



Timor-Leste Drought Operation – Evaluation Report
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Table of Contents

| | |
|--|-----------|
| List of Acronyms | 3 |
| Executive Summary | 4 |
| 1.0 Introduction | 6 |
| 1.1 Operation Background and Context | 6 |
| 2.0 Evaluation Methodology and Limitations | 8 |
| 2.1 Evaluation purpose | 8 |
| 2.2 Evaluation Methodology | 8 |
| 2.3 Limitations | 9 |
| 3.0 Evaluation Findings | 11 |
| 3.1 Relevance and appropriateness | 11 |
| 3.2 Coverage | 13 |
| 3.3 Efficiency/effectiveness/accountability | 14 |
| 3.4 Impact | 18 |
| 3.5 Sustainability and Connectedness | 20 |
| 4.0 Lessons Learned | 21 |
| 5.0 Conclusions | 22 |
| 6.0 Recommendations | 23 |
| Appendices | 25 |
| Annex 1: Evaluation Terms of Reference | 25 |
| Annex 2: List of Stakeholders Interviewed | 33 |
| Annex 3: Water distribution maps | 34 |
| Annex 4: References | 35 |
| Annex 5: Post-Distribution Monitoring Survey | 36 |
| Figures | |
| Figure 1 CVTL targeted villages | 7 |
| Figure 2 Was the monthly value of the cash grant enough to cover basic needs? (gender disaggregated)..... | 12 |
| Figure 3 Cash grant usage..... | 14 |
| Figure 4 Faced problems after receiving cash assistance | 15 |
| Figure 5 Satisfaction with the payment method (cash)..... | 16 |
| Figure 6 Was the monthly value of the cash grant enough to cover basic needs? (by municipality) | 18 |
| Figure 7 Percentage of respondent who think agriculture situation is good now (by municipality) | 19 |
| Tables | |
| Table 1 Post Distribution Monitoring Survey data | 9 |

List of Acronyms

| | |
|---------|--|
| BNCTL – | Banco Nacional de Comercio Timor-Leste |
| CDNIP – | Community-Driven Nutrition Improvement Programme |
| CRS – | Catholic Relief Services |
| CTP – | Cash Transfer Programme |
| CVTL – | Cruz Vermelha Timor-Leste |
| DDMC – | District Disaster Management Committee |
| DFAT – | Department of Foreign Affairs and Trade |
| DRR – | Disaster Risk Reduction |
| HCT – | Humanitarian Country Team |
| HPA – | Humanitarian Partnership Agreement |
| ICBRR – | Integrated Community-Based Risk Reduction |
| IFRC – | International Federation of Red Cross and Red Crescent Societies |
| ITT – | Indicator Tracking Table |
| MAF – | Ministry of Agriculture and Fisheries |
| MCIE – | Ministry of Commerce, Industry and Environment |
| MSS – | Ministry of Social Solidarity |
| PNDS – | National Village Development Programme |
| SOP – | Standard Operating Procedure |
| WFP – | World Food Programme |

Executive Summary

This report is an evaluation of the IFRC/CVTL drought response in Timor-Leste that was implemented between April 2016 and June 2017. The El Niño induced drought severely affected at least 120,000 people in Timor-Leste and the Red Cross operation was part of a coordinated humanitarian response involving multiple humanitarian agencies. The Red Cross operation assisted 27,500 vulnerable people (5,500 households) in 20 of the worst affected villages across the three eastern Municipalities of Baucau, Viqueque and Lautem.

Following an initial allocation of CHF 215,752 from the IFRC disaster relief emergency fund (DREF), the IFRC launched an emergency appeal MD RTP004 to support CVTL in responding the drought through provision of nutritional assistance, access to safe water and sanitation and hygiene promotion as well as improving the capacity of the National Society to respond to disaster. The total budget for the operation was CHF 751,074 but actual funding was CHF 495,550 (66% of the appeal). The operation initially planned to procure food in Timor-Leste and distribute it to beneficiaries. Due to difficulties in meeting procurement requirements, the modality of assistance was changed to unconditional cash grants. This is the first emergency operation where CVTL has used cash transfer programming.

Timor-Leste ranks 12th on the World Risk Index and is highly susceptible to the impacts of natural hazards due to poor levels of sanitation and water coverage and high rates of poverty and undernourishment. Stunting rates for children under five are some of the worst in the world.

The purpose of this evaluation is to identify and document the key successes and challenges of the drought appeal and operation. The evaluation was led by an independent consultant and the methodology consisted of document review, key informant interviews and focus group discussions. The evaluator also drew on data collected by CVTL through a post-distribution monitoring survey of beneficiaries and a series of lessons learned workshops.

The findings and conclusion of this evaluation are that the operation has largely achieved its objectives in challenging circumstances.

The evaluation makes the following recommendations:

1. CVTL to finalize and approve the SOP for emergency response to clarify role of all CVTL – not just DM dept.
2. CVTL to revise the contingency plan for drought response based on experiences from this operation.
3. Cash transfer programming should be a standard CVTL emergency response modality for consideration subject to market assessments, assessment and monitoring of protection issues, etc.

4. Review beneficiary selection process.
5. Establish clear procedures for beneficiary complaints mechanism including documenting and monitoring and clear procedures for escalating the complaint.
6. Improve M&E processes, data management and analysis.
7. IFRC to provide continuity of operations through recruitment of Operations Manager for duration of the appeal.
8. IFRC to ensure CVTL finance office capacity is sufficient to efficiently manage the anticipated scale of appeal funds prior to commencing appeal.
9. Prioritize drought affected suco for inclusion in ICBRR program CVTL could also consider pilot of unconditional cash transfer for chronic under-nutrition to address stunting and wasting.
10. Look for ways to advocate to the Timor-Leste government to clarify roles and responsibilities in relation to emergency response procedures between ministries.

1.0 Introduction

1.1 Operation Background and Context

The 2015/16 El Niño caused severe drought in many parts of Timor-Leste. Assessments carried out in early 2016 by WFP and the Timor-Leste Government, as well as the NGOs funded by the Australian Government under the Humanitarian Partnership Agreement (HPA¹) identified significant impacts on communities across Timor-Leste. Main impacts were crop failure, death of livestock, and reduced availability of water. The worst affected areas were the municipalities² of Lautem, Baucau, Viqueque and Cova Lima and the Special Autonomous Region of Oecusse. These reports concluded that without targeted actions it was likely that there would be an acute food and livelihood crisis.

Emergency Appeal MD RTP004 was launched by IFRC on April 18th 2016 with an initial allocation of CHF 215,752 from the IFRC disaster relief emergency fund (DREF). The total budget for the operation was CHF 751,074 but actual funding was CHF 495,550 (66% of the appeal). Contributions were received from the Australian Red Cross on behalf of the Australian Government, British Red Cross, DG ECHO, Japanese Red Cross Society, Red Cross of Monaco, Swedish Red Cross and the Canadian Red Cross Society on behalf of the Canadian Government

The operation targeted assistance to a total of 13,300 people (2,660 households) affected by drought with access to safe water and sanitation, and hygiene promotion as well as supplementary food and cash grants to 500 households. This was a coordinated response with CVTL operating in 20 suco (villages) across the Municipalities of Baucau, Lautem and Viqueque (see Figure 1 below). Other humanitarian agencies (CARE, CRS and PLAN) were also operating in these three municipalities but close coordination ensured that there was no overlap and all worst affected villages received assistance.

Due to updated community needs assessment and challenges in sourcing food according to IFRC tender criteria, a revised plan of action was developed with a broader unconditional cash grant to meet multipurpose needs. The amount of beneficiaries to be reached was increased to 27,500 (5,500 households) with 2,550 households targeted for unconditional cash grants of USD 50. The operation was extended to 30 June 2017 with additional outcomes in improving the capacity of the national society (CVTL) to respond to disaster as well as improving community resilience to disaster.

¹ The Humanitarian Partnership Agreement is a disaster preparedness and response funding mechanism between the Australian Government (DFAT) and six Australian-based international NGOs. The HPA agencies in Timor-Leste include CARE, Caritas, PLAN, Oxfam and World Vision (Save the Children is the sixth member but is not present in Timor-Leste).

² Timor-Leste is comprised of 12 municipalities and one special administrative zone (Oecussi-Ambeno). These were previously called districts (until 2016).

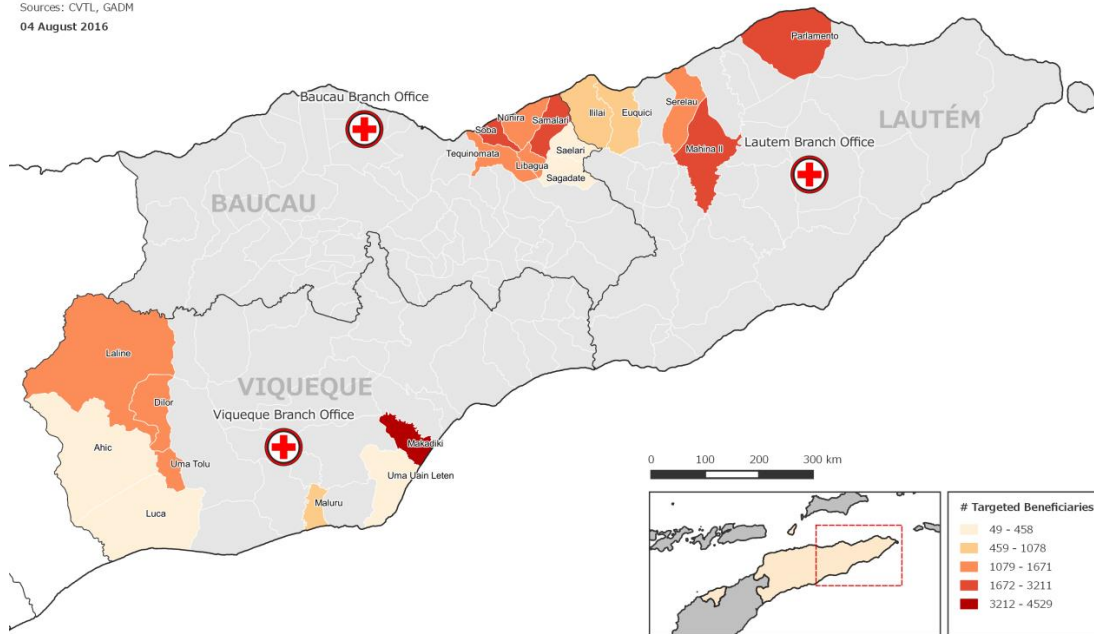


Figure 1 CVTL targeted villages

It is important to note the particular vulnerabilities of Timor-Leste in relation to a hazard event such as the El Niño induced drought that is the focus of this operation. Timor-Leste is ranked as having the twelfth highest risk rating in the world on the (World Risk Index 2016). Timor-Leste's actual exposure to natural hazards is significantly lower than most other countries in the top twenty of overall risk but it rates so highly on overall risk due to poor rankings against other criteria (vulnerability, susceptibility, lack of coping capacity and lack of adaptive capacity). Susceptibility to the impacts on natural hazards is high due to the high likelihood of suffering harm in the event of a natural hazard due to existing poor levels of sanitation and water coverage and high rates of poverty and undernourishment.

Timor-Leste suffers very high levels of malnutrition indicators with stunting rates for children under five at 50.2%, the third highest rate in the world (Provo *et al* 2017). In a prolonged emergency like the current drought, these already acute levels of undernourishment make affected communities extremely vulnerable. It is also worth noting that the three municipalities that CVTL were operating in (Baucau, Viqueque and Lautem) have very high rates of underdevelopment, even by Timor-Leste standards. An Asian Development Bank study of suco level development placed over half of all the least developed suco in Timor-Leste in these three districts (ADB 2013). The El Niño induced drought was hitting a very vulnerable population.

2.0 Evaluation Methodology and Limitations

2.1 Evaluation purpose

The purpose of this evaluation is to identify and document the key successes and challenges of the drought appeal and operation. The evaluation also seeks to highlight good practice, lessons learnt and areas of improvement to inform future response operations, together with recommendations on how to proceed. The evaluation had the following four objectives:

1. To ascertain the extent to which the interventions under the operation have achieved its objectives.
2. To determine the impact of the drought operation on improving the situation of the people reached.
3. To assess the extent of which the drought operations had contributed to enhancing the disaster response capacity of CVTL including cash transfer programming.
4. To identify and analyse any challenges related to the engagement and coordination with internal and external stakeholders.

2.2 Evaluation Methodology

This evaluation was conducted in-country between the dates 29 May 2017 and 6 June 2017, and directly employed a mixed methods approach including:

- a desk review of key primary and secondary data;
- key informant interviews (KII) of IFRC staff (country team, APRO and CCST), CVTL staff and other humanitarian agency staff and government staff (see Annex 2 for full list of stakeholders consulted);
- Focus group discussions (FGD) with beneficiaries of the operation.

The evaluation also drew on existing data that had been gathered by CVTL staff prior to the evaluation in the form of a post distribution monitoring (PDM) survey and a series of lessons learned workshops that were carried out at the branch level facilitated by the CVTL Disaster Management team.

Focus Group Discussions were conducted in one village (Euquisi) in Lautem Municipality (one with a group of seven women and one with a group of nine men) and one village (Samalari) in Baucau Municipality (one with a group of six men and one with a group of five women). FGD's were held to provide additional qualitative data to allow triangulation with the PDM survey data. Participants were selected by village leaders and included members of vulnerable households who had received cash grants (2-3 per FGD).

CVTL conducted the PDM survey with 153 respondents in three villages in May 2017. Survey response analysis was carried out by the independent consultant.

The PDM survey³ was conducted in one village in each of the three municipalities covered by the operation. Details in Table 1 below:

| Municipality | suco (village) | # men | # women | Total respondents |
|--------------|----------------|-----------|-----------|-------------------|
| Lautem | Parlementu | 17 | 13 | 30 |
| Baucau | Tiquinomata | 16 | 35 | 51 |
| Viqueque | Dilor | 39 | 33 | 72 |
| Total | | 72 | 81 | 153 |

Table 1 Post Distribution Monitoring Survey data

A presentation of initial findings and recommendations was held at CVTL HQ on June 6th and feedback was gathered. The presentation slides used at this presentation was shared with the IFRC evaluation management team and a skype call to discuss the initial findings and recommendations was held on June 10th with further feedback gathered.

2.3 Limitations

There are a number of limitations to this evaluation process that need to be highlighted:

1. Lack of availability of national level government stakeholders for interview. CVTL made numerous attempts to arrange interview times with key national government stakeholders on behalf of the external evaluator, to no avail. The findings of this evaluation point to shortcomings in the government’s response to the drought emergency, particularly in relation to food distribution in the worst affected areas. A lack of a national government view should be borne in mind. The evaluator spoke to CVTL staff and responding NGO staff (CRS, CARE), as well as Municipal Government (Baucau) staff about their experience and observations engaging with National Government to address this limitation.

2. Limited direct beneficiary consultations. A post distribution monitoring (PDM) survey was conducted by CVTL and results made available to the evaluator. The survey had reached 153 of the 2,550 households which received cash grants. This was less than the minimum 10% suggested in the operational plan and responses were only collected in three of the 20 Suco (one in each municipality). Focus group discussions were held in two additional Suco (one in Baucau and one in Lautem) to allow triangulation of data.

3. Survey data was of varying quality. The PDM survey had some useful data in relation to cash distributions but was also limited in the range of questions asked, as well range of responses captured. For instance the question on “*what did you mostly spend the money on?*” had response options for “food” or “other”.

³ A copy of the PDM survey is attached as Annex four (in Tetun)

Breaking down the “other” response into specific options (school fees, seeds, etc) could have given greater insight into the use of cash by beneficiaries. Similarly with the question on “did you face any problems after you received the cash assistance?” which only had a yes/no response. The range of potential specific responses could have been developed by piloting the survey before carrying it out.

There were questions asked around nutritional knowledge but responses had an unexplained high number of blanks perhaps indicating confusion in the question (in either the enumerator or the respondent). Therefore this data is not used.

There were also questions asked about water and hygiene but these were only asked in one village (Tiquinomata in Baucau). A question around knowledge and practice about hand washing with soap was phrased as yes/no rather than asking something like *“Can you name at least three times you should wash your hands with water and soap? (Do not read the answers – tick appropriate responses from list).*

Due to the limitation in the PDM survey data outlined above, only data in relation to the cash distribution is used in the findings section of this report.

3.0 Evaluation Findings

3.1 Relevance and appropriateness

The process of identifying beneficiaries happened at two levels, firstly, CVTL coordinated with government and other humanitarian agencies to identify target suco in the three municipalities where CVTL was operational: Baucau, Lautem and Viqueque. CVTL identified 20 suco in total where it planned to operate. Within these suco, CVTL planned to provide coverage of hygiene kits, and key hygiene, sanitation and nutrition messaging to 5,500 vulnerable households. Vulnerability criteria were areas directly affected by the drought who have not received assistance from government or other agencies and are far from main access roads and without access to piped water. The process was well coordinated with government (particularly at the municipal level) and other humanitarian agencies to ensure affected populations were reached without overlap or gaps.

Vulnerability criteria at the household level included those who had lost all their assets and with elderly, pregnant and lactating women, women headed households and children.

Targeting for distribution of clean water and water storage containers was to the most water scarce households anticipated to be around 4,000 households. Water containers were distributed in eight⁴ suco where need was greatest but trucking of water only occurred in five suco (four in Baucau and one in Viqueque). Water trucking was provided using government fire trucks in Baucau and Viqueque but there was no water tanker available in Lautem and it was too far to reach from Baucau. In Lautem CVTL coordinated with PLAN to address water needs as best as they could through provision of rainwater harvesting and repair of existing gravity fed water systems although it was not clear if this adequately addressed water scarcity issues in Lautem.

Of the total of 5,500 households covered by this operation, only around half (2,550 households) were to be targeted for unconditional cash transfers of USD 50. Additional vulnerability criteria were developed to select beneficiaries including households with five or more children, single parent families.

The assistance provided by CVTL was greatly appreciated by beneficiaries but there were conflicting opinions as to whether it was sufficient to meet intended needs. Over 50% of respondents in the PDM survey said the cash grant was enough to cover basic needs for a month (see Figure 2 below) but all cash grant recipients (seven) who participated in FGDs felt that the cash only covered basic food needs for one to three weeks.

⁴ see maps in annex 3 for details

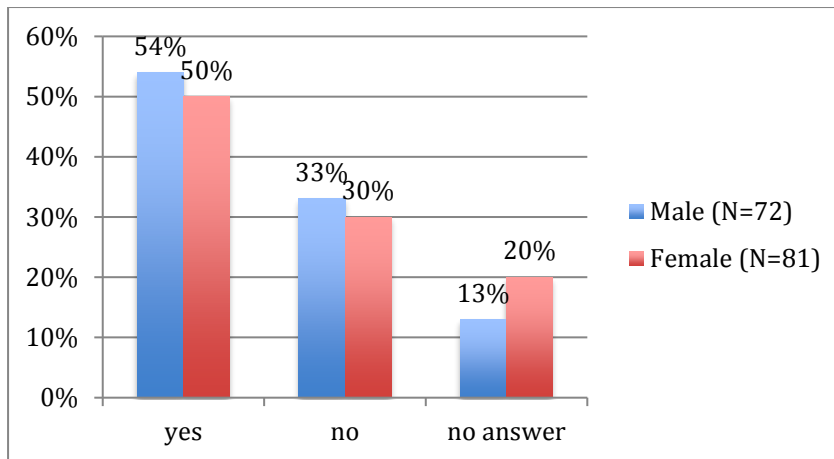


Figure 2 Was the monthly value of the cash grant enough to cover basic needs? (gender disaggregated)

Hygiene kits and hygiene messaging were no doubt important in contributing to addressing increased risk of water borne diseases and illnesses. However, several beneficiaries in FGDs, who had not received cash grants but had received hygiene kits, expressed a view that they would have preferred food or cash to a hygiene kit as hunger was their principal concern. The DDMC focal point in Baucau also expressed the view that during drought it is more important to provide food than family (hygiene) kits.

The process of identifying beneficiaries was a fairly time-consuming process of going house to house and collecting data against qualifying criteria (number of children, pregnant or lactating mothers, elderly, loss of livelihood assets, single-headed household, etc.). Beneficiaries who qualified according to these criteria were added to a list which was checked against disqualifying criteria (having a job, receipt of a veterans' pension, etc). This second process was done together with the Chefe Suco and Chefe Aldeia (elected village and sub-village leaders). The list was then presented back to the community who could raise concerns about exclusion (or false inclusion) before being finalized. This process of beneficiary selection was reasonably fair and appropriate but the process was too slow and neither efficient, effective, or adequately transparent. All CVTL staff interviewed as part of this process were clear about the shortcomings and had identified a method or participatory social mapping that was more efficient and transparent and that they would use in future.

Apart from beneficiary selection, the main problem faced was the procurement of food, which was originally planned as part of the operation. Procurement of food locally was unrealistic as suppliers needed a long lead-time and relevant government authorities lacked the capacity to provide the necessary food safety certification⁵ that is required under IFRC procurement rules. IFRC also attempted to run a tender from Kuala Lumpur but this was also unsuccessful.

⁵ It is not clear where the formal responsibility for food testing lies – MOH or MCIE, but neither appear to have the technical capacity.

Cash transfers were adopted by CVTL as the modality of assistance not by choice but by an apparent lack of choice. Vouchers were briefly considered but CVTL could not find vendors in Baucau, Viqueque and Lautem who were willing to work with CVTL in this modality. Also, setting up and implementing a voucher scheme is usually more complicated than cash transfers and can also restrict the options of beneficiaries (CRS were operating a drought response in the same three municipalities as CVTL using food (and seed) vouchers and were able to secure cooperation with local vendors in all three municipalities). CVTL developed a list of food items and seeds (specifying the weight required per household) that was used to calculate the USD 50 grant.

3.2 Coverage

CVTL's response was part of a well-coordinated national response with multiple humanitarian agencies coordinating and sharing assessments through the Humanitarian Country Team (HCT). The overall response to the El Niño induced drought in Timor-Leste was very well coordinated, and informed by thorough and comprehensive assessments. Humanitarian agencies have targeted their responses to the most vulnerable households in the worst affected areas to ensure that assistance went where it was most needed. WFP has been providing targeted nutritious food (*Timor vita*) to children under two and pregnant and lactating mothers in all of the worst affected areas through its NGO partners.

A major absence in terms of coverage was that of the national government who had indicated that they would be providing rice to the most drought affected communities but this did not happen. The government did not declare a national emergency and recent changes in ministerial responsibility for disaster management (shifting primary responsibility from the Ministry for Social Solidarity to the Ministry of the Interior) seem to have contributed to a lack of clear direction in responding (CVTL mainly coordinated with the Office of the Prime Minister).

MCIE have a regular programme of "market intervention" whereby government purchased rice is sold at below market price. This programme has been operating for some years and is seen by critics as a poorly targeted and inefficient food security initiative (da Silva 2016). Municipal DDMCs had comprehensive lists of most vulnerable households in worst affected suco, that had been developed with CVTL and other humanitarian agencies, but MCIE did not appear to have consulted with DDMC and just continued its regular programme of delivering the rice only at the Administrative Post (sub-district) level. MSS also have a regular programme of quarterly rice distribution to vulnerable households but this was not adjusted or expanded to take account of the drought impacts.

The lack of a clearly targeted government response around rice distribution to drought affected populations had an impact on the overall coverage of the

response generally. In CVTL’s case this meant that the original expectation that CVTL’s food response would supplement nutritious food to the government’s rice distribution, in practice meant that beneficiaries prioritized rice purchases.

3.3 Efficiency/effectiveness/accountability

The intended immediate results of the operation were to:

1. improve the coping capacities of households affected by drought (through - increases in women’s knowledge of nutrition and provision of unconditional cash grants.
2. Immediate reduction in risk of waterborne and water related diseases through - provision of safe water and hygiene promotion activities
3. Strengthening of the National Society’s capacity to respond to disaster
4. Protect and improve community resilience to disaster

As noted in the limitations section earlier, the PDM survey did try to gather data on women’s knowledge of nutrition but this data was not really of sufficient quality to be used. Half of the villages that the drought operation was conducted in are also part of a longer-term nutrition programme (CDNIP) that CVTL is an implementing partner for. This project gives very similar nutrition messages to pregnant and lactating mothers which would probably have skewed the results of a survey if not taken into account. The chronic nature of malnutrition in Timor-Leste indicates the importance of improving nutrition practice but it is hard to determine if this result was achieved or not in this operation. Women in the FGDs confirmed that they had received the nutrition messages but said it was hard to put into practice due to lack of availability of nutritious food (e.g. could not grow vegetables due to lack of availability of water caused by the drought and could not afford to buy vegetables where they were available due to insufficient funds).

The unconditional cash grant was very well received and around ¾ of PDM respondents (see Figure 3 below) and all FGD participants said they spent the cash on food, which was the intended result.

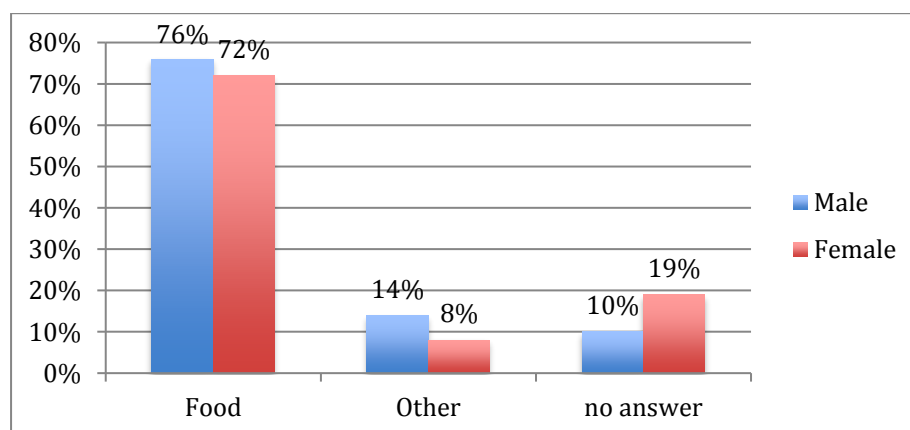


Figure 3 Cash grant usage

The PDM did not gather data on what type of food they bought but FGD participants were asked and they said they spent it on rice, oil and vegetables. FGD respondents said they paid between USD 18-20 for a 25kg sack of rice that traders brought to the village. This compares to around USD 12.50 for a sack of rice in Dili or USD 10 for the MCIE “market intervention” rice. CRS used a USD 50 cash voucher system for their food distribution, which included two sacks of rice as part of a fixed basket of foodstuffs. Suppliers charged CRS USD 13.50 per sack of rice (delivered to the village) or USD 14.50 in the case of very remote villages (Iliomar on the south coast of Lautem).

The PDM survey collected responses on whether cash recipients faced any problems after receiving cash assistance. Only 20% of men reported problems compared to 33% of women (see Figure 4 below). Unfortunately the type of problem was not recorded but the fact that a third of women reported problems is concerning and should be investigated further prior further CTP. This question received the least amount of non-answers compared to other questions so respondents were at least very clear that they either had problems or they did not. Cash grant recipients in the FGDs were also asked if they had problems after receiving cash grants but the only problem they mentioned was the inadequacy of the grant to meet their food needs.

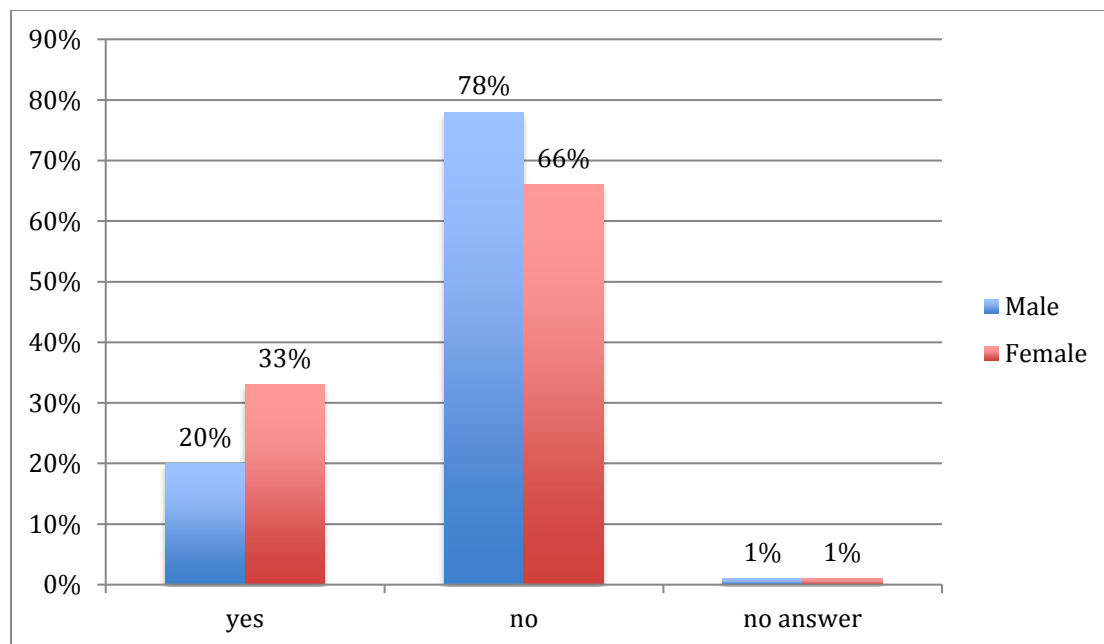


Figure 4 Faced problems after receiving cash assistance

Cash beneficiaries reported a high level of satisfaction with cash transfer as a modality of assistance (82% of men and 71% of women – see Figure 5 below) but a significantly higher proportion of women than men did not provide an answer (20% compared to 11%).

As noted previously, the beneficiary selection process was complex and time-consuming and there is room for improvement. The main area of complaint was

in relation to eligibility for cash grants. According to CVTL staff, there were around 20 complaints made (10 in Viqueque, six in Lautem and four in Baucau but these were not formally recorded). This seems to be mainly due to including people on the qualifying beneficiary list initially and then subsequently excluding them based on their income status (usually receipt of a veteran pension). Although all complaints appear to have been resolved at the village level by CVTL and village level authorities, there does not appear to be a formal complaints escalation process whereby unresolved complaints are brought to the attention of more senior CVTL staff. During an FGD in Samalari one man present insisted he met the criteria for a cash grant but did not receive one. This was supported by the Chefe Aldeia (sub-village head).

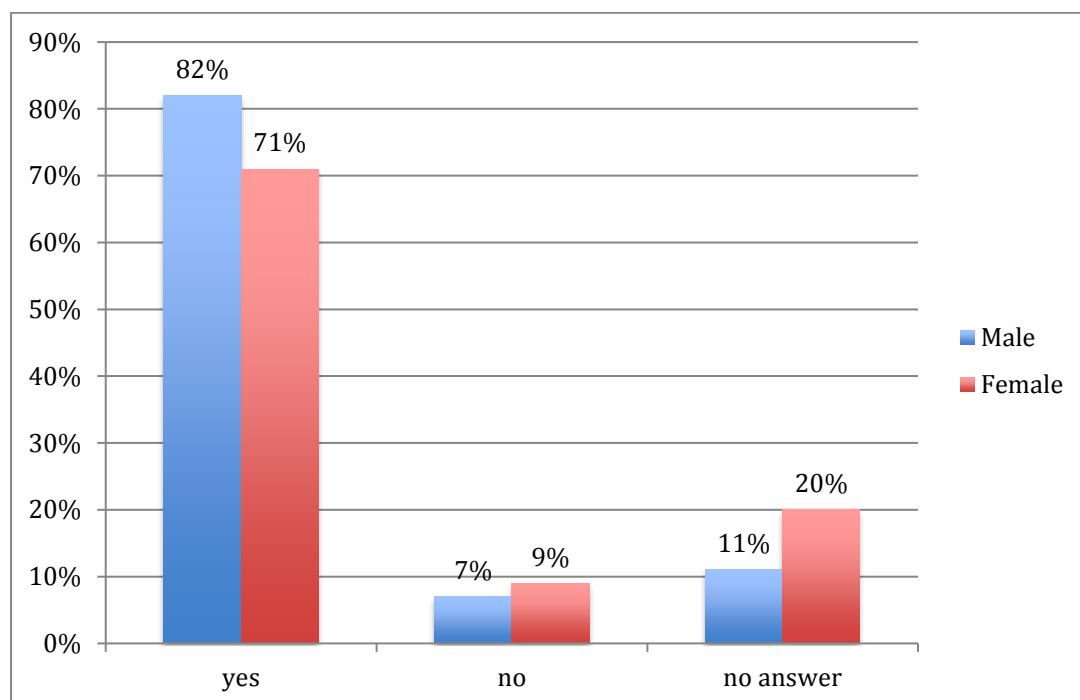


Figure 5 Satisfaction with the payment method (cash)

As discussed earlier, only five suco received water trucking and water delivery was targeted to the most at need communities where existing water sources were depleted.. Branch staff reported that because the bladders in the villages varied in size and the truck tankers also varied they had trouble calculating the required amount of water and trucks sometimes returned half full indicating some basic training in calculating volumes was required. Rainwater harvesting tanks were provided to eight schools and two communities. Hygiene kits and hygiene messaging had been delivered but beyond distribution details data on results was unavailable.

CVTL’s capacity to respond to disasters has been enhanced, most noticeably in regards to cash programming. Prior to the operation, there was a reluctance to consider cash programming, particularly amongst senior management. All CVTL staff interviewed now had a positive impression of cash programming. This was

no doubt from “learning by doing” which dispelled misconceptions, but staff had also benefited from IFRC technical support not only in being trained in CTP prior to implementation but through assistance in drafting CTP SOPs after the intervention.

An important initiative that was implemented during the middle of this operation was the establishment of a whole of agency task force. Prior to this the operation was largely managed by the DM team who were struggling to cope with the workload. All DM team members reported that this greatly assisted their work as each CVTL department had a representative on the task force and senior management were able to take a more direct role in ensuring tasks and functions were resourced adequately. This task force structure was being formalized as part of the standard CVTL emergency response SOP that was being revised and finalized at the time of this evaluation.

Recruitment of additional specific drought response staff (one National Drought Response Manager, two national Drought Response Officers, three Branch Level Drought Response Officers, and three drivers) also greatly assisted the delivery of the operation. CVTL had contingency plans for flood, drought and election preparedness. The experience gained from implementing this operation provides a good opportunity to review the drought contingency plan.

There were a number of technical trainings that were delivered by IFRC technical staff during this operation but what is noticeable is the accompaniment approach of the IFRC operations managers. Two of the three operations managers placed in CVTL during the operation had spent considerable time working with CVTL in the past. This pre-established relationship helped to ensure trust with CVTL staff in the middle of a difficult operation. Also notable is the observation of one operations manager who had been in Timor-Leste up until 2012 and noted considerable capacity improvement in the staff and organization indicating the positive impact of staff and organisational capacity development prior to the operation.

Cash grants were distributed in individual envelopes to recipients. Bank transfers were made from the National Office to Branch accounts but from there the cash was carried by CVTL staff. Although no incidents occurred this is a risk and caused anxiety for CVTL staff involved in carrying large amounts of cash. IFRC’s Regional Cash Preparedness Coordinator met with BNCTL to discuss the possibility of mobile banking options at the village level. BNCTL does not currently have the capacity to provide the type of service required for emergency cash transfer and the financial service sector is currently at a low level of development in Timor-Leste.

Monitoring and evaluation processes and reporting within CVTL were weak and inadequately strengthened by IFRC. There were multiple versions of the Indicator Tracking Table (ITT) and the one provided to the evaluator was

incomplete. CVTL staff in their lessons learned process identified data entry as a challenge, with no designated data entry person in the field and lack of use of computers for data entry in the field due to limited availability of electricity. The limitations of the post distribution monitoring survey have already been discussed but what should also be noted was the fact that no analysis of the data was carried out by CVTL due to a lack of capacity.

CVTL had limited experience in managing finances according to IFRC finance demands which resulted in errors and delays in financial reporting. A capacity assessment of the CVTL finance department prior to commencing the appeal could have identified capacity constraints and measures to address them.

3.4 Impact

The El Niño event of 2015-16 was very strong resulting in significant reductions in rainfall during the 2015-16 rainy season, particularly in coastal plains and the eastern part of the country. Communities were suffering from reduced availability of water, livestock were dying and crops failing or reduced. The CVTL response had a positive impact in reducing the suffering of the drought affected population. Distribution of safe water to the worst affected communities was greatly appreciated. A common coping strategy for reduced availability of food was to reduce the amount of meals per day, often down to one. The cash grant allowed beneficiary households to purchase food quickly although FGD participants said it only lasted 1-3 weeks. In the PDM survey, around 52% of all respondents said that the monthly value of the cash grant allowed them to cover their basic needs. This response rate did not vary much between men and women but it did vary greatly between districts, with only 23% of Lautem respondents thinking it was enough to cover basic needs compared to 74% in Viqueque⁶ (see Figure 6 below).

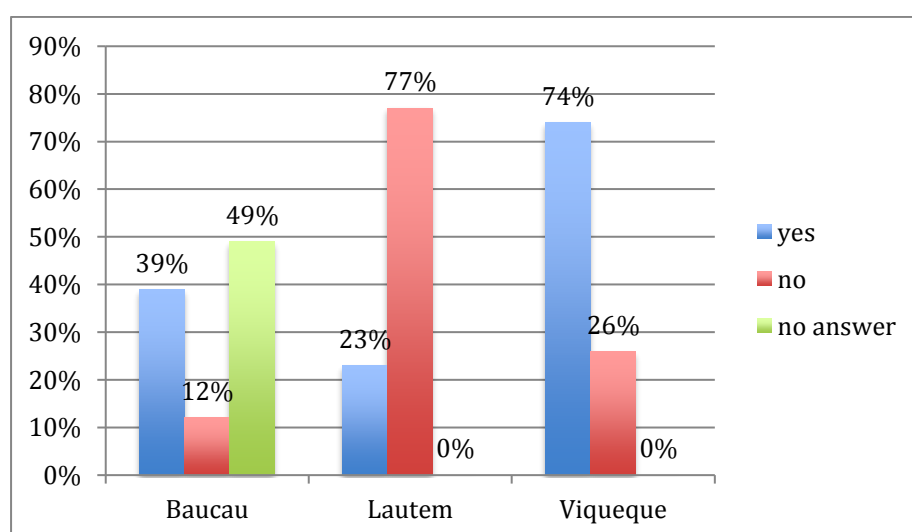


Figure 6 Was the monthly value of the cash grant enough to cover basic needs? (by municipality)

⁶ There is an anomaly in the Baucau data with a very high non-response rate possibly due to enumerator error

Respondents in Lautem were also very concerned about the current agriculture situation compared to Baucau and Lautem (see Figure 7 below) so this may have negatively affected their perception of the adequacy of the cash grant.

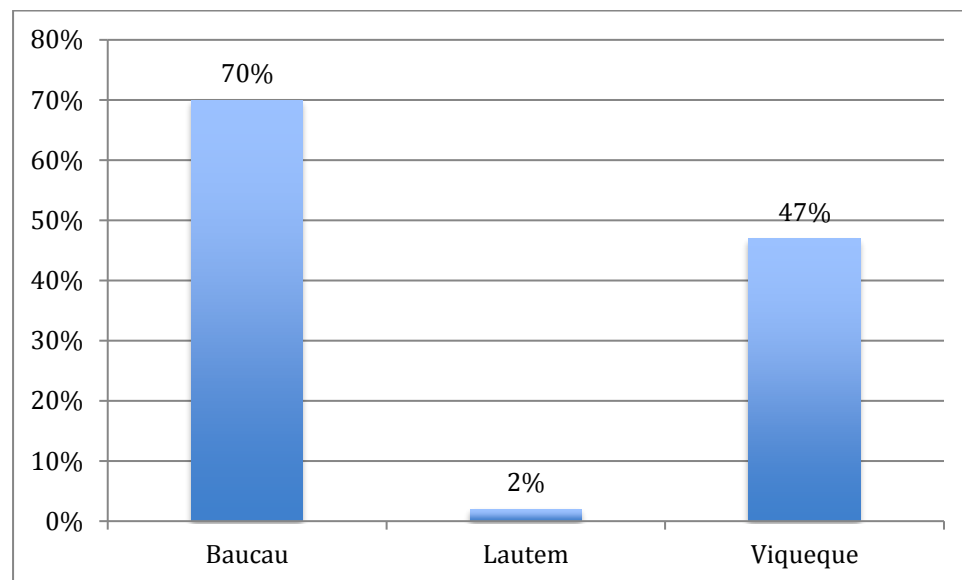


Figure 7 Percentage of respondent who think agriculture situation is good now (by municipality)

Given the long, and in some locations ongoing, impact of the drought there is a question as to whether a single cash transfer of USD 50 was an adequate response. Although the PDM survey indicated a reasonable overall degree of satisfaction with the amount of the cash grant this did not correlate with the responses in focus group discussions who all said the grant covered basic food needs for at most three weeks. Also, the USD 50 cash grant purchased less food than the USD 50 voucher provided by CRS who were able to fix agreed prices with suppliers at a lower rate than CVTL cash grant recipients reported paying for rice.

The significant discrepancy between the prices that CRS secured from suppliers and what CVTL cash grant recipients reported paying indicates that the USD 50 grant may have been inadequate and arguably should have been higher (CRS also provided a USD 10 seed voucher) as well as perhaps repeated.

Some communities have not really recovered from the impacts of this drought. In one of the locations (Samalari) where FGDs were held participants reported that rains have not been sufficient for two seasons and crops have largely failed. NGOs, including CRS, CARE and World Vision, who were implementing drought response programmes at the same time as CVTL have completed these responses but have since received additional funding for an “anticipatory drought” through the Start Network.⁷ These NGO’s were in the process of distributing food and seeds as part of a 45-day response (May 11th to June 30th) and were targeting

⁷ <https://startnetwork.org>

vulnerable households in coordination with the DDMC in the relevant Municipalities.

No doubt the climatic conditions are hampering communities' ability to recover but the chronic levels of underlying vulnerability will also be a major obstacle to recovery much less resilience.

There was inadequate data to ascertain the impact of nutrition and hygiene messaging.

3.5 Sustainability and Connectedness

CVTL staff and volunteers at branch level felt that overall they were well briefed in disaster operations and beneficiary assessment before they went to the field. DM staff at HQ generally felt that they carried an excessive workload in the early part of the operation and could have been more adequately supported by the rest of the organization. The establishment of an emergency operation task force in the middle of the operation, with regular meetings and representation from all departments in the organization, greatly improved the operation. DM staff in particular were very positive about this initiative.

Most CVTL staff had considerable misgivings about cash transfer programming as a modality early in the operation. Main concerns were around reputational risk (CVTL seen as dispensing money) and security. IFRC technical experts provided training in dispelling some of these concerns as well as IFRC operations managers who presented it as an established mechanism for delivery of emergency assistance to be considered alongside other modalities based on contextual assessments.

This is the largest emergency operation managed by CVTL and the first emergency appeal. The skills and experience gained through the implementation of the operation, and the training and mentoring provided by IFRC, have enhanced the institutional capacity of CVTL at both the HQ level and the Branch level. Formalising the hard-won lessons and experience into SOPs for future operations generally, and CTP specifically, is a significant contribution to the sustainability of this increased capacity.

Activities to improve community resilience to disaster had only begun in March and were restricted to village risk mapping and some basic preparedness and response messages as well as distribution of brochures about hazards. Given the underlying vulnerabilities of most communities in Timor-Leste, discussed in the introduction to this report, building community resilience to disaster requires a complex and long term investment, similar to what CVTL is doing in its integrated community-based risk reduction (ICBRR) programme in 25 suco across Timor-Leste (2 per Municipality). Village risk mapping and basic preparedness is a good start but cannot realistically be considered to significantly enhance resilience to future droughts and other hazards.

4.0 Lessons Learned

1. CVTL has the capacity to implement a relatively large emergency operation with technical and operational assistance from IFRC.
2. Coordination within the humanitarian sector is quite good and effective but a lack of clarity within national level government ministries where operational responsibility and oversight sits is a significant gap.
3. Procurement of food according to IFRC guidelines is challenging in Timor-Leste due to low capacity among suppliers and lack of capacity in government to conduct food safety certification. *This can cause excessive delay to humanitarian response that CTP is able to effectively circumvent.*
4. Cash transfer programming (CTP) is an effective and efficient modality for emergency assistance to affected households.
5. Beneficiary selection can be made more efficient and transparent through a participatory social mapping process rather than a time-consuming house-to-house assessment. This can be further enhanced through use of mobile devices for recording beneficiary data.
6. Limited M&E and data management capacity in CVTL. Greater support for CVTL in designing and carrying out the PDM survey, as well as analysis of data, should have been provided by IFRC.
7. Existing high levels of vulnerability of a high proportion of households in Timor-Leste generally leads to low levels of resilience and difficulties in post-disaster recovery.
8. IFRC continuity of operations and momentum was affected by the number of Operations Managers (four including the country Organisational Development Delegate) and the gaps in recruitment.
9. CVTL had limited experience in managing finances according to IFRC finance demands which resulted in errors and delays in financial reporting. A capacity assessment of the CVTL finance department prior to commencing the appeal could have identified capacity constraints and measures to address them.

5.0 Conclusions

The overall objective of the operation was to provide 27,500 people affected by drought with appropriate assistance in a timely, effective and efficient manner, and support them to recover from the impact of the drought and increase their resilience to future shocks.

The coordinated and targeted assistance in the provision of water was delivered early and greatly assisted communities with limited access to safe water. Hygiene kits and messages were less enthusiastically received but probably contributed to improved hygiene and a reduction in waterborne illnesses but there is limited data to confirm this.

The challenges in meeting IFRC food procurement standards in Timor-Leste currently appear insurmountable and the decision to use unconditional cash transfers instead was a sound one. The cash was delivered effectively and received enthusiastically by beneficiaries although the selection process for beneficiaries was time-consuming. The cash grants were equivalent in value to the vouchers that CRS were distributing in the same geographic area but voucher recipients received more food due to the higher charges that individual cash recipients paid compared to the collective price that CRS negotiated with local suppliers. Cash grants should perhaps have been slightly higher, say \$60. There are also questions around protection issues for women in receipt of cash transfers with a 1/3 reporting “challenges” These “challenges” were not clarified in the available data but should be assessed and monitored in future responses.

The situation of people reached by this operation is certainly better than if they had not been reached but the impacts of this drought have been long and hard. Other humanitarian agencies that began responding at the same time as CVTL have sought further funding and were conducting additional food and seed distributions at the time of this evaluation. It is arguable that CVTL should have considered additional cash transfers if funding was available.

The underlying chronic problems of under-nutrition (with over 50% of 0-5 year olds stunted, the third highest rate in the world and 11% wasting (Provo *et al*, 2017)) and general under-development could be termed an emergency in itself. A strong case could be made for ongoing conditional cash transfers targeting improvements in child and maternal nutrition.

The response has effectively enhanced the disaster response capacity of CVTL, particularly in relation to cash transfer programming. Staff are experienced, systems are improved and SOPs have been reviewed and revised to reflect the experiences and lessons learned from implementing this operation.

6.0 Recommendations

1. CVTL to finalize and approve the SOP for emergency response to clarify role of all CVTL – not just DM dept.
2. CVTL to revise the contingency plan for drought response based on experiences from this operation.
3. Cash transfer programming should be a standard CVTL emergency response modality for consideration subject to market assessments etc. Further considerations include:
 - a. Assessment and monitoring of protection issues, particularly from a gender perspective;
 - b. More detailed assessment of CTP compared with vouchers (could consult with CRS) this should also consider issues of timing and cost efficiency (vouchers schemes can secure better prices for goods but can be time-consuming to set up and implement);
 - c. Ongoing dialogue with financial service providers on possibilities regarding mobile money
 - d. Utilise IFRC in transit insurance for cash movements where cash movement is unavoidable.
4. Review beneficiary selection process. The method employed in this operation was not effective, efficient or transparent and there were a number of (inadequately documented) complaints. Use a more transparent and participatory process in future (social mapping).
5. Establish clear procedures for beneficiary complaints mechanism including documentation and clear procedures for escalating the complaint.
6. Improve M&E processes and data management and analysis. Try to ensure beneficiary and monitoring data is digitized and collated as soon as possible. CVTL staff were undergoing training in the use of Magpi at the time of the evaluation. Use of this suite of digital tools would greatly improve data management in future responses. Ensure PDM surveys or the like are supported by IFRC in terms of survey design, sampling, implementation and analysis. Also ensure that indicators that measure nutrition impact are built in to the monitoring framework where there are food interventions.
7. IFRC to provide continuity of operations through recruitment of Operations Manager for duration of the appeal.
8. IFRC to ensure CVTL finance office capacity is sufficient to efficiently manage the anticipated scale of appeal funds prior to commencing appeal.
9. Prioritize drought affected suco for inclusion in ICBRR program. CVTL could also consider pilot of conditional cash transfer for chronic under-nutrition to address stunting and wasting.

10. Look for ways to advocate to the Timor-Leste government to clarify roles and responsibilities in relation to emergency response procedures between ministries.

Appendices

Annex 1: Evaluation Terms of Reference

Terms of Reference for: Drought Operation Timor Leste 2016 Evaluation

Summary

Purpose: The National Society of Timor Leste Cruz Vermhela Timor Leste (CVTL) and the International Federation Red Cross Red Crescent Societies (IFRC) seek to identify and document the key successes and challenges of the drought appeal and operation of MDRTP004.

Audience: The findings will be considered by CVTL and IFRC to inform future planning and readiness to successfully undertake similar operations in the future.

Commissioners: This evaluation is being commissioned by IFRC Timor Leste consistent with its Evaluation Policy and operations plan of action

Reports to: The evaluator/s or consultant will report to the commissioning manager or evaluation management team (EMT). Whilst in Timor Leste the evaluator/s or consultant will be under the management of the IFRC Head of Office.

Duration: 3 weeks

Timeframe: April 2017

Methodology summary: The evaluation will be using mixed methods adapted towards the local context. Data can be sourced from a desk review, key informant interviews, field visit and participatory workshop.

Location: The evaluation will be based in the IFRC/CVTL office in Dili, Timor Leste and will incorporate a field visit to Lautem or Baucau district subject to time.

Core evaluation team: An independent evaluation team leader (consultant), accompanied by one local evaluator and one CVTL staff.

1. Background

Due to the El Niño effect, Timor Leste 2015 annual rainy/wet season (which normally lasts from December to March) has been low - and delayed in some areas - leading to drought conditions in many parts of the country. A rapid assessment conducted by the Ministry of Agriculture and Fisheries (MAF) estimates that at least 120,000 people have been severely affected across five districts (Baucau, Covalima, Lautem, Oecusse and Viqueque), with 45.9 per cent of households across the country likely to experience food insecurity from April to June 2016.

In addition to its effects on food security, the situation has resulted in water shortages and directly affected the livelihoods of thousands of people, especially rural and agriculture-dependent population.

The Ministry of Interior (MOI), together with MAF, Ministry of Social Solidarity (MSS) and WFP undertook a consolidated livelihood exercise for analysing resilience (CLEAR) during the first quarter of the 2016. Results of CLEAR show that some 170,000 people have been affected, of which 120,000 of them have been severely affected. The affected districts have a combined population of 402,378 – more than one third of Timor Leste’s total population (1,167,242).

On 15 April 2016, CHF 215,752 was allocated via the IFRC’s DREF to enable Cruz Vermelha de Timor-Leste (CVTL) to respond to the initial needs of most affected communities. Following the household assessments conducted by CVTL, Government and Non-Government agencies an emergency appeal of CHF 798,618 was launched on 18 May to scale up the operation to assist 20,000 people in the districts of Baucau, Lautem, and Viqueque.

On 23 September, the appeal and POA was revised to increase the target households from 4,000 to 5,500 and to focus more on targeted food distribution, strengthening livelihoods with seed distribution and an integration of health and nutrition activities. This strategy was designed to prepare communities and improve resilience in preparation for the traditional lean season expected during November to March every year.

A national and international tender to procure the required food for distribution did not produce the desired results. As a result, and supported by a fresh livelihoods assessment, the decision was taken to broaden the plan to distribute unconditional cash and this commenced in October 2016.

The overall objective of the POA is to ***Provide 27,500 people affected by drought, attributed to El Niño, in the districts of Baucau, Viqueque and Lautem with appropriate assistance in a timely, effective, and efficient manner, and support them to recover from the impact of the drought and increase their resilience to future shocks.***

CVTL under the POA will have conducted a number of relief and early recovery activities. These include water and jerry can distribution, nutrition and hygiene promotion, hygiene kit distribution, organisational preparedness and cash transfers. CVTL maintains a strong working relationship with all Timorese government departments through active participation and collaboration in emergency response health and DRR activities. More specifically CVTL enjoys good collaboration with The Ministry of Interior (which is leading the governments El Niño response), the Ministry of Social Solidarity, Ministry of Agriculture and Fisheries and the National Disaster Management Department.

2. Evaluation Purpose and Scope

Context

Timor Leste has a high vulnerability and medium risk landscape according to INFORM data⁸. The potential for further adverse meteorological hazards impacting communities is projected to increase. It will be important therefore for CVTL to effectively plan and organise for future events that will require international assistance. Equally as important is that CVTL continues to evolve its capability and capacity towards the continued management of disaster risk as opposed to the more relief based activities common in response.

CVTL, with the support of IFRC has previously undertaken five emergency operations – [2005 Food Insecurity](#), [2006 Storms and Floods](#), [2007 Flooding and Landslides](#), [2014 Dengue Outbreak](#), and [2016 Drought](#). The current drought operation is the first large scale response for CVTL. It is also the first time CVTL is piloting the use of cash transfer in its response. Therefore, CVTL and IFRC are keen to document the lessons and impact of this modality to further inform CVTL readiness development.

Evaluation Objectives:

5. To ascertain the extent to which the interventions under the operation have achieved its objectives.
6. To determine the impact of the drought operation on improving the situation of the people reached.
7. To assess the extent of which the drought operations had contributed to enhancing the disaster response capacity of CVTL including cash transfer programming.
8. To identify and analyse any challenges related to the engagement and coordination with internal and external stakeholders.

The evaluation should also highlight good practice, lessons learnt and areas of improvement to inform future response operations, together with recommendations on how to proceed.

Evaluation Scope:

The evaluation will focus on the delivery of the activities and objectives of the operation as well as the processes and systems utilised in the drought plan of action within the stipulated timeframe (10 months) and target areas (Lautem and Bacau districts).

Evaluation Criteria:

This evaluation and subsequent report will focus on the following criteria:

- I. Relevance & Appropriateness
- II. Coverage
- III. Efficiency /Effectiveness/Accountability
- IV. Impact
- V. Sustainability & Connectedness

⁸ <http://www.inform-index.org/Countries/Country-profiles/iso3/TLS>

Evaluation Questions

Specific interview questions can be established by the evaluation team and leader. The following are broad guiding examples which meet the requirements of the established criteria and desired evaluation objectives.

I. Relevance and appropriateness

1. How effective were the interventions in identifying the most vulnerable among the affected population and responding appropriately to their particular circumstances?
 - Was the beneficiary selection process fair, appropriate and effective?
 - What strategies were used to ensure quality, timely and relevant delivery to target beneficiaries including mechanisms to capture beneficiary complaints/feedback?
2. Was the assistance provided appropriate and sufficient to meet intended needs?
3. To what extent were the beneficiaries involved in the assessment, planning, design, implementation, and monitoring of the interventions?
4. Were intervention strategies and priorities in line with local customs and practices of the affected population, the priorities of the Government authorities and other key humanitarian actors?
5. Were the interventions in line with CVTL and IFRC strategies, standard operating procedures (SOPs) and guidelines?
6. What problems and constraints were faced during implementation and how did the interventions manage these?
7. What important lessons have been identified that can improve future interventions in Timor Leste and be shared more widely?

II. Coverage

8. Did the interventions reach all population groups in need, including those in remote areas who would otherwise have not received humanitarian assistance?
9. Were there exclusions or differential impact between groups based on their location?
10. How could the coverage and distribution methods be improved?

III. Efficiency/effectiveness/accountability

11. Did the interventions meet their immediate and intended results?
12. Were there adequate resources (financial, human, physical and informational) available and were they utilized effectively and efficiently?
13. Were systems, procedures and control mechanisms adequate to ensure smooth delivery of assistance and protect the National Society and IFRC from financial loss and reputational risk?
14. Were adequate tracking systems in place to ensure transparency and accountability?
15. Were complaints/feedback mechanisms put in place for community questions and concerns to be answered? What were the concerns raised by communities during the intervention?

16. How effective were processes for planning, monitoring and quality management, (e.g. use of assessment data, internal reviews and other quality assurance mechanisms)?
17. Was there adequate time and effort invested for the integration of interventions across the different operation sectors?
18. To what degree was integration achieved and how could this be further strengthened?
19. Would greater investment in preparedness measures have resulted in more efficient, effective and less costly interventions?
20. How were programme activities managed and coordinated, particularly between CVTL, IFRC, other Movement partners, clusters, and local authorities?
21. Was the capacity of the human resource system enough to fulfil the needs of the interventions and beneficiaries? Were personnel skills utilized in an efficient and effective manner?
22. Was there adequate and relevant staffing including: a) decisions concerning the number of staff members needed, where, when, with what competences, at what levels, and at required availability and b) decision-making chain regarding staffing?

IV. Impact

23. What evidence (both direct and indirect) is available that the interventions contributed to the reduction of suffering and that the affected populations were assisted in maintaining or resuming basic dignity and enhancing disaster preparedness?
24. What impact did the interventions have on how the communities would be able to cope with subsequent disasters?

V. Sustainability and Connectedness

25. Did the interventions result in enhanced institutional capacity of the CVTL headquarters and chapters, in terms of: a) ability to implement recovery programmes, b) ability to prepare for and respond to disasters in a timely, efficient, and coordinated manner; and c) ability to mobilize communities at risk to cope with future disasters?
26. Did the support of the IFRC strengthen and complement the response of CVTL and coping mechanisms, or hinder them?
27. Has the impact of programme activities been sustained following completion of the interventions?
28. Did the support provided to affected communities enable them to enhance their resilience to withstand possible future droughts and others disasters?

3. Evaluation methodology:

The methods applied should take into consideration the local cultural and language to ensure concepts and techniques common in English language are adapted and well understood by CVTL and its stakeholders. A mix of traditional and non- traditional methods including storytelling and anecdotal accounts are encouraged.

Desk review

- Secondary data from government and humanitarian agencies.
- Analysis of household data from CVTL led assessments.
- Revalidation data from CTP
- Community feedback from engagement activities.
- Cash transfer and hygiene promotion and nutrition survey results data.
- IFRC reports.
- CVTL response task force meeting minutes.

Key Informant Interviews (In person or skype)

- IFRC Country team – Current and former
- IFRC APRO and CSST
- CVTL HQ managers, Branch Coordinators, Drought operation staff, NDRT and BDRT volunteers
- Sample of Government and Humanitarian agencies depending on availability.

4. Proposed schedule

| Timing | Activities | Outputs | Responsible |
|----------|--|--|--|
| Pre work | 1. Prepare and distribute evaluation TOR for consultation 2. Finalise TOR, Commission evaluation, establish management committee. 3. Recruit/Identify evaluation team | Draft TOR | G Rose APRO/CCST APRO |
| Week 1 | 4. Assemble team 5. Draft and confirm inception report 6. Complete desktop review. 7. Complete APRO and CCST Jakarta key informant interviews 8. Travel to Timor Leste | Inception report | EMT |
| Week 2 | 9. Key informant interviews internal 10. Key informant interviews external 11. Review data from post action surveys 12. Field visit to Baucau/Lautem district – key informant interviews with community | Notes | Evaluation TL |
| Week 3+ | 13. Summarise initial findings. 14. Present initial findings to stakeholders 15. Prepare draft report 16. Feedback and management response 17. Prepare and submit final report | Summary Draft report Management response Final report | Evaluation TL Evaluation TL/CVTL |

5. Evaluation deliverables

- a. Inception report
- b. Present initial findings to the relevant CVTL, IFRC Timor Leste, CCST and IFRC APRO

c. Final report

6. Evaluation quality & ethical standards

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and specific, applicable process outlined in the [IFRC Framework for Evaluation](#). The **IFRC Evaluation Standards** are:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
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.
4. **Impartiality & Independence;** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
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.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven **Fundamental Principles of the Red Cross and Red Crescent**: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these principles at:

www.ifrc.org/what/values/principles/index.asp

7. Evaluation Team and Qualifications

The external evaluator (Team Leader) must have experience or significant knowledge of the humanitarian response mechanisms, specifically relief and recovery interventions, and have previous experience in conducting external evaluations. Previous working experience in Timor Leste, knowledge of cash transfer programming and workshop facilitation will be key requirements. Local language skills in both oral and written is preferred. The Team Leader will be supported by an evaluation team (1 to 2 persons) from IFRC and PNS who are not directly involved in the operation. The Team Leader will coordinate directly with the IFRC AP Regional Office, IFRC CCST in Jakarta and IFRC Country Office in Timor Leste.

The following characteristics are highly desirable for the evaluation team:

- *(For Team Leader)* Demonstrable experience in leading evaluations of humanitarian programmes responding to major disasters.
- Knowledge of activities generally conducted by humanitarian organizations in the sectors of relief, shelter, water and sanitation, cash transfer system.
- Field experience in the evaluation of humanitarian or development programmes, with prior experience of evaluating Red Cross programmes 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 (examples of previous work may be requested)
- Previous experience in coordination, design, implementation, monitoring and evaluation of humanitarian programmes.
- Ability to work within tight deadlines and manage with available resources.
- Fluent in English and preferably have knowledge of the local language (Tetun and/or Portuguese)
- All individuals of the evaluation team should have relevant degrees or equivalent experience
- Immediate availability for the time period indicated.

8. Application Procedures

Interested candidates/teams should submit their expression of interest to pmer.apzo@ifrc.org by 20 February 2017. In the subject line, please state the position you are applying for, your surname and first name. (SUBJECT: Flood Operation Final Evaluation - Last Name, First Name).

The application should include:

1. Cover letter clearly summarizing experience of the team as it pertains to this assignment, your daily rate, and contact details for three professional referees
2. Curriculum Vitae (CVs)
3. Applicants will be required to provide samples of previous written work similar to that described in this ToR, (previous evaluations and reviews completed).

Application materials are non-returnable and we thank you in advance for understanding that only short-listed candidates will be contacted.

Annex 2: List of Stakeholders Interviewed

| Agency | Name | Position | Contact |
|---------------------|------------------------|--|--|
| CVTL | Januario Ximenes | Secretary General | januarioximenes_cvtl@redcross.tl |
| | Hermenegildo C. Rente | Disaster Management Coordinator | hermenegildo_cvtl@redcross.tl |
| | Maria Pascoela | Livelihood Manager | mariapascoela_cvtl@redcross.tl |
| | Orlando de Carlho | Health Emergency Officer | Orlandodecarlho_cvtl@redcross.tl |
| | Ermidia Belo | DRR Manager | Ermidiabelo_cvtl@redcross.tl |
| | Alcino Martins Soares | Procurement Manager | Alcinomartinssoares_cvtl@redcross.tl |
| | Daniel Martins | PMER Officer | danielmartins_cvtl@redcross.tl |
| | Cipriano Magno Freitas | Baucau Branch Manager | Ciprianofreitas_cvtl@redcross.tl |
| | Philamino de Araujo | Drought Response Manager | Philaminidearaujo_cvtl@redcross.tl |
| IFRC | Glenn Rose | IFRC Drought Operation Manager (Sept 2016 – Feb 2017) | Skype – glennrose1 |
| | Kym Blechynden | Regional Emergency Health Coordinator (KL) | Kym.Blechynden@ifrc.org |
| | Wendy Neoh | Emergency WASH Officer (KL) | wendy.neoh@ifrc.org |
| | Isidro Navarro | Regional Livelihoods & Cash Preparedness Coordinator (Bangkok) | Isidro.NAVARRO@ifrc.org |
| | Riku Assamaki | Regional Logistics Coordinator (KL) | riku.assamaki@ifrc.org |
| | Kenny Hamilton | IFRC Drought Operation Manager (July-August 2016) | KHamilton@redcross.org.uk |
| | Jesper Fridolf | IFRC Drought Operation Manager (April – June 2016) | jesper.fridolf@redcross.se |
| | Elsa da Costa | Finance Officer (Dili) | elsa.dacosta@ifrc.org |
| CRS | Augustinho Ximenes | Agriculture Manager | agustinho.ximenes@crs.org |
| | Heather Grieve | Nutrition Advisor | |
| CARE | S M Maqsood Kabir | DRR Coordinator | Maqsood.Kabir@careint.org |
| Baucau Municipality | Nelson Nunes | DDMC focal point | Ciprianofreitas_cvtl@redcross.tl |
| World Vision | Abilio Marques | General Service Manager | +670 77375623 |

Annex 3: Water distribution maps



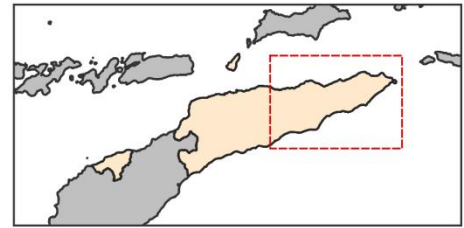
Timor-Leste El Niño Response Cruz Vermelha de Timor Leste, Water Distributions

DR-2016-000048-TMP

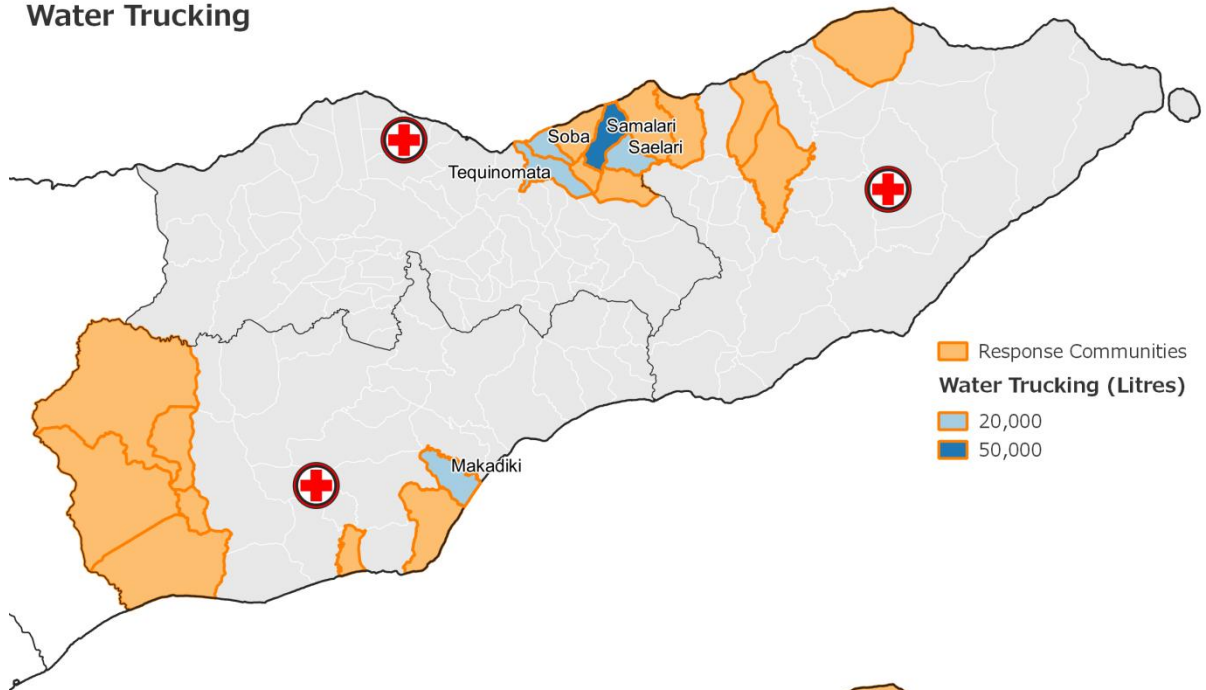
The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Sources: CVTL, GADM

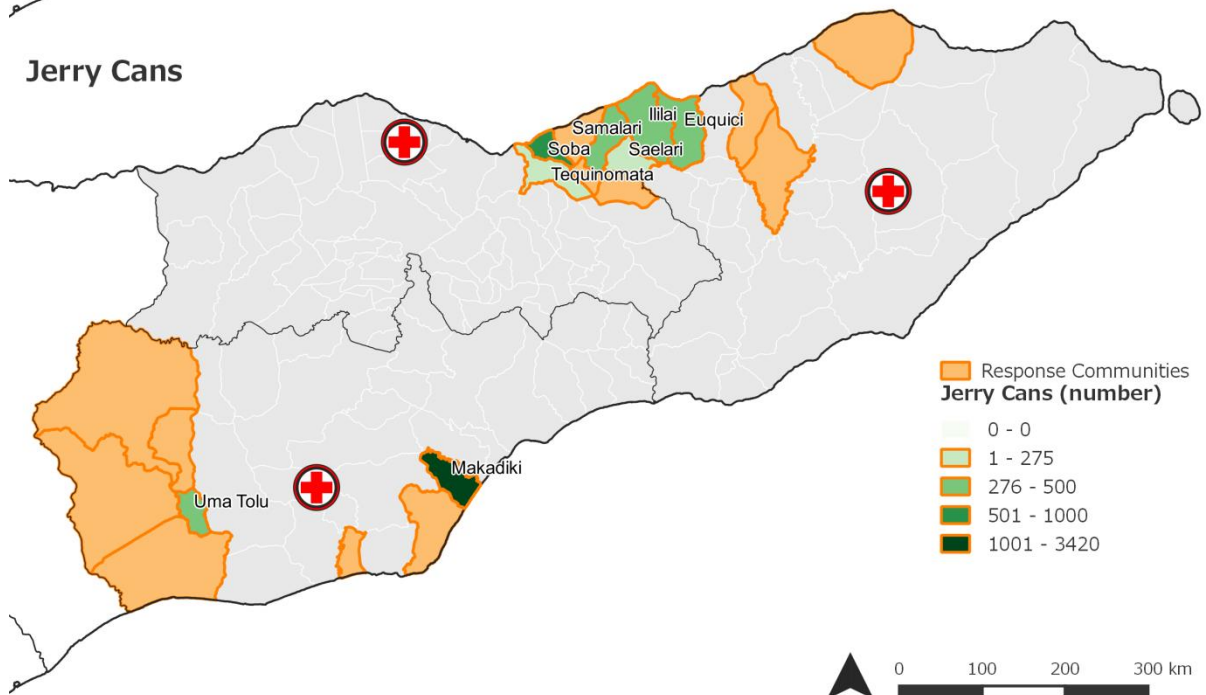
28 July 2016



Water Trucking



Jerry Cans



Annex 4: References

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CARE, Oxfam, Plan International, World Vision, (2016) Humanitarian Partnership Agreement (HPA) Agency Assessment on El Niño Impacts in Timor-Leste – As of February 2016. <http://reliefweb.int/report/timor-leste/humanitarian-partnership-agreement-hpa-agency-assessment-el-nino-impacts-timor>

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da Silva, Augusto Lourdes (2016) Food sovereignty: alternative policy for a sustainable national food system in Timor-Leste under climate change, University of Queensland, https://espace.library.uq.edu.au/data/UQ_400940/s42550774_correctedthesis_phd.pdf

World Risk Report 2016 <http://weltrisikobericht.de/wp-content/uploads/2016/08/WorldRiskReport2016.pdf>

Annex 5: Post-Distribution Monitoring Survey

Introdusaun: *“Hello, diakkalae? Hau iha perguntas balun atu husu ba ita bo’ot hodi bele ajuda ami hodi hadia diak liu tan ami nia distribusaun iha tempu tuir mai iha fatin seluk. Itabo’ot bele hatan tuir saida mak ita bo’ot sente ami apresia tebes ho ita bo’ot nia sujestaun no ita bo’ot nia input no ami sei la fosai ba ema seluk ou ba fatin seluk.*

| No | SURVEY | |
|----|--|---|
| | Data Entrevista | |
| | Naran ema nebe responde | |
| | Sexu | 1. Mane 2. Feto |
| | Ita boot beneficiariu nebe tuir criteria | 1. Chefe familia faluk (m/f) 2. Familia ho oanbarak (5+) 3. Familia ho idozus (60+) no ema ho difesiensia 4. Inan isin rua no inan fo susu |
| | Aldeia | |
| | Suco | |
| | Municipiu | |
| | Ema nebe halo entrevista | |

SITUASAUN AGORA:

| | | |
|----|---|--------------------------------|
| 1. | Oinsa ho situasaun agora ne, udan tau rai ona ka sedauk? | 1. Sim 2. Sedauk |
| 2. | Ita boot kuda ona buat ruma iha to’os/Aihan saida mak ita bo’ot kuda? | 1. Sim, 2. Lae, tamba |
| 3. | Oinsa ho itabo’otnia animal sira? | 1. Diak 2. La diak, tamba?: |
| 4. | Nudar agrikultores, saida mak ita boot sente ho situasaun agora? | 1. Diak 2. La diak, tamba: |

CASH SURVEY

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| 5. | Suporta osan nebe ita boot simu ona iha fulan 3 liuba, ita boot gasta hotu ona ka sei iha balun? | 1. Hotu 2. Sei iha balun |
| 6. | Suporta osan nebe ita boot simu, barak liu gasta ba saida? | 1. Aihan 2. Meu moris (selu skola, sosa fini, seluk-seluk) |
| 7. | Ita boot sente ho suporta osan ne’e, bele kobre ita boot nia nesesidade basiku? | 1. Sim 2. Lae |

| | | |
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| 8. | Ita boot hasoru problema ruma depois de simu suporta osan ne'e? Karik sim, problema saida mak ita boot hasoru (hare malu la diak ho familia seluk, ema naok, nsst) | 1. Sim 2. Lae Comment, karik sim: |
| 9. | Ita boot sente satisfas ho metode nebe ami uza hodi selu direita osan ba ita boot sira? | 1. Sim 2. Lae Comment, karik Lae: |
| 10. | Ita boot iha sujestaun/rekomendasaun ba ami, atu nune'e ami bele hadia diak liu tan ami nia servisu iha futuru | |

NUTRISAUN:

| | | |
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| 11 | Ita boot hatene oinsa prepara aihan ba oan sira ho aihan nebe mak iha balansu nutrisaun? | 1. Hatene (Sasoro/etu+modotahan+naan/mantolun/ikan) 2. Hatene uituan 3. La hatene |
| 12 | Tamba saida mak presija tein aihan hanesan etu+modotahan+naan/ikan/mantolun? | 1. Atu fo saude diak 2. La hatene |
| 13 | SISCA/ postu saude mai halo tratamentu/tetu labarik sira iha fatin ne'e? | 1. Sim 2. Lae Karik sim, oinsa progresu labarik sira: |
| 14 | Oinsa ita boot sira nia hanoin konaba be'emos nebe'e equipa husi CVTL fornese ba ita boot sira iha tempo bailoron naruk | a. Diak b. Ladun diak |
| 15 | Ita boot sira uja kalae equipamentos sira hanesan Sabaun, Balde, no gayung nebe mak equipa husi CVTL fornese ba iha ita bo'ot sira | a. Uja b. La uja |
| 16 | Oinsa ita boot sira nia hare konaba kualidades equipamentos nebe equipa CVTL fornese ona ba iha ita boot sira ? | a. Kualidade diak b. Kualidade ladiak |
| 17 | Ita boot hatene kalae lha sa tempo mak ita bele fase liman ho sabaun | a. Hatene b. La hatene Se karik hatene temi took |
| 18 | Ita boot sira komprende kalae konaba oinsa face liman nebe diak ? | a. Komprende b. lae |
| 19 | Ita boot sira komprende konaba moras dengue kalae ? | a. komprende b. lae |

Obbrigado wain-amiapresiatebeshoita bot niatempuatubelekoliahoamiohinloronne'e