

TERMS OF REFERENCE EVALUATION DISASTER RELIEF EMERGENCY FUND (DREF)

1. Background

The Disaster Relief Emergency Fund (DREF) was established by the International Federation of Red Cross and Red Crescent Societies (IFRC) in 1985 to provide immediate financial support to Red Cross and Red Crescent National Societies, enabling them to carry out their unique role as first responders after a disaster or crisis.

The Fund has grown in recent years and now provides rapid and flexible funding to between 60 to 80 National Societies, to a value of up to CHF 24 million each year. Managed centrally from the IFRC secretariat's offices in Geneva, the IFRC raises funding for the DREF on an annual basis, based on expected needs and is currently supported by over 30 Red Cross Red Crescent, institutional and corporate donors. Contributions to the DREF may be made as annual contributions or as reimbursements of specific allocations. All allocations made by the DREF are based on needs and on requests by National Societies for support for immediate disaster response.

The DREF has three purposes:

- As start-up funding for the IFRC and National Societies to respond in the first hours of a large scale disaster or crisis – a “loan facility”.
- To enable National Societies to respond to small- and medium-scale disasters, crises and health emergencies for which no international appeal will be launched or when support from other actors is not foreseen – a “grant facility”.
- And to prepare for imminent disasters or crises. Both the loan and the grant facility can be used for this purpose.

Over the years, DREF has proved a flexible tool that can finance immediate action in response to sudden onset disasters or provide timely response and awareness-raising in the case of slow onset or silent disasters or crises. As such, it is a key element of the International Federation's disaster response work.

2. Rationale for the evaluation

After nearly thirty years, the IFRC believes it is important to carry out an evaluation of the DREF this year, to look at how best to keep the Fund relevant, efficient, effective and sustainable. Based on the recommendations of the last review of the Fund in 2006 and the audit of 2010, the DREF has clarified its purpose by defining more precise eligibility criteria, promoted improvement in its transparency and accountability through strengthening planning, reporting, monitoring and evaluation and has scaled up the number and level of its funding allocations to National Societies. The Fund has become more widely used and appreciated by users and donors and this has also led to new challenges and demands to expand the scope of the Fund and scale of the assistance it can provide. Using learning from the past years, the secretariat will look to this evaluation to inspire the vision for the Fund for the next five years and beyond, and to look at the future scope and functions of the Fund, while ensuring its sustainability.



3. Objective

Review the current functioning of the DREF and its recent development since 2006 and evaluate its efficiency and effectiveness and examine its relevance and suitability in the current circumstances and context, including that of the global humanitarian environment, the IFRC disaster response system and the donors, in order to develop a vision and recommendations for sustaining and developing the DREF in the future.

4. Audience

The DREF evaluation will aim to inform the following audience, to ensure their support for recommended future developments of the Fund over the coming five to ten years:

- The GSMT, the IFRC Secretariat staff responsible for the management of the DREF – that is the Under Secretary General for Programme Services, the DREF Manager (Head of Disaster and Crisis Management Department) and the DREF Senior Officer, as well as the relevant technical and support services (e.g. Health and Care, Finance, Audit & Risk Management).
- Donors to the DREF, including partner National Societies (both members and non-members of the DREF Advisory Group), governments, the European Commission Humanitarian Office (ECHO) and corporate supporters, as well as potential future donors.
- National Societies who are recipients of DREF funds.

5. Focus of the evaluation

The prime focus of the evaluation is to review and analyse how the DREF has developed over the since the last review in 2006, the strengths and weaknesses of the current structures, procedures and mechanisms and whether they are appropriate and efficient. It will also consider how the DREF functions as part of the IFRC's overall disaster management system: preparedness and emergency response planning, national response, supported by regional and global resources and to what extent it supports innovative response and best practice.

The evaluation will specifically consider the following areas:

a. Purpose and scope of the DREF

- Consider whether the purpose of the DREF is still relevant and whether it should be confirmed or redefined in order to remain relevant and responsive to National Society support needs in response to small- and large scale disasters, to current humanitarian challenges, such as slow onset disasters, complex and/or conflict-related emergencies, overlooked or under-funded emergencies, and response preparedness or early recovery.
- Consider whether the range, scale, timeframe and limits of the DREF eligibility criteria should be amended or extended in order to better meet the National Society needs and humanitarian challenges. This should include the current definition of “imminent crisis” and the scope / limitations for use in this context.

b. Quality and accountability

- Consider whether the current use of DREF by the IFRC and National Societies provides good value for money, including an analysis of support costs and assistance provided to beneficiaries and the timeliness of the assistance provided, based on a representational number of operations from the different Zones.
- Consider whether the IFRC financial management of funds is effective and whether it is appropriate in ensuring both the speed of transfer of funds and the necessary checks and balances in ensuring accountability in the use of funds.



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- Consider if the current level of audit appropriate, taking into account the volume of funds allocated and amount of individual allocations, and used effectively to ensure the integrity of the use of DREF funds.
 - Consider how the balance of DREF funds (level of contributions versus allocations) is managed by the IFRC and if there is any risks that should be defined and managed.
 - Consider the current ceiling to the size of the DREF and whether it should be maintained and/or revised in line with anticipated future needs, or removed.
 - Whether the steps taken to meet challenges in providing transparency and accountability are appropriate, including planning, reporting, monitoring and evaluation.
- c. Structure and management**
- Consider whether the structure and management of the DREF are efficient and appropriate in relation to its size and function and where there are gaps or weaknesses in the system that could be improved. This will consider the effectiveness, efficiency and sustainability of the current management, modalities and procedures, including approval levels, and structures within the context of the IFRC's decentralised structure, identifying the strengths of the current system and examples of best practice.
 - Consider whether the DREF procedures in place are efficient in supporting the timely response of National Societies to disasters.
 - Consider the staffing levels required to manage the DREF given the current volume and projected future levels of the Fund and make recommendations around the scale and sustainability of HR support. As part of this, the evaluation will consider the future sustainability of the DREF Officer for Africa.
- d. Future positioning of the DREF based on current trends**
- Review current trends of emergency funding, both at global and national level, and based on these whether the DREF management and donors should consider making modifications in the way the DREF is funded.
 - Look at patterns of DREF usage in each Zone and extrapolate possible future patterns, opportunities, and risks.
 - Analyse if there a likelihood that the demand for DREF might decrease if National Societies become more independent and capable or on the other hand that others become too dependent on the Fund. How should these possibilities be planned for and any related risks be managed.
 - In light of changing disaster patterns and occurrences and emerging relief options and best practice, consider how best the DREF can remain flexible and responsive to needs, while maintaining its integrity and purpose.
 - While the recommendations from the review of the IFRC's global tools, which is being carried out simultaneously with this DREF review (mid 2014 – early 2015), will not be available yet to the team, consider how the DREF supports and is complementary to the IFRC global disaster management system, including emergency appeals, and how it should be developed to improve or maintain its efficiency.
 - Analyse strengths, weaknesses, gaps and risks in these areas and make recommendations based on the analysis and outline a short vision or roadmap for the future development of the Fund. This may lead to recommendations for use of other funding tools, or the creation of new tools to cover possible funding gaps rather than a substantial extension of the current scope and purpose of DREF.

6. Management of the evaluation

The DREF evaluation is being commissioned by the management of the DREF – that is the Under Secretary General for Programme Services and the DREF Manager (Head of Disaster and Crisis Management Department), and has been recommended by the DREF advisory group.

The evaluation process and team will be managed by the Planning and Evaluation Department of the Geneva Secretariat, supported by a member of the DREF advisory group, the DREF Senior Officer and Senior Assistant.

The DREF Donor Advisory Group (DAG) will have an advisory role on this evaluation and will be fully informed on the process and progress of the evaluation. They will be copied on the initial TOR, the draft final report and the management response.

7. Methodology

The evaluation team will meet with and/or be briefed by the Under Secretary General Programme Services, the Head of Disaster and Crisis Management Department, the DREF Senior Officer and the two Senior Officers Quality Assurance, prior to the evaluation to discuss the final ToR and to clarify expectations from the evaluation. The evaluation team will produce an inception report after this briefing to outline their approach to the evaluation and this will be agreed by the management of the review.

The evaluation will be conducted through a series of approaches, including a desk top analysis of DREF operations, procedures and a secondary data analysis, key stakeholder interviews, an on-line survey of DREF user National Societies and visits to at least two of the Zones who most regularly access DREF funding.

Interviews will be held with representatives of the following:

- relevant Geneva departments of the IFRC secretariat, in particular Disaster and Crisis Manager, Planning and Evaluation and Finances;
- DM and senior management in each Zone;
- a representative group of National Societies (recipient);
- a representative group of and donor National Societies and other donors to the Fund (e.g. donor Governments and the European Commission Humanitarian Office (ECHO));
- relevant UN representatives (CERF) or representatives of other funds.

The evaluators' methodology will be in line with the evaluation practices and standards outlined in the IFRC Management Policy 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) universality¹.

8. Key Deliverables

The team will initially produce a short inception report outlining its plan to deliver against the evaluation objective, outputs and timeframe.

After the process of interviews and field visits, the team leader will gather and analyse the input from the team and will deliver a written draft report (approximately 20 – 25 pages maximum). The report will have an executive summary and clear findings and actionable recommendations. It will also draw up a short vision or roadmap for the future development of the Fund covering the coming five to ten years.

The evaluation will be presented in a debrief to the Under Secretary General for Programme Services and the DREF Manager (Head of Disaster and Crisis Management Department) and shared with the DREF advisory group. The IFRC secretariat, led by the Head of the Disaster and Crisis Management Department and the DREF Senior Officer, will compile a management response to the evaluation, with input from the relevant IFRC departments and Zones offices, which will form part of the final report.

The report and management response will be posted on the IFRC's public website and on its evaluation database and will be shared with all appropriate departments of the Secretariat and with all Zone offices, for onward transmission to relevant field teams. It will also be shared with the DREF Advisory Group (DAG) for discussion and follow up action.

Any recommendations of a major nature will be shared with the IFRC secretariat senior management team or the Governing Board as appropriate.

9. The Evaluation Team

The team will comprise four persons:

- One independent external consultant with relevant evaluation experience, who will be team leader and will have overall responsibility for the evaluation and for the writing of the report.
- One representative of a National Society, who is a member of the DREF Donor Advisory Group (DAG) and who has evaluation experience and knowledge of the DREF and of the IFRC DM systems.
- One representative of a recipient National Society, who has experience of evaluation and of receiving and managing DREF funds to deliver a response operation.
- One IFRC Secretariat representative with knowledge of the DREF and IFRC DM systems who will support the team.

¹ For further information on these Principles consult: www.ifrc.org/what/values/principles/index.asp

10. Timeframe

The evaluation will be carried out over eight weeks. This will include:

Phase 1: 2 weeks

- Briefing by IFRC Geneva Secretariat.
- Planning of review / definition of tasks of team members.
- Pre-scoping / inception report.

Phase 2: 5 weeks

- Pre-reading and analysis of primary and secondary data, preparation of interviews.
- Preparation and launching of on-line survey.
- Interview with key stakeholders.
- Travel to Zones / two field visits.
- On line survey.
- Debriefing.
- Drafting of the report and submission for management response.

Phase 3: 1 week

- Finalization of the report based on management response and feedback.

The management response will be written outside this timeframe (4 weeks). The final report and management response should ideally be ready for presentation to the DREF Donor Forum in October or November 2014.

11. Application process

Interested candidates for the position of team leader should submit their application material by Monday 8 September 2014 to the following email: misgana.ghebreberhan@ifrc.org. Application material is non-returnable, and we thank you for your understanding that only short-listed candidates will be contracted for the next step in the application process.

Application materials should include:

- 1. Curriculum Vitae.**
- 2. Cover letter** clearly summarizing your experience as it pertains to this evaluation, your daily rate and two professional references.
- 3. At least one example** of an evaluation report most similar to that described in this TOR.

The other members on the evaluation team (user National Societies and members of the DREF advisory group) will be contacted and selected separately by the Secretariat.