained in humanitarian diplomacy (HD), communication & beneficiary communications (BenComs) relevant to DRR.	# of NS staff trained on advocacy for DRR promotion (M/F, position, by country, by type of training HD, comms, Bencoms)	1)DRR Mapping-2012. 2)Asia Pacific National Society OD & Capacity Building Mapping-2012			In last two years, by M/F, Staff/Mgmt: per NS		baseline/endline	
				NS	O1.1a # trained in advocacy	baseline/endline	NS/PM
				NS	O1.1B # trained in DRR Advocacy	baseline/endline	NS/PM
				NS	O1.1C # trained in HD	baseline/endline	NS/PM
				NS	O1.1d # trained in HD for DRR	baseline/endline	NS/PM
				NS	O1.1e # trained in communications	baseline/endline	NS/PM
				NS	O1.1f # trained in communications for DRR (including early warning	baseline/endline	NS/PM

Output 1112

Select NSs' DRR communication & HD plans developed & implemented, based on community concerns, including gender & environment, & aimed at national governments & other stakeholders.	# of NS with a DRR communication and HD workplan implemented that include community issues (LTPF Bl4 Output 1.2 Indicator 2)	1) Asia Pacific National Society OD & Capacity Building Mapping 2) Inventory list of IEC materials-2012		NS	O1.2 a Does your NS have a DRR Communication plan; how does this identify community issues, how do you use it, what are the messagess? What is lacking and how do you plan to improve it?	baseline/endline	NS/PM
				NS	O1.2b Does your NS have a DRR advocacy plan; how does this identify community issues, how do you use it, what are the messages? What is lacking and how do you plan to improve it?	baseline/endline	NS/PM
				NS	O1.2c If no, what are barriers to having this? Do you have plans to develop this (where, when, who has responsibility)	baseline/endline	NS/PM
				NS	O1.2d What DRR advocacy strategy/practice have been considered to address communities and position the NS as an advocate	baseline/endline	NS/PM

Output 1113

Technical support provided to select NSs to develop Disaster Law advocacy plans & processes.	# and type of technical support provided to NS in developing DL Advocacy plans	1)Asia Pacific National Society OD & Capacity Building Mapping		SEA	O1.3aData on which Countries have engaged on DL	Zone DLP to provide data	baseline/endline	NS/PM
				NS	**For NS selected for this area:**		baseline/endline	
				NS	O1.3.3 bWhat types of advocacy have been completed (data/type/outcome)		baseline/endline	NS/PM

				NS	O1.3c What lessons were learned from this exercise		baseline/endline	NS/PM
				NS	O1.3d What are your next steps on DL?		baseline/endline	NS/PM
				NS	O1.3e What opportunities exist to complete these?		baseline/endline	NS/PM
				NS	O1.3f What barriers might you face		baseline/endline	NS/PM
				NS	O1.3g Have you signed a joint pledge on DL with your government		baseline/endline	NS/PM
Immediate Outcome 1120								
Increased integration of gender equality into national[5] and regional DRR policies and programs.	# of NS that have increased use of gender inclusive DRR policies and programs	1)Asia Pacific National Society OD & Capacity Building Mapping-2012		NS	See also 2.1	Policy document get a copy	baseline/endline	NS/PM
				NS	**I.2.1 For those NS with DRR policies:**		baseline/endline	NS/PM
	Level of DRR policies and programmes that have integrated gender equality	1)Asia Pacific National Society OD & Capacity Building Mapping-2012 2) HFA midterm report 3) DRR cost expenditure mapping-2012	3-5 NS integrate gender into DRR policies and programs	NS	I2.1a How do you use your DRR policy? What is its value (look for standard DRR models/approaches, connection to government DRR plans)		baseline/endline	NS/PM
				NS	I2.1b What is your NS programming approach to Gender?	Get copy of programming and gender if available	baseline/endline	NS/PM
					I2.1c what are the contextual or social opportunities to increase a gender focus in DRR		baseline/endline	NS/PM
					I2.1d What are some of your barriers to increasing the gender focus in DRR		baseline/endline	NS/PM
	Level of gender inclusions in regional DRR forums			SEA	**For SEARD:**	Forum notes, agendas, speakers	baseline/endline	
				SEA	I2.2a What are the regional DRR forums (dates, types, organizational lead)		baseline/endline	PM
				SEA	I2.2b How does SEARD coordination/engage on these		baseline/endline	PM
				SEA	I2.2c How often is gender a topic at DRR forums (date, type,		baseline/endline	PM
				SEA	I2.2d What resolutions or changes in Gender and DRR have resulted from these forums (HFA monitor, Min. Conference, etc.)	copy of resolutions, etc	baseline/endline	PM

Outputs 1121

DRR-focused gender training & technical support provided to select NSs.	# and type of Gender trainings and support provided	2 NS	5-8 NS	SEA	In last two years, disaggregated by organization, M/F, Staff/Mgmt/volunteer/organization (as applicable):		baseline/endline	PM
				SEA	O2.1a # of NS trained in Gender (MF/Staff:Mgmt) (dates, type)		baseline/endline	PM
				SEA	O2.1b # of these that are engaged on DRR programs (if known)		baseline/endline	PM
				SEA	O2.1c # of other organizations that attended (dates, name of organization, country		baseline/endline	PM
				SEA	O2.1d Which trainings were specifically for DRR programs (eg: CSRForum)		baseline/endline	PM
				SEA	O2.1e What gender technical support has been provided to DRR programs? Who provided it, when, type		baseline/endline	PM
				SEA	O2.1f What gender technical support has been provided overall to the NS (who, when, type)		baseline/endline	PM
				SEA	O2.1 g What gender technical support or training is planned in your NS? (by who, when, financial supported by)		baseline/endline	PM

Outputs 1122

Technical support provided to integrating gender equality into select NSs' DRR-focused policies, tools & strategies.	# and type of technical support provided on gender equality integration		3-5 NS	NS and ACDM	O2.2a Does your NS have a DRR Policy (NB also related to IO1)	Policy document provided by NS	baseline/endline	NS/PM
				NS and ACDM	O2.2b If yes, what are its gender specific components (get a copy if possible)		baseline/endline	NS/PM
				NS and ACDM	O2.2c How has this been acted on? What role has your governing board planned in promoting gender equality		baseline/endline	NS/PM
				NS and ACDM	O2.2d What role has your governing board planned in promoting gender quality		baseline/endline	NS/PM
				NS and ACDM	O2.2e If no gender specific component of your DRR policy, why not? What are the barriers to this?		baseline/endline	NS/PM
				NS and ACDM	O2.2f Do you have a gender focal point?		baseline/endline	NS/PM

Outputs 1123

Technical support provided to relevant regional organizations on applying a gender equality approach to DRR programs & strategies.	# and type of technical support provided to select regional organizations	0	1	SEA	What regional GE activites, technical support, etc. been provided by RCRC over the last 2 years		baseline/endline	PM
				SEA	What opportunities may exsit over the project		baseline/endline	PM
				SEA	Who are key GE partners in the region		baseline/endline	PM

Immediate Outcome 1210							
Increased DRR cooperation between RCRC, Association of SEA Nations' (ASEAN) Committee on Disaster Management (ACDM)[4], & other regional organizations.	Frequency of regional DRR dialogue on gender and environmental issues affecting communities			SEA	For SEARD See also I2.2	baseline/endline	PM
	(see also BL5 Oput 1.1)			SEA	**Over and above I2.2.**	baseline/endline	PM
					I3.1 b What other environmental dialogues are occurring?	baseline/endline	PM
				SEA	I3.1 b What other gender dialogues are occurring?	baseline/endline	PM
				SEA	I3.1 c What are the opportunities	baseline/endline	PM
	# of enhanced regional RCRC partnership with DRR organizations			SEA	I3.2a For SEARD Map the who, what, when, why of the current DRR relationship – are these working, coordination, discussion, policy, etc.	baseline/endline	PM
				SEA	I3.2b What opportunities exist to continue these partnerships	baseline/endline	PM
				SEA	I3.2c Which partnership may not be continued, why	baseline/endline	PM
				SEA	I3.2d What other partnerships may be coming up that could be included	baseline/endline	PM
				SEA	I3.2e Any issues with continued parternships	baseline/endline	PM
				SEA	I3.2f What would be the key issues for thse partnerships (as related to this project)	baseline/endline	PM
Outputs 1211							
Technical support provided to consolidate, document & promote RCRC DRR role & contribution to SEA regional DRR efforts.	# and type of technical support provided to document RCRC DRR Role			SEA	This will be likely to be identified in FY1 as no work plan exists but we can map requests for support and cooperation and what has been the RC contribution to ADMER (reference to events list with joint activities with ASEAN Secretariat)	baseline/endline	PM
				SEA	O3.1a Map discussions to date, etc with ASEAN status of discussions with AS, .areas of common interest, plans for development of workplan	baseline/endline	PM

Annex 7:   Consultant Profile

Mr. Ramon Noriel B. Sicad ("Noriel") has over 30 years of professional experience with government agencies, at the national, regional and local levels as well as with international development partner-agencies, in the Philippines and in the ASEAN. His multidisciplinary knowledge and skills include results-based monitoring and evaluation, managing for development results, planning and program management, investment programming, institutional development, post-disaster recovery, among others.

His work involves the integration of results-based management approaches with various agencies and stakeholders towards achieving outcomes in rural and urban development, natural resource management, social services, governance and capacity building, post-conflict and post-disaster recovery and rehabilitation.

He has a multi-disciplinary perspective and is comfortable working with colleagues that have diverse knowledge and skills. He completed his Bachelor's degree in Agricultural Engineering at the University of the Philippines, and a Masters in Business Administration at the Ateneo de Manila University Graduate School of Business. He completed the Certificate in Urban and Regional Development at the Graduate School of Public and International Affairs as an H.J. Heinz Fellow on Institutional Development and Program Management at the University Center for International Studies, University of Pittsburgh, USA.

Mr. Robert Vandenberg ("Bob") has more than 30 years of experience in international development and emergency relief. With front-line humanitarian response experience in Africa and Asia, Bob has managed refugee camps in Kenya, and recovery programs in Sri Lanka.

As a Performance Management Consultant, Bob has advised clients in over 20 countries on a full range of program and management issues including needs analysis and strategic planning, organisational culture and change, program planning, project design, theories of change, monitoring and evaluation, and performance measurement, and reporting. His practical field experience, technical knowledge of results-based management (RBM), and experience as a facilitator and trainer give him the skills to directly support change agents. His expertise includes: food security program design and management in vulnerable, rural settings; RBM and performance measurement systems training and capacity building; and participatory techniques of data collection and analysis.

He is an experienced evaluator, credentialed with the Canadian Evaluation Society, and an accredited adult educator (Saint Francis Xavier University). Bob has a Bachelor's degree in Agricultural from the University of Guelph, and a Masters degree from the Norman Paterson School of International Affairs, Carleton University.

Annex 8:   Data Collection Tools

Data Collection Tool for Case Studies

A detailed review of RRI implementation experience within 3 RCRC NSs will involve mapping out and understanding how these national societies have worked to:

- promote community-based DRR and resilience issues in their country's national policies, plans, and programs;
- increase integration of gender equality into national and regional DRR policies and programs; and,
- Increase DRR cooperation between NS and relevant NDMO, and with ASEAN Committee on Disaster Management (ACDM) and other regional organizations while addressing the needs of vulnerable communities and gender equity.[185]

Examining key sub-questions, and comparing across the three NSs, the evaluators will look for patterns, challenges, and lessons learned. Consistent with the Evaluation Matrix for this summative evaluation, the main sub-questions that will be used to structure KIIs for these case-studies examined are listed below with reference numbers to questions in the Evaluation Matrix indicated in brackets.

1. (2.1) Can either positive or negative unintended outcomes be associated with RRI and its activities?
2. (3.0) What were major factors that influenced the achievement or non-achievement of objectives/results of RRI?
3. (4.1) What were the key outputs that resulted from collaboration with IFRC through RRI?
4. (5.1) To what extent were planned outputs/tasks related to IFRC/RRI support managed so that they were completed on time and within budget? In other words, was this an efficiently managed project from the perspective of the NS?
5. (6.1) To what extent were the outcomes expected from RRI, aligned and consistent with the NS's priority needs?
6. (7.1) To what extent were RRI's planned immediate and intermediate outcomes relevant to priority needs of vulnerable groups, particularly women, boys and girls? How were these priority needs determined?
7. (8.1) To what extent does the NS perceive that prominence of DRR issues, with gender-equity, is and will continue to be a focus in national policies and programs beyond 2018? Can the interviewee provide tangible evidence of trends and investments being made?
8. (9.1) To what extent does the NS, its local patterns, and national government organizations have sufficient resources to maintain the outcomes achieved by RRI beyond 2018?
9. (10.1) What were the major factors that enabled sustained achievement of outcomes related to RRI beyond 2018?

---

[185] At country level, while enquiring about NS contribution to ASEAN can be relevant in some cases, most of the interactions would happen between a NS and the NDMO, which is a member of ACDM.

10. (10.2) What were the major factors that hinder sustained achievement of project-related results beyond 2018?
11. (11.1) Did the NS have a comprehensive strategy and action plan for assuring that gender considerations were considered during RRI implementation, and if so, to what extend were these implemented and monitored?
12. (11.2) From the perspective of the NS, what were the most important gender considerations that were built into project design?
13. (12.2) From the perspective of the NS, what were the most important project achievements from a gender-equity perspective?
14. (13.1) To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls?
15. (16.1) To what extent were relevant considerations of governance internal to IFRC, the NS, and ASEAN integrated into project activities?

For each case study, a short report, maximum 10 pages, will be produced to provide a single evidence package. Once each draft case-study report is completed, the evaluators will identify common observations across the 3 case studies, and explain patterns and exceptions, and in this way, draw overall findings.

Collecting Data – Data is collected by assembling a comprehensive set of documents related to each NS. This is accomplished through discussions with KIs who are expected to share a document trail related to NS community-based resilence and DRR programming in each of the 3 countries. Review of these collected documents, plus semi-structured discussion with KIs will allow extraction of data related to sub-questions in the Evaluation Matrix. Additional interviews with KIs outside the NS will provide further context and validation of information collected so that a more nuanced understanding is possible. Although final shortlists have yet to be confirmed, it is expected that at 8 to 14 KIs will be interviewed for each case study:

- Nationl Society managers and staff working on community-based resilience, DRR and gender-equity and diversity;
- National Disaster Management Officer and/or her/his staff;
- Other key national disaster management and emergency response staff;
- Other obvious stakehoder representatives working in country (donors, NGO, UN).

Template for the Case Study Reports – Once data is collected and analysed, summary narratives will be written. Assumig half-page per subquestion, this gives a total of 10 pages of findings. A front page will introduce the case study, and provide a summary of context and relationship to RRI. In short, each case study will follow the same outline:

- Introduction – one page background and overview
- Findings – roughly 10 pages drawn from document review and KIIs
- Summary – higher level perspective looking across the subquestions plus any other relevant data collected.

Sample Interview Protocol for Key Informant Interviews

Thank you for making yourself available for this interview. As you may know, the Strengthening Community Resilience to Natural Disasters in Southeast Asia Project or Regional Resilience Initiative (RRI) is a 4-year project that started in late 2013 and will soon come to close. It is supported by the Canadian Government and implemented in the region by the International Federation of Red Cross and Red Crescent Societies (IFRC). The donor of this project, Canada, has commissioned an evaluation to examine the results achieved from this $6 million project and I am one of the evaluators hired to this. I am an independent consultant.

The primary purpose of this evaluation is to learn lessons from the project and to see what worked best and what did not work so well. In other words, the purpose is understanding and learning. The evaluation is not interested in pointing fingers or blaming people.

The evaluation is exploring a) key results achieved, b) project efficiency and sustainability, and c) is especially interested in how the gender-equity issues were discussed, and integrated into project activities and results.

Because of your frontline experience [in DRR, in Gender-equity, in managing this project, etc.], I want to ask questions and have a discussion related to this project. Although I will record notes, nothing you say will be attributed to your name in any public report produced by this evaluation. It is part of my job as credentialed evaluator to protect the confidentiality of this interview. I won't connect what you say to your name when I write the evaluation report. I invite you to speak candidly.

We have allocated {normally one hour] for this interview. Are you okay with the time? Can I proceed? Do you have any questions about the process before we start?

[Each group/type of KI will have a different set of questions which will be drawn from the master list below. This list is adapted from the Evaluation Matrix]

1. Has RRI achieved its expected immediate and intermediate outcomes and made progress towards the expected ultimate outcome (use Logic Model as reference)?

    1.1. To what extent were its expected outcomes achieved?

    1.2. To what extent do you think that the project has or will contribute to its expected ultimate outcome?

2. Are there unintended results, either positive or negative? Can either positive or negative unintended outcomes be associated with RRI and its activities?

3. What were the major factors that enabled or hindered the achievement of expected outcomes of RRI?

4. How economically were resources/inputs (funds, expertise, time, etc.) converted to outputs?

    4.1. Which key outputs were produced related to RRI?

4.2. For the key combined outputs produced in each activity stream (1110, 1120, 1220), what was the overall estimate of project cost?

4.3. When comparing activity stream costs to outputs produced, to what extent were project resources efficiently used?

5. Were outputs achieved on time and on budget?

5.1. To what extent were planned outputs/tasks – as per approved workplans – managed so that they were completed on time and within budget?

6. Are results relevant to primary stakeholders' needs and priorities? To what extent were the immediate and intermediate outcomes expected from RRI, aligned and consistent with priority expressed needs of targeted RCRC NSs and the needs of ASEAN organizational structures dealing with DRR?

7. To what extent were RRI's planned immediate and intermediate outcomes relevant to priority expressed needs of secondary stakeholders, namely vulnerable groups, particularly women, boys and girls?

8. What is the likelihood that results/benefits will continue after GAC involvement ends?

9. Are there committed financial and human resources to maintain benefits and results?

9.1. To what extent do NSs and the IFRC have sufficient resources to maintain the outcomes achieved by RRI beyond 2018?

9.2. To what extent has ASEAN committed sufficient resources to assure that cooperation mechanisms strengthened by RRI continue to be strengthened beyond 2018?

10. What were major factors that influenced the achievement and non-achievement of the sustainability of project interventions? What were the major factors that enabled and hindered sustained project achievement beyond 2018?

11. To what extent were gender considerations taken into account in all project activities?

11.1. Did the project have a comprehensive strategy and action plan for assuring that gender considerations were considered during RRI implementation, and if so, to what extend were these implemented and monitored?

11.2. From the perspective of primary stakeholders, what were the most important gender considerations that were built into project design?

12. Has the intervention contributed to the advancement of women's equal participation with men as decision-makers?

12.1. From the perspective of annual project performance reports produced by IFRC, what were the most important achievements regarding advancement of women's participation in DRR as decision makers?

12.2. From the perspective of primary stakeholders, what were the most important project achievements from a gender-equity perspective?

13. Has the intervention reduced gender-based inequalities in access to the resources and benefits of development? To what extent did RRI improve access to DRR resources and benefits specifically focused on women and boys and girls?

14. How were environmental concerns identified and addressed by the project? If implemented, were they effective in preventing negative environmental impacts and/or improving environmental management? Assuming environmental mitigation and enhancement measures needed to be implemented, did they effectively improve environmental management?

15. To what extent were relevant considerations of governance internal to IFRC, NSs, and ASEAN integrated into project activities?

16. What mechanisms were in place in order to ensure project accountability, including budget accountability, and how effective were they?

17. How effective were mechanisms that were put in place by the project to ensure regular monitoring and reporting of output, results performance, and financial disbursement?