Final Evaluation: Building Resilient Communities in Fiji Project

Final Report



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Acknowledgments

The photograph on the cover page is of a Fiji Red Cross Branch President in Vio Island, an island community located in the Western Division of the Fiji Islands. The photograph has been used with the permission of the Fiji Red Cross staff and the photographer (Iris Low).

The evaluation team comprised Iris Low, Leaine Robinson, and David Hesaie, Fiji based development consultants with expertise in Civil Society Engagement; Gender Equality and Social Inclusion; Disaster Risk Management; Program Management and Monitoring and Evaluation, and sound knowledge of the Fiji development context. The evaluation was overseen by the Evaluation Management Team comprised of representatives from the Fiji Red Cross Society (FRCS), USAID (donor), and the International Federation of the Red Cross and Red Crescent Societies (IFRC).

The evaluation team would like to express heartfelt appreciation to the FRCS Branches, staff, and volunteers, for freely sharing their insights and experiences, and assistance with logistics and preparation for the evaluation. The team is particularly grateful to FRCS staff, Nete Logavatu, and the Divisional Service Coordinators for facilitating and supporting field visits; and IFRC staff, Malcolm Johnstone, for overall evaluation support.

We are also grateful to the stakeholders we interviewed, for making time to speak with us, despite their busy schedules.

Special thanks to the communities we visited, for welcoming us into your communities, and sharing your stories with us.



Focus Group Discussion at Naiqaqi Village with Evaluation Team Member, David Hesaie, and Divisional Service Coordinator - North, Mitieli Duvuloco. Photo credit: Iris Low

Executive Summary

This report presents the independent evaluation of the USAID funded Building Resilient Communities in Fiji (BRCF) project. The evaluation was conducted between September-October 2019 by a three-member evaluation team.

The BRCF project was a three-year project (2016- 2019) worth USD$ 1,278,282, and implemented by the Fiji Red Cross Society (FRCS). The International Federation of the Red Cross and Red Crescent Societies (IFRC) managed the project contract agreement. The objective of the BRCF project was to reduce the vulnerability of communities in the Western, Northern, and Central Divisions of Fiji, while increasing the capacity of FRCS to support integrated disaster management. To achieve this, the BRCF project aimed to increase the resilience of communities, enhance organisational and programming capacity of FRCS, focusing in particular on the capacity at the division and branch levels, and improve learning and modelling of integrated disaster management programming in Fiji.

The project sought three outcomes:

- Outcome 1: Increased capacity and resilience of target communities in disaster preparedness
- Outcome 2: Enhanced capacity of the FRCS to deliver community-based disaster management programmes
- Outcome 3: FRCS has effective programme learning on building resilient communities

The purpose of this evaluation was to identify to what degree the intended outcomes of the BRCF project were achieved, and what have been the key lessons learned. The evaluation used a theory of change approach to guide the focus of inquiry, data collection, analysis and reporting. The evaluation used mixed methods and multiple analysis approaches to collect, analyze, triangulate data, and interpret findings. The Evaluation Team (ET) undertook: focus group discussions in target communities and semi-structured interviews with key stakeholders. These methods were complemented by document review, and field observation.

The evaluation found good evidence that the BRCF project has performed well against its intended outcomes. There is evidence that communities have increased capacity and resilience in disaster preparedness, and meeting the real needs of communities. This has been through addressing basic needs such as water, hygiene and health, through the provision of First Aid Kits and disaster kits, and infrastructure, including water tanks and footpaths. Through the Integrated Vulnerability and Capacity Assessment (IVCA) and Community Action Plan (CAP), the FRCS has been able to support communities address challenges that have existed in the community for years. Community ownership and sustaining results varied across communities, and is impacted by different factors: a functioning community disaster committee, effective leadership, governance structures, meaningful inclusion of women, youth and other vulnerable groups, and partnerships with external stakeholders.

The ET found good evidence of FRCS strengthening as a direct result of the BRCF project, particularly in the areas of improved Branch functions, systems, and resources. Support to enhance finance operations, policy development, and physical infrastructure has enabled significant improvement in Branch ability to deliver effective and efficient activities. Finalising key policies including finance, operations, gender; the volunteer recruitment process guideline; and support to Branch financial sustainability, are areas that require further action.

The integrated community-based disaster management approach was well understood by FRCS staff and volunteers. The IVCA and Branch Operational Capacity Assessment (BOCA) are key tools to

deliver this integrated approach, and through the BRCF, FRCS has built a cadre of IVCA and BOCA trainers and facilitators. The ET found the BRCF project has laid good foundations toward achieving the long-term goal of building community resilience through a strong FRCS. Continued investment, including relevant support from IFRC will assist FRCS to achieve this long term goal. Informed by the evaluation findings, the ET identified key lessons learned as a result of the project (Page 22), and recommendations (Page 24) for FRCS and IFRC to consider for future programming. Below is a summary of lessons learned and recommendations, and these are expanded on in the main report.

Summary of lessons learned

1. Community engagement and resilience building is a long-term investment, one that takes time, and requires an integrated approach.
2. Applying an integrated approach to community-based disaster management created multiplier effects in communities such as enhancing community cohesion and ownership, and holistic community resilience building.
3. The focus on strengthening branch capacity and capability enabled FRCS deliver its core mandate, as well as support communities resilience building efforts.
4. Providing the Divisional Service Coordinators (DSCs) with practical resources such as a vehicle and office, helped maximise their role to deliver effective and efficient support at Branch level, and to National Office.
5. Scaling up the coverage (by geographical location, number of communities) of programming has to be managed to ensure scale up does not adversely impact the ability to deliver quality project management, and build in-depth community engagement with communities.
6. An adaptable and flexible project design, and a supportive funding partnership, enabled FRCS deliver its response mandate as required over the life of the project, without negating delivery of the BRCF project outputs focused on disaster management and preparedness.

Summary of recommendations

***Branch capacity building and sustainability*:** FRCS to continue investment to build Branch capacity and capability at a programming, and policy/operations level; enhancing Volunteer recruitment and retention to sustain community and Branch level outcomes; and supporting Branch fundraising strategies for sustainability.

***Monitoring, Evaluation and Learning (MEL)*:** FRCS to continue to enhance MEL systems toward a whole of organisation MEL system including relevant information management systems, reporting, and ongoing learning and reflection processes.

***Protection, Gender Equality and Social Inclusion*:** Deepening FRCS work on gender and protection including influencing other Regional Red Cross National Societies, and continuing to embed gender equality and social inclusion across all FRCS activities.

***Integrated Community Based Programming*:** That FRCS maintain its strategic focus on building community resilience through an integrated programing approach.

***Enhanced partnerships*:** Strengthening FRCS coordination with local and provincial government levels, and other relevant actors across civil society will help promote more effective delivery of assistance to communities.

***Improved program management approaches*:** That FRCS maintain core program management practices, methods, and processes to facilitate effective decision making across all FRCS levels. This includes ensuring decisions on program activity reach and coverage consider quality, efficiency and effectiveness.

1. Background

1.1 Building Resilient Communities in Fiji project

The Building Resilient Communities in Fiji (BRCF) project was a three-year project, extended through a no-cost extension of 9 months (January 2016- September 2019) valued at USD$1,278,282, funded by USAID/OFDA, and implemented by the FRCS. The IFRC managed the overall project contract agreement.

The overall objective of the BRCF project was to reduce the vulnerability of communities in the Western, Northern and Central divisions of Fiji, while increasing the capacity of FRCS to support integrated disaster management.

To achieve this, the BRCF project aimed to increase the resilience of communities, enhance organisational and programming capacity of FRCS, focusing in particular on the capacity at the division and branch levels, and improve learning and modelling of integrated disaster management programming in Fiji.

The project sought three outcomes:

- Outcome 1: Increased capacity and resilience of target communities in disaster preparedness
- Outcome 2: Enhanced capacity of the FRCS to deliver community-based disaster management programmes
- Outcome 3: FRCS has effective programme learning on building resilient communities

The primary target groups of the project were the FRCS staff and volunteers (branches and divisions); communities (households, community groups, committees, schools); and government (national and provincial level).

Implementation timeframes of the project was impacted by the destruction wrought by Tropical Cyclone (TC) Winston in 2016 and the mobilisation of the FRCS to respond to that disaster. Following this, a nine month, no-cost extension was applied for by the IFRC, and granted by USAID.

An internal review was commissioned in 2018 to identify, and document project deliverables, identify best practices and challenges, and make recommendations on program improvement.

This final evaluation sought to assess the key achievements, successes and lessons of the BRCF project, in particular progress against the project's three outcomes. The analysis led to recommendations for further strengthening of the FRCS at the headquarters, divisional, and branch level.

1.2 Project context

The BRCF project was implemented in Fiji, an island nation situated in the South Pacific comprised of an estimated 330 islands (of which a third are inhabited) and home to 884, 887 (51 per cent male and 49 per cent female) people (Fiji Census, 2017). The two major islands are Viti Levu, and Vanua Levu, and the capital and largest city, Suva, is on Viti Levu. The country is divided into four divisions: Central, Western (Viti Levu), Northern (Vanua Levu) and Eastern. Fiji is considered one of the more developed economies of the Pacific, with an abundance of natural resources and developing infrastructure-telecommunications sector. The country's main exports are sugar, tourism, fish, garments, human resources, and coconut oil.

The risk analysis conducted by the World Bank (under the Pacific Disaster Risk Financing and Insurance Programme) places Fiji in the top 15 countries most affected by disasters worldwide. The impact of recent disaster events upon Pacific economies has been significant. In February 2016, TC Winston caused damage equivalent to 19 per cent of Fiji's GDP, if environmental damage is included. While it was the worst disaster in recent times, there were many disasters during the decade 2007-2017: Flooding occurred in Fiji in January 2009, after four days of heavy rain in the towns of Nadi, Labasa, Sigatoka, and Ba on the island of Viti Levu. TC Evan struck in December of the same year, with no loss of life or serious injury. The cyclone did, however, require the evacuation of 14,039 people, and caused total damages of F$121.5 million and total loses of F$73.4 million. Recovery and reconstruction needs were estimated at F$135 million (ADB, 2019).

Within this context, the FRCS works to build safe, healthy, and resilient communities by working with partners, and empowering volunteers in humanitarian service and advocacy. This mission guides the FRCS Strategic Plan 2016- 2019, which has three strategic goals that commits the FRCS to build the resilience of vulnerable people to effectively meet the physical, economic, mental, and environmental challenges they face in life.

The three strategic goals are:

Strategic Goal 1: Resilient Communities: strengthen the resilience of communities and respond to the needs of the vulnerable during times of disaster and emergency

Strategic Goal 2: Strong Fiji Red Cross Society: build a well-structured learning and sustainable organisation with strong Branches that support our people and our programs

Strategic Goal 3: Humanitarian influence: strengthen Red Cross and Red Crescent influence and support for our work

At the national, regional and international level, the BRCF project is aligned to the USAID Global Climate Change and Development Strategy (2012- 2018), the Hyogo framework 2015, and its successor, the Sendai Framework for Disaster Risk Reduction 2015-2030, the Framework for Resilient Development in the Pacific (FRDP) 2017- 2030, and the Fiji National Climate Change Adaptation Strategy for Land Based resources 2012- 2021. The FRCS is an auxiliary to Government under the National Disaster Management Act (1998) and the Fiji National Disaster Management Plan (1995), and is key in humanitarian assessments, coordination, response, and recovery.

Coordinated in Fiji, the Pacific Humanitarian Team (PHT) consists of humanitarian organisations working in the Pacific with the expertise and resources to support disaster preparedness and response in the region. The PHT members include the UN agencies, NGOs, the IFRC, and other humanitarian agencies with the capacity to respond to disasters. The IFRC's membership on the PHT ensures communication, coordination, and support to the National Red Cross Societies in the Pacific. At the regional cluster level for example, the Regional Shelter Cluster is led by the IFRC in accordance with its global shelter mandate, to support a coherent and effective humanitarian shelter response following disaster events in the Pacific underpinned by preparedness and capacity building initiatives. The IFRC supports country-level clusters across the Pacific according to their specific needs.

2. Background to the Evaluation

2.1 Evaluation purpose

The purpose of the evaluation was **to identify to what degree the intended outcomes of the BRCF project were achieved, and what have been the key lessons learned**. The evaluation was organised according to the following objectives:

1. To evaluate the relevance[1] of the BRCF project against the needs and priorities of the target group (communities, FRCS, government) to building resilience to prepare for and respond to disasters in Fiji, and enhancing the capacity of the FRCS to deliver integrated community-based disaster management programs.
2. To evaluate the effectiveness of the BRCF project against the intended outcomes.
3. To evaluate the efficiency of the BRCF project to deliver its objectives in a cost-effective way.
4. To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.
5. To evaluate the impact of the BRCF project against the direct and indirect outcomes, and any unintended outcomes as a result of the project.
6. To evaluate the sustainability of the BRCF project results beyond donor funding support.

2.2 Key Evaluation Questions

The key evaluation questions are set out in Annex: 2 Inception Report, 3.2: Key evaluation questions. The key questions and sub-questions support each evaluation objective. The questions are structured within focus areas of inquiry, drawing on the BRCF Theory of Change developed to guide data collection, analysis, and reporting.

2.3 Evaluation Approach

The ET: Iris Low, Leaine Robinson, and David Hesaie conducted 9 days of fieldwork in the Central, Western and Northern Divisions from 16 to 27 September, 2019. The evaluation approach included:

I. Theory of Change which provides a link between assessing progress towards outcomes, and key evaluation questions to the selected method and analysis process;
II. Multiple analysis approaches: comparative analysis; theme analysis; and an evaluation rubric to assist interpretation of findings. Comparative analysis was used to compare BRCF project activities across the different stakeholder groups, and how well support aligned to stakeholder needs. Theme analysis was used to identify patterns in the data that emerge, that add further insight to a particular key evaluation question, and inform lessons and recommendations. An evaluation rubric was developed to assist with analysis in measuring progress towards intended outcomes, and arrive at an evaluative judgement; and
III. Mixed methods to collect data, enable depth of analysis and triangulate data, and identify themes in the data analysis. Fieldwork was complemented by document review (see Annex 3 for list of documents reviewed), and field observation.

2.4 Evaluation Methods

Evaluation methods used included document review, semi-structured interviews with target Branches (staff and volunteers) and stakeholders, Divisional Service Coordinators (DSC) staff (West and North); IFRC staff; Focus Group Discussions (FGDs) with target communities and field observations. Fieldwork was complemented by document review (pledge reports, IVCA, BOCA, activity reports, IFRC and FRCS strategic documents).

2.5 Evaluation limitations

In planning this evaluation, the ET identified a number of limitations, which included time to carry out data collection and analysis, availability of stakeholders to participate in the evaluation, potential for positive bias at community level and inadequate project documentation. It is important to acknowledge some limitations that remain, as this impacts interpretation of findings. There were low rates of participation at some of the target community FGDs, with attendance ranging from four

[1] The evaluation team applied the definitions of relevance/appropriateness, efficiency, effectiveness, coverage, impact, sustainability as outlined in the IFRC Framework for Evaluation: https://www.ifrc.org/Global/Publications/monitoring/IFRC-Framework-for-Evaluation.pdf

to 22 community members. The ET met with only three government stakeholders during fieldwork. These low participation rates mean that the results are not fully representative of all communities and stakeholders who engaged with the BRCF project. Acknowledging that the BRCF project reached 15 communities, and over 5,000 beneficiaries, the ET visited a sample of six communities, and spoke with approximately 60 beneficiaries. Inadequate project documentation was a particular constraint, addressed by key informant interviews with stakeholders to gather more accurate data, and triangulating project reports with field observation, and FGDs with communities.

3. Findings: BRCF Project Achievements against the Intended Outcomes

3.1 Outcome 1: Communities have increased capacity and resilience in disaster preparedness

"The good thing, is they (referring to vulnerable community members) know what to do, before we go to help them, they know what to do, pack their clothes, and saves us running around" (Community FGD)

Field visits to six of the target communities demonstrate results at an output level, with some communities showing outcome level change (improved knowledge, applying new skills, and behavior change towards disaster preparedness). Communities report having increased capacity, knowledge and skills in disaster preparedness and response. The IVCA is identified by both communities, and the FRCS as a process for building ownership of community resilience, because while it is a tool facilitated by the FRCS, it is the communities that identify their hazards and risk, and together they identify their own collective capacity to develop action plans for preparing and responding to disasters. In instances where the community lacks commitment to the project, the volunteers have put in additional effort to mobilise the community and other volunteers to support the community to complete the activity. **The FRCS has facilitated the community's connection and interaction with external stakeholders** such as Water Authority of Fiji, DiCaprio Foundation, and Government services through the Evacuation Drill activity. Building community resilience does not rely on one partner but requires involvement of multiple actors, and the ability of FRCS to facilitate linkages to external actors plays a key role in helping to sustain community resilience.

The IVCA process, First Aid Training and First Aid Kit, Evacuation Drill (and Emergency Response kits) including the early warning systems were seen as the most effective in increasing knowledge of preparedness and response. These activities have also included participation of those considered vulnerable in the community-Elderly, People with Disability (PWD), Youth, and Women during disasters. This is important to build the social cohesion of communities to provide protection and security for all their members during disasters. However, there is limited evidence of how this might occur outside of disaster times.

"We do what is inside the community, what is relevant to the kinds of things we need, like water, it's nearly more than 50 years, little bit of rain will flood the communities, FRCS assisted us to develop the plan to solve our water problem" (Community FGD)

Through the CAP process, the FRCS have been able to support low-tech, low cost solutions to what is identified by communities as challenges that have existed in the community for years. The provision of materials for an incinerator to support proper waste management, water tanks to address issues of inadequate water supply, poor quality water source, and health risks, as well as footpaths in communities that are challenged with ongoing flood and health risk, has helped improve the overall quality of life in communities. It has also increase community knowledge, and supported communities to self-mobilise and address their vulnerabilities. For example, the ET learned how communities completed their footpaths through

their own fundraising, and how the community has strengthened their community structures to enable Community Disaster Committees (CDC) to function effectively.

While communities may be able to assess their vulnerabilities and risk, sustaining management of risks may be hindered without adequate resourcing and support. Particularly if it is linked to additional resources like funding, or with the absence of a functioning CDC and effective leadership which is reliant on the Turaga Ni Koro (TNK) to carry forward implementation of Community Disaster Plans and Community Action Plans. Due to the location and the vulnerability of each of the target locations, the impact of the trainings and evacuation drill would be enhanced if it covered all types of disasters and not just those that Fiji has experienced more frequently (Cyclones and Floods). For example, one community visited in particular was still unaware of what to do in case of a tsunami warning, despite being well-versed in what to do in case of cyclone or flood.

Resilience building is a long-term process, and while the project has delivered outputs, monitoring and ongoing engagement with communities must continue to assure community resilience. Communication, regular reporting, and feedback of progress and information to communities is also important.

"Volunteers do the implementation; Suva office plans the program but implementation on the ground is the volunteers. There are misunderstandings in the community because not all those involved in the project know/understand the project. Consultation with the stakeholders and communities needs to be done properly at the beginning – message is only at the Turaga Ni Koro or chief level – message is sometimes not trickling down from TNK." (Volunteer)

3.2 Outcome 2: FRCS has increased capacity to deliver integrated community-based disaster management programs

The integrated community-based disaster management approach is understood by both staff and volunteers at the Branches and is considered a valuable approach to enable the FRCS deliver activities in an effective and efficient way. The approach is seen to minimise costs in delivering activities from National Office, to Branch, to Community level. Integration also helps minimise the burden on community commitment and time through delivery of one inclusive package.

The IVCA process and the infrastructure and low-cost activities has improved communities' access to a network of external actors able to supply tangible and intangible forms of support to the communities, for example the Water Authority of Fiji, and the DiCaprio Foundation on Vio Island; new government services (health and water) to Narewa Village.

"Naividamu already had plans but no one could move things along, other Government department came and consult but nothing seem to happen so when FRCS started, they (community) really weren't too enthusiastic but when it happened, triggered a whole lot of events – other NGOs started flowing – FRCS brought in the NGO - C3, Ministry of Agriculture (MoA), Community Policing – MoA already had plans so that was reviewed and started implementing. C3 had plans but were stuck on Kia, so had discussion with them and decided between seawall or mangrove, so C3 gave technical advice and decided to do planting mangroves. Community Policing – Gender Based Violence training – make sure they came to emphasise the cases. Training helped change mindset of men. When you are far out from main centre, they tend to do things their own way in dealing with issues and most of the time they are violating laws of Government" (FRCS Staff)

The support from the IFRC in terms of systems strengthening (Finance, BOCA, Executive training), policy development (Gender, Finance, Operations) and resourcing (financial and non-financial) has enabled significant improvement in Branch functioning, including monitoring and support to DSCs as well as visibility through having a physical office space. This physical presence is seen by

Government stakeholders as important for partnership and visibility. The FRCS is not only recognised for its auxiliary role, and as a disaster response organisation, but resilience building projects, like the BRCF, are building the FRCS visibility and recognition that it supports communities both during, and outside of disaster times.

In interviews with staff and volunteers, **the BOCA was identified as a valuable process that has allowed them to plan better, and to understand their roles and responsibilities as a Branch.** Branch Presidents reported a sense of increased ownership in ensuring BOCA action plans are implemented. The focus on volunteer recruitment and up-skilling will need to continue in order to support the FRCS capacity and capability at the branch and community level. Through the BOCA action plans, the Branch executives attend a four-day induction workshop facilitated by the IFRC for all Branch Presidents covering topics on leadership, and roles and responsibilities (conducted in the West once, and twice in the North). Interviews with staff indicate ongoing efforts towards decentralisation in particular during response, and how this was positively demonstrated during TC Josie and Keni responses where Branch level volunteers led the response, with minimal support required by National Office.

The project has also supported the review and/or development of key organisational policies including the Finance Manual, Gender Policy, Branch Operation Manual, Child Protection Policy and the Volunteer Recruitment Process guideline. However, some of these policies are yet to be endorsed. It will be important for the FRCS to finalise these to support ongoing organisational efficiency at all levels.

"If there is something that this project can learn, is to hand over the leadership and training to the volunteers. This is a program that really capacity built the volunteers, BOCA made branches realise the immense responsibility they have and their value. All 16 Presidents elect the Board and Chair – BOCA empowered volunteers to know their value and authority they had. BOCA pulled out the rotten roadblocks and get the new ones in. Know their constitution and rights – they became empowered volunteers in their workspace and became effective in their implementation." (FRCS Staff)

3.3 Outcome 3: FRCS has effective program learning on building resilient communities

The internal project review in June 2018 was an opportunity to review progress, gaps, and challenges in the project towards improved efficiency and effectiveness and forms part of the documentation of lessons learned through the BRCF project. The ET was asked to assess progress of implementing the review recommendations. While there has been some progress across all 11 recommendations, there is minimal progress overall. These recommendations are still relevant and the ET has integrated these with the final evaluation recommendations.

The IVCA development and process for learning regionally makes the FRCS an IVCA champion who can provide technical assistance to other National Societies. The project has enabled a cadre of IVCA and BOCA trainers and facilitators, positioning the FRCS to contribute to capacity building of other societies, and inform broader IFRC learning.

The BRCF project has enabled a change in approach to capacity development of National Societies, to one of a peer-to-peer model. Examples of this include the FRCS leadership role as the Chair of the Finance Managers Network, which has enabled exchange visits between Managers and Treasurers, and Branch volunteers supporting IVCA implementation across branches. The IFRC BOCA Training of Facilitators and Training of Trainers with FRCS staff and volunteers have also enabled peer-to-peer support not only across the branches in Fiji, but to other regional Branches. In addition, the project co-funded FRCS staff participation to international training in Disaster Risk Reduction.

Through learnings over the years, the FRCS changed its way of implementing to focus on Branch capacity development with initial support in the area of financial management. The Branches

consider this highly valuable. The Branches also value the monthly meetings with the DSCs as an opportunity for learning and troubleshooting of challenges, and cross learning, as well as follow up on BOCA action plans.

The FRCS is the first society to have a Gender and Protection role that has enabled gender training in the target communities as well as gender focal points/champions in the Branches. The Gender Officer participates in the Gender and Diversity network, which has helped build support, and spark leadership interest cross other National Societies.

The ET was able to review IVCA, evacuation drill reports for ten out of the 15 target communities, and BOCA reports for all target Branches. However, these were inconsistent in quality, with instances where the same information was reported across multiple communities. Despite this, there was good articulation by the FRCS staff and volunteers on reporting processes, via monthly Branch reports to DSC, then to National Office levels. The ET also reviewed pledge reports submitted by IFRC to the donor, and these are of good quality and have been consistent over the life of the project.

However, the absence of dedicated Monitoring and Evaluation (M&E) personnel, and an M&E framework that was used consistently throughout the project has been a significant limitation. This also hindered FRCS's ability to capture outcome level change, learning, and documentation of case studies as envisioned. This was also identified as a key gap by the FRCS. The ET heard of four lives saved in Naividamu through trained community members in First Aid as well as the success story of the provision of water through Water Authority on Vio Island, however these stories were not documented in project reports. Learning has been captured in other ways, such as through Facebook updates, videos, and a newsletter, which is positive, and in interviews, staff described how reporting from Branches was used to inform programming and management decisions.

The ET asked communities about their recommendations for future implementation. Priorities include expanding low-cost infrastructure support like footpaths (some are not complete), and water infrastructure. The need for more training, and ongoing monitoring and mentoring support to the CDC was also requested.

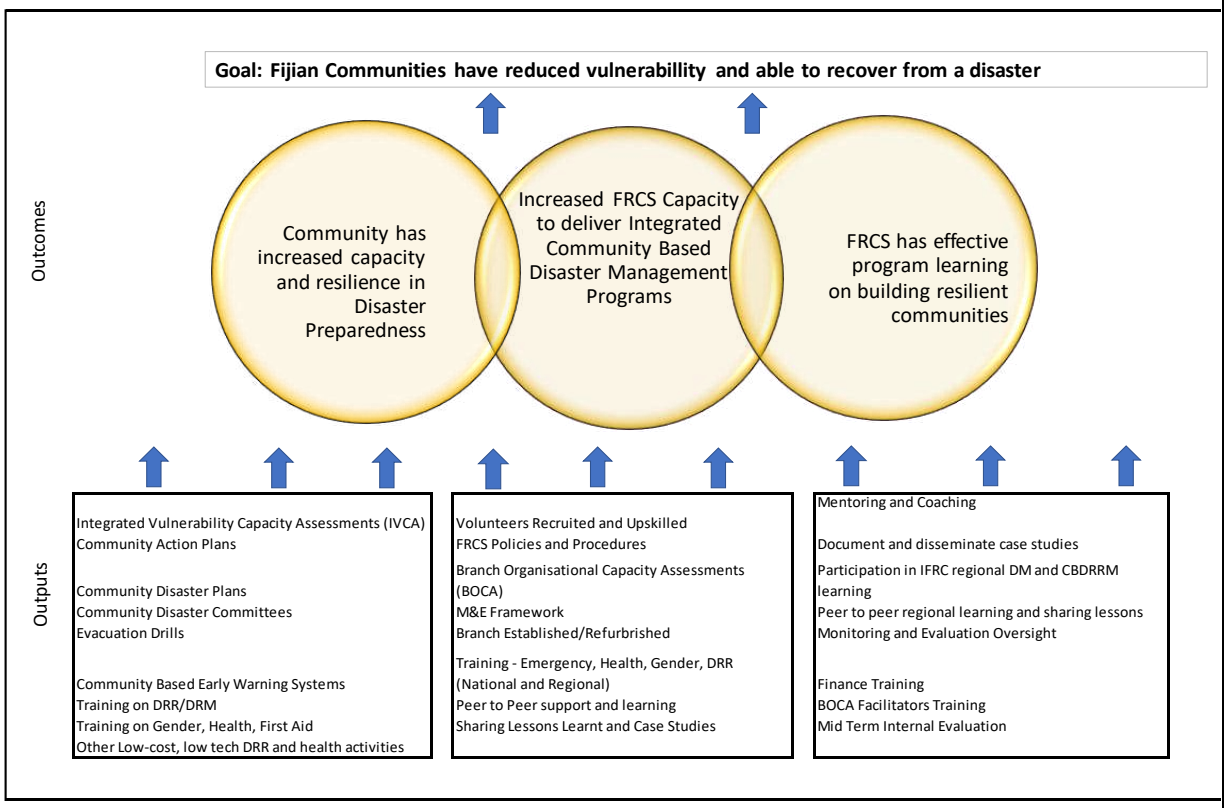
The FRCS project staff interviewed made the following key reflections on program learning:

- While the project surpassed its initial target in regard to reach to beneficiaries, Branches, and geographical location, it was highlighted that this extended reach could have compromised quality of implementation and delivery of activities, and ability for in-depth community engagement and resilience building activities with communities;
- The need to conduct the BOCA every two years due to changes in Branch leadership, and the need for refresher trainings, and to be included in training for Executives as part of induction is seen as important to support Branch sustainability;
- FRCS need to ensure that the numerous tools, policies, and approaches that were developed as a result of the project are now integrated into broader organisational activities; and
- Volunteer recruitment, and development of the Volunteer Recruitment Guideline was not done upfront at the start of the project, rather an activity that has been implemented towards the end of the project. The need to invest, and expand the volunteer base, to support community-based volunteers to sustain project outcomes beyond donor funding is a key strategy for the FRCS.



Members of the Community Disaster Committee at Narewa Village with their Community Disaster Plan. Photo credit: Iris Low

Figure 1: The BRCF project: An Integrated Community Based Disaster Management model for building community resilience



As illustrated, the BRCF project used a series of participatory, inclusive and strengths-based processes to transform vulnerable communities to ones that are disaster resilient. A key element of success was the mobilisation of community participation, through Community-based Disaster Committees, capacity building in disaster management and planning, ensuring local needs and priorities were at the centre of disaster and development planning. Such an approach contributes to greater ownership, commitment,

social cohesion and cooperation within the community. However, communities alone cannot reduce all their vulnerabilities and require support from multiple-stakeholders. The FRCS, through the BRCF project plays a catalytic role in supporting and facilitating linkages between external actors and communities to assist the community at large. In addition to positive impacts at the community level, the integrated community-based disaster management model provides opportunities for building a localised response to disaster management in local development planning processes and systems. Organisational systems strengthening through the BOCA, volunteer recruitment, and Branch development, underpins this approach and is central to supporting successful delivery of the integrated model.

4. Findings: Analysis of project performance against evaluation objectives

4.1 Relevance

The evaluation finds that the BRCF project is highly relevant to meet the needs of the target groups. The project directly contributes to the Fiji Government priorities on improving community resilience and vulnerability in Fiji; is aligned to the FRCS mandate; the IFRC goals; and regional and international frameworks. The project supported the FRCS to build capacity for localised/community-based disaster responses, at Branch, volunteer/staff, and community levels.

'We know now what to do…and that everyone has a role' (Community representative, FGD)

Majority of stakeholders interviewed report positive change as a result of the BRCF project in particular in responding to basic needs; building awareness, knowledge and skills, and capacity to prepare for and respond to disasters in Fiji.

The lack of access to basic needs is a common priority identified during the IVCA process, and the project has helped improve communities' (including vulnerable groups') access to address these needs, in particular access to water; improved physical access around the community through footpaths; improved knowledge on health and hygiene and First Aid training. The IVCA is seen as an inclusive, participatory way to identify needs, and the Evacuation Drills improve community preparedness and response.

The target communities, which were identified through Government systems, each have their own vulnerabilities from either being located near rivers or the sea, making them vulnerable to impacts of flooding during high tides, storm surges, cyclones and tsunamis, while communities inland face the impacts of droughts. This is further exacerbated by climate change. The interventions through the BRCF project are highly relevant to increasing community ability to adapt and cope with disasters, and the vulnerabilities that challenge them.

The project is seen as relevant to the FRCS staff/volunteers who report how the project has enhanced the FRCS capacity to deliver integrated community-based disaster risk management programs. The BOCA approach driven by the project helped to promote Branch autonomy, enhance Branch operations/efficiencies; and the infrastructure support has enhanced their capacity to respond. The project was directly aligned to the FRCS strategic goal 2: Strong Fiji Red Cross Society.

'*We deliver one inclusive package to our communities'* (FRCS volunteer)

'The IVCA is an opportunity to connect the dots outside the community to ensure better resilience' (IFRC staff)

Adapting to the changing context: The project's 'open ended design', flexibility to implement and spend has also helped ensure relevance. However, TC Winston, other disasters experienced during the project, staffing and resourcing changes and shortened implementation timeframe has

impacted overall implementation. There was limited evidence of how risk has been managed over the project.

Risk identification and Management: The evaluation noted limited evidence of how risk, at a programming and context level, was managed over the project. Risks were identified in the initial project proposal however did not translate to a project risk matrix nor did progress reporting document how risks were being managed during implementation.

Key risks identified by the ET include:

Risk of working in communities: Working directly with communities to build resilience is challenging, as they often require intensive capacity development and mentoring over the life of a project to ensure sustainability of interventions. Regardless of the project interventions, changing behaviours takes longer, beyond project timeframes. The risk that communities will not continue implementation of their CAPs, and continue with their CDCs was evident in some communities visited, out of the six communities visited, at least half reported their CDC had not met or was inactive. To manage this, the FRCS builds Community Based Volunteer networks within communities, and the capability of Branches to embed routine practices towards community support through ongoing training, support and follow up with communities.

Behavioural and institutional change takes longer than a three-year project period: Through the BOCA process, and support from IFRC to FRCS on financial management, FRCS has managed risks associated with institutional change. The roll out of the BOCA ensured a consistent approach through the Branches noting that each Branch is unique, with its own BOCA action plan. During the life of the project, risks to effective delivery of activities to meet real needs of community were identified, and addressed in part through the baseline survey, and IVCA process which led to the development of the CAP, and Community Disaster Plans. Working closely with the District Offices and Provincial Administrators ensures that Government is aware of resilience building activities, and is also a way to ensure linkages with relevant government agencies to sustain results in communities.

Risk of natural disasters: The project had a focus on disaster risk management and was flexible and adaptable to the context. During the BRCF project, Fiji experienced three tropical cyclones (TC Winston in 2016, TC Keni and TC Jose 2018). FRCS provided rapid response as part of their auxiliary role to Government. This significantly impacted implementation of the BRCF project, as staff and volunteers were engaged in response and recovery. Due to the location and the vulnerability of each of the target locations, the trainings and evacuation drill must cover all types of disasters and not just those that Fiji has experienced more frequently (cyclones and floods). One community visited notably was still unaware of what to do in case of a tsunami warning, despite being well-versed in what to do in case of cyclone or flood. The project sought to strengthen connections between CSOs (for example Save the Children, and C3), and Government through the District Offices and Provincial Administrators to facilitate a coordinated approach and ongoing networking in disaster risk management particularly when these CSOs were working in the same communities. Through the BRCF Project, FRCS conducted First Aid Training and provided First Aid Kits, Disaster Risk Reduction training through the Evacuation Drills and provided Disaster Response Kits so that communities are able to prepare for and better respond to disasters rather than waiting for the FRCS to assist. Through the Branches and Community Based Volunteers, FRCS ensures that it is “always there” in communities. This was validated in interviews with stakeholders, who, when asked what the FRCS means to them, expressed how the organisation is there to “assist”, “help”, and is always there for communities.

Challenges in staffing within IFRC and FRCS: Unfortunately during the project, the IFRC experienced the demise of two staff directly managing the BRCF project, which was a deeply emotional time for

IFRC and FRCS. In addition, FRCS had challenges recruiting the planned M&E officer role which impacted project reporting against indicators, outcomes, and impact. The FRCS utilised existing staff (in some cases volunteers became staff) to implement the project, as they had strong institutional knowledge and community background, and were already sensitised to the FRCS principles and practice.

4.2 Effectiveness

The field visits, interviews with project stakeholders (communities, FRCS staff and volunteers and government), and review of project documentation provides evidence that **the BRCF project has made positive progress against each of the project's outcome areas**. These results have been achieved in the face of major disaster response events including TC Winston, TC Keni and TC Josie; and FRCS/IFRC staff and organisational transitions. As detailed in Section 3 on progress towards outcomes, the BRCF project has achieved outputs and some outcome level change within target communities, and contributed to broader FRCS institutional strengthening and programming capacity. **This twin track approach of program implementation at community level, coupled with investment to enhance Branch and volunteer functions have been a key success, and validates the FRCS approach towards integrated community-based programming.**



Rainwater harvesting connection to the BRCF supported water tank at Naiqaqi Village, Savusavu. Photo Credit: Iris Low

Case study: Seru Sevutia, Branch Administrator, Fiji Red Cross Society Branch- Rakiraki



Photo Credit: New Zealand Red Cross

Seru joined Fiji Red Cross Society (FRCS) in 2014 through another FRCS Volunteer. The IVCA training that he attended in Suva led him to understand, and motivated him to be part of FRCS in Rakiraki. The knowledge gathered from 2014 enabled Seru to be part of the response for TC Winston, and manage the operation for TC Winston Response and Recovery in Rakiraki. After 3 months, the Suva team left and with the trust and capacity in their volunteers, Seru and the team managed the response. He then went on to become Branch Administrator for the FRCS programs in the Ra Province, which included the BRCF project. Through the project, he has supported implementation and peer-to-peer learning in the other Branches in the West and in 2017, attended the IFRC Health and Emergency Training in Vanuatu.

His reflection on the BRCF project "*great impact because the community get prepared before disaster – so we are already there before disaster comes rather than being there after a disaster. We are preparing the community to be aware of what they should do as past experience is that they knew nothing about preparedness, the content of the package is very good – even community really like the program. This kind of training needs to be expanded to all communities in Fiji."*

4.3 Efficiency

Stakeholders interviewed indicate overall satisfaction on the outputs produced by the project, and delivery against planned outputs, and resourcing has been satisfactory to the outcomes sought. The project experienced significant delays as a result of TCs' Winston, Josie and Keni, ongoing challenges with geography and costly logistics to reach isolated communities; staffing and resourcing challenges at the FRCS and the IFRC level; and institutional strengthening at branch level. The team also noted how these unavoidable delays adversely impacted timeframes to allow for appropriate implementation, follow up and reporting.

While the project provided two vehicles, regular visits, and monitoring of the target communities was still a challenge, with high expectation of volunteers at the Branches to keep engaged with the community however at times without appropriate resources in place to do this effectively.

Stakeholder responses were very positive on the value of an integrated program model particularly the IVCA which was well received both by communities, FRCS Volunteers, and project

stakeholders. In particular, the integrated approach brought efficiencies in cost, holistic delivery of support to communities, and minimising burden on community engagement time.

"There isn't a Fijian word or phrase for resilience and so talking about the full range of issues leads to good entry points". (Branch volunteer)

Delays in disbursements of funds to Branches, for timely procurement of infrastructure, and funds to implement activities in communities, put additional pressure on Branches, in particular when having to communicate delays to the community.

"One way for people to lose trust in the work that we do is delays in implementation as they also have their own timeline, we do not want to hold them down…Village almost gave up on that request, the training was what was holding them on – materials acquired as their contribution – FRC provided cement and steel rods, 3-4 months delay – efficiency needs to be improved. Relook at SOP, process – who informs community of delay, what else can we do apart from delaying funds." (FRCS staff)

4.4 Coverage

Concerning coverage, **the evaluation found the project has surpassed initial project targets in terms of reach to beneficiaries, Branches and by geographic location.** Through the IVCA/BOCA/peer learning exchanges, the project has also reached regional National Societies (for example, Kiribati, Tuvalu).

Criteria	Initial target	Actual Reach
Communities	8	15
Types of communities		Coastal, inland, rural, peri-urban and settlements
Branches	3	7*
Community beneficiaries	1,533	5,053**
Volunteers/Staff	40	228 (143 female and 85 male)
Geographic	Western Division	Central, West and North Divisions

Source: IFRC pledge report *This number may be higher as some activities were conducted with other FRCS Branches such as Ba, Bua, Nadi, Levuka **Final beneficiary reach data was not disaggregated so the ET is unable to report numbers of women, men, PWD reached.

'The water has helped us a lot, especially girls and women as we used to be the ones to carry the water' (community representative)

There is good evidence the project has made a positive difference to Gender Equality and Social Inclusion (GESI), in particular inclusion of women, youth, PWD and the elderly in project activities, and as direct beneficiaries. In Narewa village in Rakiraki, six households were identified by the community as most in need of connection of water piping direct to their homes. The six beneficiaries include the elderly and widows. Communities visited report increased awareness about how disasters impact groups differently, and how to ensure their needs are addressed in disaster preparedness and response. The project has also addressed the practical needs of vulnerable groups, in particular through access to water, improved physical accessibility, and enhanced health outcomes (First Aid Training/First Aid Kits).

At the FRCS organisational level: A valuable approach has been the project's investment in embedding GESI across the project, with flow on effect to broader FRCS activities. The Gender Officer reported how their role supports project activities and mainstreaming of other FRCS activities. Through the project, the FRCS developed its first Gender Policy. The project also

supported gender champions at Branch level, responsible for promoting GESI at community level. The project also helped establish the gender technical working group whose role is to provide ongoing technical advice and support to gender champions at Branch level, and monitor how GESI is implemented across the FRCS. The IVCA tool also includes specific sessions on gender and gender-based violence, drawing from the broader FRCS gender and protection toolkit.

While there is overall increased awareness and appreciation on the need to integrate GESI, there are mixed results on how this is translating to sustained behavior change at the community, and at an institutional level across the FRCS. This is not unusual given the timeframe of the project and the long-term efforts required to influence social change.

In regard to working through government systems to identify project communities, **majority of stakeholder's interviewed report using Government systems is a useful approach to identify target communities**. However, there were views on being unclear on the criteria used to select communities, and concerns that selection was not needs based, and that the FRCS should develop, in consultation with government, its own criteria for selection of communities.

'*Maybe this (working through Government system) should be reviewed. Maybe once identified by Government, we should have some criteria to assess that community. Not sure of working criteria…..Why are you selecting community and what is your criteria'* (FRCS Key Informant Interview)

4.5 Impact

While lasting effect and impact of the BRCF project will be seen beyond the project timeframe, the ET feels **the project has laid positive foundations to help communities better prepare for and respond to disasters, and continue to build their resilience.** Communities self-report increased knowledge and awareness on disaster preparedness and response, improved health and well-being, and how the project has met the real needs of their community. The sustainability of that knowledge is dependent on community leadership, community-based volunteers and the ability of the FRCS, and Branches' to continue to engage with communities post the BRCF project. Ultimately, the impacts of knowledge and skills gained will be tested when the next disaster strikes. Till then, the FRCS Branch and volunteers must continue engagement with the communities for ongoing encouragement and mentoring.

The infrastructure support such as the water tanks, footpaths, physical assets including First Aid Kits, disaster kits, early warning systems, will have long lasting impacts on the lives of these communities, having helped to improve the overall quality of their life. The partnership and connections made with external stakeholders is also valuable to the communities who will be able to leverage further support needed to help address other priorities in their CAP, and support other areas related to resilience building.

Lifesaving impact reported at Naividamu Village as a result of the First Aid training, including flow on benefits of building up community nurses' technical skills to respond to injuries, and health needs of their community members, affirm the need for continued investment in this area for the FRCS, and to extend this training to other communities. The evaluation heard of requests for First Aid training and safety training from villages nearby to the BRCF project target communities.

Impact at the FRCS organisational level shows most promise through the BOCA process. The BOCA is reported to be an invaluable process that has identified strengths and weaknesses of the branches, how the BOCA plans aim to improve efficiency and effectiveness of the Branches. The volunteers are the core of FRCS, and the ET met many volunteers who are passionate and committed to the work they do. **Volunteers have valued the skills and experiences gained as a FRCS volunteer,**

and being involved in the project. Investment in ongoing capacity development, and recruitment and retention of volunteers is central to Branch operations, however the risk of losing volunteers to full time jobs, other priorities is an ever-present challenge. There is need to progress roll out of the Volunteer Recruitment Guideline. The peer-to-peer learning has also been identified as valuable for the staff and volunteers for cross learning, and providing a platform for ongoing sharing and motivation. The ET heard how some Branches have been able to retain volunteers, and this is an opportunity to promote cross Branch learning on innovative approaches to recruit and retain volunteers.

Reflections from Taniela Naiyasi, Savusavu Branch President

"To give you an idea of my story and maybe my age let's just say I've been around" he quips with pride. "I've had 23 years for the Ministry of Health, four for the Ministry of Fisheries and in all of those 10 years as a Red Cross Volunteer a part of which I served as Branch Administrator. I attend all the Tikina (district meetings) and I am also the Chairman of the Savusavu Rural Local Authority."

"From memory I've lived through TCs Sarah, Emi, Thomas, Winston, Keni and Josie. Thomas in 2010 was a bad one for the north, in fact the damage was more widespread than Winston; the wharf, roads, homes and villages" he adds wistfully. "Imagine that for Cakaudrove that includes the 117 registered villages and 13 districts, 258 registered settlements and 78 private estates."

When asked about building community resilience Taniela shares this pearl of wisdom. "Resilience is about uplifting people and communities from the situations they are in, changing attitudes, and mentality, preparing to lessen impact, identifying risk and capacity to address the issues"

4.6 Sustainability

At the Organisation level: There is strong agreement that the FRCS has the relevant structures, systems and policies in place to sustain the BRCF project results and outcomes. Overwhelmingly responses linked this to Branch readiness and volunteers who are 'always there', ready to help communities; having relevant linkages to government processes through the Provincial Administrator and District Office; established partnerships with other relevant stakeholders as well as follow up visits. Branches have also started to generate their own funding to ensure the branch office and activities are sustained (for example the ET heard from Savusavu Branch about its fundraising initiatives). Good foundations have also been set for embedding GESI across the FRCS.

At the Community level: The majority of communities visited indicated that they would continue to use the knowledge and skills gained on disaster preparedness and response, gender and protection, and other disaster risk management work initiated by the project. There was some evidence of communities carrying on with the infrastructure projects, and how training and knowledge gained has been put to use like First Aid training through saving lives, communities mobilizing their own resources to address CAP priorities. However, there was limited evidence that suggests that the community is carrying on with their disaster committees, with only two out of the six communities visited having functioning committees that had met at least once since establishment. Some communities interviewed had not practiced their drills and disaster committees had met only once since the activity. The team also noted the importance of leadership, which differs across the target communities and the important role of the TNK as well as the Community Based Volunteers in contributing to sustaining the project outcomes. Observing that District Officers are taking ownership of engagement with communities, and are supporting the CDCs' are good indicators that project activities at the community level will be sustained.

5. Lessons Learned

The ET identified key lessons that have resulted over the project. These are relevant to building community resilience, and reflect good development practice.

1. **Community engagement and resilience building is a long-term investment, one that takes time, and requires an integrated approach.** Therefore an integrated community engagement model, like the one employed by the BRCF project, is highly relevant to guide the FRCS's approach including for example from the initial stage of identification of communities, initial community visits through joint planning and implementation, follow up visits, and towards sustainable programming. In addition, developing community feedback mechanisms, a core standard of accountability to beneficiaries, demonstrates good programming. Having this agreed model in place ensures consistent, timely, relevant interventions that can facilitate ongoing learning for the FRCS.

2. **Applying an integrated approach to community-based disaster management created multiplier effects in communities such as enhancing community cohesion and ownership, and holistic community resilience building**. The notion of addressing resilience using a strengths-based approach that addresses the everyday life realities for communities has been well received in helping to meet community aspirations to have their basic needs, and knowledge, to address their issues. While the project was aimed at community-based disaster management, as a result of an integrated approach that addressed other needs identified by communities, such as health interventions (access to water, hygiene and waste management training), the provision of immediate practical solutions, such as through incinerators to manage waste, proved to be effective entry points for building community cohesion and ownership. This is evidenced by communities who have continued with their infrastructure projects such as completing footpaths, mangrove planting, and engaging with other stakeholders to help address other CAP priorities.

3. **The focus on strengthening branch capacity and capability enabled FRCS deliver its core mandate, as well as support communities resilience building efforts.** The focus on enhancing Branch capability through the BOCA, and capacity development of volunteers has been valuable, provided there are efficient operational processes in place from National Office to Division to Branch level and vice versa.

4. **Providing the Divisional Service Coordinators (DSCs) with practical resources such as a vehicle and office, helped maximise their role to deliver effective and efficient support at Branch level, and to National Office.** The DSCs provide oversight to the branches for project implementation and reporting and the support of the vehicles through the project has further enhanced support services to the branches and community by the DSC and the volunteers. The DSCs are also the conduit between the branches and the national office and the national office and the Provincial Offices. Gaps identified during the project in regard to procurement and financial approval processes compromised more efficient delivery of activities, as in some cases branches wait on approvals and procurement of materials, which delays overall implementation. Through a phased approach to the DSCs, FRCS could consider having the DSCs' manage finances and procurement up to a certain financial threshold.

5. **Scaling up the coverage (by geographical location, number of communities) of programming has to be managed to ensure scale up does not adversely impact the ability to deliver quality project management, and build in-depth community engagement with communities.** While it is commendable that the project has surpassed its initial project targets and reached more beneficiaries, communities, and branches, consideration should also be given to ensure such coverage does not compromise the quality of activities delivered to communities. This also includes the organisation's ability to work with communities to build their resilience in a meaningful way, and that organisations are constantly reflecting on programming practices and approaches. A key component to help promote this reflective learning is monitoring, evaluation and learning, to create the space needed to facilitate learning. Specific to resilience building, it would be helpful for the FRCS to develop a set of core and practical, resilience indicators for tracking progress towards community resilience. At an IFRC level, the BRCF reaffirmed the need for the appropriate technical, mentoring, and governance support focused on National Society (including Branch level) development to ensure achievements are sustained. The peer-to-peer learning model or communities of practice model is seen as good practice going forward.

6. **An adaptable and flexible project design, and a supportive funding partnership, enabled FRCS deliver its response mandate as required over the life of the project, without negating delivery of the BRCF project outputs focused on disaster management and preparedness.** This was particularly tested while responding to the three Tropical Cyclones, and was pivotal for achieving the project outputs. The focus on building up the FRCS capabilities through the branches and volunteers needed appropriate levels of follow up visits and planning to ensure that the FRCS was able to still deliver on its core humanitarian role in the event of an emergency without negatively affecting its resilience programming. Having a locally informed and locally led funding model developed between USAID and FRCS (through IFRC) is a resilient approach in itself. This flexible funding model, which was built in from the design phase has required the project's key stakeholders (USAID/IFRC/FRCS) to not revert to business as usual funding arrangement, but a partnership that genuinely supports resilience building at all levels- through a dual institutional, and community strengthening approach.

7. Conclusions

The ET found that the BRCF project has performed well against its intended outcomes. There is evidence communities have increased capacity and resilience in disaster preparedness, and meeting the real needs of communities. This has been through the provision of addressing basic needs such as water, hygiene and health, and infrastructure, including water tanks, footpaths and physical supplies, such as, First Aid Kits and disaster kits. Through the IVCA, and CAP processes, the FRCS has been able to support communities to address challenges that have existed in the community for years. Community ownership and sustaining results varied across communities, and are impacted by different factors: a functioning CDC, effective leadership, and governance structures, meaningful inclusion of women, youth and other vulnerable groups, and partnerships with external stakeholders.

The ET found good evidence of FRCS strengthening as a direct result of the BRCF project, particularly in the areas of improved Branch functions, systems, and resources. Support to enhance finance operations, policy development, and physical infrastructure has enabled significant improvement in Branch ability to deliver effective and efficient activities. Finalising key policies such as finance,

operations, gender and child protection; the volunteer recruitment process guideline; and support for Branch fundraising are areas that require further action.

FRCS staff and volunteers see the integrated community-based disaster management as one that encompasses broader FRCS programming thus delivering an integrated community-based programming approach is promoted across all FRCS activities. The IVCA and BOCA are key tools to deliver this integrated approach, and the BRCF has built a cadre of IVCA and BOCA trainers and facilitators that make FRCS well positioned to support capacity building of other National Societies in this area.

The ET concludes that the BRCF project has laid strong foundations for the FRCS to advance its goal of building resilient communities in Fiji, through a strong National Society. Continued investment and long-term funding support, including provision of relevant support from IFRC is needed to help FRCS achieve this long term goal.

8. Recommendations

Informed by the evaluation findings, the ET makes the following recommendations for FRCS and IFRC to consider for future programming.

Branch Capacity Building and Sustainability

1. FRCS to continue to invest in the Branch-led delivery model to sustain Branch capacity and operations. This can be done through two parallel approaches that support continuous knowledge and skill building for Branch personnel, at Executive, staff, and volunteer level to enhance their capacity to deliver programs at the community level. The second approach should focus on formalising key policies including the Branch Operations Manual; Finance and Gender policies across all FRCS Branches. This should be accompanied by BOCA refresher trainings, including linking this process to the FRCS's monitoring, evaluation and learning.

2. FRCS to formalise and progress roll out of the Volunteer Recruitment Guideline. Volunteers play a valuable role to help sustain project outcomes through the strong engagement they have built with communities, and in turn, communities value the support provided by volunteers. The passion of volunteers is evident, however retaining their active participation, including recruitment of new volunteers is an ever-present challenge for the FRCS. Branches that have been able to retain volunteers can contribute to peer learning across Branches on innovative approaches to volunteer recruitment and retention.

3. FRCS Branch financial system strengthening to also look at supporting Branches on strategies to enhance their financial resource base. Lack of appropriate financial resources limits ability to conduct follow up visits and refresher trainings for communities. Branches visited spoke about how they have started small scale fundraising activities to sustain Branch activities, and would benefit from support on how to maximise their fundraising plans. This a potential area for the FRCS National Office and IFRC to support Branches with on developing resource mobilisation strategies. This could include exploring partnerships with the local private sector, building on the positive reputation Red Cross has across the Branches.

Monitoring, Evaluation and Learning (MEL)

4. FRCS to continue to support the M&E Officer as a core FRCS position to embed MEL across the FRCS. Consider developing an organisation wide MEL system, one that is aligned to the new FRCS strategic plan; and to IFRC programming strategy. The MEL system should include output level indicators, a set of outcome level indicators, including indicators to measure Branch readiness; community resilience (for example, drawing from the IFRC framework for

Community Resilience). The MEL system should also be able to collect and report on gender and social inclusion disaggregated data.

5. FRCS to consider developing a database for improved information management, documentation and reporting. This should also consider revisiting of reporting templates, frequency of reporting, and agreed formats to collect data. Effective MEL also supports learning and reflection, and better positioning FRCS to contribute to regional national society and IFRC learning.

6. The MEL system should extend to the Branch level and capacity development support provided to staff and volunteers. Branch and Project MEL frameworks should be the responsibility of the DSCs and included in reporting templates for ease of reporting to the National Office.

Protection, Gender Equality and Social Inclusion

7. FRCS is well positioned to deepen its work on gender and protection, in particular Gender Based Violence (GBV) prevention, disability inclusion, and extend influence in these areas at a national level (contribute to Fiji government goals on Violence Against Women (VAW), inclusion in emergencies) and influencing Regional Red Cross National Societies.

8. FRCS to continue to resource the Gender Officer as a core FRCS position to support broad FRCS mainstreaming; FRCS to endorse Gender Policy and develop accompanying implementation plan; IFRC to support FRCS to collect, analyse and report on disaggregated gender equality and social inclusion data; FRCS/IFRC to utilise the Gender and Diversity network to share learning on inclusion in particular GBV in disasters, protection in emergencies.

Integrated Community Based Programming

9. FRCS to continue its strategy to deliver integrated community disaster management programming. The BRCF project demonstrates the FRCS role in supporting community-based responses to disaster preparedness and response, and supporting communities to adopt a strengths-based approach to address their own needs.

10. FRCS to continue with the integrated approach through the IVCA, and ensure this approach is adopted and socialised across FRCS programming.

11. FRCS to continue its strategic focus on community resilience. FRCS to continue to strengthen the resilience of communities and respond to the needs of the vulnerable during times of disaster and emergency, and activities with communities during and outside disaster times.

Enhanced partnerships

12. FRCS strengthen and support the coordination with, and at the Provincial level particularly with the Provincial Administrator and Provincial Office. As identified in the evaluation during stakeholder interviews, enhanced coordination can promote effective partnerships that are needed to support all aspects of building community resilience. Working with relevant actors can help promote effective delivery of assistance to communities.

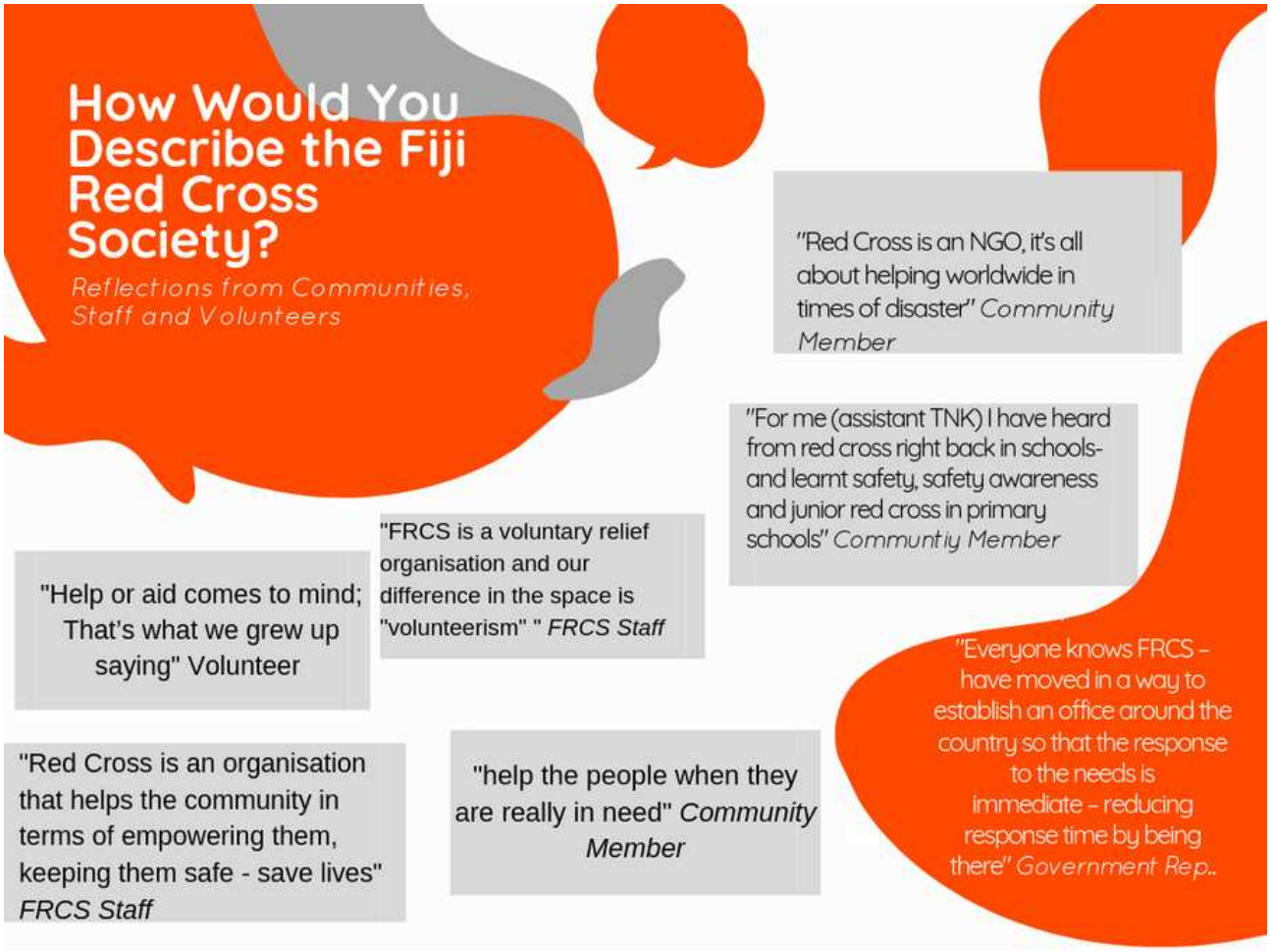
13. Partner with Government and Civil Society Organisations to ensure the rights of the vulnerable including children and people with disabilities are protected. Coordination with

organisations working on gender and protection to share resources, jointly deliver activities, build FRCS capacity, will help support enhanced outcomes for vulnerable groups in communities that FRCS works with.

Improved Program Management Approaches

14. Maintaining core program management practices, methods and processes to determine how best to plan, develop, control and deliver a project throughout the continuous implementation process until successful completion. Effective decision making and problem solving should flow from Management level at the National Office down to the Branches so that decisions are clear and understood by those implementing at the Branch level. Decisions on program activity reach and coverage should consider quality, efficiency and effectiveness.

Reflections from Interview Respondents about what they think of the Fiji Red Cross Society



Annexes

Annex 1: Evaluation terms of reference

Excerpt from the full terms of reference: *Final Evaluation of Building Resilient Communities in Fiji (BRCF) project*

Purpose of the Evaluation

The overall aim of the review is to identify to what degree the objectives of the BRCF were achieved and what have been the key lessons learned. This will include identifying and documenting the deliverables of the project, as well as reviewing how the methods used facilitated and contributed to the results attained. This analysis will lead to recommendations for further strengthening of the FRCS at the headquarters and branch levels.

Within the IFRC, an evaluation is an assessment, as systematic and objective as possible, of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors (*IFRC Framework for Evaluation, 2011*).

Scope of the Evaluation

The evaluation will review project implementation over the entire project period, and across the geographical area of the project, which included, two Divisional Service Coordinators, eight branches and three communities.

The FRCS staff, volunteers, branches, IFRC programme team, PNSs, universities and vulnerable groups identified in the Vulnerability and Capacity Assessment (VCA) are included in the scope of evaluation.

Evaluation Objectives and Criteria

The evaluation aims to:

a) Identify to what degree the objectives of the BRCF were achieved
b) Evaluate the implementation of the mid-term internal review recommendations
c) Document the deliverables of the project and the methodologies that contributed to the results d) Identify some key lessons learned

The evaluation should highlight good practice and give constructive recommendations for further improvement.

Annex 2: Inception report (Evaluation Plan)

Refer to attached PDF for the full inception report.

Annex 3: Documents Reviewed for the Evaluation

- BRCF Project Pledge Based progress reports
- BRCF-IFRC- USAID grant agreement
- BRCF project internal review report (draft)
- FRCS strategic plan (2016- 2019)
- BRCF project M&E plan (draft)
- IFRC Framework for Community Resilience
- IFRC Framework for Evaluation
- Framework for Resilient Development in the Pacific 2017- 2030

Annex 4: Evaluation Consultations

	Interview Type	**M**	**F**
West			
Narewa Village	FGD	4	4
Rakiraki Branch Vols	FGD	1	2
Rakiraki Branch President		1	
Assistant District Officer Rakiraki	KII	1	
Vio Island	KII		1
Vio Island	FGD	3	
Lautoka Branch President	KII	1	
West DSC	FGD	1	
Project Manager - Nete	FGD	1	
Semo village	FGD	4	
Sigatoka Branch President	KII	1	
Provincial Administrator Nadroga/Naitasiri	KII		1
North			
Naiqaqi village FGD 1	FGD	6	4
Naiqaqi village FGD 2	FGD	5	7
North DSC	KII	1	
Seaqaqa Branch President	KII		1
Savusavu Branch Vols	FGD	1	3
Naividamu village	FGD	3	6
Savusavu Branch volunteer	KII	1	
Provincial Administrator Cakaudrove	KII	1	
Rabi Branch President	KII	1	
Central			
Narocake village	FGD	7	6
FRCS Gender Officer	KII	1	
IFRC National Society Development Manager	KII	1	
IFRC Commissioner	KII		1
FRCS Finance	KII	1	
FRCS Program Manager	KII	1	
Donor	KII		1
Total		**48**	**37**
Total interviewed	**85**		

Annex 5: Case Study: Building Community Resilience in Vio Island



Vio Island community members with FRCS Lautoka Branch President stand beside their water tank funded by the BRCF project. Photo credit: Iris Low

Vio Island is an island community located off the coast of Lautoka in the Western Division of Fiji. Access to the island is via a 5-minute boat ride from the Lautoka wharf. In 2017 FRCS facilitated the IVCA and CAP process with Vio Island and from the process, the lack of a consistent and quality water supply was identified as the key priority need. For the community, access to water consisted of daily boat trips to the Lautoka wharf to fill drums of water for the 50 plus households on the island. Through the BRCF project, the FRCS worked in partnership with the Ports Authority and Water Authority of Fiji to establish permanent water connection to the island. As a result, the community has also been able to reduce their water expenses by 82 per cent, or a total savings of approximately FJD$16,000 per year.

In 2018, the Prime Minister of Fiji, Frank Bainimarama, officiated the opening of the island's new water pipeline, becoming the first Prime Minister in Fiji's history to visit the island community. In May 2019, Vio became the first Fijian community to have access to clean, renewable and affordable energy from a solar grid. Prior to this, the community was without electricity and relied on candles and kerosene lamps. American based DiCaprio Foundation funded the solar grid.

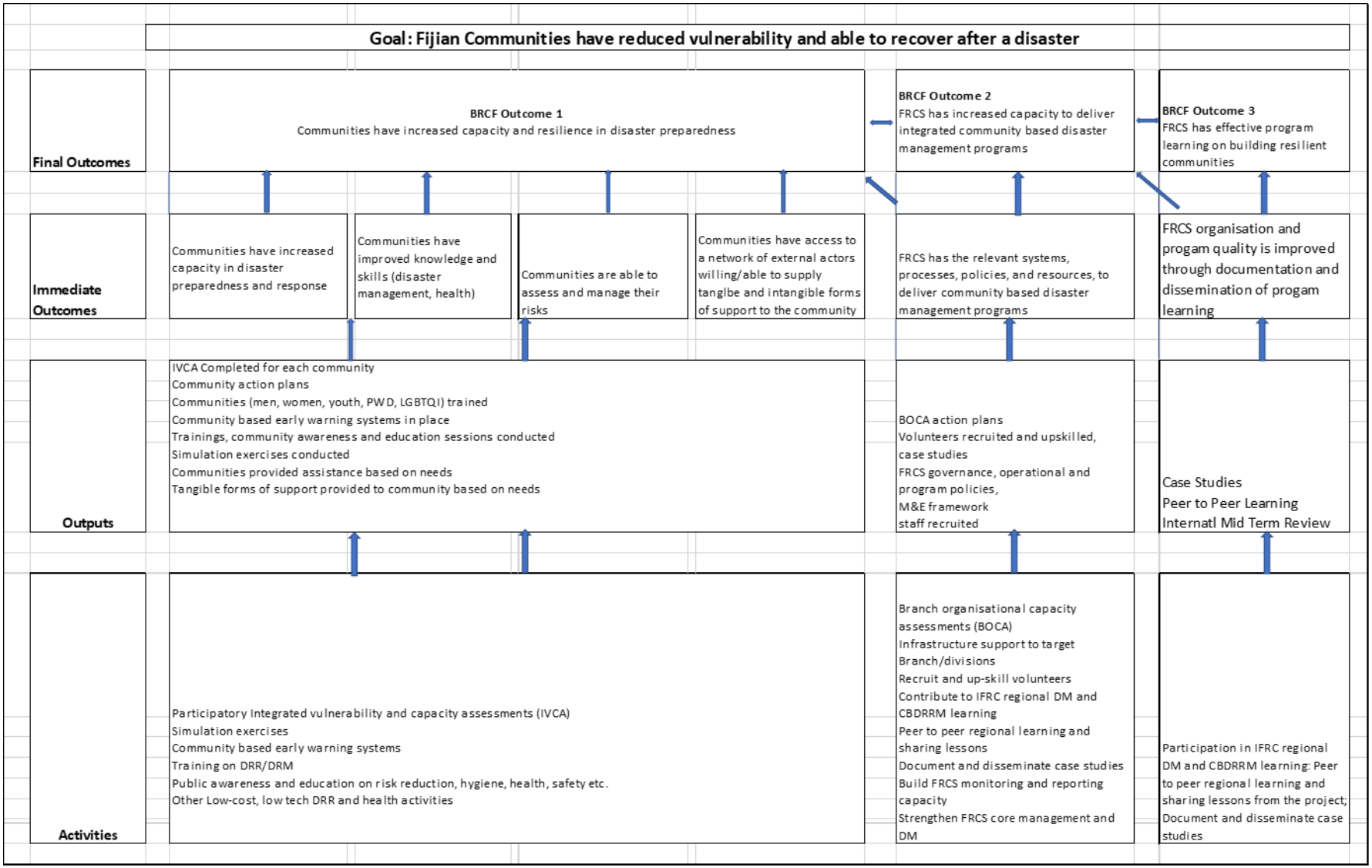
Through the BRCF project, FRCS has also helped the community address other resilience building related needs: health, hygiene and disaster management priorities such as provision of water tanks, trainings on disaster management, waste management, health and environment (planting of mangroves and construction of a sea wall).

In the words of Vio community members, on what the change means for them:

'***We got water now, and now government sees us, knows us, and we have access to other stakeholders…..starting to recognise, ministry of health visit us every month, other NGOs***'

'***From old is to modernised- the old is that we had to struggle, like now we just open the tap it is modernised, we drink fresh water, solar is there….. the electricity, now we just switch on the light……it really helps us women, and children***'

Annex 6: Building Resilient Communities in Fiji theory of change and Evaluation Focus Areas of Inquiry



International Federation of Red Cross and Red Crescent Societies

TERMS OF REFERENCE

EVALUATION TITLE	Final Evaluation of Building Resilient Communities in Fiji (BRCF) project
COMMISSIONING AGENCY	International Federation of Red Cross and Red Crescent Societies (IFRC)
TIMELINE OF EVALUATION	January 2016 – May 2019
COMMISIONER	Kathryn Clarkson
EVALUATION MANAGEMENT TEAM	IFRC USAID Fiji Red Cross Society
REASON FOR EVALUATION	End of Project
TIMEFRAME	July/August 2019
DURATION	25 working days over 2 months
LOCATION	Suva, Fiji & field locations

1. Background to the Evaluation

The Building Resilient Communities in Fiji (BRCF) project began in January 2016 and runs until September 2019. It was funded by USAID and was implemented by the Fiji Red Cross Society (FRCS), with the International Federation of Red Cross and Red Crescent Societies (IFRC) managing the contract.

Implementation of the project was impacted by the destruction wrought by TC Winston and the mobilization of the FRCS to respond to that disaster. Following from this, a 9 month, no-cost extension was applied for by the IFRC and granted by USAID.

In the second quarter of 2018, an internal review was commissioned to identify and document the project deliverables, look at best practices and challenges, and recommend on the no-cost extension. This review concluded with eleven recommendations.

The overall objective of BRCF was to reduce the vulnerability of communities in the western, northern and central divisions of Fiji while increasing the capacity of FRCS to support integrated disaster management. The project had three outcomes:

- Outcome 1: Increased capacity and resilience of target communities in disaster preparedness
- Outcome 2: Enhanced capacity of the FRCS to deliver community-based disaster management programmes
- Outcome 3: FRCS has effective programme learning on building resilient communities

2. Purpose of the Evaluation.

The overall aim of the review is to identify to what degree the objectives of the BRCF were achieved and what have been the key lessons learned. This will include identifying and documenting the deliverables of the project, as well as reviewing how the methods used facilitated and contributed to the results attained. This analysis will lead to recommendations for further strengthening of the FRCS at the headquarters and branch levels.

Within the IFRC, an evaluation is an assessment, as systematic and objective as possible, of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors (*IFRC Framework for Evaluation, 2011*).

3. Scope of the Evaluation

The evaluation will review project implementation over the entire project period, and across the geographical area of the project, which included, two Divisional Service Centers, eight branches and three communities.

The FRCS staff, volunteers, branches, IFRC programme team, PNSs, universities and vulnerable groups identified in the Vulnerability and Capacity Assessment (VCA) are included in the scope of evaluation.

4. Evaluation Objectives and Criteria

4.1 Objectives

The evaluation aims to:

a) Identify to what degree the objectives of the BRCF were achieved
b) Evaluate the implementation of the mid-term internal review recommendations
c) Document the deliverables of the project and the methodologies that contributed to the results
d) Identify some key lessons learned

The evaluation should highlight good practice and give constructive recommendations for further improvement.

4.2 Criteria (please refer to Annex 1 for more details)

a) Effectiveness
b) Impact
c) Sustainability
d) Appropriateness
e) Coverage

4.3 Key guiding questions

1. What have been the main successes of the project?
2. What have been some of the weaknesses of the project?
3. Has the project adapted to the changing context in Fiji and in Fiji Red Cross Society?
4. What have been some of the enabling factors within the FRCS for the project results?
5. What factors within the FRCS have hindered reaching the intended results?
6. What factors outside the FRCS have hindered reaching the intended results?
7. How has the project increased the personal capacity of staff in the FRCS?
    a. Are they able to work better with the rest of the organisation and if so/or not then how?
    b. Are they able to work better in teams they are part of?
    c. Are they able to work better with other stakeholders?
8. How has the project increased the capacity of teams (team/unit/branch) to perform their role in the FRCS?
    a. Are they able to work better with the rest of the organisation and if so/or not then how?
    b. Are they able to work better with other stakeholders?
9. How has the project included women and people living with disabilities? What examples are there of successes?
10. What are some stories in communities where things have changed as a result of the project?
11. What have been the key lessons for the Fiji Red Cross Society?
12. Did having an integrated programme increase efficiencies?
13. Was the FRCS able to reach all groups in the community, including women, elderly women and men, young men and women, children and people with disabilities?

5. Methodology

The overall methodology for the evaluation is drawn from the IFRC Framework for Evaluations. This covers the planning and management of the evaluation process, as well as giving guidance on the structure, logic, dissemination and utilization of the work. The start to finish management of the evaluation will be by an Evaluation Management Team (EMT) comprised of key stakeholders.

To evaluate each of the three outcomes it is envisaged that the evaluator will use primarily qualitative methods, and quantitative methods where suitable. However, the evaluator may propose the methodology used for data collection and analysis and finalise this in collaboration with the EMT.

The Evaluator will consider participatory evaluation methods when developing the methodology. Methods should include, document review (including program reports and other relevant documents),

existing local, regional, or national data, and data from similar programs, key informant interviews and focus group discussions.

The detailed evaluation design is to be created by the Evaluator; however, the following should be considered:

- **Sampling method** is to be decided by the Evaluator, as long as the final sample to be evaluated on includes both FRCS and IFRC involved in the project implementation and the 'most vulnerable' beneficiaries.
- **Data collection methods** and timeframe are to be decided by the Evaluator, in consultation with the EMT but should consider the reality of remote communities.
- **The Evaluator should visit and collect data** from a representative number of cross-sectional respondents. The Evaluator will be responsible to clearly outline the support needed in-country. This will be agreed with the EMT based on resources available.

6. Guiding Principles and Values

The Evaluator will be required to adhere to, and be guided by, professional and ethical standards. These standards include:

- The seven Fundamental Principles of the Red Cross and Red Crescent Movement: humanity, impartiality, neutrality, independence, voluntary service, unity and universality
- International Federation of Red Cross and Red Crescent Code of Conduct

7. Deliverables

a) **Inception Report:** The inception report will include the proposed methodologies, data collection and reporting plans with draft data collection tools such as interview guides, the allocation of roles and responsibilities within the team (if more than one evaluator), a timeframe with firm dates for deliverables, and the travel and logistical arrangements for the team.
b) **Initial Findings:** Presentation of initial findings at the end of field work
c) **Draft report:** A draft report identifying key findings based on facts, conclusions, recommendations and lessons for the current and future operation, will be submitted by the Evaluator within three days after presenting the initial findings.
d) **Final report:** The final report will contain a short executive summary (no more than 1,000 words) and a main body of the report (no more than 10,000 words) covering the background of the project evaluated, a description of the evaluation methods and limitations, findings, conclusions, lessons learned and clear recommendations. Recommendations should be specific and feasible. The report should also contain appropriate appendices, including a copy of this ToR, cited resources or bibliography, a list of those interviewed and any other relevant materials. The final report will be submitted one week after receipt of the consolidated feedback from IFRC. Details of the final report are outlined in the table below.

Suggested final report outline

No.	Content	Description
1	Executive Summary	Summarizes the overall findings of the evaluation with key conclusions and not more than 10 key recommendations. Executive Summary must be specific to the evaluation and clearly outline the specific context of the interventions.
2	Background	Outlines the overall objectives, aims, intervention strategy, policy frameworks, targets, main stakeholders, financial frameworks, institutional arrangements, and a brief context analysis that highlights the challenges and issues on the ground.
3	Methodology	Outlines the overall approach used and the rationale on the approach used, the tools applied and the key assumptions. It will be designed to elicit the appropriateness, coverage, effectiveness, impact and sustainability in of the programme interventions.
4	Findings	Outlines the findings of the evaluation.
5	Conclusions	Outlines the main conclusions that have emerged from the findings
6	Lessons learned and recommendations	Provides general overall recommendations, including on cross-cutting issues that affect the interventions.

All products arising from this evaluation will be owned by the IFRC. The evaluators will not be allowed, without prior authorization in writing, to present any of the analytical results as his / her own work or to make use of the evaluation results for private publication purposes.

The draft and final reports will be submitted through the EMT, who will ensure the quality of the report providing input if necessary. The EMT will submit the report to the key stakeholders interviewed for review and clarifications. The Commissioner will oversee a management response and will ensure subsequent follow up.

8. Evaluation location and schedule

The consultancy will start in July 2019, the field component of the evaluation will occur in July-August 2019 and the final report is due in September 2019.

The evaluation is expected to be completed in no more than 25 working days, including submission of the final report. The evaluation will commence on 29th July 2019 with the following schedule and deliverables:

Activity	Location	Work days	Deliverables
Literature/desktop review and draft inception report	Home base	2	Draft Inception report
Consultation, revision and approval of Inception report by EMT and Commissioner	Home base	0	
Finalise inception report		0	Final Inception report
Briefing of Evaluator (with FRCS and IFRC)	Suva	1	
In-country data collection (field work) and analysis	See schedule below	9	Preliminary findings
Presentation of initial findings by Evaluator to FRCS, CCST & USAID	Suva	1	
Data analysis	Home base	3	
Prepare and submit draft report with annexes	Home base	7	Draft report
Review of the draft report: FRCS and IFRC submits any requests for clarifications, corrections, changes on the draft report		0	
Finalise and submit final report with annexes	Home base	2	Final report
Final report approval by the Commissioner		0	
Total days worked		**25**	

9. Evaluation Management Team (EMT)

An evaluation management team will be appointed to manage and oversee the evaluation and ensure that it upholds the IFRC Framework for Evaluation. The EMT will consist of three members i.e., one from FRCS, one from USAID and one from IFRC. The representative from IFRC will be the lead focal point of the EMT. EMT members will not have been directly involved in the programme implementation.

The three EMT members have designated roles:

a) The **external Evaluator,** will provide an independent, objective perspective as well as technical experience on evaluations. The Evaluator will be the author of the reports. S/he will not have been involved or have a vested interest in the programme or context being evaluated, and will be hired through a transparent recruitment process, based on professional experience, competence and ethics and integrity for this evaluation. The Evaluator will report on progress or challenges to the EMT;
b) The evaluation practitioner from the **FRCS** will provide the interface with the NS offices and branches in country and will help to clarify internal processes and approaches for the team;
c) The evaluation practitioner from the **IFRC** will provide context on IFRC Framework for Evaluation and assist with technical expertise on evaluations, methodology and programme information.

The EMT will not be directly involved in the evaluation but will support the Evaluator. The Evaluator will coordinate directly with the IFRC CCST Suva for management support and logistics.

10. Evaluator Qualifications

The Evaluator must have experience or significant knowledge of community-based disaster management and disaster preparedness programmes, and previous experience in conducting evaluations for medium-to-large scale programmes.

The Evaluator should have the following characteristics:

- Field experience in the evaluation of community-based humanitarian or development programmes (especially on disaster management, disaster preparedness and resilience).
- Prior experience of evaluating Red Cross programmes and previous experience of conducting evaluation in the Pacific islands desirable.
- Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions, make recommendations and to prepare well-written reports in a timely manner.
- Previous experience in coordination, design, implementation, and monitoring and evaluation of humanitarian or development programmes
- Experience in qualitative data collection and data analysis techniques, especially in community-based programmes
- Knowledge and experience working with the Red Cross Red Crescent Movement preferred
- Demonstrated capacity to work both independently and as part of a multi-discipline, multi-national team
- Ability to work within tight deadlines and manage with available resources.
- Fluent in spoken and written English.
- Strong interpersonal skills.

- Relevant degrees or equivalent experience.
- Availability for the period indicated.

11. Application Procedure

Interested applicants should submit their expression of interest to the following email: Sandhya.Prasad@ifrc.org by 7am Monday 29/07/2019 (Suva time). In the subject line, please state the consultancy you are applying for, your company name or last name and first name. **(SUBJECT: Fiji: Final Evaluation of Building Resilient Communities in Fiji (BRCF) project - Last Name, First Name)**.
Application materials should include:

1. **Curriculum Vitae** (CV) of applicant;
2. **Cover letter** clearly summarizing your experience as it pertains to this evaluation, daily consultancy fees (in Swiss Francs) and two professional references;
3. A **2-pager approach paper** with evaluation methodology; and
4. One **sample of previous written report** most similar to that described in this ToR.

Application materials are non-returnable, and we thank you in advance for understanding that only short-listed candidates will be contacted for the next step in the application process and the selection panel does not have the capacity to respond to any requests for application feedback. Please take note that incomplete applications will be rejected.

12. Annex 1: Community visit schedule

Location	Day
Rabi Branch Teleconference	1
Savusavu Branch Naiqaqi Village	2
Seaqaqa Branch	3
Divisional Service Centre – North	4
Suva Branch	6
Rakiraki Branch Nukulau Village	7
Lautoka Branch Vio Island	8
Divisional Service Centre – West	9
Sigatoka Branch Teleconference	9

13. Annex 2: A guide to the evaluation criteria

a) Effectiveness

A measure of the extent to which the BRCF achieved its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions:

- To what extent were the objectives achieved / are likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?

b) Impact

The positive and negative changes produced by the intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors.

c) Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. When evaluating the sustainability of a programme or a project, it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

d) Appropriateness

Appropriateness is concerned with the need to tailor development/humanitarian activities to local needs, increasing ownership, accountability, and cost-effectiveness accordingly.

e) Coverage

Coverage refers to the extent population groups are included in or excluded from an intervention, and the differential impact on these groups. Evaluation of coverage involves determining who was supported by humanitarian action, and why. It is a particularly important criterion for emergency response, where there is an imperative to reach major population groups facing life-threatening risk wherever they are. Coverage is linked closely to effectiveness.

FINAL EVALUATION: BUILDING RESILIENT COMMUNITIES IN FIJI PROJECT

Inception Report

Inception report submitted by: CoLAB Consulting

12 September 2019

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1. Introduction

This document provides detail on the Final Evaluation of the Building Resilient Communities in Fiji (BRCF) project. The evaluation will be carried out by: CoLAB Consulting: David Hesaie, Iris Low and Leaine Robinson. The evaluation is overseen by the Evaluation Management Team (EMT) comprised of representatives from the Fiji Red Cross Society (FRCS); USAID (donor) and the International Federation of the Red Cross and Red Crescent Societies (IFRC). The evaluation will be carried out between September-October 2019 across project sites in the Central, Western and Northern Divisions in Fiji.

The evaluation team has undertaken a collaborative process to prepare the inception report:

- All team members have provided input from the initial planning stage: to develop the key evaluation questions; scope and overall methodology of the evaluation. The inception report draws on the collective expertise and experience of the team, namely: research; evaluation; development programming, in particular experience in civil society, disaster risk reduction, and gender equality and social inclusion; and in-depth knowledge of Fiji, and the Pacific development context;
- Input from the EMT, specifically FRCS for their contextual insight and assistance to develop the evaluation schedule; IFRC for their technical expertise, and insight to the project; and
- The inception report will also be shared with USAID as the principal donor, for their feedback on the evaluation;

Further consultative planning discussions will occur until all stakeholders agree to the details of the evaluation, and fieldwork commences.

The purpose of the evaluation as drawn from the Terms of Reference is: to identify to what degree the intended outcomes of the BRCF project were achieved, and what have been the key lessons learned.

This evaluation will provide key reflections on outcomes achieved as a result of the BRCF project, and make recommendations for future programming of the FRCS at the headquarters and branch levels. This is important to the ongoing progress towards achieving the long-term outcomes of the FRCS in reducing vulnerability of communities, and building a strong FRCS to support integrated disaster management.

The evaluation will use the following data collection methods to answer key evaluation questions: (1) document review of relevant background documents; (2) key informant interviews; and (3) Focus Group Discussions (FGD). The inception report is informed by the IFRC Framework for Evaluation Standards (see Annex 1). The timeframe and deliverables of the evaluation can be found at Annex 2.

2. Background: Building Resilient Communities in Fiji project and context of the final evaluation

2.1 Building Resilient Communities in Fiji project

The Building Resilient Communities in Fiji (BRCF) project began in January 2016, and runs until September 2019. The project is funded by USAID, and implemented by the FRCS, with the IFRC managing the contract. The value of the project is USD 1,278,282.

Implementation of the project was impacted by the destruction wrought by Tropical Cyclone Winston and the mobilisation of the FRCS to respond to that disaster. Following from this, a 9 month, no-cost extension was applied for by the IFRC and granted by USAID.

In the second quarter of 2018, an internal review was commissioned to identify, and document the project deliverables, look at best practices and challenges, and recommend on the no-cost extension. This review concluded with eleven recommendations.

The overall objective of the BRCF project is to reduce the vulnerability of communities in the Western, Northern and Central divisions of Fiji, while increasing the capacity of FRCS to support integrated disaster management.

To achieve this, the BRCF project aims to increase the resilience of communities, enhance organisational and programming capacity of FRCS, focusing in particular on the capacity at the division and branch levels and improve learning and modelling of integrated disaster management programming in Fiji.

The project seeks three outcomes:

- Outcome 1: Increased capacity and resilience of target communities in disaster preparedness
- Outcome 2: Enhanced capacity of the FRCS to deliver community-based disaster management programmes
- Outcome 3: FRCS has effective programme learning on building resilient communities

The primary target groups of the project are the FRCS staff and volunteers (branches and divisions); communities (households, community groups, committees, schools) and government (national and provincial level).

2.2 Project context

Relevance to Fiji context

The risk analysis conducted by the World Bank (under the Pacific Disaster Risk Financing and Insurance Programme) places Fiji in the top 15 countries most affected by disasters worldwide. The impact of recent disaster events upon Pacific economies has been significant. In February 2016, Tropical Cyclone Winston caused damage equivalent to 19 per cent of Fiji's GDP, if environmental damage is included. While it was the worst disaster in recent times, there were many disasters during the decade between 2007-2017: Flooding occurred in Fiji in January 2009, after four days of heavy rain on the towns of Nadi, Labasa, Sigatoka, and Ba on the island of Viti Levu. Tropical Cyclone Evan struck in December of the same year, with no loss of life or serious injury. The cyclone did, however, require the evacuation of 14,039 people and caused total damages of F$121.5 million and total loses of F$73.4 million. Recovery and reconstruction needs were estimated at F$135 million (ADB, 2019).

Alignment to Fiji Red Cross Society mandate

The primary mission of the FRCS is to build safe, healthy, and resilient communities by working with partners and empowering volunteers in humanitarian service and advocacy. This mission guides the FRCS Strategic Plan 2016- 2019 which has three strategic goals that commits the FRCS to build the resilience of vulnerable people to effectively meet the physical, economic, mental and environmental challenges they face in life.

The three strategic goals are:

Strategic Goal 1: Resilient Communities: strengthen the resilience of communities and respond to the needs of the vulnerable during times of disaster and emergency

Strategic Goal 2: Strong Fiji Red Cross Society: build a well-structured learning and sustainable organisation with strong Branches that support our people and our programs

Strategic Goal 3: Humanitarian influence: strengthen Red Cross and Red Crescent influence and support for our work

Alignment to national, regional and international frameworks and co-ordination mechanisms

The BRCF project is aligned to the USAID Global Climate Change and Development Strategy (2012- 2018), the Hyogo framework 2015, and its successor, the Sendai Framework for Disaster Risk Reduction 2015-2030, the Framework for Resilient Development in the Pacific (FRDP) 2017- 2030, and the Fiji National Climate Change Adaptation Strategy for Land Based resources 2012- 2021. The FRCS is an auxiliary to Government under the National Disaster Management Act (1998) and the Fiji National Disaster Management Plan (1995) and are key in humanitarian assessments, coordination, response and recovery.

Coordinated in Fiji, the Pacific Humanitarian Team (PHT) consists of humanitarian organizations working in the Pacific with the expertise and resources to support disaster preparedness and response in the region. The PHT members include the UN agencies, NGOs, the IFRC and other humanitarian agencies with the capacity to respond to disasters. IFRC's membership on the PHT ensures communication, coordination and support to the National Red Cross Societies in the Pacific. At the regional cluster level for example, the Regional Shelter Cluster is led by IFRC in accordance with its global shelter mandate, supports a coherent and effective humanitarian shelter response following disaster events in the Pacific underpinned by preparedness and capacity building initiatives. IFRC therefore provides support to country-level clusters across the Pacific according to their specific needs.

3. Introduction to the Final Evaluation

3.1 Evaluation purpose

As previously stated, the purpose of the evaluation is **to identify to what degree the intended outcomes of the BRCF project were achieved, and what have been the key lessons learned**.

The evaluation is organised according to the following objectives:

1. To evaluate the relevance[1] of the BRCF project against the needs and priorities of the target group (communities, FRCS, government) to building resilience to prepare for and

ı The evaluation team is applying the definitions of relevance/appropriateness, efficiency, effectiveness, coverage, impact, sustainability as outlined in the IFRC Framework for Evaluation current version accessed: https://www.ifrc.org/Global/Publications/monitoring/IFRC-Framework-for-Evaluation.pdf

respond to disasters in Fiji, and enhancing the capacity of the FRCS to deliver integrated community based disaster management programs.

2. To evaluate the effectiveness of the BRCF project against the intended outcomes.
3. To evaluate the efficiency of the BRCF project to deliver its objectives in a cost effective way.
4. To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.
5. To evaluate the impact of the BRCF project against the direct and indirect outcomes, and any unintended outcomes as a result of the project.
6. To evaluate the sustainability of the BRCF project results beyond donor funding support.

3.2 Key evaluation questions

The table below presents the key questions and sub-questions that support each objective of the evaluation.

Objective 1: To evaluate the relevance of the BRCF project against the needs and priorities of the target group to building resilience to prepare for and respond to disasters in Fiji, and enhancing the capacity of the FRCS to deliver integrated community based disaster management programs		
Key Question 1	To what extent has the BRCF project met the needs of the target group in regard to building resilience to prepare for and respond to disasters in Fiji?	
Sub-questions:	1.1	How did the BRCF project identify the needs of your community?
	1.2	Has the BRCF project responded to the needs of your community, in particular to vulnerable groups (people with disability, women headed households, elderly, youth)?
	1.3	Has the BRCF project made a difference to your community's ability to prepare for and respond to disasters? If yes, in what ways?
	1.4	Has the BRCF project made a difference to the FRCS ability to deliver integrated community disaster management programs?
	1.5	Has the BRCF project adapted to the changing context in Fiji and the FRCS?
Objective 2: To evaluate the effectiveness of the BRCF project against the intended outcomes.		
Key Question 2.1	***To what extent has the BRCF project achieved progress towards the intended project outcomes?***	
Sub-questions:	Outcome 1: Communities have increased capacity and resilience in disaster preparedness	
	2.1.1	What type of assistance has your community received from the BRCF project? What was the most useful and least useful assistance you received?

	2.1.2	Did your community receive assistance to help prepare for and respond to disasters? What are some examples of this assistance?
	2.1.3	What is one story in your community where things have changed as a result of the BRCF project?
	Outcome 2: FRCS has increased capacity to deliver integrated community-based disaster management programs?	
Sub-questions:	2.1.4	Has the BRCF project enabled you to do your job more effectively? If yes, in what ways?
	2.1.5	Has the BRCF project enabled your team (Branch/unit/Division) to perform their role in the FRCS more effectively? If yes, in what ways?
	2.1.6	What is your understanding of integrated community-based disaster management in your own words? Can you provide some examples of this approach within FRCS?
	Outcome 3: FRCS has effective program learning on building resilient communities	
Sub-questions:	2.1.7	How does the FRCS contribute to broader IFRC/other national societies learning?
	2.1.8	Throughout the BRCF project, how was learning, successes and challenges collected, documented and shared?
	2.1.9	Have you participated in any national or regional learning events?
	2.1.10	What support have you received from IFRC to support FRCS governance, core management and disaster management capacities?
Key Question 2.2	If further funding was provided to continue the BRCF project, do you have any recommendations you would like the FRCS/donors/IFRC to consider for future implementation?	
Sub-questions:	2.2.1	What is the best approach/strategy to take to build community resilience in Fiji?
	2.2.2	What is the best approach/strategy to take for FRCS to build its capacity to deliver integrated community-based disaster management programs?
Objective 3: To evaluate the efficiency of the BRCF project to deliver its objectives in a cost effective way		
Key Question 3	To what extent has the BRCF project delivered its objectives in a cost effective way?	
Sub-questions:	3.1	Has the BRCF project achieved its intended outputs?

	3.2	Was the BRCF project resources (human, financial, infrastructure) appropriate and proportionate to the outcomes sought?
	3.3	Is an integrated program model an effective way to progress the intended outcomes of the BRCF project?
	3.4	How has the BRCF project's monitoring, evaluation and learning arrangements affected the quality of outputs delivered and outcomes achieved?
	3.5	Has learning occurred over the life of the project and how was this implemented to improve efficiency?
Objective 4: To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.		
Key Question 4	What is the coverage of the BRCF project in regard to: geographical location; communities at risk, and vulnerable groups?	
Sub-questions:	4.1	Has the BRCF project included women, elderly, youth, children and people with disabilities? What examples are there of success?
	4.2	Has the BRCF project made a difference in gender equality and social inclusion, child protection?
	4.3	Were sufficient resources and technical expertise allocated to implement appropriate strategies that are responsive to the different and individual needs of vulnerable groups?
	4.4.	Did working through Government systems prove a useful approach to identifying target communities to work in? Was the geographic coverage sufficient in your opinion?
Objective 5: To evaluate the impact of the BRCF project against the direct and indirect outcomes, and any unintended outcomes as a result of the project.		
Key Question 5	*Have there been unintended positive or negative outcomes as a result of the BRCF project?*	
	5.1	What is one positive, and one negative experience as a result of the BRCF project for your community/for FRCS?
	5.2	What are some key lessons for the FRCS as a result of the BRCF project? Are there any risks that FRCS had to manage during implementation of the BRCF project?
Objective 6: To evaluate the sustainability of the BRCF project results beyond donor funding support.		
Key Question 6	*To what extent are results/impact of the BRCF project sustainable?*	
Sub-questions:	6.1	What evidence exists to suggest that there is ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS?

	6.2	Do you think your community will continue your efforts on disaster risk management? Why/why not?

Data collection tools, and the analysis process prepared for this evaluation are linked to the key evaluation questions to ensure a depth of inquiry, and that all key evaluation questions are adequately responded to. Annex 3 sets out key evaluation questions, data collection methods and data source.

3.3 Intended users and use

As defined during consultations to develop this inception report, the primary users of this evaluation is the Fiji Red Cross, IFRC and USAID. The secondary users are Fijian communities, Fiji government, and stakeholders working in the area of disaster risk management.

The evaluation will provide key recommendations for future programing of the FRCS at the headquarters and branch levels, including future programming arrangements between IFRC and FRCS. The findings, and recommendations of the evaluation will also help inform Fiji government, civil society and stakeholders in efforts to build capacity to prepare for and respond to disasters.

The evaluation team endeavours to provide clear, concise, and actionable recommendations. A number of approaches will be employed to enhance utilisation of evaluation findings, including: evidence based analysis and evaluation outputs (presentation of preliminary findings session; evaluation report) that uses plain English with reader-friendly page limits. Presentation of initial findings at the end of field work will also be an opportunity to share findings and serve as a validation process, and opportunity for stakeholder feedback.

3.4 Limitations

It is important to acknowledge limitations to the evaluation. These are addressed through the evaluation design:

Limitation	Strategy to mitigate limitation
Relatively short timeline to carry out data collection and analysis with limited time for detailed analysis and sense making	▪ Sampling strategy for consultations prioritises key stakeholders who can provide best learning and response to key evaluation questions ▪ Sampling strategy for community consultations informed by practicality of travel and logistics within evaluation timeline ▪ Preparation of 'evaluation focus areas of inquiry' to structure inquiry, analysis and response to key evaluation questions ▪ Ongoing data analysis process through scheduled daily debriefs and comparative analysis following consultations in the field ▪ Time allocated for data analysis and preparation of presentation for initial findings

	▪ The evaluation rubric assigns quality standards of data, and determining an evaluation judgment
Availability of stakeholders	▪ Identify stakeholders well in advance, and organise interviews, and ensure the schedule suits local context and availability ▪ The team will take a flexible approach to consultation times, recognising that some meetings may be conducted in the evenings due to stakeholder availability
Wide range of evaluation stakeholders who cannot equally participate due to evaluation timeline	▪ Sampling strategy prioritises stakeholders with opportunity to provide best learning for the evaluation ▪ Purposeful sample to collect data across range of range of BRCF project activities
Potential for (positive) bias (especially at community level)	▪ Use of open ended questions ▪ Use of culturally appropriate methods to engage community members and ensuring principles and practice of social inclusion ▪ Use of complement of methods and targeted approach to identify different members in community relevant to BRCF activities - to ensure range of perspectives from different groups in community inform evaluation findings
Inadequate project documentation	▪ Use of key informant interviews with stakeholders to gather more data/evidence ▪ Use of interviews with previous IFRC staff who managed the project

4. Evaluation approach

This section outlines the evaluation methodology, inclusive of data collection methods, analysis approaches, sampling strategy, and ethics and principles of the evaluation.

4.1 Methodology

The evaluation will employ a theory of change approach to assess progress towards the intended outcomes of the BRCF project. A theory of change (Refer Annex 4) was developed for this evaluation to help define the focus areas of inquiry for the evaluation. This approach provides a clear link between assessing progress of outcomes; key evaluation questions; to the

selected method and analysis process. The theory of change is informed by IFRC Framework for Community Resilience.

Importantly, this approach will also test some key assumptions: that FRCS adopting an integrated community based disaster management approach helps to increase the capacity and resilience of communities for disaster preparedness. Other related assumptions is that communities have the capacity to sustain activities in disaster risk management.

The evaluation will use a mix of methods to collect data (primary through qualitative and quantitative; and secondary, through document review; FRC/IFRC monitoring data and progress reports). Asking the same questions to different stakeholders will also enable triangulation, and help with identifying emerging themes to the data analysis. Data collection includes interviews with FRCS Branches and stakeholders, and FGDs with communities across the Central, Western and Northern Divisions.

The analysis process will include multiple approaches: comparative analysis; theme analysis and an evaluation rubric to assist interpretation of findings. Comparative analysis will be used to compare BRCF project activities across the different stakeholder groups, and how well support aligned to stakeholder needs. Theme analysis will be used to identify patterns in the data that emerge, that add further insight to a particular key evaluation question. An evaluation rubric has also been developed to assist with analysis in measuring progress towards intended outcomes (Refer Annex 5).

The evaluation team will also adopt an iterative, and flexible approach by ensuring relevant team de-briefs are conducted to process data as it is collected to respond to emerging findings, and any emerging issues that need to be addressed.

The evaluation will ensure relevant ethical and culturally appropriate considerations are adhered to. This will be done in various ways: prior approval to conduct consultations with communities will be sought from relevant community leaders; interview times will be organised according what is most appropriate for the stakeholder group; obtaining informed consent to ensure people are informed about the purpose of the evaluation, and how findings will be used; and involving FRCS/IFRC stakeholders in the presentation of preliminary findings to validate and ensure these are culturally appropriate.

The evaluation will endeavour to create opportunity for diverse groups in particular women, youth, and people with disabilities to have the opportunity to participate in the evaluation. Data will be disaggregated to demonstrate visibility of these groups in the evaluation.

4.2 Method of data collection

The following data collection methods will be used:

i. Document review- documents include: BRCF Pledge Based progress reports; BRCF USAID grant agreement; BRCF internal review report (draft); FRCS strategic plan (2016- 2019); BRCF project; M&E plan (draft); IFRC Framework for Community Resilience; IFRC Framework for Evaluation; Framework for Resilient Development in the Pacific 2017- 2030. Refer Annex 6 for Key documents for document review;
ii. Focus group discussions with target communities and FRCS Branches (volunteers)- the evaluation sample includes FGDs with six target communities across the three Divisions. The target communities are representative of rural, remote; peri-urban; and an island community. Communities also include formal villages and informal settlements. FGDs will be conducted with volunteers across six FRCS Branches.

iii. Key informant interviews with stakeholders based across the three Divisions; outside of Fiji. Stakeholders have been identified according to the primary target group, and secondary beneficiaries to the project.

The following section outlines the sample size and strategy.

4.3 Stakeholders and sampling strategy

Stakeholders have been identified as primary (those who have directly benefitted from the project activities, and as identified as the primary target group including: FRCS, communities, Fiji government), and secondary (key stakeholders such as IFRC, USAID, and other stakeholders working in the area of disaster risk management). Consultation with primary stakeholders will be prioritised in order to assess effectiveness and contribution of the project. Secondary stakeholder groups are included to ensure a comprehensive assessment, and help inform recommendations for future programming. A purposive sampling strategy will be employed as the key people to be interviewed have been identified, including anticipated number of interviews, focus group discussions. The communities have been selected based on practicality of travel and logistics within evaluation timeline, while also ensuring a representative mix of communities. The detailed stakeholder sampling strategies in relation to the key evaluation inquiry areas are mapped out in Annex 7. A total of 30 interviews; and 6 FGDs is anticipated. The evaluation aims to reach a sample size of approximately 65 people across the different stakeholder groups.

4.4 Analysis

The analysis is informed by project outcome areas, linked to the key evaluation questions, and carried out through the different data collection methods:

i. Document review: information in documents will be reviewed to capture data relevant to the key evaluation questions. Documents will contain both qualitative and quantitative data. This data will also be used to undertake comparative analysis against other data collected. The objective of the document review is to: gather effectiveness related date from FRCS progress reports; and alignment of the project to international, regional and national frameworks.
ii. Key informant interviews and focus group discussion: use of face to face or Skype/phone interviews provide opportunity for analysis of stakeholder responses according to the intended outcome areas.

The following will be used to analyse data:

i. Comparative analysis: helps to compare stakeholder responses to the same questions; identify issues, areas, where stakeholders feel the same or different;
ii. Evaluation rubric: the rubric will be used to help collect evidence to answer the sub-questions. A rubric is helpful in this instance to deal with the complex and multiple areas being assessed. The rubric also serves to provide transparency on how data is analysed; and
iii. Theme analysis will help to categorise patterns that emerge from data collection in relation to key evaluation questions. In particular this approach will be helpful to process qualitative results around intended or unintended outcomes; recommendations, and areas for program improvement.

Data will be synthesised using these approaches to make an overall evaluation judgment to answer the key evaluation questions.

4.5 Principles and Ethical practice

In regard to principles to ensure the evaluation is conducted in an ethical, and culturally appropriate manner, the evaluation team will be guided by the Principles for ethical research and evaluation in development[2]:

Respect	• Informed consent by ensuring consent is recorded at the start of the interview. • Confidentiality of all participants by de-identifying responses within reporting • Opportunity to participate through use of multiple data collection methods • Culturally appropriate approaches to engage with target stakeholders
Beneficence	• Methods of data collection provide opportunity for participant learning • Methods of data collection provide safe space for participation • Evaluation findings are available to key stakeholders
Research merit and integrity	• Competent evaluation team in relation to the scope of the evaluation • Use of quality research criteria, evidence base and transparent evaluative judgement to prepare evaluation findings
Justice	• Treating stakeholders with dignity and respect, in particular ensuring vulnerable groups well-being are protected • No unfair burden on stakeholders to participate in the evaluation • Findings are accessible to stakeholders involved

In addition, the evaluation will also adhere to, and be guided by the following standards:

- The seven Fundamental Principles of the Red Cross and Red Crescent Movement: humanity, impartiality, neutrality, independence, voluntary service, unity and universality.
- International Federation of Red Cross and Red Crescent Code of Conduct.

4.6 Evaluation schedule

A draft schedule has been developed in consultation with FRCS and IFRC- see Annex 8. Specific timing for interviews will be finalised following consultations with relevant stakeholders. The evaluation schedule is informed by the following:

- Appropriate time scheduled for key informant interviews to ensure equal opportunity and time to participate in the evaluation;
- Appropriate time scheduled with each target FRCS Branch to ensure fair representation and volunteers/staff have equal opportunity to participate in the evaluation;
- Focus on consultations with target communities and community members to assess impact of the BRCF project;

2https://acfid.asn.au/sites/site.acfid/files/resource_document/ACFID_RDI%20Principles%20and%20Guidelines%20for%20ethical%20research12-07-2017.pdf accessed 30 July 2019

- Prioritising primary stakeholder participation to generate evidence from those who directly benefitted from the project activities;
- Adequate time allocated to community consultations;
- Appropriate time allocated for the in country mission so as to ensure representation and participation of a multi stakeholder approach; and
- Time scheduled for evaluation team de-brief sessions to do analysis and sense making as data is collected.

5. Evaluation Team and Roles

The evaluation team is co-led by a team of consultants who bring complementary experience and expertise relevant to the context of the evaluation: research and evaluation; cultural and contextual insight on Fiji and the Pacific; disaster risk management, gender and social inclusion, civil society engagement programming, in particular working with vulnerable groups; and experience engaging with diverse stakeholders. The team will adopt a collaborative approach to planning, conduct of the evaluation, analysis, and written outputs. Collaborative approaches include: establishing roles amongst the team, working to each member's strengths; ongoing reflection as a team as data collection progresses; de-brief sessions during data collection, and as findings, recommendations are generated; and collective approach to providing input to the draft and final evaluation report.

The EMT will also provide overall guidance and advice to the team as required.

Specific roles for team members:

Leaine Robinson (evaluation team member)

- Team focal point for communication with IFRC and FRCS
- Based on a collaborative approach, develop and finalise the inception report
- Liaise with stakeholders to finalise the evaluation schedule
- Co-lead the field mission in the West
- Conduct interviews in Suva as required
- Process and analyse data with the team
- Co-develop preliminary findings presentation
- Co-author a draft evaluation report and findings to the EMT
- Co-author a final evaluation report that incorporates stakeholder feedback
- Perform other duties in the terms of reference, as directed by the EMT

Iris Low (evaluation team member)

- Based on a collaborative approach, develop and finalise the inception report
- Liaise with stakeholders to finalise the evaluation schedule
- Co-lead the field mission in the West and North
- Conduct interviews in Suva as required
- Process and analyse data with the team
- Co-develop preliminary findings presentation
- Co-author a draft evaluation report and findings to the EMT
- Co-author a final evaluation report that incorporates stakeholder feedback

David Hesaie (evaluation team member)

- Based on a collaborative approach, develop and finalise the inception report

- Lead the field mission in the Central Division and co-lead the mission in the North
- Conduct interviews in Suva as required
- Process and analyse data with the team
- Co-develop preliminary findings presentation
- Co-author a draft evaluation report and findings to the EMT
- Co-author a final evaluation report that incorporates stakeholder feedback

Annex 1: IFRC Framework for Evaluations: Evaluation standards

No.	Standard	Reference in Inception Report
1	Utility: Evaluations must be useful and used.	Section 3.3. Page 7
2	Feasibility: Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.	As per the terms of reference for the evaluation, approved by USAID (donor) and managed by IFRC
3	Ethics & Legality: Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.	Section 4.5 Page 11
4	Impartiality & Independence; Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.	As per the sampling strategy, the evaluation includes a wide range of relevant stakeholders An independent external evaluation team of consultants has been contracted to conduct the evaluation
5	Transparency: Evaluation activities should reflect an attitude of openness and transparency.	Section 4.5 Ethics and Evaluation Principles Page 11
6	Accuracy: Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.	Section 4 Evaluation Approach Page 8
7	Participation: Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.	Introduction Page 1
8	Collaboration: Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.	Introduction Page 1

Annex 2: Evaluation timeframe and evaluation deliverables

No.	Deliverable	Description	Due date
1	Inception report	Methodology document	12 September 2019
2	Data collection- fieldwork in Central, West and North	Field visits to communities, stakeholder interviews	16- 25 September 2019
3	Presentation of initial findings	Presentation and validation process with EMT, FRCS staff, IFRC, USAID	2 October 2019
4	Draft report	Draft report with key findings, recommendations, lessons	10 October 2019
5	Final report	Final report as per report outline	18 October 2019

Annex 3: Data collection tools and link to key evaluation questions

Objective 1: To evaluate the relevance of the BRCF project against the needs and priorities of the target group to building resilience to prepare for and respond to disasters in Fiji, and enhancing the capacity of the FRCS to deliver integrated community based disaster management programs			
Questions			Data collection method and Data source
Key Question 1	To what extent has the BRCF project met the needs of the target group in regard to building resilience to prepare for and respond to disasters in Fiji?		Document review: donor progress reports, activity reports, M&E framework, FRDP, Internal MTR Interview with staff (FRCS, IFRC), stakeholders (Government, CSO), Turaga Ni Koro FGDs: Volunteers, Community Disaster Management Committees (DMC)
Sub-questions:	1.1	How did the BRCF project identify the needs of your community?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Secondary source: progress reports, project monitoring data, Community VCA and Community Action Plans, Community Development Plans
	1.2	Has the BRCF project responded to the needs of your community, in particular to vulnerable groups (people with disability, women headed households, elderly, youth)?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health Secondary source: progress reports, project monitoring data, Community VCA and Community Action Plans, Community Development Plans
	1.3	Has the BRCF project made a difference to your community's ability to prepare for and respond to disasters? If yes, in what ways?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Ports Authority of Fiji Secondary source: progress reports, project monitoring data, Community VCA and Community Action Plans, Community Development Plans
	1.4	Has the BRCF project made a difference to the FRCS ability to deliver integrated community disaster management programs?	Primary data collection: Interview with National Society staff and volunteers, FGD with Volunteers, Interview with IFRC Secondary source: progress reports, project monitoring data, BOCA, FRCS Society Strategic Plan 2016-2019.

	1.5	Has the BRCF project adapted to the changing context in Fiji and the FRCS?	Primary data collection: Interview with National Society staff and volunteers, FGD with Volunteers, Interview with IFRC Secondary source: progress reports, project monitoring data, TC Winston Response and Recovery Report
Objective 2: To evaluate the effectiveness of the BRCF project against the intended outcomes.			
Questions			**Data Collection Methods and Data Source**
Key Question 2.1	To what extent has the BRCF project achieved progress towards the intended project outcomes?		Document review: donor progress reports, activity reports, M&E framework, Internal MTR Interview with staff (FRCS, IFRC), stakeholders (Government, CSO), Turaga Ni Koro FGDs: Volunteers, Community Disaster Management Committees (DMC)
Sub-questions:	Outcome 1: Communities have increased capacity and resilience in disaster preparedness		
	2.1.1	What type of assistance has your community received from the BRCF project? What was the most useful and least useful assistance you received?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Staff (FRCS/IFRC), Interview with Volunteers Secondary source: progress reports, project monitoring data
	2.1.2	Did your community receive assistance to help prepare for and respond to disasters? What are some examples of this assistance?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Staff (FRCS/IFRC), Interview with Volunteers Secondary source: progress reports, project monitoring data
	2.1.3	What is one story in your community where things have changed as a result of the BRCF project?	Primary data collection: Interview with Community Members; FGD with DMC, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Staff (FRCS/IFRC), Interview with Volunteers Secondary source: progress reports, project monitoring data

	Outcome 2: FRCS has increased capacity to deliver integrated community-based disaster management programs?		
Sub-questions:	2.1.4	Has the BRCF project enabled you to do your job more effectively? If yes, in what ways?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	2.1.5	Has the BRCF project enabled your team (Branch/unit/Division) to perform their role in the FRCS more effectively? If yes, in what ways?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	2.1.6	What is your understanding of integrated community-based disaster management in your own words? Can you provide some examples of this approach within FRCS?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	Outcome 3: FRCS has effective program learning on building resilient communities		
Sub-questions:	2.1.7	How does the FRCS contribute to broader IFRC/other national societies learning?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	2.1.8	Throughout the BRCF project, how was learning, successes and challenges collected, documented and shared?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	2.1.9	Have you participated in any national or regional learning events?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data

	2.1.10	What support have you received from IFRC to support FRCS governance, core management and disaster management capacities?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data
Key Question 2.2	If further funding was provided to continue the BRCF project, do you have any recommendations you would like the FRCS/donors/IFRC to consider for future implementation?		Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data
Sub-questions:	2.2.1	What is the best approach/strategy to take to build community resilience in Fiji?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data
	2.2.2	What is the best approach/strategy to take for FRCS to build its capacity to deliver integrated community-based disaster management programs?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
Objective 3: To evaluate the efficiency of the BRCF project to deliver its objectives in a cost-effective way			
Questions			**Data collection method and Data source**
Key Question 3	To what extent has the BRCF project delivered its objectives in a cost effective way?		Document review: donor progress reports, activity reports, M&E framework, Internal MTR Interview with staff (FRCS, IFRC), stakeholders (Government, CSO), Turaga Ni Koro FGDs: Volunteers, Community Disaster Management Committees (DMC)
Sub-questions:	3.1	Has the BRCF project achieved its intended outputs?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers Secondary source: progress reports, project monitoring data, internal MTR report
	3.2	Was the BRCF project resources (human, financial, infrastructure) appropriate and proportionate to the outcomes sought?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, sight new or improved infrastructure

			Secondary source: progress reports, project monitoring data, internal MTR report
	3.3	Is an integrated program model an effective way to progress the intended outcomes of the BRCF project?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, sight new or improved infrastructure Secondary source: progress reports, project monitoring data, internal MTR report
	3.4	How has the BRCF project's monitoring, evaluation and learning arrangements affected the quality of outputs delivered and outcomes achieved?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, sight new or improved infrastructure Secondary source: progress reports, project monitoring data, internal MTR report
	3.5	Has learning occurred over the life of the project and how was this implemented to improve efficiency?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, sight new or improved infrastructure Secondary source: progress reports, project monitoring data, internal MTR report
Objective 4: To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.			
Questions			**Data collection method and Data source**
Key Question 4	What is the coverage of the BRCF project in regard to: geographical location; communities at risk, and vulnerable groups?		Document review: donor progress reports, activity reports, M&E framework, Internal MTR Interview with staff (FRCS, IFRC), stakeholders (Government, CSO), Turaga Ni Koro FGDs: Volunteers, Community Disaster Management Committees (DMC)
Sub-questions:	4.1	Has the BRCF project included women, elderly, youth, children and people with disabilities? What examples are there of success?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Turaga Ni Koro, FGD Community DMC Secondary source: progress reports, project monitoring data, internal MTR report

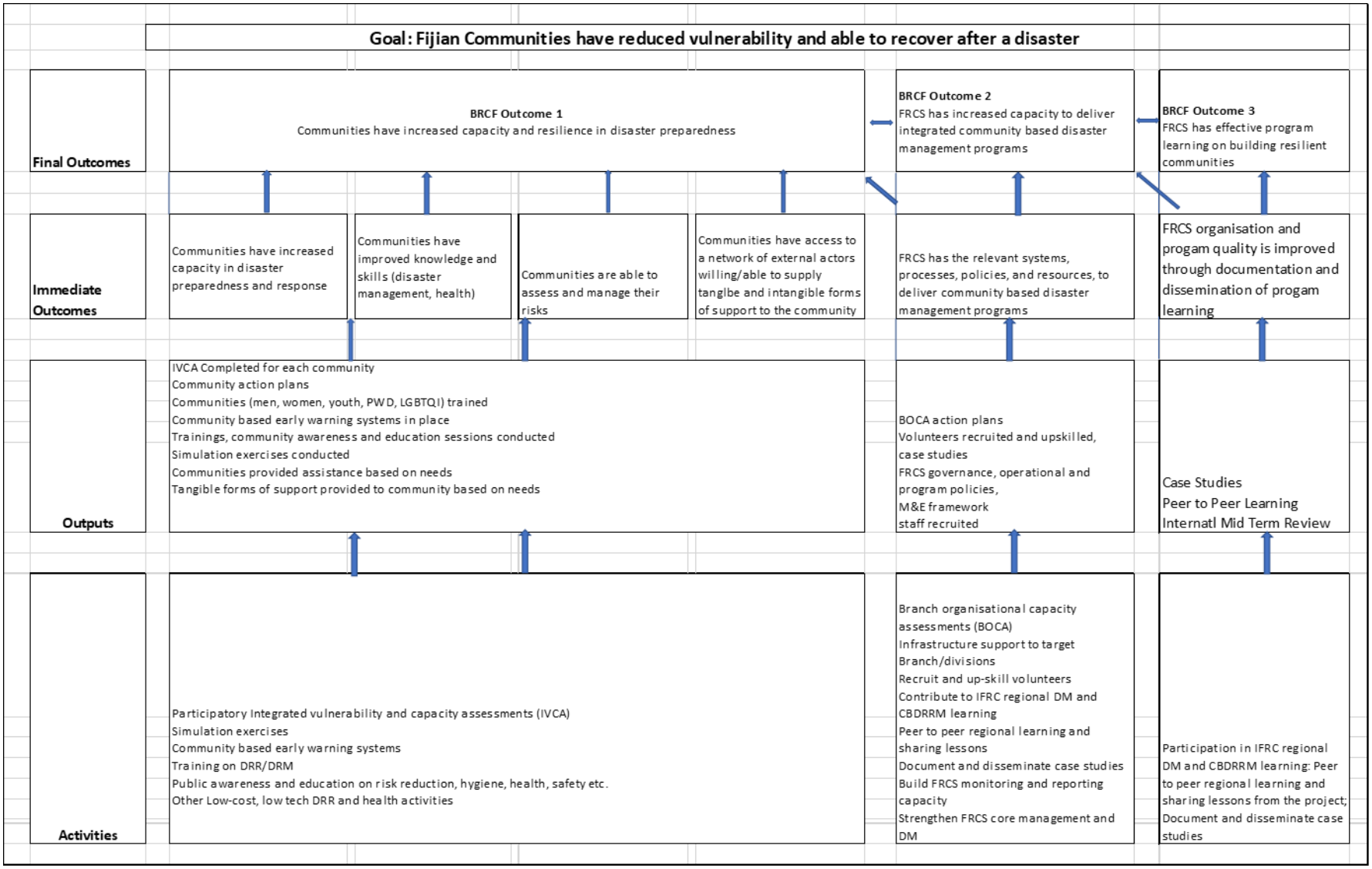
	4.2	Has the BRCF project made a difference in gender equality and social inclusion, child protection?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Turaga Ni Koro, FGD Community DMC Secondary source: progress reports, project monitoring data, internal MTR report
	4.3	Were sufficient resources and technical expertise allocated to implement appropriate strategies that are responsive to the different and individual needs of vulnerable groups?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Turaga Ni Koro, FGD Community DMC Secondary source: progress reports, project monitoring data, internal MTR report
	4.4.	Did working through Government systems a useful approach to identifying the communities work for the project? Was the geographic coverage sufficient in your opinion?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Turaga Ni Koro, FGD Community DMC Secondary source: progress reports, project monitoring data, internal MTR report
Objective 5: To evaluate the impact of the BRCF project against the direct and indirect outcomes, and any unintended outcomes as a result of the project.			
Questions			**Data collection method and Data source**
Key Question 5	*Have there been unintended positive or negative outcomes as a result of the BRCF project?*		Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health Secondary source: progress reports, project monitoring data, internal MTR report
	5.1	What is one positive, and one negative experience as a result of the BRCF project for your community/for FRCS?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health Secondary source: progress reports, project monitoring data, internal MTR report
	5.2	What are some key lessons for the FRCS as a result of the BRCF project? Are there any risks that FRCS had to manage during implementation of the BRCF project?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers,

			Secondary source: progress reports, project monitoring data, internal MTR report
Objective 6: To evaluate the sustainability of the BRCF project results beyond donor funding support.			
Questions			**Data collection method and Data source**
Key Question 6	***To what extent are results/impact of the BRCF project sustainable?***		Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Turaga Ni Koro, FGD with Community DMC Secondary source: progress reports, project monitoring data, internal MTR report
Sub-questions:	6.1	What evidence exists to suggest that there is ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Turaga Ni Koro, FGD with Community DMC Secondary source: progress reports, project monitoring data,
	6.2	Do you think your community will continue your efforts on disaster risk management? Why/why not?	Primary data collection: Interview with Staff (FRCS/IFRC), Interview/FGD with Volunteers, Interview with Provincial Administrators and District Officers, Interview with Ministry of Health, Interview with Turaga Ni Koro, FGD with Community DMC Secondary source: progress reports, project monitoring data, internal MTR report

Refer to interview guide with stakeholder groups. *Notes: Introduction including ethics and informed consent will be included at the start of the interview; and Introduction will establish stakeholder role in the BRCF project; and extent of involvement of stakeholder with the project.*

Annex 4: Building Resilient Communities in Fiji theory of change and focus areas of inquiry for the evaluation

Alignment to FRCS Strategic Goals (2016- 2019): Build resilient communities and Build a strong Fiji Red Cross



Annex 5: Evaluation Rubric

	Standards			
Criteria and Definitions	Highly satisfactory	Satisfactory	Adequate	Unsatisfactory
Relevance of support to the priorities and policies of the target group (communities, FRCS, government, donor)				
There is evidence that the BRCF project has met the needs of the target group in regard to building resilience to prepare for and respond to disasters in Fiji	Majority of stakeholders interviewed report positive change as a result of the BRCF project	Most stakeholders interviewed report positive change as a result of the BRCF project	Few stakeholders interviewed report positive change as a result of the BRCF project	No stakeholders interviewed report positive change as a result of the BRCF project
Effectiveness: Extent of progress toward intended outcomes				
Outcome 1: Communities have increased capacity and resilience in disaster preparedness				
Communities have increased capacity in disaster preparedness and response	Majority (5 out of the 6 communities visited) report increased capacity in disaster preparedness and response	Most (4 out of the 6 communities visited) report increased capacity in disaster preparedness and response	Few (2-3 out of the 6 communities visited) report increased capacity in disaster preparedness and response	None (0 out of the 6 communities visited) report increased capacity in disaster preparedness and response
Communities have improved knowledge and skills (disaster management, health)	Majority (5 out of the 6 communities visited) report improved knowledge and skills	Most (4 out of the 6 communities visited) report improved knowledge and skills	Few (2-3 out of the 6 communities visited) report improved knowledge and skills	None (0 out of the 6 communities visited) report improved knowledge and skills
Communities are able to assess and manage their risks	There is strong evidence (i.e. multiple sources, being 3 or more sources) that communities are able to assess and manage their risks	There is good evidence (i.e. 2 or more sources) that communities are able to assess and manage their risks	There is minimal (i.e. 1 source) evidence that communities are able to assess and manage their risks	There is no evidence that communities are able to assess and manage their risks

Communities have access to a network of external actors willing/able to supply tangible and intangible forms of support to the communities	There is strong evidence (i.e. multiple sources, being 3 or more sources) that communities have access to external networks/forms of support	There is good evidence (i.e. 2 or more sources) that communities have access to external networks/forms of support	There is minimal (i.e. 1 source) evidence that communities have access to external networks/forms of support	There is no evidence that communities have access to external networks/forms of support
Outcome 2: FRCS has increased capacity to deliver integrated community based disaster management programs				
FRCS has the relevant systems, processes, policies, and resources, to deliver community based disaster management programs	There is strong evidence (i.e. multiple sources, being 3 or more sources) that the FRCS has the relevant systems, processes, policies, and resources, to deliver community based disaster management programs	There is good evidence (i.e. 2 or more sources) that the FRCS has the relevant systems, processes, policies, and resources, to deliver community based disaster management programs	There is minimal (i.e. 1 source) evidence that the FRCS has the relevant systems, processes, policies, and resources, to deliver community based disaster management programs	There is no evidence that the FRCS has the relevant systems, processes, policies, and resources, to deliver community based disaster management programs
Outcome 3: FRCS has effective program learning on building resilient communities				
FRCS reports improved program quality as a result of documentation and dissemination of program learning	There is strong evidence (i.e. multiple sources, being 3 or more sources) of FRCS documenting and disseminating program learning	There is good evidence (i.e. 2 or more sources) of FRCS documenting and disseminating program learning	There is minimal (i.e. 1 source) of FRCS documenting and disseminating program learning	There is no evidence of FRCS documenting and disseminating program learning
To evaluate the efficiency of the BRCF project to deliver its objectives in a cost effective way				
There is evidence of quality activities being delivered on time, on budget, and resourcing has enabled achievement of desired outcomes	There is highly satisfactory (80+ per cent of planned outputs delivered; stakeholders report being highly satisfied with quality of outputs; quality outputs) evidence that the project has been highly efficient	There is satisfactory (65-79 per cent of planned outputs delivered; stakeholders report being highly satisfied with quality of outputs; quality outputs) evidence that the project has been efficient	There is little (64-less than 50 per cent of planned outputs delivered; stakeholders report being highly satisfied with quality of outputs; quality outputs) evidence that the project has been somewhat efficient	There is no evidence that that project has been efficient

There is evidence that an integrated program model is an effective way to progress the intended outcomes of the BRCF project	There is strong evidence (i.e. multiple sources, being 3 or more sources) that an integrated program model is an effective way to progress the intended outcomes of the BRCF project	There is good evidence (i.e. 2 or more sources) that an integrated program model is an effective way to progress the intended outcomes of the BRCF project	There is minimal (i.e. 1 source) that an integrated program model is an effective way to progress the intended outcomes of the BRCF project	There is no evidence of that an integrated program model is an effective way to progress the intended outcomes of the BRCF project
To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.				
There is evidence of the project making a difference to gender equality and social inclusion	There is strong evidence (i.e. multiple sources, being 3 or more sources)evidence that the project has made a difference to gender equality and social inclusion	There is good evidence (i.e. 2 or more sources) that the project has made a difference to gender equality and social inclusion	There is minimal (i.e. 1 source) evidence that the project has made a difference to gender equality and social inclusion	There is no evidence that the project has made a difference to gender equality and social inclusion
Stakeholders report using Government systems is a useful approach to identifying target communities	Majority of stakeholders report using Government systems is a useful approach to identifying target communities	Most stakeholders report using Government systems is a useful approach to identifying target communities	Few stakeholders report using Government systems is a useful approach to identifying target communities	No stakeholders report using Government systems is a useful approach to identifying target communities
To evaluate the sustainability of the BRCF project results beyond donor funding support				
There is evidence that there is ongoing ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS	There is strong evidence (i.e. multiple sources, being 3 or more sources)evidence that there is ongoing ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS	There is good evidence (i.e. 2 or more sources) that there is ongoing ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS	There is minimal (i.e. 1 source) evidence that there is ongoing ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS	There is no evidence that there is ongoing ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS

Annex 6: Key documents for document review

- BRCF Project Pledge Based progress reports
- BRCF-IFRC- USAID grant agreement
- BRCF project internal review report (draft)
- FRCS strategic plan (2016- 2019)
- BRCF project M&E plan (draft)
- IFRC Framework for Community Resilience
- IFRC Framework for Evaluation
- Framework for Resilient Development in the Pacific 2017- 2030

Annex 7: Stakeholder groups and sampling strategy

Stakeholder Group	Sampling Strategy		Relevance to evaluation area of inquiry
	Criteria	Sample	
FRCS Branches (volunteers, staff)	• BRCF project staff • Volunteers involved in direct project implementation • FRCS staff who have a management/supervisory role • FRCS operational staff	1. x6 FRCS Branches	All areas of inquiry
Target Communities	• BRCF project communities, in particular community disaster management committees • Communities located in rural/remote; peri-urban; formal/informal • Community location most practical and feasible within evaluation limitations	2. x6 Communities across Central, West and North 3. Diverse groups: women, people with disabilities, youth, elderly	Relevance Effectiveness Outcome 2; Key question 2.2; Impact; Coverage and Sustainability
Fiji government	• Government stakeholders/agencies who have directly engaged with the BRCF project	4. Provincial Administrators 5. District Officers	Relevance Impact Sustainability
IFRC	• Staff who directly managed the BRCF project • Staff who provided technical assistance to the FRCS through the BRCF project	6. Commissioner 7. National Society Development Manager	Relevance Effectiveness Efficiency
USAID (donor)	• Focal point who managed the BRCF contract	8. USAID grant officer/manager	Relevance Effectiveness, recommendations Efficiency
Total interviews planned: 30 KIs and 6 FGDs. Total sample size approx. 65 people anticipated to reach.			

Annex 8: Evaluation Schedule (draft)

West schedule: Monday 16 September – Wednesday 18 September

Date	Time	Stakeholder meeting	Contact details	Comments
Sunday 15 September	Depart Suva 3pm	Check in Tanoa Hotel, Rakiraki		Leaine and Iris (Evaluation team-ET) travel with FRCS
Monday 16 September	9am-10am	KI PA Ra		ET
	10.15am- 1pm	Community visit #1 - KI with Turaga ni Koro - FGD with Community Disaster team - KI with village health workers		ET and travel with FRCS
	1.15pm- 3.15pm	FRCS Rakiraki Branch		
	Depart Rakiraki for Lautoka at 3.15pm and Check in accommodation in Lautoka			
Tuesday 17 September	Depart for community at 8.15am 9am- 12pm	Community visit #2 – Vio Island		ET and travel with FRCS
	12.30pm – 2pm	FRCS Lautoka Branch		ET
	2.15pm – 3.15pm	KI Divisional Service Centre West		Leaine. Nete please confirm who Leaine will meet
		KI DO Lautoka		Iris. Nete please confirm who Iris will meet
	3.30pm – 4.30pm	KI Ministry of Health		Iris. Nete please confirm who Iris will meet
	3.30pm – 4.30pm	KI Ports Authority		Leaine. Nete please confirm who Leaine will meet
Wednesday 18 September	Depart for Sigatoka at 7am			
	9am – 11am	Community visit#3-Semo		ET and travel with FRCS
	11.30am-1pm	FRCS Sigatoka Branch		ET
	1.15pm – 2pm	KI PA Sigatoka		Leaine. Nete please confirm who Leaine will meet.
		KI Provincial		Iris. Nete please confirm who Iris will meet.
	Depart Sigatoka for Suva by 2.30pm			

Central- Suva schedule: Monday 16 September – Friday 20 September

Date and time	Time	Stakeholder	Contact details	Comments
Monday 16 September	TBC	KI with FRCS Director General		David
Tuesday 17 September	TBC	KI with Ministry of I Taukei Affairs		David
	Evening TBC	Community#4- Vatukarasa		David. Visit to be conducted in the evening.
Wednesday 18 September	TBC	KI PA Central KI Rewa Provincial		David
	Evening TBC	Community #5- Narocake		David. Visit to be conducted in the evening.
Thursday 19 September	TBC	Interviews with FRCS at Pacific Harbour		ET- David, Iris and Leaine
Friday 20 September	9am- 12.30pm	FRCS Suva KI Nete KI Esaroma KI FRCS Finance		ET
	2.30pm- 4pm	IFRC Katherine National Society Development Manager		ET
		KI USAID		ET

North schedule: Monday 23 September- Wednesday 25 September

Date and time	Time	Stakeholder	Contact details	Comments
Monday 23 September	ET and FRCS fly into Labasa (first flight) and drive to Savusavu			
	10.00am – 12.30pm	Community visit#6		ET- David and Iris. Nete please confirm name and location of the community
	1pm – 2pm	KI PA Cakaudrove		David
		KI Ministry of Health		Iris

	2.30pm – 4pm	FRCS Savusavau Branch		ET
Tuesday 24 September	Depart Savusavu for Labasa at 7am			
	9am – 10.30am	FRCS Seqaqa Branch		ET and travel with FRCS
	10.45am – 12pm	KI PA Seaqaqa		David and Iris
	1.15pm – 3.15pm	FRCS Labasa Branch		David and Iris
	3.30pm- 4.30pm	KI PA Labasa		David and Iris
Wednesday 25 September	Fly back to Suva			

Team contact details

1. Nete Logavatu- Phone: 8004193 Email: snrprojectofficer@redcross.com.fj
2. Iris Low- Phone: 9912863 Email: lowiris@gmail.com
3. David Hesaie- Phone: 7777714 Email: dchesaie@gmail.com
4. Leaine Robinson- Phone:9268369/7398382 Email: leainerobinson@gmail.com

Annex 9: Participant Information Sheet and Informed Consent Form

1. **Title of the evaluation**: Final evaluation of the Building Resilient Communities in Fiji (BRCF) project

2. **Name of evaluation team members and designation:**

    a. Leaine Robinson (evaluation team member)
    b. Iris Low (evaluation team member)
    c. David Hesaie (evaluation team member)

3. **Name of program**: Building Resilient Communities in Fiji project

4. **Introduction**

You are invited to participate in this evaluation because you are a key stakeholder (direct/indirect beneficiary) of the Building Resilient Communities in Fiji project, working to support community resilience to prepare for and respond to disasters in Fiji.

It is important that you understand why the evaluation is being done and what it will involve. Please take time to read through this information sheet and consider it carefully before you decide if you will participate. Ask the evaluation team if anything is unclear or if you'd like more information. If you are satisfied that you understand this evaluation, and that you wish to participate, please indicate your consent to the team who will record your response.

We request that you **not** disclose any personal information about yourself or others in your community.

Your participation is voluntary. You may refuse to answer any question you do not want to answer, and you may withdraw from the interview at any time. If you withdraw, any data collected from you, will still be used to inform the evaluation.

Information you share during the interview will not be directly attributable to you, including when publishing or presenting results from this evaluation.

5. **What is the purpose of the evaluation?**

The purpose of the evaluation as drawn from the Terms of Reference: is to identify to what degree the intended outcomes of the BRCF project were achieved and what have been the key lessons learned.

This evaluation will provide key reflections on outcomes achieved as a result of the BRCF project, and make recommendations for future programming of the FRCS at the headquarters and branch levels. This is important to the ongoing progress towards achieving the long-term outcomes of the FRCS in reducing vulnerability of communities, and building a strong FRCS to support integrated disaster management.

If you have any questions about your participation in this evaluation, please contact:

i. Nete Logavatu: Fiji Red Cross Society Senior Project Officer: Phone: 8004193 Email: snrprojectofficer@redcross.com.fj
ii. Leaine Robinson: Evaluation team member: Phone: 9268369 Email: leainerobinson@gmail.com

INFORMED CONSENT

for “Final evaluation of the Building Resilient Communities in Fiji project”

By consenting to participate, I confirm the following:

- I have been given oral and written information for the above evaluation, and have read and understood the information given;
- I have had sufficient time to consider my participation, and have had the opportunity to ask questions and all my questions have been answered satisfactorily;
- I understand that my participation is voluntary and I can at any time withdraw from the interview; and
- I understand that I will not disclose any personal information about me, or others in my community that can be directly attributable.

Annex 10: Sample interview guide

Semi structured interview guide – Final Evaluation: Building Resilient Communities in Fiji (BRCF) Project

Note: Introduction of Evaluation including ethics and informed consent will be included at start of the survey

Introduction will establish extent of involvement of stakeholder [group] in the BRCF Project

	Stakeholder				
Question	Staff (FRCS/ IFRC)	Community	Volunteer	External stakeholders	Area of Inquiry / Key evaluation question
To start – briefly in your own words how would you describe the Fiji Red Cross Society					
Briefly – what has been your experience / involvement *with the FRCS' BRCF project*					
Objective 1: To evaluate the relevance of the BRCF project against the needs and priorities of the target group to building resilience to prepare for and respond to disasters in Fiji, and enhancing the capacity of the FRCS to deliver integrated community-based disaster management programs					
How did the BRCF project identify the needs of your community?					1.1
Who would you describe as vulnerable and excluded people in your community?					

Has the BRCF project responded to the needs of your community, in particular to vulnerable groups (people with disability, women headed households, elderly, youth) you just described?					1.2
Has the BRCF project made a difference to your community's ability to prepare for and respond to disasters? If yes, in what ways?					1.3
Has the BRCF project made a difference to the FRCS ability to deliver integrated community disaster management programs?					1.4
Has the BRCF project adapted to the changing context in Fiji and the FRCS?					1.5
Objective 2: To evaluate the effectiveness of the BRCF project against the intended outcomes.					
Outcome 1: Communities have increased capacity and resilience in disaster preparedness					
To what extent has the BRCF project achieved progress towards the intended project outcomes?					
What type of assistance has your community received from the BRCF project? What was the most useful and least useful assistance you received?					2.1.1
Did your community receive assistance to help prepare for and respond to disasters? What are some examples of this assistance?					2.1.2

What is one story in your community where things have changed as a result of the BRCF project?					2.1.3
Outcome 2: FRCS has increased capacity to deliver integrated community-based disaster management programs?					
Has the BRCF project enabled you to do your job more effectively? If yes, in what ways?					2.1.4
Has the BRCF project enabled your team (Branch/unit/Division) to perform their role in the FRCS more effectively? If yes, in what ways?					2.1.5
What is your understanding of integrated community-based disaster management in your own words? Can you provide some examples of this approach within FRCS?					2.1.6
Outcome 3: FRCS has effective program learning on building resilient communities					
How does the FRCS contribute to broader IFRC/other national societies learning?					2.1.7
Throughout the BRCF project, how was learning, successes and challenges collected, documented and shared?					2.1.8
Have you participated in any national or regional learning events?					2.1.9
What support have you received from IFRC to support FRCS governance, core management and disaster management capacities?					2.1.10

If further funding was provided to continue the BRCF project, do you have any recommendations you would like the FRCS/donors/IFRC to consider for future implementation?					2.2
Objective 3: To evaluate the efficiency of the BRCF project to deliver its objectives in a cost-effective way					
To what extent has the BRCF project delivered its objectives in a cost-effective way?					3
Has the BRCF project achieved its intended outputs?					3.1
Was the BRCF project resources (human, financial, infrastructure) appropriate and proportionate to the outcomes sought?					3.2
Is an integrated program model an effective way to progress the intended outcomes of the BRCF project?					3.3
How has the BRCF project's monitoring, evaluation and learning arrangements affected the quality of outputs delivered and outcomes achieved?					3.4
Has learning occurred over the life of the project and how was this implemented to improve efficiency?					3.5

Objective 4: To evaluate the coverage of the BRCF project to reach target groups, and the differential impact on these target groups.					
What is the coverage of the BRCF project in regard to: geographical location; communities at risk, and vulnerable groups?					4
Has the BRCF project included women, elderly, youth, children and people with disabilities? What examples are there of success?					4.1
Has the BRCF project made a difference in gender equality and social inclusion, child protection?					4.2
Were sufficient resources and technical expertise allocated to implement appropriate strategies that are responsive to the different and individual needs of vulnerable groups?					4.3
Did working through Government systems a useful approach to identifying the communities work for the project? Was the geographic coverage sufficient in your opinion?					4.4
Objective 5: To evaluate the impact of the BRCF project against the direct and indirect outcomes, and any unintended outcomes as a result of the project.					
Have there been unintended positive or negative outcomes as a result of the BRCF project?					5

What is one positive, and one negative experience as a result of the BRCF project for your community/for FRCS?					5.1
What are some key lessons for the FRCS as a result of the BRCF project? Are there any risks that FRCS had to manage during implementation of the BRCF project?					5.2
Objective 6: To evaluate the sustainability of the BRCF project results beyond donor funding support.					
To what extent are results/impact of the BRCF project sustainable?					6
What evidence exists to suggest that there is ownership of the results amongst the project stakeholders, particularly amongst community beneficiaries and the FRCS?					6.1
Do you think your community will continue your efforts on disaster risk management? Why/why not?					6.2

Ends.