

MONITORING MISSION REPORT SEPTEMBER 2017



This report was prepared by Kylie Harrington and Maria Beltran, RedR Australia, with assistance from Louise Atkins, WHO Geneva.

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Australian Government
Department of Foreign Affairs and Trade

Department for International Development

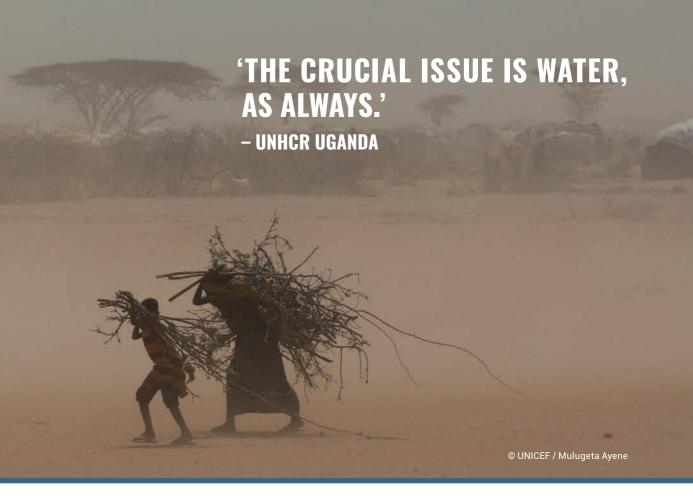


O INTRODUCTION



THE EAST AFRICA MONITORING MISSION (EAMM)
WAS PART OF REDR AUSTRALIA'S ONGOING EFFORTS
TO UNDERSTAND THE IMPACT OF OUR DEPLOYMENTS
(INCLUDING BARRIERS TO IMPACT), TO BE ACCOUNTABLE
FOR THE RESOURCES EXPENDED TO SUPPORT THESE
DEPLOYMENTS, TO LEARN FROM THE CHALLENGES
AND OPPORTUNITIES THEY PRESENT, AND TO
UNDERSTAND THE CURRENT CAPACITY NEEDS
OF OUR PARTNERS IN THE REGION.





A combination of prolonged drought and conflict has left the lives of more than 20 million people across East Africa hanging in the balance. For the first time in six years, in any region of the world, famine was declared in South Sudan in February 2017. The crisis was acutely felt in neighbouring countries who were also faced with extreme food insecurity, in addition to the burden of hosting more than four million refugees fleeing South Sudan. All reports indicate that the situation is continuing to deteriorate.¹

Complex emergencies in South Sudan and Somalia, and further afield in Yemen and Nigeria, have placed increasing pressure on both national actors and the international humanitarian system. In March 2017, the UN's Under-Secretary General and Emergency Relief Coordinator, Stephen O'Brien, said: 'We are facing the largest humanitarian crisis since the creation of the United Nations. Now, more than 20 million people across these four countries alone face starvation and famine.'2

While the generosity of donors has risen sixfold over the past 20 years, unprecedented levels of human suffering have outstripped financial support. Currently only 14% of funds needed in 2017 to respond to the food crisis in East Africa have been secured, placing increasing pressure on RedR's UN partners to deliver services that can adequately support the scale of the crisis. In 2016–17 Australia committed over \$68 million in humanitarian funding to the crisis in Africa.

Extreme food insecurity has been exacerbated by protracted conflict, causing regional displacement on both accounts. The combination of these factors has led to the unprecedented nature of the crisis.³

COUNTRY CONTEXT

Ethiopia

In Ethiopia, the current drought hit the country before it could recover from the devastating effect of El Niño in 2015 and 2016 and more than 5.7 million people are in urgent need, suffering from hunger, acute malnutrition and severe water shortages in the worst-hit parts of the country. Ethiopia currently hosts more than 800,000 refugees, predominantly from South Sudan and Somalia.

Kenva

The Government of Kenya declared the ongoing drought a national disaster in February 2017.⁴ The drought has led to widespread crop failure, acute water shortages and declining animal productivity which have had a devastating impact of food security and nutrition conditions, and which have exhausted people's capacity to cope with another shock. There are also increasing reports of disease outbreaks and conflict as a result of displacement and water shortages.

South Sudan

Severe drought, a three-year civil war and economic collapse collided to form a state of famine in parts of South Sudan in 2017, a country in which child health statistics are already among the worst in the world. Over one million people face starvation, including 345,000 children, who have been the hardest hit. Nearly six million people require emergency food assistance and deaths are currently recorded every day due to severe acute malnutrition and related illnesses.

Uganda

With thousands of new arrivals seeking refuge in Uganda every day, South Sudan is now Africa's largest refugee crisis and the world's third after Syria and Afghanistan—with less attention and chronic levels of underfunding. In addition to food insecurity in the country itself, Uganda has borne the brunt of this regional displacement and currently hosts approximately 1.25 million refugees, more than half of which are children. Over 200,000 people have also fled to Uganda from the Democratic Republic of the Congo.

REDR AUSTRALIA IN EAST AFRICA

Since 2012, with the support of the Australian Government and predominantly through the Standby Partnership Programme (SBPP), RedR Australia has deployed 44 technical experts (representing 247 deployment months) to seven United Nations agencies across Ethiopia (19), South Sudan (18), Kenya (4) and Uganda (3). At the time of monitoring in mid–2017, RedR had six deployees in the field in all four countries, supporting WHO, WFP, UNICEF and FAO.

Whilst RedR's current geographic priority areas are the Asia Pacific and Middle East regions, the organisation is committed to responding to emerging humanitarian needs and the requests of our partners. The extent of the humanitarian crisis in East Africa, coupled with the relevant technical expertise and regional experience of our roster members, has enabled RedR Australia to support the crisis in the following areas: emergency response, prioritising preparedness and building resilience.



MISSION PURPOSE AND SCOPE

The primary purpose of this field monitoring mission was to monitor RedR Australia deployments to UN operations in Ethiopia, Kenya and Uganda (excl. South Sudan) in mid-2017, with the specific objective of understanding the extent to which deployees have enhanced the capacity of RedR's UN partners. At the same time, RedR staff monitored the wellbeing of deployees in the field and reported back on findings related to duty of care.

As the humanitarian crisis in the region is likely to worsen throughout 2017, the mission also provided an opportunity for RedR to gain a better understanding of the current and future needs of our partner agencies and to relay this learning both within RedR and more broadly among humanitarian actors in Australia.

The mission was undertaken by RedR's MEAL Adviser, Kylie Harrington, and International Program Officer, Maria Beltran and was guided by an EAMM Interview Results Matrix and tailored Interview Guides. Owing to security considerations at the time, South Sudan was not included in the mission.

OBJECTIVES

- Determine the contribution of RedR deployments to partner UN agencies in support of the current humanitarian crisis in East Africa.
- **2** Identify current and projected capacity gaps within RedR's UN partners in the region.
- **3** Identify lessons learned to improve the overall effectiveness and impact of deployments, as well as strengthen RedR's partnerships in the region.
- **4** Share the above findings, with appropriate recommendations, across RedR's networks and with Australian humanitarian partners.

METHODOLOGY

Australian Government, UN and Standby Partner representatives were invited to participate and WHO headquarters in Geneva agreed to join and host the mission in Ethiopia (see section 8 for an overview of this aspect of the mission). The monitoring team sought to connect with Australian humanitarian NGOs operating in the region to look for opportunities for cross-agency learning, however this was not possible due to scheduling constraints. It is envisaged that such collaboration will be prioritised for future monitoring missions.

EAMM INTERVIEW PARTICIPANTS

A full list of EAMM interview participants is available at the end of this report (see section 9). As a snapshot, however, the monitoring team interviewed deployees and representatives from the following agencies/organisations:

Kenya

- UNICEF, WHO, WFP, UNHCR, FAO
- Government of Kenya Department of Children's Services
- ECHO European Civil Protection and Humanitarian Aid Operations
- Australian High Commission Nairobi

Uganda

• FAO, UNHCR, WFP

Ethiopia

- · FAO, WHO, OCHA, UNICEF
- Government of Ethiopia Regional Health Bureau
- Australian Embassy Addis Ababa

World Health Organization The **Standby Partnership Programme** (SBPP) provides surge capacity support to UN agencies responding to humanitarian emergencies through the secondment of gratis or in-kind 'experts on mission' by external Standby Partner organisations. RedR Australia is the only UN Standby Partner in the Southern Hemisphere. The partners include government, nongovernmental organisations (NGOs), and donors. Each partner maintains redr australia Memoranda of Understanding (MoUs) with UN agencies to provide personnel which fill critical gaps in their staffing needs for emergency operations. Currently there are over 45 partners and 14 UN agencies within the SBP.

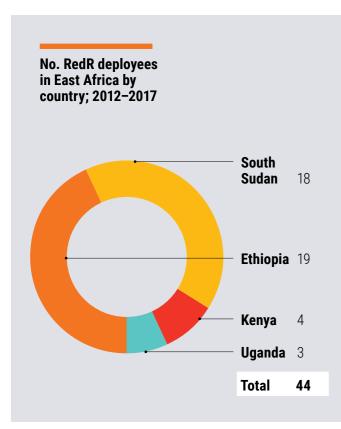
REDR PROGRAM OVERVIEW

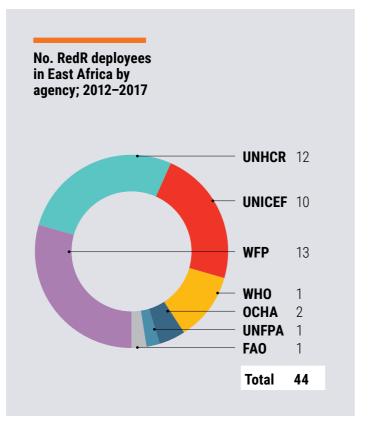
Since 2012, RedR Australia has deployed **44** technical experts (representing **247** deployment months) to **seven** United Nations agencies across Ethiopia (19), South Sudan (18), Kenya (4) and Uganda (3). In June 2017, RedR had **six** technical experts in the field across a range of sectors in all four countries, supporting WHO, WFP, UNICEF and FAO.

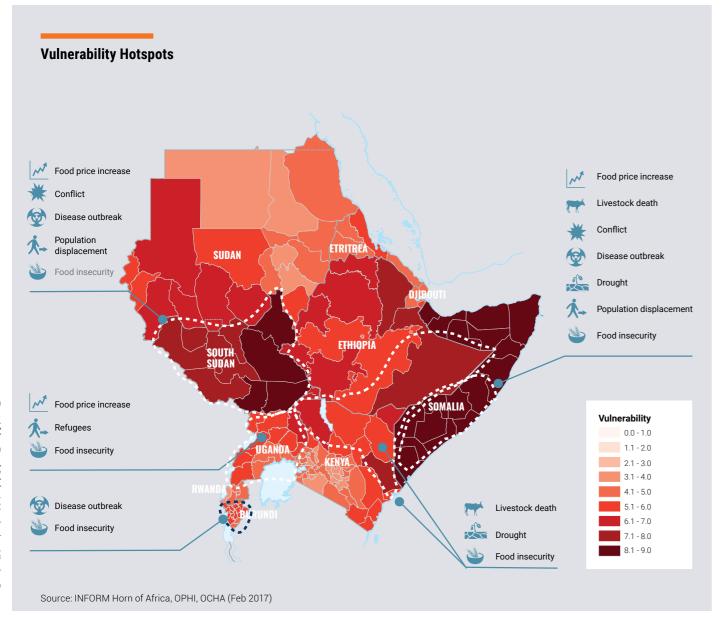


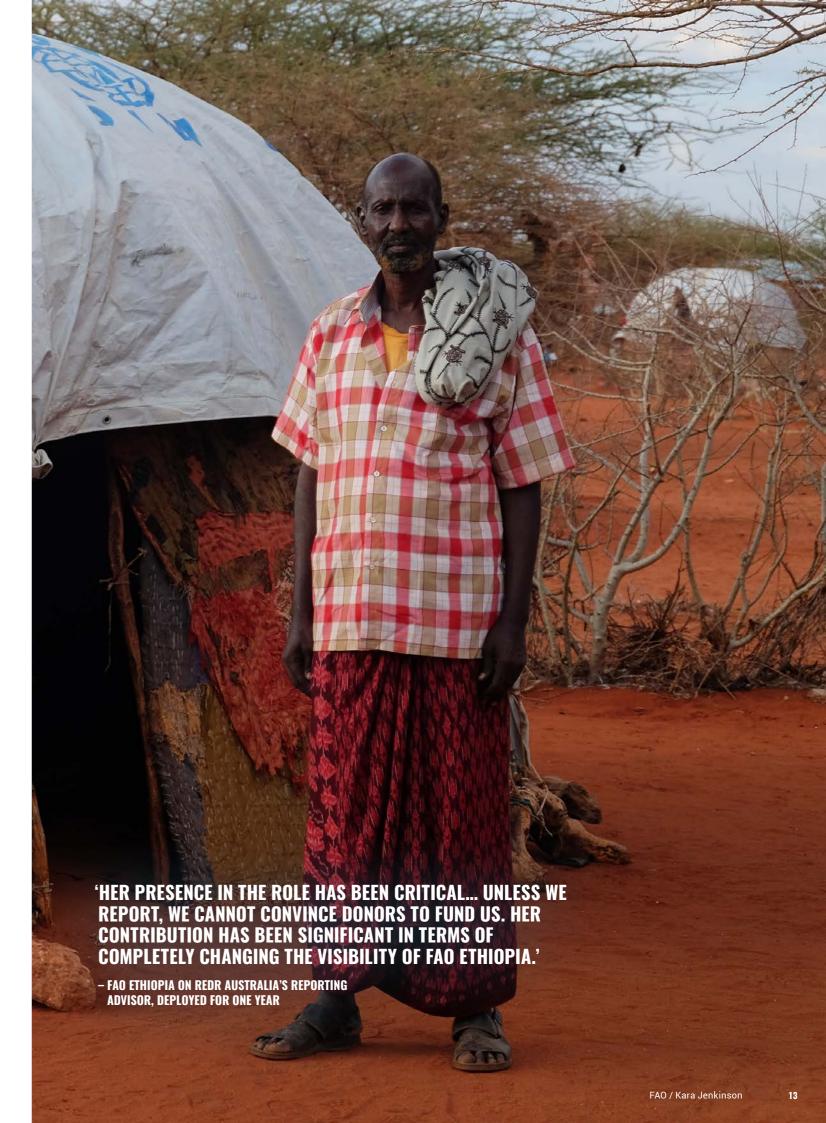
RedR Australia Deployments To East Africa Since 2012

| COUNTRY | UN AGENCY | ROLE | MONTHS | DUTY STATION |
|-------------|-----------|--|--------|----------------|
| Ethiopia | WHO | Sub-National Health Cluster Coordinator | 3 | Addis Ababa |
| Kenya | WHO | Resource Mobilisation Officer | 3 | Nairobi |
| South Sudan | WHO | Health Cluster Coordinator | 3 | Juba |
| Kenya | UNICEF | CPiE IM Specialist | 3 | Nairobi |
| Ethiopia | FAO | Reporting Advisor | 9 | Addis Ababa |
| Uganda | WFP | Protection and Gender Advisor | 12 | Kampala |
| Ethiopia | WFP | Electrical Engineer | 6 | Gambella |
| Ethiopia | WFP | Logistics Specialist | 5 | Addis Ababa |
| Ethiopia | WHO | Sub-National Health Cluster Coordinator | 3 | Roaming |
| Ethiopia | UNICEF | Logistics Specialist | 7 | Addis Ababa |
| Ethiopia | WHO | Logistics Officer | 5 | Addis Ababa |
| South Sudan | UNFPA | Gender Based Violence Roving Coordinator | 4 | Juba |
| Ethiopia | WFP | Electrical Engineering Technician | 1 | Gambella |
| Ethiopia | UNICEF | WASH Information Management Officer | 6 | Addis Ababa |
| Ethiopia | UNHCR | Associate Protection Officer | 5 | Shire |
| South Sudan | WFP | Emergency Response Coordinator | 6 | Juba |
| Ethiopia | UNICEF | Logistics Expert | 3 | Addis Ababa |
| Uganda | UNICEF | Child Protection Specialist | 13 | Kampala |
| Ethiopia | UNHCR | Emergency Nutrition and Food Security Officer | 3 | Gambella |
| South Sudan | UNICEF | Special Assistant to the Representative | 7 | Juba |
| South Sudan | UNICEF | Logisctics Officer | 3 | Juba |
| South Sudan | OCHA | Humanitarian Affairs Officer (CM-Coord) | 7 | Juba |
| Uganda | UNHCR | Physical Site Planner | 3 | Bundibugyo |
| Ethiopia | OCHA | Humanitarian Affairs Officer | 4 | Addis Ababa |
| Ethiopia | WFP | Engineer | 3 | Addis Ababa |
| South Sudan | UNHCR | Protection Officer | 10 | Aweil |
| South Sudan | UNHCR | Logistics Officer | 4 | Maban |
| South Sudan | UNICEF | Logisitics Specialist | 6 | Rumbek |
| Kenya | WFP | Lead Engineer | 4 | Nairobi |
| South Sudan | UNICEF | Policy Analyst | 10 | Juba |
| South Sudan | UNHCR | Physical Planner and Shelter Coordinator | 6 | Maban |
| South Sudan | UNHCR | Physical Planner and Shelter Coordinator | 7 | Maban |
| Kenya | WFP | Regional Emergency Preparedness Officer | 7 | Nairobi |
| South Sudan | UNHCR | WASH Expert | 7 | Juba |
| Ethiopia | UNHCR | Child Protection Officer | 10 | Shire |
| Ethiopia | WFP | Logistics Officer | 4 | Gambella |
| South Sudan | WFP | Logistics Officer | 9 | Juba |
| South Sudan | WFP | Logistics IMO | 4 | Juba |
| Ethiopia | UNICEF | Emergency Coordinator | 6 | Assosa |
| Ethiopia | WFP | Engineer Road Building/Construction | 7 | Addis Ababa |
| South Sudan | WFP | ICT Officer | 10 | Bentiu |
| South Sudan | UNHCR | Field Safety Advisor | 3 | Juba |
| South Sudan | UNHCR | WASH Expert | 3 | Juba |
| Ethiopia | UNHCR | Supply Officer Technical Shelter Project | 3 | Assosa |
| Total | | | | 44 Deployments |









KEY FINDINGS AND RECOMMENDATIONS

KEY FINDINGS

1 Chronic and acute under-resourcing across all of RedR's UN partner agencies.

This is severely inhibiting our partners' capacity to respond effectively. Compounding this is the fact that current emergencies are protracted in nature, exacerbated by weakened systems over a number of years and concurrent emergencies. One agency representative described the situation in his country of operation as 'an emergency within an emergency'.

RedR should continue to monitor the humanitarian situation in East Africa and seek additional funding and support where possible.

RECOMMENDATIONS

2 UN agency representatives were overwhelmingly positive about the contribution of RedR deployees to the current humanitarian crisis in East Africa.

This contribution comes at a crucial time, given the compounding nature of multiple emergencies affecting the broader region simultaneously and the impact this is having on the capacity of RedR's UN partners to respond. Donor funding remains far below what is required for 2017.

The combination of local and international expertise is essential; when our national staff link up with the international experience that your deployees bring, it dramatically increases our overall capacity.

— FAO Ethiopia

RedR should continue to assess partner requests for deployments in the region, and seek to prioritise requests that are in line with the mission findings outlined in this report.

- 3 Agency consensus on the impressive technical and field experience of deployees, in particular their focus on mentoring and capacity building of national staff, and their strategic guidance on emergency preparedness. [Please see section 7.3 of this report, which details specific deployment outcomes and significant achievements.]
- a UN agency representatives commented on the unique position deployees occupy, whereby they are embedded in the agency but able to bring an outsider's perspective, using their diverse experience from other emergency contexts to challenge usual ways of operating, champion good practice initiatives and create space for innovation.
- b Agencies cited clear evidence of deployees transferring technical skills and knowledge beyond national staff to include implementing partners, ministry and regional-level government representatives. This was especially evident where deployees had the *reach and ability* to engage with a wider network of partners in the course of their work.
- c Beyond transferring technical knowledge and skills to individuals, there was strong evidence that deployees strengthened capacity at the institutional level through drafting national level strategic plans, and through the development of critical tools that will be utilised by a range of humanitarian actors for the emergency response.

RedR should continue to maintain a rigorous vetting process of prospective roster members to ensure quality of personnel.

Deployees brought particular focus to emergency preparedness in their agencies; RedR should continue to seek ways to enhance and promote the expertise of humanitarian roster members through professional development opportunities, including expanding training on effective approaches to capacity development and emergency preparedness, in particular.

KEY FINDINGS

4 UN agency representatives commended the speed with which RedR can deploy specialists to emergencies, however they outlined that in some contexts the deployment length should be extended to improve sustainability of outcomes.

Agencies conceded that there was much value in receiving short term surge capacity to enhance emergency response efforts—and to provide relief and support to over-burdened national staff. However, there was a preference towards longer deployments to ensure the deployee can dedicate sufficient time to project implementation and oversight.

It's not easy for surge staff to quickly understand the country and emergency context. It takes some time to get integrated.

— FAO Ethiopia.

RECOMMENDATIONS

Where there is a particular focus on emergency preparedness and capacity development outcomes, RedR should seek to support a strategic mix of short (typically three months) and long-term deployments (six months or longer).

5 Inconsistent agency support to deployees during pre-deployment process and on arrival.

EAMM interviews consistently revealed that agencies expect deployees to 'hit the ground running', however certain conditions need to exist for deployees to be able to do this; namely that they are adequately prepared and well-supported on arrival and during their agency orientation

The working environment and conditions were sometimes challenging for deployees as support from supervisors and agency staff was described as inconsistent. This manifested in either a lack of leadership, support or guidance from direct supervisors. Some deployees felt that administrative staff provided insufficient support to arrange the necessary ICT resources and equipment for them to be productive members of staff, particularly for an emergency response. Deployees felt that whilst the resources they requested were perceived to be important, provision of them was not deemed as urgent or the office did not have the capacity to provide them in a timely manner.

RedR should develop a brief, easily digestible communications product to clearly set out the roles and responsibilities of the four parties; RedR, the deployee, agency headquarters, and country office. This should be distributed to all (including country office administrative staff) for each deployment.

RedR should identify where gaps exist in agencies' ability to support deployees, specifically at the country office level, and ensure that:

- i RedR's experience of country office capacity to support deployees is well documented.
- ii RedR's support is tailored, and aims to address identified capacity gaps in the agency/country office.

6 Mixed deployee understanding of emergency or agency context.

For some agency representatives, there was concern that deployees were slow to integrate into the agency or response. With resources already stretched, these agencies had limited capacity to provide context and guidance.

Settling in is very difficult, sometimes they haven't had the experience in the agency or understand the culture of the UN and they struggle with the context in the country... but we also recognise that sometimes more time can be invested in supporting their integration into the country.

— WHO Ethiopia.

RedR should use its strong relationships to facilitate greater pre-deployment communication between deployees, RedR's wider network and agencies, and in particular with UN country offices.



KEY FINDINGS

7 Lack of agency capacity to adequately support child protection, gender and disability inclusion.

With the exception of two deployments that had a specific protection and/ or gender mandate, there was limited evidence of deployees being able to contribute towards broader protection outcomes. Given the chronic capacity gaps, country offices are often focused almost exclusively on their operational mandate (food distribution, basic emergency response), with limited understanding of how gender, child protection and disability inclusion should be considered in existing programming.

In terms of disability, it often comes as an afterthought. I have managed to get it into the KIRA (Kenya Initial Rapid Assessment) tool at least.

— RedR Deployee

8 The critical human resource needs of each agency were broad, however there were two distinct types of roles requested.

These can generally be categorised as more 'traditional' roles (WASH Specialist for UNICEF, Shelter Specialist for UNHCR) and other roles that tend to be less mandate-specific and can bring greater coherence and visibility to the emergency (Coordination, Resource Mobilisation, Information Management, Communications, M&E); interviews revealed that agencies particularly lack capacity in the latter category. The need for people with expertise in preparedness and cash transfer programming (and in particular, monitoring of cash programming) was also a consistent theme

Coordination skills are really lacking and we need it; it's the missing element. People don't see the relevance of it until they see the outcomes of effective coordination in an emergency.

We need the kind of skills that you don't get in school or university. I call them 'reaching out' skills. We have a lot of technical people here but those broader communication skills, project management, strategy, ensuring we have a coherent message and disseminate information, bringing visibility to FAO; we don't do that well.

Interpersonal skills are absolutely critical. In many offices, communications, coordination, M&E and resource mobilisation are generally ignored or in some way neglected and yet these are the roles that make you visible! That gets you more funds, and that makes you more effective.

— FAO Ethiopia

RECOMMENDATIONS

Provide further training on effective approaches to protection (child protection, gender and disability inclusion and protection of other vulnerable groups) and brief deployees on how they can introduce these through their work.

RedR could share practice notes and case studies that exemplify where past deployees have done this successfully.

RedR can actively seek to expand the roster to include more Coordination, Information Management, Communications and Monitoring and Evaluation Specialist

Increased roster profiles in Cash and Emergency Preparedness could also be prioritised.

9 Joint monitoring clearly adds value: WHO and RedR's experience in Somali region, Ethiopia.

The joint monitoring mission between WHO and RedR not only provided both parties an opportunity to understand the emergency context and the impact of RedR deployments in Ethiopia, but also to understand the emerging space that WHO occupies in emergencies. RedR was able to see first-hand the key role WHO is playing to address the Acute Watery Diarrhoea (AWD) outbreak and how this work fits into the ongoing drought and humanitarian response in Ethiopia.

The Somali region visit exposed the field-level complexities of the emergency response such as effective coordination, funding restrictions, security concerns, and identification of reliable and consistent surge capacity. This exposure will assist headquarter staff from both RedR and WHO to further understand the issues Standby Personnel face during deployments, and determine how these can be addressed together. Through spending a week on the ground together, the two organisations became more familiar with each other's capacities, priorities, needs and challenges, which will enable the partnership to be even more productive moving forward.

Both WHO and RedR representatives regard the joint monitoring aspect of the mission in Ethiopia as particularly valuable and agree such collaboration should be prioritised in future.

Further, it would be beneficial for joint missions to constitute multiple partners and UN agencies across the Standby Partnership in a single country or region, the most recent example of which took place in 2012.

MISSION FINDINGS

7.1 VALUE OF REDR DEPLOYMENTS

UN agency representatives were overwhelmingly positive about the contribution of RedR deployees to the current crisis in East Africa. This contribution comes at a crucial time, given the compounding nature of multiple emergencies affecting the broader region simultaneously and the impact this is having on the capacity of RedR's UN partners to respond. Donor funding is well below what is required and resources (incl. staffing) for most agencies are more stretched than they have been in recent years.

Overall, agency representatives pointed to the impressive technical and field experience of deployees, the speed with which RedR can deploy, deployees' focus on mentoring and capacity building of national staff, and their strategic guidance on preparedness in particular. They also commented on the unique position deployees occupy, whereby they are embedded in the agency but able to bring an outsider's perspective, using their diverse experience from other emergency contexts to challenge usual ways of operating and champion good practice initiatives. A sample of UN agency comments from EAMM monitoring are captured below:

RedR is generally very quick to deploy, with the usual delays in terms of visas and administration. Overall the quality of your nominations are particularly good.

— WHO Geneva

We need strong technical and field experience, which your deployees have.

- UNICEF Kenya

Some technical experts have managed to perform exceptionally well despite having just arrived and not necessarily knowing the specifics of the agency or the country office.

— UNHCR Uganda

For us to respond, we have to be ready. The country has to be ready. So we are putting increasing focus on preparedness and RedR deployees have this expertise, which WHO doesn't generally have.

- WHO Ethiopia.

Your deployees have an ability to... hit the ground running.

- UNHCR Uganda

Our hiring processes are slow and this makes it very difficult for us to respond during an emergency. Surge staff are really valued for the speed with which they can deploy.

— FAO Uganda

'COORDINATION SKILLS ARE REALLY LACKING AND WE NEED IT; IT'S THE MISSING ELEMENT. PEOPLE DON'T SEE THE RELEVANCE OF IT UNTIL THEY SEE THE OUTCOMES OF EFFECTIVE COORDINATION IN AN EMERGENCY.'

- WHO ETHIOPIA







Photo: RedR Australia / Kylie Harrington

7.2 CRITICAL GAPS THAT DEPLOYEES HAVE ADDRESSED

 RedR Australia deployees transferred technical skills and knowledge (such as Child Protection in Emergencies (CPiE), gender and protection) to local staff, implementing partners and other national actors. They led the development of tools and reporting in areas such as information management, accountability to donors and affected populations. RedR Australia deployees also drafted national and organisational protection strategies which had either been developed and not implemented prior to the deployee's arrival, or not developed at all.

[The deployee] took great initiative in developing key tools for improved CPiE data collection and response. She also took the lead in the mapping exercise, which in itself is encouraging partner organisations to enhance child protection in emergency coordination.

 UNICEF Kenya on RedR Child Protection in Emergencies Information Management Specialist. With [RedR Protection and Gender Advisor], WFP's representation in Ugandan inter-agency forums on gender and protection, as well as our bilateral coordination with other actors has been strengthened.

- WFP Uganda
- Created standard operating procedures and policies that provided the framework for the implementation of response plans, and established guidelines for best practice.
- Provided an external lens to the emergency and brought in their own experience and skills from other emergencies and contexts. This different way of thinking and approach to each new emergency created space for innovation in current practices and approaches.

Coordination, IM and capacity development.
Bringing in innovation....that's where [the deployee's] contribution comes in.

— UNICEF Kenya

Expertise, competence and professionalism. RedR deployees are experienced and highly competent professionals.

WFP Kenya

Coordination and resource mobilisation are key gaps that RedR deployees fill.

- WHO Ethiopia

7.3 SIGNIFICANT DEPLOYMENT ACHIEVEMENTS

Child Protection in Emergencies (CPiE) Information Management Specialist, UNICEF Kenya: The deployee's contribution extended beyond her specific role as she undertook much of the coordination between UNICEF, the national and county-level governments and other stakeholders. Further, her experience in implementing child protection structures and programmes, in addition to her training and capacity building in workshops within the CPiEWG, were integral to establishing an effective CPiE for UNICEF response in Kenya.

Her achievements include the mapping, the 5Ws, data management and collection that we didn't have previously. The sustainability that her coordination brings is important too... there are child protection structures in place now...we lacked the expertise to initiate this until she came here.

- UNICEF Kenya

Reporting Adviser, FAO Ethiopia: Timely and accurate reporting was fundamental to enhancing FAO Ethiopia's ability to mobilise and communicate to donors their needs for this crisis. Despite the considerable capacity issues faced by FAO Ethiopia, the deployee demonstrated the ability to engage effectively with external offices, drawing from them the key information and data necessary for each report. Finally, her experience and professionalism in communicating with other offices was instrumental in guiding her FAO colleagues on best practice when completing timely and accurate reporting.

[The deployee's] presence in the role has been critical... unless we report, we cannot convince donors to fund us. Quality and timely reporting is critical....Because of the quality of the reporting that she has produced, we have seen an improvement in donor interest. Her contribution has been significant in terms of completely changing the visibility of FAO Ethiopia.

- FAO Ethiopia
- Protection and Gender Adviser, WFP Uganda:
 The deployee modelled best practice by
 'doing'. She also built capacity beyond WFP
 in Kampala by working closely with several
 field-level offices and with WFP's main
 implementing partner, World Vision. By
 demonstrating how to better engage with
 communities pre, during and post food
 distribution, safety was improved for both
 the local communities and staff.
- Further, through her drafting of the WFP Uganda Country Office Gender Action Plan 2017–2021 (CGAP), the deployee

successfully introduced gender issues into the WFP Uganda Country Strategic Plan. The CGAP is an interim action plan that will inform much of the development of the Country Strategic Plan, in that gender transformative programming will now be a part of the agenda and mainstreamed throughout the programme.

I developed WFP Uganda's first ever National Gender Action Plan (GAP). The process of designing the GAP (consultations, workshops and drafting) presented many teachable and capacity transfer opportunities on strengthened gender transformative programming. This was particularly the case for the management level staff, who shape the transformative agenda. The country office now has a 5-year strategy for gender which is ambitious and provides guidance on institutional and programmatic methods to support gender equality. For beneficiaries, this will result in more relevant programming and interventions based on a firm understanding of the opportunities, capacities and challenges faced by women, men, girls and boys.

RedR deployee

Another of her key achievements....not only was the CGAP completed and widely discussed, but [the deployee's] contribution to the Uganda Country Strategic Plan 2018–2022 was instrumental in having protection and gender considered throughout the document.

- WFP Uganda

Logistics Officer, WHO Ethiopia: During his deployment to WHO Ethiopia in 2016, when the country was suffering from the effects of a catastrophic drought, the deployee successfully re-organised delivery systems in the Country Office's warehousing facility. A temporary warehouse was set up during this interim period whilst the country office warehouse was being overhauled, and in this period his expertise and experience was integral to developing the new delivery system, training key staff, and ensuring the overall logistics operations of WHO Ethiopia were streamlined and managed in accordance with best practice.

Today our storekeeper is in a better position to handle huge amounts of stock coming in and to maintain the movement of stock coming in and out, based on the tools your deployee developed.

- WHO Ethiopia

[The deployee] was an outstanding staff member...in terms of capacity building, he helped us to get a clear understanding of what was needed in our logistics operations. Our staff members learnt a lot, there was a real change in their professional behaviour...I think this was his touch.

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- WHO Ethiopia.

7.4 EVIDENCE OF CAPACITY STRENGTHENING

Where possible, deployees made significant effort to strengthen the capacity of local staff within agencies, implementing partners and with government counterparts. This was largely achieved, especially where deployees had the reach and ability to engage with a wider network of partners with whom they could share their expertise. Three deployees in particular developed very strong connections with colleagues who are now able to continue building on the work developed by RedR deployees, in addition to sharing these skills with other staff members.

 RedR Protection and Gender Advisor with WFP Uganda: Food distributions have changed completely in Bidi Bidi, Uganda (currently the world's largest refugee camp) as the way in which the agency and implementing partner communicates with local communities during and prior to distribution has reduced the level of violence and tension during the distributions. As a result of this 12 month deployment, there is now significantly more sensitive engagement with communities and their leaders.

[I have delivered] training with World Vision to improve their systems and SOPs. Pre-distribution sensitisation that eases crowd tensions during the distribution and strengthens engagement with communities and their leaders.

RedR deployee

• Child Protection in Emergencies Information Management Specialist, UNICEF Kenya: The deployee trained 117 UNICEF national staff in Child Protection in Emergencies minimum standards and response plans. Further, she provided technical guidance by reviewing the CPiEWG Terms of Reference, Draft Child Protection in Emergency Preparedness and Response Plan, Election Preparedness Plan, and Prepositioning Supplies Plan, which was instrumental in strengthening the Department of Children's Services role as working group lead, and UNICEF as WG co-lead. Her deployment is a prime example of successful capacity development and harmonisation between the government and agencies.

The tools she created have directly added value to the capacity of the response, but not necessarily individuals. I actually think the impact is greater because of this, because the tool is there now not only for UNICEF but for others involved in the response too.

• Reporting Advisor, FAO Ethiopia: Through her thorough investigative work in the collection of data from regional offices, in addition to her close collaboration with staff in these offices, the deployee demonstrated how best to undertake meaningful and timely reporting. By pushing and guiding regional office staff on what information to collect and how best to present this, she improved the overall standards to be expected from all offices so that they could more accurately represent — and therefore advocate for — FAO programming in Ethiopia.

She worked directly with the National Reporting Officer and with our relevant technical experts. Knowledge transfer and involvement by staff in new initiatives has been excellent and it is likely that this will be maintained in the organisation.

- FAO Ethiopia.

UNICEF Kenya

'THE CHILD PROTECTION IN EMERGENCIES TOOLS SHE CREATED HAVE DIRECTLY ADDED VALUE TO THE CAPACITY OF THE RESPONSE... AND THE IMPACT IS GREATER BECAUSE THE TOOL IS NOW THERE NOT ONLY FOR UNICEF BUT FOR OTHERS INVOLVED IN THE RESPONSE TOO.'

- UNICEF KENYA

7.5 UN AGENCIES' ABILITY TO PROVIDE ADEQUATE SUPPORT AND RESOURCES

The support provided to deployees by agencies could be strengthened as a number of deployees were required to utilise their own resources to maintain work functionality. Examples of this include having to provide their own mobile phones and call credit, being issued with outdated and slow computers which affected their ability to work, and dealing with ongoing internet connection issues that prevented their ability to work altogether.

Some deployees felt that administrative staff were often not helpful in arranging the necessary ICT support and equipment for them to be productive members of staff, particularly for an emergency response. Lack of administrative support at country level was a topic often brought up by deployees with limited resolution. It was apparent that whilst the resources deployees requested were understood to be important, provision of them was not deemed as urgent or the office did not have the capacity to provide the resources.

The working environment and conditions were also challenging as support from supervisors and agency staff was not always consistent.

This manifested in either a lack of leadership, support, or understanding from direct supervisors about the work they were doing, despite the fact that the deployment Terms of Reference was generated by their office. Further, in some instances, there was no material upon which newly arrived deployees could continue or build on, as previously completed work was not available. This was not the norm however, and such issues only occurred in offices that were acutely under-resourced.

I need to take the initiative to keep moving to get what needs to get done, done [without her supervisor].

RedR deployee

For agencies, there was concern that some deployees arrived in the field unprepared and were considered slow to integrate into the agency or response. With resources already stretched, the agencies were limited with the level of assistance and guidance they could offer but there was still the expectation that deployees be prepared to 'hit the ground running' on arrival.

Sometimes settling in is very difficult, sometimes they haven't had the experience in the agency or understand the culture of the UN and they struggle with the context in the country...but we recognise that sometimes more time can be invested in supporting their integration into the country.

WHO Ethiopia.

Key partners gather for an emergency health cluster coordination meeting in Somali Region, Ethiopia. Photo: RedR Australia



7.6 CHALLENGES AND RECOMMENDATIONS

The EAMM found that the challenges of emergency deployments principally related to the sustainability of some deployment outcomes, the unique status of deployees in the agency and country and the challenges of short-term (three month) deployments.

When there is a specific gap for an emergency, you need to fill that gap quickly. It's a 'point in time' thing. But when you see a chronic problem and you try to solve it with a short-term instrument, that's not going to be the right solution.

- FAO Uganda

The status of RedR deployees can be a challenge because they are not technically staff, so the government says 'What are deployees? [They] don't have an actual contract with the UN?' and they frown upon this. So this means we need to strengthen those relationships to facilitate the process.

— UNHCR Kenva.

The problem with short-term deployments is that deployees come and support and we really start learning together, and then they leave. So the progress is interrupted and you go back. So we should all think about what we can do to sustain their experience in a better way.

- FAO Ethiopia.

The challenges identified can be addressed collectively as a means to strengthen RedR's contribution to the humanitarian crisis in East Africa. Greater advocacy for and promotion of the Standby Partnership Programme is needed, firstly, to establish the role of Standby Partners within the broader emergency response and to better support RedR's deployees to integrate within their host agencies. In discussions with deployees, UN agencies and external humanitarian partners, it was evident that more can be done to provide greater clarity for all parties (RedR, deployee, and UN host agency – at both headquarter and country office level) regarding the Standby Partnership mechanism and the roles and responsibilities of each party, particularly at the level of individual deployments. This monitoring mission found that the deployment process could be strengthened in the following areas:

1 Increase context-relevant support during pre-deployment preparation

It was widely recognised by UN agency representatives and deployees that tight timeframes impacted the efficacy and success of short-term deployments, as deployees dedicated considerable time upon arrival to understand the context of the country, emergency, and the scope of their role. For three month deployments, once the initial administrative set-up and briefings were concluded in the first two weeks, it was not unusual for deployees to require another few weeks to become fully operational in their role. In effect, this leaves just four to six weeks remaining to fulfil the objectives of the TOR. MEAL reporting clearly reveals a direct correlation between a deployee's ability to integrate quickly into the emergency context, and deployment effectiveness.

A key factor in this response, but also in any response, is understanding thoroughly why this emergency has happened and why you have been deployed.

RedR deployee

2 Strengthen agency inductions for deployees

Each agency has its own mandate, unique culture, systems and processes. For deployees who have not worked in a particular agency before, it can be difficult to integrate without prior knowledge of how the agency (and in particular, the country office) operates. This can be confusing and time consuming, and is compounded by the fact that under-resourcing in a number of offices limits their ability to provide meaningful support to deployees when they need it most.

To counter this, RedR could facilitate greater communication between outgoing deployees with limited experience of the agency and roster members, staff and trainers who have that specific agency experience. This should be focused on practical learning and advice rather than an overview of mandate or operations.

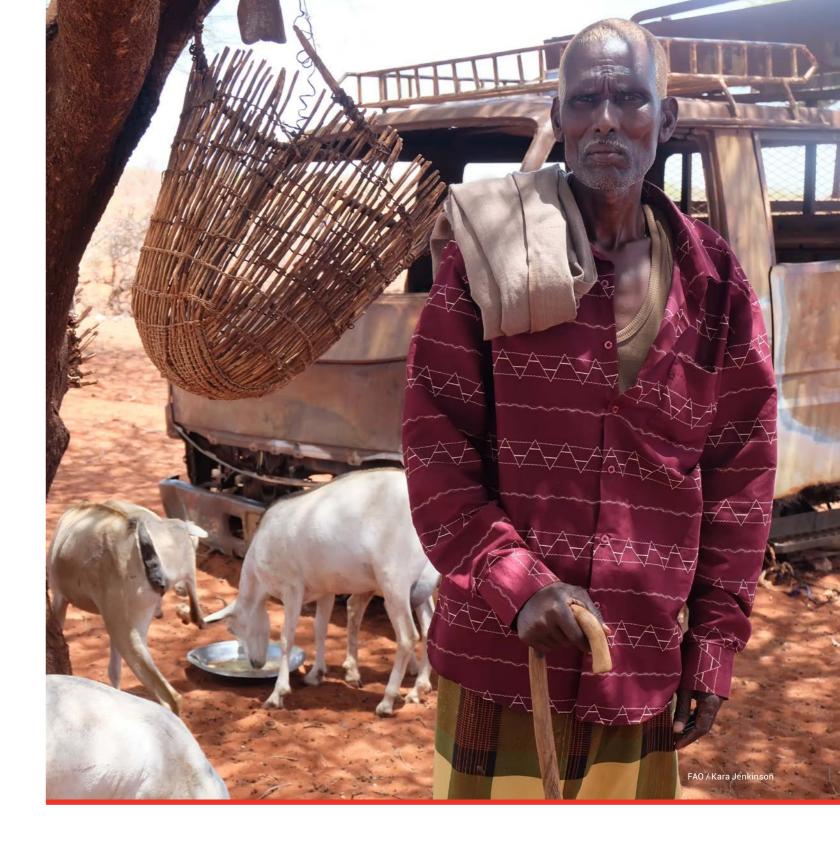
RedR could offer WFP specific training. The agency has very specific ways to do things and it's important to understand what WFP does. It is not a protection mandate agency, and so they don't look beyond operational and systems-based work. A WFP induction for deployees could help them to understand the systems of the agency, their mandate and reach, and approach.

We recognise that sometimes more time can be invested in supporting deployees' integration into the country. It would be helpful for us to do more briefings for deployees that

would greatly assist in managing their expectations and integration.

- WHO Ethiopia

RedR deployee



3 Develop a brief 'Roles and Responsibilities' product for all parties involved in the deployment

Given the turnover and movement of staff within each agency, there often isn't a clear understanding of the Standby Partnership mechanism and how it operates. EAMM interviews found that the deployee's role in the country office and the obligations, rights and expectations for both the deployee and the hosting agency, can often be misunderstood, leading to ambiguity on matters such as duty of care, insurance, travel and accommodation, and provision of administrative resources.

RedR should develop a brief, easily digestible communications product to clearly set out the roles and responsibilities of the four parties: RedR, the deployee, agency headquarters, and country office. This should be distributed to all (including country office administrative staff) for each deployment.

'THE CRUCIAL ISSUE IS WATER, AS ALWAYS. WE ARE OPENING REFUGEE SETTLEMENTS WITHOUT THE CAPACITY TO DO IT... THE GAPS THAT WE HAVE NOW DON'T EVEN BEGIN TO COVER THE UPCOMING CRISIS.'

- UNHCR UGANDA



7.7 CAPACITY NEEDS OF REDR'S PARTNERS

It is evident that RedR's UN agency partners in East Africa are over-stretched and under-resourced as a result of responding to multiple large-scale emergencies. Funding remains the most urgent need for all agencies. In the context of RedR's mandate, the critical human resource needs that were outlined by each agency were broad however there were two quite distinct types of roles frequently requested.

These can generally be categorised as those more traditional roles (WASH Specialist for UNICEF, Shelter Specialist for UNHCR) and other roles that tend to be less mandate-specific and can bring greater coherence and visibility to the emergency (Coordination, Resource Mobilisation, Information Management, Communications, M&E). The EAMM interviews revealed that our UN partners in East Africa particularly lack capacity in the latter. The need for people with expertise in preparedness activities and cash transfer programming (and in particular, monitoring of CTP) was also a consistent theme.

On the need for 'core' skills, aligned with agency mandate:

The crucial issue is water, as always. We are opening more refugee settlements without the capacity to do it... the gaps that we have now don't even begin to cover the upcoming crisis. For the next new settlement alone, we need Site Planning, WASH and Education.

— UNHCR Uganda

On needing people with 'reaching out skills', particularly in the critically under-resourced context of this emergency:

We need the kind of skills that you don't get in school or university. I call them 'reaching out' skills. We have a lot of technical people here but those broader communication skills—program management, strategy, ensuring we have a coherent message and disseminate information, bringing visibility to our agency; we don't do that well. In many agencies, communications, coordination, M&E and resource mobilisation are generally ignored or in some way neglected and yet these are the roles that make you visible! That gets you more funds and that makes you more effective.

FAO Ethiopia

Coordination skills are really lacking and we need it; it's the missing element. People don't see the relevance of it until they see the outcomes of effective coordination in an emergency.

— WHO Ethiopia



RedR Australia's East Africa Monitoring Mission team with representatives from WHO, UNICEF and Medecins Sans Frontieres in Somali Region, Ethiopia. Photo: WHO

On the opportunities and challenges of Cash Transfer Programming (CTP):

Cash-based transfers are one of the most powerful tools when there is a market that can be sustained. There's a portion of the cash that will go to support the economy. But there has to be a balance. Cash programs work much more effectively if they are integrated into other interventions.

FAO Kenya

The closing down of markets is affecting thousands of families here. Cash transfer programs are effective, of course, but not helpful when there is nothing to buy.

— UNHCR Kenya

There is so far limited monitoring and differentiation on the positive outcomes between beneficiaries of cash, and those who did not receive it. It seems the impact of cash ends as soon as the cash ends. So we need more monitoring and other more sustainable interventions running alongside CBT programs.

- FAO Uganda

On the need to prioritise preparedness in emergencies:

The preparedness side is key. To respond, we have to be ready. This is an aspect we need to prioritise in the future to make the country ready. I'm putting very strong officers in preparedness roles and we need to build that expertise. Standby Partners can really help us with this.

- WHO Ethiopia

[In addition to the current response], we need long term monitoring of climate change and agricultural practices for adaptability, resilience and sustainability. This will prove crucial.

– FAO Kenya

THE VALUE OF JOINT MONITORING





For the Ethiopia component of the mission, the monitoring team was joined by Louise Atkins, Technical Officer (Standby Partnerships) — Emergency Operations Department, WHO Geneva.

VALUE OF CONDUCTING JOINT MONITORING WHO AND REDR AUSTRALIA'S EXPERIENCE IN SOMALI REGION, ETHIOPIA

Both WHO and RedR representatives regard the joint monitoring aspect of the mission in Ethiopia as particularly valuable and agree such collaboration should be prioritised in future. Further, it would be beneficial for joint missions to constitute multiple partners and UN agencies across the Standby Partnership Programme.

The joint EAMM not only provided both parties an opportunity to understand the emergency context and the impact of RedR deployments in Ethiopia, it was an opportunity to strengthen the overall partnership between RedR Australia and the World Health Organization (WHO). Compared to other UN agencies, WHO is a relatively new UN partner to the Standby Partnership Programme, Furthermore, before the Ebola Virus Disease Outbreak in West Africa, Standby Partners traditionally supported humanitarian responses rather than specific health emergencies. Therefore WHO's role in emergencies, which has greatly evolved since the Ebola response, needs to be made clear to partners.

Through the joint monitoring mission in Ethiopia, RedR was able to see first-hand the key role WHO is playing to address the Acute Watery Diarrhoea (AWD) outbreak and how this work fits into the ongoing drought and humanitarian response. Through spending a week on the ground together, the two organisations were able to become more familiar with each other's capacities, priorities and needs, which will enable the partnership to be even more fruitful moving forward.

Were the objectives for the joint mission met?

Yes, for both WHO and RedR. The key objectives were that both parties further understood 1) the current emergency situation and challenges on the ground, 2) how RedR Australia deployments have contributed to the emergency response, and 3) how RedR Australia and WHO can work best together to effectively support the emergency needs of the country office in Ethiopia and beyond.

Informative meetings took place with a broad range of stakeholders during the mission which included key leadership and technical WHO staff working on the emergency response, regional health authorities, health partners, and donors. This provided a comprehensive overview of the emergency health needs and priorities from a broad range of perspectives, with particular focus on the current AWD response.

The Somali Region visit exposed the field-level complexities of an emergency response such as effective coordination, funding restrictions, security concerns, and identification of reliable and consistent surge capacity. This exposure will assist headquarter staff from both RedR Australia and WHO to further understand the issues Standby Personnel face during deployments, and how these can be addressed together.

During the mission, the important role that Standby Partners play in supporting WHO's emergency work was continually highlighted by WHO colleagues on the ground. Very positive feedback was received on the performance of a past RedR deployment that supported logistics at a crucial time.

WHO Ethiopia country office representatives indicated that further surge support is required from Standby Partners. They outlined that all surge deployees should understand the specific health priorities in emergencies, possess strong technical and interpersonal skills, and have the ability to work in challenging and unpredictable environments. It is also essential that deployments prioritise building local capacity to ensure their work can be continued post-deployment.

Given the complex emergency situation in Ethiopia with regards to not only the current life-saving drought and AWD response, but also the ongoing response needed to address the worsening livelihood situation, WHO requires continued support from Standby Partners. In addition to Ethiopia, the emergency needs in the region and beyond are currently vast. WHO does not have sufficient internal surge

capacity to meet the demands on the ground, therefore Standby Partners are crucial. During emergencies, WHO must continually monitor and adjust staffing to ensure the right skills are deployed at the right time to all emergencies. WHO outlined that 'having partners such as RedR Australia ready to support allows WHO to quickly get the right people to the field when it's needed'.

Recommendations to improve the way WHO and RedR work together

- Due to a short lead time, this mission was arranged with minimal joint planning. For any future missions, closer collaboration and joint objectives should be established at the initial planning stage.
- In addition to the formal deployee performance evaluation process, additional informal feedback is often shared between RedR and WHO on the success and challenges of deployments. This information could be collected through a more systematic joint debrief and/or evaluation process which would enable feedback to be better understood and addressed.
- WHO welcomes RedR's feedback on how the agency could improve its ability to effectively host and integrate deployees into WHO emergency responses, and a joint debrief/evaluation process that would allow both parties to capture this more effectively.
- To ensure that deployees are well equipped to support WHO's emergency work, RedR Australia and WHO should work more closely together to train and prepare deployees.

Representatives from RedR Australia and the World Health Organisation with UNICEF's Representative to Ethiopia, Ms. Gillian Mellsop in Jijiga, Ethiopia. Photo: RedR Australia



INTERVIEW PARTICIPANTS

| Agency / Organisation | Representative | Role | |
|---|----------------------|--|--|
| KENYA | | | |
| Monday 15 May | | | |
| UNICEF Kenya | Megan Wieczorek | RedR Deployee — CPiE Information Management Specialist | |
| | Jeanette Wijnants | Chief, Child Protection Section | |
| | Muhumed Dubow | Emergency Specialist | |
| | Rose Njagi | Emergency Specialist | |
| | Alexandra Gusarova | Regional Human Resources Manager | |
| Department of Children's Services | Kellen Karanu | Deputy Director of DCS | |
| (DCS) | Hellen Mafumbo | Senior Children's Officer | |
| WFP Regional Office | Farirai Chataurwa | Regional Human Resources Officer | |
| | Stella Atela | Senior Strategic HR Business Partner | |
| | Manmeet Kaur | External Partnerships Manager | |
| Tuesday 16 May | | | |
| ECHO — EU European Civil Protection and Humanitarian Aid Operations | Dr Imanol Berakoexta | ECHO Regional Health Expert | |
| WHO Kenya | Dr Rudi Eggers | WHO Representative Kenya | |
| Wednesday 17 May | | | |
| FAO Kenya | Rob Allport | Program Coordinator | |
| | Tito Arunga | Head of Unit (Agribusiness) | |
| Australian High Commission — | Jeremy Green | Deputy High Commissioner | |
| Kenya | Niamh Dobson | Second Secretary (Somalia/Humanitarian) | |
| UNHCR Kenya | Mimoza Kopaci | Administration and Finance Officer | |
| | Wella Kouyou | Deputy Representative | |
| | K. Offei Dei | Assistant Representative (Administration) | |
| | | | |

| Agency / Organisation | Representative | Role |
|--|-------------------------------|--|
| UGANDA | | |
| Thursday 18 May | | |
| FAO Uganda | Saboor Jawad | Food Security and Water Resources Officer |
| | Massimo Castiello | Deputy Country Representative |
| UNHCR Uganda | Jens Heseman | Emergency Coordinator |
| Friday 19 May | | |
| WFP Kampala | Tigest Sendaba | RedR Deployee — Protection and Gender Advisor |
| ETHIOPIA | | |
| Monday 22 May | | |
| FAO Ethiopia | Kara Jenkinson | RedR Deployee — Reporting Officer |
| | Hassen Ali | Assistant FAO Representative |
| | Alemu Manni | Surge Team Leader |
| WHO Ethiopia | Zabulon Yoti | Medical Officer — Epidemic and Pandemic Alert and Response |
| | Etienne Magloire Minkoulou | Technical Officer |
| Tuesday 23 May | | |
| WHO Ethiopia | Dianne Arnold | Human Resources Manager |
| | Pierre Lessimi | Cluster Coordinator |
| Wednesday 24 May | | |
| WHO Ethiopia | Dr Emmanuel Onuche Musa | Deputy Incident Manager |
| Regional Health Bureau — Jijiga, Ethiopia | Hassen Ismael Ali | ESR Health Bureau Head |
| Thursday 25 May | | |
| WHO Ethiopia | Mohamed Ugool | RedR Deployee — Sub-National Health Cluster Coordinator |
| OCHA Ethiopia | Max Bonnel | Humanitarian Coordination |
| Friday 26 May | | |
| Australian Embassy — Ethiopia | Elise Nalbandian | Senior Program Manager and Policy Analyst |
| | Hannah Gregory | First Secretary |

1St Africa Food Crisis | Monitoring Mission Repo

OUR UN PARTNERS

RedR Australia is the only United Nations Standby Partner in the Asia Pacific region. We have formal agreements with the following eleven UN agencies or entities:

- FAO
- IOM
- OCHA
- UN WOMEN
- UNDP
- UNFPA
- UNHCR
- UNICEF
- UNRWAWFP
- WHO

END NOTES

- 1 http://reliefweb.int/report/world/regionaloutlook-horn-africa-and-great-lakes-regionjanuary-march-2017
- 2 http://reliefweb.int/report/world/undersecretary-general-humanitarian-affairsand-emergency-relief-coordinatorstephen-7
- 3 OCHA, Eastern Africa Humanitarian Bulletin, April 2017: https://www. humanitarianresponse.info/en/operations/ eastern-africa
- 4 http://www.president.go.ke/2017/02/10/ government-declares-drought-a-nationaldisaster/
- 5 http://reliefweb.int/report/uganda/ new-refugee-settlement-opens-ugandathousands-south-sudanese-continue-fleeevery-day

'[REDR DEPLOYEE] WAS AN OUTSTANDING STAFF MEMBER... IN TERMS OF CAPACITY BUILDING, HE HELPED US TO GET A CLEAR UNDERSTANDING OF WHAT WAS NEEDED IN OUR LOGISTICS OPERATIONS. OUR STAFF MEMBERS LEARNT A LOT, THERE WAS A REAL CHANGE IN THEIR PROFESSIONAL BEHAVIOUR... I THINK THIS WAS HIS TOUCH.'

- WHO ETHIOPIA ON A REDR LOGISTICS OFFICER, DEPLOYED FOR FIVE MONTHS DURING THE 2016 DROUGHT EMERGENCY





55-61 Barry Street Carlton VIC 3053

www.redr.org.au



