

Evaluation of Wadi Salih Integrated Relief Project
January 2006 – December 2006

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Executive summary

The following report presents the findings of an independent evaluation of Tearfund's **Wadi Salih Integrated Relief Project** that was implemented between 1st January and 31st December 2006. This project was funded by BUZA and represents a continuation of Tearfund's humanitarian response to the needs in the Garsila and Deleige areas of West Darfur.

The evaluation was conducted by a multi-disciplinary team of three independent consultants. The field evaluation of the Wadi Salih project took place between the 1st and 5th March 2007. However, this was preceded by document reviews and discussions with Tearfund representatives in London and Khartoum and a debriefing with Khartoum managers between the 12 and 13th of March, including a visit to the Dutch Embassy. Meetings were also held with programme personnel in Nyala on the 6th March.

Background

Tearfund has been operational in the Wadi Salih locality since 2004 providing an integrated approach with a focus on the sectors of nutrition, food security, health promotion, water and sanitation and community development. The activities in 2006 focused on communities along the Southwest-Northeast geographical axis between Kordofan, Garsila and Deleige, in the region of Wadi Salih in West Darfur, Sudan. Eighteen communities were initially selected for intervention based on the following criteria:

- Communities who have permanently returned to their villages of origin, those who have recently returned, and those predicted to return in the near future.
- Equitably serve Arab, African, IDP and host communities.
- Continuing work with existing target communities where there are still unmet needs, and in new communities meeting the above criteria.

However, during 2006 the security situation in Wadi Salih has continued to deteriorate. Humanitarian access has decreased in the second half of 2006. Various security incidences involving local NGOs, including the serious incident involving the death of a Tearfund staff member, has limited movement and operational freedom. IDPs continue to congregate in the larger towns near to their areas of origin, putting an increasing strain on basic services and local resources. The hoped for large scale return of IDPs back to their home villages in Wadi Salih in the coming months is now unlikely.

Purpose of the evaluation

The purpose of the evaluation is to assess the appropriateness, relevance and impact of both planned and unplanned project interventions and produce recommendations for future operations. The evaluation concentrates on the project covering the period January – December 2006.

The main methods applied were key informant interviews, group discussions with beneficiaries and staff, observation and project documentation and secondary data review.

Findings

Overall, the programme has led to an improvement in the quality of life for members of at least 18 conflict affected communities within the Wadi Salih area of West Darfur. This has included improvements in both health and food security.

It is difficult to verify the actual impact on the health of these communities given the lack of reliable monitoring systems. However, the beneficiaries' own reports and the agency's KAP surveys indicate that there has been a significant change in both awareness of preventative health measures and a notable reduction in the incidence of diarrhoea over the past year. This

is mainly due to improved access to 'safer water', latrines and effective health and sanitation promotion. As such the programme is judged to have successfully addressed its goal.

The programme reports that 51,509 people directly benefited from at least one of the three sector programmes. Although, it was difficult to verify the accuracy of this overall total, the numbers of direct beneficiaries reached by each sector is more evident. The attributed scores regarding the evaluative categories such as effectiveness, impact and appropriateness are presented by sector in Table 1, on page v.

Health Promotion

The Health Promotion programme had the widest reach, covering the 18 communities and involving approximately 28,000 as regular attendees of the health clubs. These targeted women, children and latterly men. Health Promotion was also introduced into 11 of the local schools. However, the number of women attending regularly was below the numbers expected. Women's attendance was found to fluctuate during the year according to agricultural seasonal labour demands. However, the programme (positively) did include men, setting up health promotion activities within existing community level associations. This also included involving the religious leaders in discussions regarding issues such as HIV/AIDS. The main concern regarding the Health promotion was the failure to distribute mosquito sleeping nets. This was due to a failure on the part of the UN agency that had committed to provide these.

The Health Promotion content and dissemination methodology is considered appropriate and very effective. It appears to have achieved and surpassed the intended adoption of recommended health practices. Although the KAP survey indicated that more than the targeted 60% of the beneficiaries adopted at least two recommended preventative health practices, the sampling process used means that the survey results cannot be generalised reliably. However, they do give a strong indication of the impact.

However, the Health Promotion impact was frustrated to some extent by the lack of sleeping nets (*as mentioned above*), and to a lesser degree, latrines. It is difficult to adopt recommended behaviours if the basic elements that support that adoption are not available. The Health Promotion programme raised the demand for latrines to a level the planned watsan programme could not cover. This was particularly noted in the IDP camps. However, Tearfund is attempting to maintain the integration between the different sectors. They have also (start of 2007) bought their own supply of nets to be distributed before the next rains.

The maintenance of the Health Promotion process has been significantly enhanced by the inclusion of the health messages in the schools' curriculum within the area. This is seen to be one of the key methods of sustaining the educational process over time as it is doubtful if the current level of health club activity could be maintained beyond the end of Tearfund's involvement. A positive co-operation with the MoE has helped to facilitate this process.

Food Security

The Food Security programme provided seeds and tools to 5,000 households (an estimated 25,000 direct beneficiaries) across the 18 communities. This involved seed distributions (the principal one) for the main rains and a further one for those that had access to dry season vegetable gardens. This involved the introduction of some vegetable varieties that proved popular and profitable. Hand tools were provided to each participating household and a reported total of 70 donkey ploughs divided between the 18 communities.

The intention to establish 2 tree nurseries was not achieved. The reason for this was due to expected funding from the FAO not materialising and an attack on one of the agencies that was due to provide the saplings. The agricultural extension aspect of the food security project was considered weak. Although the personnel responsible for this sector were committed and hard working, Tearfund should have given much more attention and resources to the extension aspect if it was to form part of the food security enhancement strategy. As it is, it

appears to have had little influence. This tended to pull down the overall positive assessment of the intended food security initiative's effectiveness.

The Food Security programme was considered highly appropriate. However, the ability to benefit from the programme depended on access to land. Although the programme has successfully targeted the more vulnerable households, both stable and IDP, the most vulnerable do not have access to land. The donkey plough is considered a highly appropriate means of enabling the household to increase the land under cultivation. However, the extensive distribution of the limited number of donkey ploughs was inappropriate.

Farmers reported increased yields. Some claim that it was also down to the good rains that were experienced in 2006. However, it is clear that the vegetable seed varieties grown in the winter gardens led to an increase in household incomes via the sale of these products. Although, those that were able to use the donkey ploughs reported an increase in the areas normally cultivated, very few were able to take advantage. In fact at least one community leader refused to let the donkey plough be used for fear of the competition and strife the demand would create. Tearfund need to take into account the very short cultivation season and the limited area one donkey plough is capable of covering in this time. However, people have recognised the potential of the donkey plough and have started to buy them in the local market (previously these were not available.)

The programme has had a significant impact on the semi nomadic participants encouraging them to develop a greater reliance on agriculture, which in turn could threaten existing farmers.

The Food Security process has been efficiently implemented. The sustainability of the achievements gained will, to a large extent, dependent on farmers saving and building their own seed stocks over the projected 2 year life of the programme. Tearfund is also considering the promotion of community seed banks, though the evaluators expressed some caution in this respect.

Water and Sanitation

The Water and Sanitation (watsan) programme is considered to have been very effective. It covered 15 communities and improved access to safer water for an estimated 17, 000 people. This involved the construction and rehabilitation of 45 water points, mainly hand pumped and the rehabilitation of the central water yard in Garsila. It was estimated by the evaluators that the average use per beneficiary (number in household by amount collected per day) could be in excess of 15 litres supporting the 12 litres per person/day reported by the project. The programme has also continued to maintain and repair several of the water points, particularly those servicing the Garsila IDP camps.

Members of the different pertinent Water Committees (9 in Garsila) and VDCs have also been trained in wellhead maintenance and pump repair. However, little evidence of local water point management was observed.

No water quality testing has been carried out, mainly due to the sensitivity toward this issue in the communities. One of the reasons for the attack on Tearfund was due to a deliberately spread that the agency was attempting to poison the water.

The latrine programme did not quite achieve the targeted 1000 households. However, 780 household latrines were completed and are in use – out of the 909 slabs provided. 20 VIP latrines were built for two schools and a further 4 at the request of 2 mosques. Both observation by the evaluators and the programme's own surveys indicate that a very high percentage of the household latrines are being correctly used and hygienically maintained, especially in the rural villages. However, the same cannot be said for the public VIP latrines. In this case issues of maintenance and responsibility are still being discussed while the toilets continue to be fouled.

The water and sanitation programme addresses the most strongly expressed needs in the communities, the Health Promotion programme increasing the demand for latrines. It is therefore considered highly relevant and the methods adopted appropriate. Of particular note is the decision to build and or cap hand dug wells. These were mounted by two hand pumps while leaving trapdoor access in the case of pump breakdown. This approach is particularly appreciated by the rural communities. Although initial technical problems were experienced in the design of the capping and installation of hand pumps over the hand dug wells these have now been addressed by the programme's engineer.

The beneficiaries interviewed directly associated the reduction in diarrhoea to the watsan programme. However, the maintenance of these facilities in future remains an issue. Although there is no concern regarding the sustainability of the household latrines, the school VIP latrines pose a problem. The schools are being advised by the MoE that it is Tearfund's responsibility to maintain them. With regard to the water points there still appears to be a high dependency on Tearfund to maintain the pumps. While Tearfund is present this attitude is likely to persist. However, Tearfund has co-ordinated very effectively with the pertinent authorities and other actors in this sector such as WES and this may prove another avenue for sustaining the village water points.

Community Development

The community development approach has rested on the establishment and training of Village Development Committees (VDCs). A VDC has been established in each of the 18 communities where Tearfund has had an operational presence during 2006. This surpasses the initial objective. These committees represent over 200 members with a gender split of approximately 20% being women. A planned series of workshops have been conducted for the members with the aim of enabling them to understand their roles as agents for change within their respective communities.

The establishment of the VDCs represents a considerable achievement within a year. However, many of the VDCs or their members seem to still be some distance from assuming the responsibility for the different sector interventions within their communities. Tearfund is looking to these structures as the basis for their eventual exit strategy. However, there is little evidence of group initiatives as yet. Most appear to think that their role is to act as an intermediary for Tearfund.

Many are still suspicious of Tearfund and are still tending to expect rewards for their services. However, they are present and participating in the training events. One of the factors that may have held them back initially was Tearfund's evident attempt to dissuade the traditional leaders from presiding over the VDCs. However, for those that appear to be functioning effectively, the traditional leader is in fact presiding over the committee. The issue of involving women in these committees has also demanded a significant cultural adjustment that may not yet have been completed.

It appears that Tearfund have approached this developmental process with a preconceived construct and applied a 'relief' rather than a 'developmental' expectation regarding time. Although significant progress has been made it will still require time and a preparedness to respond to the communities' emerging agendas if the VDCs are to achieve a truly representative and sustainable, independent status. To date they have helped facilitate the implementation of the Tearfund programme. However, there are signs that in some communities there is a growing realisation of the potential of the VDC as a representative body beyond the servicing of Tearfund. Their future sustainability will depend on their ability to identify and facilitate their own communities' initiatives.

One of the unexpected results of the VDC workshops has been the resulting inter-community and ethnic dialogue these sessions have promoted. This forum could offer opportunities for creating broader understanding and appreciation for one another's position. This could therefore create a basis for conflict mediation in future.

Tearfund have taken a very developmental approach to their response to the needs within the Garsila / Deleige area. Given the context, this is a relatively expensive method of conducting community development. However, one of the key and most appreciated contributions made by Tearfund's repeated and wide spread presence in the area is the perceived protection this offers to the villages. This is an outcome that was not taken into account when planning and justifying their operation or budget. However, if the issue of protection is taken into account, it more than justifies the expense of the current operational approach.

The following table presents the summary of the scores attributed to the objective categories for each sector. The scores are based on a five point scale where 1 = very weak and 5 = very strong.

Table 1: Summary of objective categories scores attributed to by sector

Objective category	Community development	Health Promotion	Watsan	Food Security & environment
Effectiveness	3	4	4	2
Impact	3	4.5	4	3
Appropriateness	4	4	4	4
Efficiency	?	4	4	4
Coverage	5	4	3	2
Sustainability	2	3	3	3
Co-ordination	?	4	4	2

Recommendations

Health Promotion

1. *Tearfund should improve the KAP survey sampling process, particularly if they wish to generalise the findings to the targeted population. Recommend that a randomised cluster sampling process is applied with a minimum sample 210 divided between 30 clusters. (Reference to Epidemiological and Statistical Methodological Unit, WHO Geneva: 'Sample Size Determination, A Users Manual' (1986) and / or the EPI INFO Users Manual.)*

Water and sanitation

2. *When Tearfund takes the responsibility of constructing hand dug wells it should consider using cast concrete casing to be sunk as the dig progresses. This will help protect against accidents that could occur with the collapse of the unprotected sides while the dig is in progress. This happened in Dar es Salaam. Fortunately no one was trapped. However, Tearfund could get blamed in the case of an accident*
3. *Maintenance of wells and other structures in established communities should be transferred to those communities, while in the IDP camps, inhabitants will continue to look to agencies to take on that responsibility. Tearfund is therefore advised to have a segregated approach.*
4. *Should consider investing in portable or manual rigs if they are going to continue with water provision, e.g. a Vonder Rig or something similar with the ability to drill to 40 meters*

Community development

5. *Tearfund appears to be highly reliant on the VDC and the intermediaries for each of its programme components (the focal points or co-ordinators for Health Promotion,*

watsan and Food Security). This should be balanced by actively seeking more engagement of relevant Tearfund staff with direct project beneficiaries. Tearfund must be very sensitive to maintaining access to the poor and weak and ensure that benefits reach the most insecure.

6. *It is important that Tearfund enable the VDC to define their own initiatives and to help them in the achievement of these. It is important to foster their independent initiatives without the agency assuming responsibility.*

Food Security and environment

7. *To add a fuel efficient stove project which is relatively easy to manage and will bring substantial benefits to the target communities and improve the programme's efficiency.*
8. *Tearfund is advised to look into ways to maintain and increase soil fertility, e.g. by promoting intermixing with nitrogen fixing crops.*
9. *The idea of community seed banks is questionable with Tearfund being advised to build on traditional/indigenous ways to preserve seed stocks in times of distress.*
10. *Place more effort on acquiring a basket of sorghum varieties in line with recommendations of farmer groups and post harvest evaluation of the varieties distributed in 2006.*
11. *Legitimate land claims and user rights should govern the delivery of agricultural inputs and resources.*
12. *For Tearfund to distribute more donkey ploughs to selected communities in order for the more vulnerable to have easier access. However Tearfund is also advised to monitor to what extent the more vulnerable have access to land and to see to what extent ploughs will invite them to take on risks by cultivating farmland well away from the village periphery.*
13. *To develop an appropriate training and agricultural extension guide based on the interest and expressed needs of the local farmers and geared towards sustainable forms of intensified agricultural production in a relative small area in the vicinity of the main village centres.*
14. *For Tearfund together with the VDCs to seek ways to promote dry season vegetable gardening in the vicinity of the urban centres and to learn from the experience of the IDPs in Garsila town whereby men guard the gardens during the night and have reached an understanding with the nomadic people not to disturb the gardens.*
15. *With Tearfund planning to introduce the treadle pump, to discuss with FAO how to solve the technical shortcomings of the pump (as encountered by FAR in the South West Corridor).*
16. *The sharing of experience between Tearfund's Food Security project in Garsila and FAR's programme in the South West Corridor will be beneficial to both Tearfund and FAR.*

Management

17. *Tearfund need to take care that an appropriate balance between the sectors within the different communities targeted is maintained so as to avoid beneficiary frustration. E.g. the number of latrines offered needs to match the scope of the Health Promotion activities.*
18. *Where possible, Tearfund should seek to maximise the scale of the intervention at a particular site so as to help further improve the unit costs of the operation. This needs to be set against the need to spread the operation across several sites, especially if protection is one of the purposes. If budgets do not permit, increased efficiencies of*

scale may be achieved by reducing the number of sites addressed in a projected period

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Glossary

AIDS	Acquired immuno-deficiency syndrome
HAC	Humanitarian Assistance Commission
HIV	Human immuno-deficiency virus
HP	Health Promotion
IDP	Internally displaced people
FAO	Food and Agriculture Organisation
FAR	Fellowship for African Relief
INGO	International non Government Agency
KAP	Knowledge, attitudes and practise (survey)
MoE	Ministry of Education
MoH	Ministry of Health
NCA	Norwegian Church Aid
NGO	Non Government Agency
NFIs	Non food items
ORS	Oral rehydration solution
VDC	Village Development Committee
VIP	Ventilated improved pit (latrine)
Watsan	Water and sanitation
WES	Water and environmental sanitation

Acknowledgements

The evaluators wish to thank the Tearfund team in Garsila for their kindness, hospitality and support during the visit to Garsila and the surrounding area.

Introduction and background

The following report presents the findings of an independent evaluation of Tearfund's **Wadi Salih Integrate Relief Project** that was implemented between 1st January and 31st December 2006. This project was funded by BUZA and represents a continuation of Tearfund's humanitarian response to the needs in the Garsila and Deleige areas of West Darfur.

The evaluation was conducted by a multi-disciplinary team of three independent consultants. The field evaluation of the Wadi Salih project took place between the 1st and 5th March 2007. However, this was preceded by document reviews and discussions with Tearfund representatives in London and Khartoum and a debriefing with Khartoum managers between the 12 and 13th of March, including a visit to the Dutch Embassy. Meetings were also held with programme personnel in Nyala on the 6th March.

Background

With an estimated population of well over one and a half million people, West Darfur (around 150,000 square km) is one of the conflict affected areas in Darfur. Administratively West Darfur State is divided into thirteen localities including Wadi Salih. The Wadi Salih locality has been severely affected by the ongoing conflict since late 2002 with a very serious escalation in September 2003.

Many sedentary farmer communities in the Garsila locality have been forced to flee their areas of habitual residence into Garsila town, which has three IDP camps established at the edge of town. Forced from their communal lands IDPs have experienced human rights violations prior and following their flight. IDPs have come from many villages and smaller hamlets, which have been subject to attacks and the looting of their assets, including livestock. Villages have been burned, farms and gardens destroyed and trees on community land cut down as deliberate tactic to dissuade return –the trees in question being an essential source of animal feed during the dry season.

Via the food aid provided by the World Food Programme and local coping mechanisms, though under severe stress, IDPs have managed a precarious level of Food Security. Pressure on natural resources (forest, land and water) has greatly increased as a result of the significant increase in the numbers of people now concentrated in the few remaining villages that are still considered relatively safe, particularly Garsila Town. The surrounding areas and the routes between these remaining villages are insecure and pose a constant risk to those attempting to provide humanitarian aid in the area.

Tearfund has been operational in the Wadi Salih locality since 2004 providing an integrated approach with a focus on the sectors of nutrition, Food Security, Health Promotion, water and sanitation and community development. Tearfund's focus on the remaining communities in the 2006 project was based on strengthening the social structures, livelihood coping mechanisms and supporting basic infrastructure so as to help prevent the need for further displacement and create a context that would encourage IDP return.

Therefore, Tearfund's approach has been to holistically address the needs of communities in Wadi Salih and provide support in the areas of community development, water and sanitation, health promotion, food security and environmental protection. The activities in 2006 focused on communities along the Southwest-Northeast geographical axis between Deleige, Garsila and Kordol, in the region of Wadi Salih in West Darfur, Sudan. Fifteen communities were initially selected for intervention based on the following criteria:

- Communities who have permanently returned to their villages of origin, those who have recently returned, and those predicted to return in the near future.
- Equitably serve Arab, African, IDP and host communities.
- Continuing work with existing target communities where there are still unmet needs, and in new communities meeting the above criteria.

However, during 2006 the security situation in Wadi Salih has continued to deteriorate, further disrupting livelihood and coping systems of families, resulting in increased poverty, disease and hardship. Humanitarian access has decreased in the second half of 2006. Various security incidences involving local NGOs, including the serious incident involving the death of a Tearfund staff member, has limited movement and operational freedom due to the need apply heightened security measures. IDPs continue to congregate in the larger towns near to their areas of origin, putting an increasing strain on basic services and local resources. The hoped for large scale return of IDPs back to their home villages in Wadi Salih in the coming months is now unlikely.

Methodology

Purpose of the evaluation

The complete terms of reference can be found in Appendix 1

The main purpose:

The main purpose of the evaluation is to assess the appropriateness, relevance and impact of both planned and unplanned project interventions and produce recommendations for future operations.

(The evaluation will concentrate on the project covering the period January – December 2006.)

Specific purpose

To have an independent, structured evaluation of the planned and unplanned impact of the Tearfund feeding, health promotion and water and sanitation interventions

In addressing this purpose the evaluation will assess the project's effectiveness, impact, appropriateness, efficiency, coverage, sustainability and co-ordination.

Method

The team of three evaluators each focused on their specific sectors working independently. The impressions and findings were then compared and a consensus reached were issues cut across sectors.

Although the process applied was not strictly a 'participative' one, the findings are informed by both beneficiary and staff inputs. In the case of each sector the responsible sector manager was involved in the data gathering processes and discussions on the achievements of the programme.

One of the team was a woman which permitted a degree of gender sensitivity in the interviews.

The main methods applied were:

- Key informant interviews:
 - Community leaders (beneficiaries)
 - Government and relevant local agency and donor representatives
 - Staff directly involved in the different sector interventions, i.e. nutrition, health education and watsan.
 - Tearfund and project management
- Group discussions, including SWOT and PRA ranking exercises:

- These focused on beneficiaries (male and female groups separately) and staff (SWOT). These interviews followed a loose structure but were deliberately kept relatively open and exploratory.
- Observation:
 - This involved site visits, transect walks and visits to households within communities chosen at random. The aim was to visit at least two areas where each sector activity had been applied.
- Project documentation and secondary supporting data:
 - For example watsan baseline, nutritional and KAP surveys

The general findings were discussed with the team on site before leaving the field and adjustments were made in response to their observations.

Although it was not possible to randomly select a sample of the communities in which Tearfund is working, it did prove possible to visit four sites: Fugo North and South, Dar-es-Salaam, Amar Jidid and sites within Garsila town and the Garsila IDP camps. Dara-es-Salaam is a nomad community. In each of these sites interventions were observed, and discussions held with groups of beneficiaries, male and female, community leaders and some members of the Village Development Committees (VDCs). Government and INGO representatives were also interviewed in Garsila.

Presentation

The reporting has followed closely the objectives and indicators set in the project proposal's log frame, particularly in the assessment of 'effectiveness' (Appendix 2).

The findings have been presented by sector. With regard to each sector the issues of effectiveness, impact, appropriateness, efficiency, coverage, sustainability and co-ordination have been addressed. For each issue a score on a scale of 1 to 5 has been given where 1 = very weak and 5 = very strong.

A summary of the overall findings is presented at the end and in the executive summary.

The main recommendations have been listed separately. However, various specific recommendations are imbedded in the text following the discussion of the aspect they refer to. These recommendations are identified by underlined and italicized text.

Findings

Community Development

Effectiveness (3/5)

Outcome objective and indicator:

- Increased capacity of 15 targeted communities to manage and sustain social structures
 - 100% of communities have an active village committee to manage water, health and development issues by November 2006

The main method of achieving this objective was to form and train Village Development Committees in each of the 15 communities Tearfund intended to work. The VDCs were initiated to encourage eventual community ownership of the different development initiatives, thus helping ensure longer term sustainability of the development achievements and provide Tearfund with the basis for an exit strategy.

In all during 2006 18 VDCs were established and trained. These involved 203 people of which 43 were women.

Impact (3/5)

The general level of actual involvement in taking initiative and helping manage community developmental processes beyond acting as the bridge between Tearfund and the community was difficult to ascertain. On the one hand very positive feedback was expressed in Dar es Salaam, where they were beginning to use the VDC combined with the local leadership to resolve problems for themselves. On the other hand comments were heard from various sectors including VDC members that they did not really understand what the committees were for. This was particularly noted amongst women.

In generally there was little evidence of the VDC taking responsibility for some of the sector issues, e.g. well head maintenance. It is understood that the VDCs have appointed officers to be responsible for the different sectors the Tearfund programme addresses. However, there were a couple of positive exceptions where the VDC was taking responsibility in the absence of Tearfund, e.g. Dar es Salaam.

Generally, it appears that many of the community members feel that the VDCs were formed to help Tearfund mobilise the communities for Tearfund's projects. The persistent request for incentives by VDC members throughout the year seems to support this assumption.

Tearfund appears to have forced the pace of the development of these committees. The inclusion of women and initial reported attempts to exclude the traditional community leadership from taking senior roles seems to suggest this¹. In fact Tearfund appear to have backed off the recommendation that the traditional leaders should not preside over the VDCs, which has led to an improvement. The issue of women taking leadership roles has and will demand a significant cultural shift, which is unlikely to be achieved in a matter of months.

Tearfund have achieved a lot in a relatively short time. However, the developmental and cultural changes that some of the initiatives demand will take time. It appears that Tearfund has approached a development process with a relief timeframe.

From Tearfund's own reports it is clear that many people in the communities are still suspicious of Tearfund and this has been reflected in the reluctance of some to be seen to be too closely associated with the agency.

Therefore, although the basic structure has been established in the communities and training has taken place it will take longer than a year before the VDCs really meet Tearfund's expectations.

One of the unplanned secondary benefits of the VDC development process was the creation of a neutral forum through the training workshops in which the different ethnic groups and communities had opportunity to interact and learn about each other. It is felt that this process if continued could create a basis for possible local conflict mediation.

The workshops which focused on gender role divisions and daily work calendars helped many men appreciate the workload of the women for the first time.

One of the concerns associated with the VDCs is that Tearfund staff may be losing contact with the more vulnerable elements of the communities. It appears that Tearfund relies quite heavily on the VDCs for the co-ordination and monitoring of its interventions with very limited direct beneficiary consultation and monitoring at field level by Tearfund staff.

¹Some of the committee members indicated that at first they were discouraged from appointing traditional leaders as chairmen of the VDCs. However, Tearfund staff claim this was not the case. From field observations it is very clear that traditional leaders such as Umdas and Sheiks, were taking the leadership positions in the VDCs.

Appropriateness (4/5)

The concept is highly appropriate. However, the speed of implementation and level of expectation may be a little optimistic.

It is important that Tearfund does encourage community mobilisation, organisation and ownership of their own development process. In helping the community to achieve this, the agency is stimulating a true development process. The important factor is that it is community's agenda and not Tearfund's that (eventually) takes precedence, i.e. the fostering of a true participative process 'within' the community.

Coverage (5/5)

The fact that a VDC has been established in all 18 communities where Tearfund is working is a significant achievement.

Sustainability (2/5)

The real test will be if the VDCs prove willing to continue to operate without Tearfund's prompting or provision of incentives.

In some of the communities it is clear that they have already come to appreciate the potential and added advantage the VDC structure can provide (see field notes Appendix 3). Once this state has been reached, and local traditional leaders give the structures their blessing, the basis for the VDC's future sustainability will have been established. However, it is still too early to judge their potential sustainability. Tearfund will need to keep facilitating and encouraging the process over the next couple of years at least.

It is important that Tearfund enable the VDC to define their own initiatives and to help them in the achievement of these. It is important to foster the VDCs' independent initiatives without Tearfund assuming responsibility or creating dependencies.

Health Promotion (for women and children)

Effectiveness (4/5)

Output Objectives and indicators

- 5,000 women and 20,000 children making improved health behavioural decisions
 - 60% of target population will demonstrate at least 2 improved health practices by November 2006
 - 60% of target population have access and are using new sanitation facilities and safe water by November 2006
 - 5,000 households have access to and use improved number and variety of seeds and tools by November 2006
 - 4 schools benefit from improved school Health Promotion services and watsan facilities by November 2006
 - 100% of communities have an active village development committees to manage water, health and development issues by November 2006
 - 5,000 women and 10,000 out of school children voluntarily attending weekly health clubs and taking action on health issues by November 2006.
 - 10,000 children in 10 schools receiving at least one Health Promotion lesson per month by November 2006
 - 60% of Health Promotion participants demonstrate at least 2 improved hygiene practices by November 2006.
 - 90% of the distributed items (soap, mosquito nets, buckets, hand-washing vessels, potties) are being appropriately used by the beneficiaries by November 2006
 - 8 recreation centres embraced by community by November 2006.

- A contextually appropriate HIV/AIDS awareness project implemented by November 2006
 - Increase number of children regularly washing their hands with soap/ash after defecation from 24% to 80% by November 2006
 - Reduction of children who have had diarrhoea in the past 2 weeks from 60% to 30% by November 2006
 - Increase number of women treating diarrhoea with ORS from 10% to 70% by November 2006
 - Increase number of children under five years sleeping under a mosquito net from 22% to 80% by November 2005
- Measuring behaviour change is difficult. However, there is evidence that people are implementing improved hygiene practices. Tearfund conducted a KAP survey in November 2006; the report was not finalised at the time of the evaluation but the data shows that > 90% of women and > 90% of children surveyed are using latrines and washing their hands with soap afterwards. However, the frequency of these behaviours is not mentioned. The value of this survey is also limited in other respects; it was conducted only in Kordol area and the sample size was very small for the population (interviews with women and children, 75 each, direct observations 75 from a population of 15,227).
 - No beneficiary interviewed or their children had suffered diarrhoea in the previous two weeks (the same finding as Tearfund's survey).
 - Verbally, Tearfund's HP Coordinator reported that 20 latrines in two schools have been built but in their final programme report Tearfund mentions '4 schools were assisted with improved sanitation services'. At the schools visited (2) a third of the latrines were locked (for use by teachers) and the remainder filthy, with faeces scattered both inside and out. The teachers said that children from outside are responsible, they scale the high perimeter wall in order to pick mangoes and use the latrines. The water drums for hand washing installed by Tearfund were all empty and some of the taps broken. There was no evidence of any hand washing facilities or soap. (Tearfund supply schools 100 bars per month).
 - At one beneficiary meeting with > 200 women, no one had any idea about the function or activities of VDCs; 3 female VDC members were present but they could not enlighten the group (there was much shrugging of shoulders).
 - Tearfund report that 'on average 14,030 children attend weekly health clubs across 16 locations... 1,481 women attend weekly health clubs in 6 communities'. Tearfund does not enrol individuals as club members (because of the large numbers involved) but only records attendances (which are totalled monthly and divided by four, to arrive at an average weekly attendance), these figures are not verifiable.
 - HP activities are being conducted in 11 schools (11,300 pupils). The evaluator was present in two schools for the awarding of prizes to the winners of a HP poster drawing competition. The standard of the drawings was high; depictions included fenced water pumps, covered plates of food and drinking water vessels, latrines (in use!), hand washing and people sleeping under mosquito nets. The children questioned knew that 'safe' water and other hygiene practices prevented 'disease', diarrhoea was not specifically mentioned. However, no-one could explain the purpose of a mosquito net (despite its name!).
 - The latter may relate to the fact that Tearfund did not distribute mosquito nets as per log frame objectives. The evaluator was told that the nets 'were in the cupboard' but had not been distributed because of insecurity and limited field access. However, in their final programme report, Tearfund write that UNICEF failed to provide mosquito

nets as promised. However, in response to UNICEF's failure, nets were bought in early 2007 (i.e. beyond the BUZA reporting period) with outstanding money from HP activities in 2006 and will be distributed as soon as possible when current HP project manager gets back from leave.

- Hygiene related NFIs were distributed to households in line with log frame objectives. Plastic kettles (although not necessarily distributed by Tearfund) are widely seen around compounds but no potties were seen during field visits. This raises a question about their cultural appropriateness or their value for other purposes i.e. as storage containers.
- During a schools visit in Garsila town, NFIs that had been donated by Tearfund (such as plastic buckets with lids and drinking cups) could not be traced. Waste paper baskets and jerry cans were seen. Children continue to drink water from traditional large clay pots but these did not have covers. However, many of the children's drawings showed this style of traditional pot with covers.
- Tearfund report that 3 recreation centres have been built (rather than 8 in the log frame) but these were not visited during the evaluation, although the frames for swings were seen under production at welders in Garsila town. Whether these recreation centres are 'embraced by the community' remains to be seen. During one meeting with beneficiary children there was much giggling, pushing and shoving until eventually a spokesperson² emerged, 'we want to ask for something, we want a ball. We have leisure time at about 4 pm and we want a ball'. Later, when this was mentioned to Tearfund staff, the response was 'haven't they seen the swings that we are making them?'
- Tearfund staff and then the HAC commissioner, Locality Commissioner, representatives of the MoH and MoE and community leaders were first given HIV/AIDS awareness training. Once these opinion leaders gave their approval, 72 Imams and religious leaders, the Drivers' Union, Market Traders' Association, secondary school children and health club members then received HIV/AIDS awareness training. Apparently the Imams agreed to include AIDS education in their Friday sermons.
- Home visits are made to identify disabled children in the community and encourage them to attend health clubs. Several have been assisted with crutches and wheelchairs from Nyala

Impact (4.5/5)

- Many informants from all sectors said that since Tearfund came, people and the environment are much cleaner³ and health has generally improved. Health club members were very enthusiastic and claimed to have learnt a lot. Certainly, all the women and children interviewed could explain how to make ORS (and sing the 'Tearfund Song'). Women clearly articulated the importance of latrine use in reducing diarrhoea (and malaria).
- However, three groups of female beneficiaries and one group of children interviewed said that the priorities for using soap are a) washing clothes and b) washing children. Only one group mentioned hand washing, as a third priority.
- Three groups of women beneficiaries were asked to rank Tearfund's interventions. Results are tabulated below:

² A girl, about 12 years

³ One informant commented that it is now possible to walk about without having to watch where you put your feet, there used to be faeces on the street.

Table 2: Women's ranking of Tearfund's interventions

Settled (Host) (>200 women present)	Nomadic (about 50 women)	Camp (IDPs) (about 50 women)
Seeds and tools	Water	Water
Water and latrines	NFIs	Latrines
Women's health clubs	Latrines	Children's health clubs
Children's health clubs	Health clubs	Seed and tools ⁴ .
VDC training		
50% of women present said that they had bought a mosquito net.	No-one present had a mosquito net	No-one present had a mosquito net
Main needs:- Bags and equipment for the traditional midwives. A milling machine for the community to operate.	Main needs:- More water points. Medical services and support to local midwives.	Main needs:- Food. Plastic sheeting. Clothes (for children).

Relevance / Appropriateness (4/5)

- HP is most relevant when beneficiaries have the means to put health messages into practise. HP activities have generally coincided Tearfund watsan interventions and NFI distributions. The only disconnect is the issue of mosquito nets (mentioned above).
- By extending HP to men (in 'focus groups' rather than clubs) the relevance to the community is increased. Women beneficiaries varied in their responses to questions about their ability to implement HP messages without the involvement of men but the nomad community and Tearfund staff feel the uptake of latrines is better when men are sensitised.
- Involving men in HP may increase the number of women attending clubs (which is lower than log frame objectives) since some women stated they cannot attend clubs without their husband's permission.
- Conducting HP activities for the Imams and building mosque latrines was a good strategy to increase relevance.
- HP messages have also been reinforced by community clean-up campaigns.

Efficiency (4/5)

- The health club methodology seems a very efficient way of disseminating health messages to large numbers of community members. Materials are relatively inexpensive (laminated A4 pages of pictures) and incentives (food for facilitators and soap for the children and mothers) are donated.

Sustainability (3/5)

- Health club facilitators receive food as a monthly incentive and soap is given to club attendees. It will be difficult to sustain these inputs. However, many women said that even without soap they would still attend clubs; children unanimously stated 'no soap, no clubs'. A number of club facilitators expressed dissatisfaction with the food incentive wanting money instead.

⁴ Not everybody benefited from this intervention. Some claimed that the Sheikhs who received the seeds did not give them out.

- Sustaining HP outcomes is more important than sustaining the clubs themselves. If communities habituate more hygienic practices then reinforcing messages through schools may be sufficient. The MoE is including HP messages in the curriculum.
- Targeting existing social groups (Drivers' Union, Market Traders' Association) for HP activities may be more sustainable than setting up new groups (clubs). Facilitators could be trained from within those groups; maybe the teachers involved in HP might extend their role outside the schools.

Co-ordination & coherence (4/5)

- Tearfund in Garsila clearly had good links with authorities; the HAC Commissioner praised their contribution to the community. HP has also built a strong relationship with the MoE and the teachers in the schools where they are working.
- Coherence is enhanced by making HP messages practicable by measures such as the provision of latrines, 'safe' water, and soap and clean-up campaigns.

Additional observations:

- Tearfund's methodology of using health clubs for HP has been sensitively shaped to community realities in Wadi Salih. For example, by finding ways to engage with men and wider groups in the community, working through schools and the Imams. This approach seems to have enabled the team to make more progress with HIV/AIDS awareness than in the other two Tearfund operational areas in Darfur. It may be relevant that Tearfund's only male HP Co-coordinator works in Wadi Salih.
- Organisation of the health clubs at some locations was weak. Large numbers of women huddled on plastic sheeting, many with their backs to the facilitators, could not hear or see the presentation so chatted and attended to their babies. At one location, the club facilitator whisked through her picture cards (which were hard to see being only A4 size laminated sheets) in about 10 minutes and then repeated her performance from the other end of the groundsheet without engaging with the women, most of whom were chatting among themselves.
- Some club facilitators showed their pictures upside down (and no one called out to correct them). This raises a question about how printed images are perceived by the community. In some cultures⁵, where interpretations are very literal, magnified images (of flies or mosquitoes) are not understood ... 'we do not have mosquitoes that big here'.

Watsan report

Effectiveness (4/5)

Objectives and indicators

- 25,000 beneficiaries have reliable access to adequate quantities of safe water and sanitation facilities.
 - 45 new or rehabilitated water points provided by November 2006 (5 new hand dug wells, 10 new boreholes, 30 rehabilitations).
 - 80% of water points managed by committees in target communities by November 2006
 - All water points have a minimum faecal coliform count of 10 per 100ml (but aiming for 0 in line with SPHERE) by November 2006.
 - 100% of hand pumps are maintained by trained mechanics by November 2006

⁵ For example in Zambia and Uganda

- Minimum of 10 litres per person per day (aiming for 15 litres) per hand pump.
- 36 VIP latrines are constructed in up to 4 schools by November 2006
- 1,000 household latrines provided to households expressing a desire for a latrine by November 2006
- 80% of latrines remain structurally sound and are maintained to a clean standard by November 2006
- 80% of latrine covers and hand-washing vessels to be in use by November 2006
- 1 water yard rehabilitated in Garsila

Overall it is estimated that the watsan programme achieved between 70% and 80% of the set objectives, a significant achievement given the deteriorating security situation.

Tearfund reported that the 2006 water and sanitation programme had covered 15 of the 18 communities they now operate in.

Water provision

In all 47 water points were either developed or rehabilitated, two of which were still in process. These consisted of 5 hand-dug wells and a further two in process, 35 hand pump rehabilitations and 5 new boreholes with hand pumps. The boreholes were drilled for Tearfund by NCA. Tearfund also rebuilt the central water yard in Garsila. The water yard was handed over to the Government and is managed by WES. A gift of 28 hand pumps from UNICEF assisted this process.

An outbreak of 'Acute Watery Diarrhoea' in the region led to Tearfund helping seal 9 open wells in and around Garsila. In these cases the agency has mounted two hand pumps on each well to help reduce queuing and to reduce the introduction of contaminants into the sealed wells. This initiative was carried out in conjunct with the MoH and WES.

The NCA were the only agency in the region with available rigs. In all 7 holes were drilled, two of which were dry holes. Other prospective sites proved to have unreliable geophysical survey results.

Tearfund did not conduct water quality tests. It is questionable whether the types of open and sealed hand dug wells can be kept free of contaminants without introducing chemicals.

- The concept of introducing chemical purifiers is not advisable given this was a possible reason for the security incident. The community were persuaded that agencies were attempting to poison their water sources, which led to a violent reaction and the death of one of Tearfund's drivers and two of WES staff. Tearfund have therefore not promoted water testing or purification.

Although water committees have been set up in Garsila and VDCs in the other rural communities, it appears that Tearfund's water teams are still looked to repair the pumps albeit with the participation of the committees' mechanics. Training has been conducted in wellhead maintenance and pump repair for both men and women. However, the ability to put into practice some of the training has been hampered by Tearfund's failure to secure and distribute the necessary tools and parts.

The only water points witnessed that showed evidence of community management were of two sealed wells and one of the boreholes in Garsila plus one of the boreholes in Dar es Salaam⁶. In these cases people using the water points were able to identify those responsible for maintenance and there was evidence of the recommended fences around the wells to prevent animal access.

It is the opinion of the evaluator that where a sense of ownership for the well does not exist, e.g. in IDP camp contexts, it will be difficult to achieve public responsibility, especially while Tearfund is present. Many mentioned that they felt Tearfund was responsible for

⁶ Approximately 25 water points were observed by the evaluator

maintenance. In rural communities the Government is also reinforcing this concept, especially with regard to the school VIP latrines. The alternative is where a local sheik has claimed responsibility and is controlling access, which appears to be the case with some of the water points in the IDP camps.

Sphere recommends a daily access to 15 litres per person per day. Tearfund's own water consumption study indicated that the average consumption was 12 litres per day. However, the evaluators own random checks at the wells visited indicated that it could be near 20 litres per person per day.

Latrines

20 VIP latrines were provided for two schools. These were observed by the evaluators. This falls short of the 36 units that were targeted. However, 4 units were built for two mosques in the area.

Tearfund report that 909 of the intended 1000 latrine slabs were delivered. It is estimated that 780 of these latrines have been successfully completed by the respective households, i.e. the walls surrounding the latrines had been erected, usually made of grass and brush. This is much more difficult for the IDPs as they do not have the same access to local materials and the need for fuel often takes precedence over the use of available materials, especially before the harvest when millet stalks become available.

The failure to achieve the intended number of latrines was due to the increased insecurity and restrictions on the watsan teams' access to the different communities. The rainy season is also another serious restriction on village access, the roads becoming impassable during the rains.

During the year Tearfund decided to construct the dome slabs on site once the household had dug the hole in readiness. Although this was a positive process it did lead to many more people digging latrines in expectation of slabs than the agency was able to respond to. The Health Promotion activities had raised the awareness and demand for latrines beyond the agencies original targets. This evidently led to some dissatisfaction being expressed by those that had not had their expectations fulfilled and does raise questions regarding projections, coverage and the integration of Health Promotion and watsan targeting⁷.

Problems of latrines collapsing due to the delivery of slabs after the rains had begun were observed. However, this represented a relatively small percentage (<3%).

The care of latrines in the rural villages was high. Household latrines were randomly selected and inspected by the evaluators in Dar es Salaam and Amar Jidid. These were all found to be well kept with the lids in place⁸. In fact in many cases the lids had been improved on to help reduce flies. Hand washing containers were observed near the latrines, although no potties were seen in the rural villages.

The care of the VIP school latrines was a problem. (See observations in the Health Promotion section earlier in this report.) Of the two schools observed the one in Garsila was the worst. The school in Amar Jidid was attempting to resolve the care of the latrines. They had been instructed by the MoE that it was not appropriate to ask children to clean the school latrines. They had chosen to employ a woman to provide this service. However, the MoE had declined to recognise this additional cost instructing the school that the latrine maintenance was the responsibility of Tearfund. Children were generally continuing to use the bush. The hand washing water tanks at the Amar Jidid school were being used and in relatively good condition. However, the same cannot be said of the Garsila schools.

⁷ For instance some claim they are having to wait two to three years for a slab, although they had dug the hole in the first year.

⁸ The same standard was not observed in the IDP camps in Garsila. In these camps many still did not have latrines and some that had slabs were not using these, often because the surrounding walls had not been constructed.

Tearfund have planned to build a new slaughter yard in Garsila. Although the materials for this project have been acquired, it was not possible to build this new yard within the project period. This was due to land ownership disputes and the inability of the Garsila's authorities to propose an alternative site before the end of the year. The intention is to complete this project during 2007.

Impact (4/5)

The water and sanitation interventions of Tearfund have been generally highly appreciated. The water yard rehabilitation has made a significant contribution to the inhabitants of Garsila Town's access to a reliable supply of safe water.

Most of Tearfund's approach to water has been to rehabilitate existing hand pumped wells and the digging and capping of open wells.

The hand dug wells, particularly those with mounted hand pumps, were especially appreciated and mentioned by several of those interviewed. This was in part because of the impression of improved access and the safer or cleaner water now being drawn from these hand dug wells. The rural people indicated a preference for the hand dug wells over boreholes as they are not as susceptible to pump breakdowns. The hand dug well, even if capped offers the option of drawing water by bucket. This gives the beneficiaries, especially in the outlying rural communities, a greater sense of security even if the introduction of rope and bucket compromises the water's quality. For most in these villages security of access tends to take precedence over quality.

Tearfund have tended to cede space to NCA in the provision of water in Garsila IDP camps. However, Tearfund has played a very important role in maintaining water points in the IDP camps around Garsila. The evaluator visited all the wells servicing the camps and found that all were operating, due in large part to the maintenance provided by the Tearfund watsan team. This is an impressive achievement given the heavy use and normal failure rates experienced.

The improved access to both water and latrines are credited by most of the communities visited with a noticeable improvement in health and ambient hygiene (See group discussion notes Appendix 3).

The women in Amar Jidid were critical of Tearfund's watsan initiatives in their village, claiming that insufficient resources were applied, particularly with regard to improving their access to water. One of the concerns of the Amar Jidid community was the seasonal pressure that the nomads placed on their water resources and therefore the need to expand the level of access, although it might not be needed all year round. Greater access would help reduce the likelihood of conflict. This was related to the issue of where to locate the additional water points. It was felt that if these were away from the village and surrounding fields it would limit the damage caused by cattle movements.

A walk through Amar Jidid demonstrated that several latrines were under construction and that those that had acquired latrines (men) felt that they had made a significant impact on their household's health and to the cleanliness of the community. The religious leader mentioned that he could now walk down the street without worry where he was putting his feet. However, one of the key impacts of the household latrines in both the villages and camps is the sense of improved security. This is because they no longer have to venture into the surrounding bush, particularly at night.

The nomadic community (Dar es Salaam) mentioned that by completing the intended open well they would be able to more effectively manage their stock and not be forced to migrate south as early in the year as usual. It was noted that these communities were demonstrating tendencies to become more sedentary and dependent on agriculture (notes on Dar es Salaam Appendix 3).

The VIP latrines in the schools appear to have had limited impact to date.

Tearfund mentioned that due to the withdrawal of MSF there was now no means of accurately tracking the impact of the watsan and HP programme on morbidity. It was therefore difficult to verify the actual impact on health. (As mentioned, it was felt that the KAP survey sampling process was flawed and therefore the claims of impact were of questionable reliability.)

Appropriateness (4/5)

The improved access to water and latrines are generally the most highly ranked needs expressed by the communities (see Table 1 in the Health Promotion section). The water point rehabilitation and provision of latrines are therefore highly relevant interventions.

As indicated elsewhere in the report, the focus on improving hand dug wells was particularly appropriate. Also the focus on rehabilitating existing hand pumps has helped Tearfund have a wide and appreciated impact.

The approach adopted, which required that the households dig the latrine before making the slab on site, has proved effective. However, many more people tended to dig holes in preparation than Tearfund could respond to. This relates to two issues:

- The wider awareness and demand raised by the HP programme that could not be matched by the targeted spread of the latrines across the different communities.
- Tearfund should have aimed for a more comprehensive coverage in the communities it targeted.

The team has adjusted its approach effectively to the changing situation and is continuing to do so. This is witnessed in:

- Placing an increasing focus on capping and improving open wells
- The change to producing the slabs on the site of the beneficiary household
- Currently changing the method of operating in the field to reduce the relatively high level of risk associated with frequent travel

Although the capped hand dug well with two mounted hand pumps and a door for bucket access, is considered highly appropriate, there were initial problems with the design. The pump mounting on the roof of the capped wells have proved inadequate and were breaking up leaving the pump to rock freely. The trapdoor was placed directly under the feet of those pumping. The rather thin metal of the door was tending to bend and open under the constant pounding, posing a hazard to those pumping. The trap door was placed flush with the roof of the well leading to significant runback into the well, especially when the trapdoor starts to give way. These problems have been recognised and are being addressed in the more recently completed wells. However, Tearfund needs to remount the other initial pumps.

The dome slab has proved appropriate and has reduced the need for wooden beams, a resource that is very limited in the area, particularly around the IDP camps.

Tearfund has made a deliberate effort to encourage the inclusion of women in the VDCs and in the pump maintenance training. However, this runs counter to the culture and it has been difficult for some of the men to accept this cultural imposition. It will be interesting to see what happens once Tearfund withdraws.

Efficiency (4/5)

The cost of operating in this context and under the necessary security precautions is expensive when all related costs are taken into account. This tends to drive up unit costs. Given the uncertainty of the operational situation it is difficult to make valid unit cost comparisons. However, the objectives have been achieved within the budget. This includes the purchase of materials for outstanding projects to be completed, e.g. the building of a new slaughter yard for Garsila. This is a significant achievement given the problems faced during the year.

The programme has been visiting most communities on a day visit basis. This has meant that when travel and setup time is taken into account each day, the operational time is relatively short, increasing the unit cost. Tearfund have decided to change their form of operating, sending the teams to a community for several days or weeks at a time. Though this suggested change was based on reducing the need to travel so frequently for security reasons, it should also lead to a more efficient operation.

Where possible, Tearfund should seek to maximise the scale of the intervention at a particular site so as to help further improve the unit costs of the operation. This needs to be set against the need to spread the operation across several sites. If budgets do not permit, increased efficiencies of scale may be achieved by reducing the number of sites addressed in a projected period.

Tearfund have taken a very developmental approach to their response to the needs within the Garsila / Deleige area. Given the context, this is a relatively expensive method of conducting community development. However, one of the key and most appreciated contributions made by Tearfund's repeated and wide spread presence in the area is the perceived protection this offers to the villages. This is an outcome that was not taken into account when planning and justifying their operation or budget. However, if the issue of protection is taken into account, it more than justifies the expense of the current operational approach.

Coverage (4/5)

Generally the watsan programme has managed to cover the initially targeted communities. However, this did not cover all the 18 communities where VDCs have been established and seeds distributed.

The water interventions provided an estimated 17,750 people with improved access⁹.

The latrine programme focused on 8 communities covering on average 69% of the resident households. However, if the figure of 780¹⁰ households is used the effective coverage drops to 59%. As noted above it appears that the latrine programme did not manage to meet the expectations raised. (The reader needs to be aware that the current 2006 project represents one year in a multi year strategy aimed at the 18 communities).

As indicated earlier, the targeting of a larger proportion of the households in the specific communities might improve the effective coverage. However, it would be wrong to expect that every household offered a latrine will accept it.

Sustainability (3/5)

Tearfund's sustainability strategy across all sectors is based on the development of the VDCs and their ability to appropriately sustain the improvements achieved. As such this also provides the basis for the agency's exit strategy.

Given the technologies applied, it should be within the capacity of the VDCs. However, the actual involvement of the VDCs in caring for the well heads was not very evident, particularly in the IDP contexts. This is also the case with regard to the school VIP latrines. Therefore there is a question regarding the independent commitment and initiative of the VDCs. The perception of many of those interviewed is that the VDCs were formed to help Tearfund implement its programmes. This is a concern as it could suggest that some of the VDCs are responding to Tearfund rather than as independent representative bodies. (See Appendix 3 and comments in the HP section above.) However, in the case of Dar es Salaam the VDC appears to have correctly appreciated its role and is taking its responsibilities seriously, e.g. the care of the water point.

⁹ The estimate is based on 250 people per hand pump (47) and 5,000 people benefiting from the rehabilitated water yard.

¹⁰ Those households that had actually completed the construction

It is clear that communities still expect Tearfund to carry the responsibility for maintenance, particularly in the case of the IDP camps and it will be difficult to change this until the organisation begins to withdraw.

The hand dug well is the most sustainable option regarding water. However, the mounted pumps may not be maintained.

The water yard was already showing signs of serious deterioration even though the WES operatives were constantly present. Several taps were broken and left to run leading to the pump having to run more constantly than should have been needed, thus shortening the life of the plant.

It would appear that the latrines will be maintained and renewed when needed by the individual households, particularly in the rural villages.

Co-ordination and dissemination (5/5)

Tearfund have co-ordinated effectively with the local WES and MOH regarding the provision of water. Generally, this is one of the strengths of Tearfund. The organisation appears to have formed and maintained good relationships with most of the other agencies involved in responding to the humanitarian needs in the area, especially those specifically focused on the watsan sector such as NCA.

Other observations

Security has deteriorated over the year, including the attack on Tearfund staff by one of the communities with which they were working. However, the local personnel were able to regroup and reach reconciliation with the community that had attacked them and have continued to cooperate with them. The agency's position of being prepared to work with the different factions including nomadic Arab communities has in fact led to them achieving a level of acceptance that other agencies have not achieved.

The issue of protection needs greater attention. By its presence in the different communities Tearfund has provided a degree of protection. This is particularly appreciated by the communities although Tearfund itself seems to have been relatively unaware of the importance of this outcome of their programme.

The team have managed the crisis they were faced with well, and applied the lessons learnt. However, the issues of protection and conflict resolution are specialist fields. The team does need further structured support regarding these issues.

Food Security and environment

Effectiveness (2/5)

Outcome Objective and indicators

- 25,000 people (5,000 families) with improved food security and sustainable measures introduced to protect the environment
 - Seed and tool follow-up reveals 90% of farmers report an increased yield by November 2006
 - 1,000 vulnerable households targeted and growing vegetable gardens by November 2006
 - 90% of 50 donkey-ploughs distributed used to increase land under cultivation during 2006 planting season
 - 50% of farmers trained in environmental protection
 - Establishment of 2 tree nurseries, with 5,000 healthy saplings by November 2006

General effectiveness

- Tearfund's food security and environmental activities in Garsila are making a significant contribution to quality of life by supporting the livelihoods of vulnerable households. For example, by providing seeds and tools to newly arriving IDPs.
- The Food Security and Environmental programme is based on needs assessments. However, since Tearfund takes a rather developmental approach it would have been helpful if the organisation had undertaken a vulnerability and capacity analysis to be better positioned to also build on the people's capacities in addressing their vulnerabilities.
- Though hard to substantiate during the course of the evaluation it appears that Tearfund has been able reach the vulnerable people in the community. In doing so Tearfund relies quite heavily on the VDC's for the co-ordination and monitoring of its Food Security interventions with very limited direct beneficiary consultation and monitoring at field level by Tearfund staff.

Effectiveness of specific activities

Seed and tool distributions – 2.5 on a scale of 1 to 5

- During 2006 over 5,000 sedentary farmers and nomadic people received seeds (either for the cultivation during the rainy season or in vegetable gardens during the dry season or both) and tools.
- Technical staff of the agricultural bank certified the seeds and performed germination tests¹¹.
- Seeds were bought at the local market in Garsila based on availability and meeting minimum quality standards, short term varieties were preferred.
- Tearfund provide seeds with the aim of enabling people to cultivate (e.g. new IDP arrivals) or expand on their capacity to do so (the more vulnerable amongst the population).
- In various reports Tearfund claims that there is a risk that vulnerable households either consume or sell their seeds and that therefore the organisation wants to address this by establishing a community based seed store. Communal seed stores in post-conflict societies in general have met with very mixed results and Tearfund is advised to seek the opinion of vulnerable households regarding this issue. Households might not easily handover their seeds without a guarantee to receive good quality seeds prior to the onset of the rains (quality control will be a key issue for the stores to have success).

Dry season vegetable gardens – scale 3 on a range of 1 to 5.

- Well over 1,500 households have been targeted for dry season vegetable garden, far more than the planned 1,000 households.
- Tearfund has introduced a new type of tomato and watermelon seed as well as some other new crops which have been highly appreciated because of their high market value.
- In some villages the location of the dry season gardens (which depend on fertile soils along the main wadis and a high sub-surface water table) is a critical factor regarding the success of Tearfund's intervention. However, in the more remote villages such as Amar Jidid, gardens are destroyed by people breaking the fences to feed their cattle

¹¹ Germination rates: sorghum 90% (96.7 and 83.3%); millet 93% (96 and 90%); groundnut 76% (80 and 72%) and sesame 79% (78 and 80%).

during the night. In other localities, such as the IDP camps on the edge of Garsila, men stay overnight at the gardens to prevent cattle from feeding on the crops.

Distribution of donkey ploughs – scale 2 on a range of 1 to 5

- The donkey ploughs have been far too thinly spread as a relief intervention to increase the area under cultivation by the target communities.
- The distribution of a small number of ploughs (70 divided between 18 communities) has led to serious tensions in the communities, which have been managed in various ways. For example, in the nomadic village of Dar es Salaam the sheik decided to store the ploughs rather than having them used as the resulting tension and possible conflict would be beyond his control. In one of the sedentary villages, Fujo, the sheik has been handing out the three donkey ploughs as per request. Most of those interested missed out on the opportunity and some of them will be given priority for the 2007 season.
- As a relief intervention Tearfund's projection fell far short of the demand for the donkey plough (too few ploughs donated for each of the communities in combination with the very short period for land preparation). However, Tearfund's intervention has had an unplanned and more developmental impact as farmers have realised the advantage of the donkey plough. The more resourceful have purchased ploughs of their own at the Garsila market (before Tearfund's intervention people had heard about donkey ploughing but it was not practised in the area and ploughs were not available at the market).

Agricultural extension (including a topic on environmental protection) – scale 2 on a range of 1 to 5

- Tearfund has not given agricultural extension the attention it deserves. The one-day workshop given to selected community members is not sufficient to cover the wide range of topics. During the evaluation not one of those questioned could list a topic that had affected the way they are doing things.
- Environmental protection was ranked by the VDCs as an important activity with Tearfund requested to provide assistance. Tree planting appeared to be the main idea here.

Tree nurseries and tree planting – scale 1 on a range of 1 to 5

- The tree nurseries were not implemented. However, this was beyond the control of Tearfund as FAO delayed its funding decision. The intervention was dependent of FAO funding.

Impact (3/5)

- It appears that Tearfund's interventions have benefited the more vulnerable segments of the target communities, which has been achieved by seeking consultation and involvement of both traditional community leaders and the VDCs.
- Tearfund is underestimating the likely impact of the introduction of the donkey plough as this is likely to favour the more resourceful over the vulnerable members of, notably, the displaced community.
- The impact of the seed and tool distribution on increased production levels for the rainy season has yet to be determined by Tearfund (at the time of the evaluation harvest data were being put into the computer for further analysis). Increased production levels do not suffice as a programme indicator of Tearfund's success as farmers indicated that the amount of rain is the dominant factor defining agricultural

production levels. (The area under cultivation would have been a better diagnostic factor.)

- Beneficiaries indicated that the dry season garden seed distribution has been instrumental in growing a larger variety of marketable vegetables (notably tomatoes, water melon and onions) which has increased their income earning capacity.
- As a relief intervention seeking increased cereal production, the donkey plough distribution has been too thinly spread creating tension and conflict in the communities to the extent that the ploughs have not been used in some of the communities. It has had a developmental impact as more resourceful households have acquired their own donkey ploughs shared between 2 to 3 households.
- Tearfund has established good working relations with communities of various ethnic backgrounds and it appears from anecdotal evidence that by bringing together traditional leaders trust may be developed between them. This interaction potentially could create the space in which they could begin to address local grievances and to promote local conflict resolution, a process which could be supported by Tearfund's interventions ('a peace dividend'). Local conflict resolution might create more space for sedentary farmers to substantially increase the area of land under cultivation thus increasing overall output.
- Tearfund should be aware that its food security and environmental interventions can make agriculture a more attractive option, not only for the displaced, sedentary farmer but also for the agri-nomadic communities. By demonstrating how to make the farming process more efficient and productive, it could also encourage a greater competition for farmland, especially around areas of current settlement.

Relevance (4/5)

- Tearfund's Food Security and Environmental project appears to be in line with local needs and priorities as it aims to target the vulnerable households amongst hosts, returnees and IDPs. However the most vulnerable households, particularly those amongst the IDPs might not have access to land and therefore only marginally benefit from Tearfund's intervention.
- Food Security interventions were all relevant but there are concerns regarding the way and modality by which agricultural training is provided and extension organised.
- Tearfund is advised to monitor the impact of the introduction of the donkey plough in sedentary African communities and its impact on the more vulnerable households in terms of their livelihood strategies.

Efficiency (4/5)

- For most activities Tearfund has met its targets. These were considered to be relatively modest targets. The relative stable security situation during the first six months of 2006 resulted in a reasonable level of access to most of the communities during a critical period of the year.
- Tearfund has managed a substantial Food Security project with a minimum of staff involvement but the organisation could improve on its efficiency and cost effectiveness by adding a fuel efficient stove project which is relatively easy to manage and will bring substantial benefits to the target communities.

Sustainability (3/5)

- Free distribution of large quantities of seeds beyond a one to two year period to the same beneficiaries is not sustainable and the organisation should look into ways to

address this issue. The idea of community seed banks is questionable with Tearfund being advised to build on traditional/indigenous ways to preserve seed stocks in times of distress.

- With some villages reporting that lands have lost up to 80% of their soil fertility over the last twenty years Tearfund is advised to look into ways to maintain and increase soil fertility, e.g. by promoting intermixing with nitrogen fixing crops.

Co-ordination (2/5)

- Tearfund has placed too much reliance on the VDCs as the responsible bodies to co-ordinate and oversee the implementation of its interventions with too little focus on direct beneficiary contact and consultation by Tearfund staff.
- Tearfund's food security and environmental project in Wadi Salih would benefit from a closer co-ordination with FAR's food security programme in Darfur's South West Corridor.

Summary and conclusions

Overall, the programme has led to an improvement in the quality of life for members of at least 18 conflict affected communities within the Wadi Salih area of West Darfur. This has included improvements in both health and food security.

It is difficult to verify the actual impact on the health of these communities given that lack of reliable monitoring systems. However, the beneficiaries' own reports and the agency's KAP surveys indicate that there has been a significant change in both awareness of preventative health measures and a notable reduction in the incidence of diarrhoea over the past year. This is mainly due to improved access to 'safer water', latrines and effective health and sanitation promotion. As such the programme is judged to have successfully addressed its goal.

The programme reports that that 51,509 people directly benefited from at least one of the three sector programmes. Although, it was difficult to verify the accuracy of this overall total, the numbers of direct beneficiaries reached by each sector is more evident. The attributed scores regarding the evaluative categories such as effectiveness, impact and appropriateness are presented by sector in the following Table. The scores are based on a five point scale where 1 = very weak and 5 = very strong.

Table 3: Summary of objective categories scores attributed to by sector

Objective category	Community development	Health Promotion	Watsan	Food Security & environment
Effectiveness	3	4	4	2
Impact	3	4.5	4	3
Appropriateness	4	4	4	4
Efficiency	?	4	4	4
Coverage	5	4	3	2
Sustainability	2	3	3	3
Co-ordination	?	4	4	2

Recommendations

Health Promotion

1. Tearfund should improve the KAP survey sampling process, particularly if they wish to generalise the findings to the targeted population. Recommend that a randomised cluster sampling process is applied with a minimum sample 210 divided between 30 clusters. (Reference to Epidemiological and Statistical Methodological Unit, WHO Geneva: 'Sample Size Determination, A Users Manual' (1986) and / or the EPI INFO Users Manual.

Water and sanitation

2. When Tearfund takes the responsibility of constructing hand dug wells it should consider using cast concrete casing to be sunk as the dig progresses. This will help protect against accidents that could occur with the collapse of the unprotected sides while the dig is in progress. This happened in Dar es Salaam. Fortunately no one was trapped. However, Tearfund could get blamed in the case of an accident
3. Maintenance of wells and other structures in established communities should be transferred to those communities, while in the IDP camps, inhabitants will continue to look to agencies to take on that responsibility. Tearfund is therefore advised to have a segregated approach.
4. Tearfund should consider investing in portable or manual rigs if they are going to continue with water provision, e.g. a 'Vonder' Rig or something similar with the ability to drill to 40 meters

Community development

5. Tearfund appears to be highly reliant on the VDC and the intermediaries for each of its programme components (the focal points or co-ordinators for Health Promotion, watsan and Food Security). This should be balanced by actively seeking more engagement of relevant Tearfund staff with direct project beneficiaries. Tearfund must be very sensitive to maintaining access to the poor and weak and ensure that benefits reach the most insecure.
6. It is important that Tearfund enable the VDC to define their own initiatives and to help them in the achievement of these. It is important to foster their independent initiatives without the agency assuming responsibility.

Food Security and environment

7. To add a fuel efficient stove project which is relatively easy to manage and will bring substantial benefits to the target communities and improve the programme's efficiency.
8. Tearfund is advised to look into ways to maintain and increase soil fertility, e.g. by promoting intermixing with nitrogen fixing crops.
9. The idea of community seed banks is questionable with Tearfund being advised to build on traditional/indigenous ways to preserve seed stocks in times of distress.
10. Place more effort on acquiring a basket of sorghum varieties in line with recommendations of farmer groups and post harvest evaluation of the varieties distributed in 2006.
11. Legitimate land claims and user rights should govern the delivery of agricultural inputs and resources.
12. For Tearfund to distribute more donkey ploughs to selected communities in order for the more vulnerable to have easier access. However Tearfund is also advised to monitor to what extent the more vulnerable have access to land and to see to what

extent ploughs will invite them to take on risks by cultivating farmland well away from the village periphery.

13. *To develop an appropriate training and agricultural extension guide based on the interest and expressed needs of the local farmers and geared towards sustainable forms of intensified agricultural production in a relative small area in the vicinity of the main village centres.*
14. *For Tearfund together with the VDCs to seek ways to promote dry season vegetable gardening in the vicinity of the urban centres and to learn from the experience of the IDPs in Garsila town whereby men guard the gardens during the night and have reached an understanding with the nomadic people not to disturb the gardens.*
15. *With Tearfund planning to introduce the treadle pump, to discuss with FAO how to solve the technical shortcomings of the pump (as encountered by FAR in the South West Corridor).*
16. *The sharing of experience between Tearfund's Food Security project in Garsila and FAR's programme in the South West Corridor will be beneficial to both Tearfund and FAR.*

Management

17. *Tearfund need to take care that an appropriate balance between the sectors within the different communities targeted is maintained so as to avoid beneficiary frustration. E.g. the number of latrines offered needs to match the scope of the Health Promotion activities.*
18. *Where possible, Tearfund should seek to maximise the scale of the intervention at a particular site so as to help further improve the unit costs of the operation. This needs to be set against the need to spread the operation across several sites, especially if protection is one of the purposes. If budgets do not permit, increased efficiencies of scale may be achieved by reducing the number of sites addressed in a projected period*

Appendix

1. The Terms of Reference
2. Tearfund reported performance against the log frame
3. Community Group discussion field notes

Appendix 1: Terms of reference

Tearfund Terms of Reference

TITLE	Evaluation of Wadi Salih integrated relief project
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Region: Africa, Sudan **Category:** Relief & Development

Country: North Sudan **Type:** Water, Sanitation & PHE

Location: Garsila and Deleige, W Darfur **Beneficiaries:** Host, IDP, nomadic and returnees

Activities: Evaluation

Consultant's Name:

Approval Code.	Signatures/RTM Date	Approval Date

BACKGROUND

The conflict in the Darfur Region of the Sudan has resulted in large numbers of people being affected. Within the Wadi Salih area of West Darfur, internally displaced people (IDPs) have congregated in the towns in the region. This has put immense pressure on the already inadequate water and sanitation facilities in these towns. Generally levels of good hygiene behaviour are low amongst the people of the region. Consequently, morbidity rates for water related diseases are high, and have the potential to further increase. This project seeks to improve the health of the target population, both IDPs and host communities, by encouraging improved hygiene behaviour and addressing the lack of water and sanitation facilities. The project also seeks to alleviate further conflict by working with all affected communities and building relationships between different parties in the conflict.

Main purpose of the evaluation

To assess the appropriateness, relevance and impacts (both planned and unplanned) of the intervention during 2006 and to produce recommendations for improving the effectiveness of future operations.

Specific purpose

To have an independent structured evaluation of the planned and unplanned impact of the Tearfund feeding intervention, health promotion, water and sanitation and to assess the achievement of objectives against indicators,

- appropriateness,
- effectiveness,
- efficiency,

- acceptability,
- access, coverage and external linkages,
- sustainability
- Coordination and dissemination

This evaluation will concentrate on the project covering the period January - December 2006.

Evaluation components

For the overall project, with reference to specific project components, analyse the:

Impact

- To what extent has the project assisted / adversely affected the beneficiaries?
- What impact has the intervention had on the context and underlying causes of the situation?
- What would have happened if the project had not been implemented or if the response had arrived later?
- To what extent have the project components strengthened or impeded existing coping mechanisms of beneficiary communities and local organisations?

Appropriateness

- To what extent were the objectives and the implementation methodology of the project relevant and appropriate to the situation and the humanitarian needs?
- How did the situation evolve and how has the intervention responded to the changing situation?
- How could the project have been more appropriate?
- Consider the appropriateness of planned future activities.
- Consider the extent of gender related issues and programming, specifically the feasibility of issues relating to employing female and male local extension workers.

Effectiveness

- To what extent did the project achieve its aims, objectives and results?
- What were the main issues influencing the achievement or non-achievement of the objectives?
- Was the programme implemented as planned?

Efficiency

- How could the program have been more cost effective?
- What were the costs of inputs relative to outputs?
- Were the activities cost efficient?

- Were the objectives achieved at the least cost?

Coverage & External Linkages

- Did the intervention reach the groups in most need / intended groups? What factors assisted/prevented this taking place?
- How could the project have improved coverage?

Sustainability

- What measures were taken in project design and implementation to improve connectedness between short-term activities and longer-term issues?
- What impact did the project have on local coping mechanisms, either positive or negative?
- Is there a clear plan for the hand-over of responsibilities?(exit strategy)

Co-ordination and Dissemination

- How did the agency co-ordinate its activities with other NGO's and programme stakeholders.
- To what extent has the contribution of other implementing NGO's / organisations affected the impact of this project and contributed to the achievement / non-achievement of its objectives?
- Was it regarded as a constructive and reliable partner by those organisations responsible for co-ordination?
- What effects did the level of co-ordination have on the agency's project and those of other agencies? Were there gaps in overall sectoral coverage?
- How could coordination, dissemination of information and advocacy have been improved?

METHODOLOGY

- The methodology for the evaluation will include:
- A gender-aware, participatory approach
- A review of pertinent documentation, held in Tearfund's Khartoum, Nyala and Garsila programme field sites
- Field visits to the relevant DMT operational sites in Garsila and the programme offices in Nyala and Khartoum
- Interviews will be held with relevant field based staff, key staff in co-ordinating agencies, HAC representatives and beneficiaries. The evaluator will seek to assess the beneficiaries' views on the impact of the program for their community, both positive and negative, (participatory methodology is particularly encouraged here), the way they were selected and their overall views of the agency. Assessment should be carried out at both an individual and a group level
- Reference to adherence of the Red Cross/Red Crescent NGO Code of Conduct, People in Aid and to SPHERE standards

- Feedback by the evaluator on the broad findings of the evaluation, before leaving Sudan, to the field staff and their comments noted
- Present findings to the Khartoum office (Programme Director, Deputy Programme Director and Information Officer) and comments noted, before the submission of the draft report
- Submission of a draft report to the Khartoum and London offices and incorporation of feedback from Tearfund into the final report

STAKEHOLDERS

Primary stakeholders:

Tearfund Teams: East and Southern Africa Team, Disaster Management Team.

Donor/Partner: BUZA and other donors

Beneficiaries: Targeted communities of Garsila and Deleige

Secondary stakeholders:

Tearfund Teams: Programme Development Team, Institutional Donor Relations Team

SCHEDULING

- 1 day in Khartoum for briefing and document reviews
- 1 days in Nyala for briefing, document reviews and interviewing of key staff
- 4 days for visiting the Sudan programme (including travel)
- 0.5 day travel from Nyala to Khartoum
- 0.5 days to feedback the findings in Khartoum
- 2.5 days to complete the report including incorporating the feed back of the draft into the final report.

MANAGEMENT OF EVALUATION

*The evaluation will be managed by the Deputy Programme Director in the DMT Nyala Office.

EXPECTED OUTPUT

Evaluation Report

A detailed, concise and analytical report will be produced, covering the aspects described in 'Aims' and 'Objectives' above. The report must follow the guidelines laid out in the 'Tearfund Consultant's Briefing Pack.' The report should be no longer than 15 pages (not including appendices) and should include an executive summary, evaluation methodology, findings, conclusions, recommendations and appendices.

It is anticipated that Tearfund will use the conclusions and recommendations of this evaluation to contribute towards improving in standards of good practice in response to humanitarian emergencies. The report must, therefore, present well-substantiated conclusions and actionable recommendations.

Recommendations should be presented in terms of:

- a) Points for immediate action
- b) Points for future action

EVALUATION OF CONSULTANCY

Relevant management members in DMT will review the final evaluation report within 7 days of its submission.

Feedback forms will be sent to the evaluator, providing an opportunity for comment on the evaluation process.

BUDGET

External Evaluator (9.5 days)	
Incidental costs (stationary, food, taxi)*	
Administration 10%	
VAT 17.5%	
Total budget	€2,000

*Tearfund will pay for the majority of these costs directly.

Appendix 2: Reported performance against the log frame

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
Goal			
Improved quality of life among conflict-affected communities in Wadi Salih	<ul style="list-style-type: none"> ▪ Number of people reached by November 2006. ▪ Reduction in water & sanitation related disease mortality by November 2006. 	<ul style="list-style-type: none"> ▪ 51,509 direct beneficiaries benefited from Tearfund's services during 2006 ▪ Accurate medical records have been disrupted since MSF pulled out of the clinics in our operational area however the trend in the reduction of children suffering from Diarrhoea reduced from 60% in Jan 2006 to 21% in November 2006 as calculated through our KAP surveys. 	
Purpose			
Improved health, food security, water and sanitation for 50,000 people (assumes 25,000 beneficiaries benefit from 2 sectors).	<ul style="list-style-type: none"> ▪ 60% of target population will demonstrate at least 2 improved health practices by November 2006. ▪ 60% of target population have access and are using new sanitation facilities and safe water by November 2006. ▪ 5,000 households have access to and use improved number and variety of seeds and tools by November 2006. 	<ul style="list-style-type: none"> ▪ A November 2006 follow up KAP survey revealed that 89% of women and 95% of children demonstrated at least 2 improved health practices in their communities. ▪ At least 70% of the targeted population has access and is using new sanitation facilities and safe water. (47 hand pumps serving approximately 250 people - equalling 11,750 people with access to safe water, 5,000 people benefiting from the water yard, 780 households with new latrines in use, 14,030 children and 1,481 women receiving soap, 1,965 people receiving potties) ▪ 5,020 households have been provided with seeds, tools and extension services for the 2006 rainy cropping season. 	

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
	<ul style="list-style-type: none"> ▪ 4 schools benefit from improved school health promotion services and watsan facilities by November 2006. 	<ul style="list-style-type: none"> ▪ 11 schools were reached with school health promotion activities. 4 schools were assisted with improved sanitation services. 	
Outputs			
<p>Community development</p> <p>Increased capacity of 15 target communities to manage and sustain social structures</p>	<ul style="list-style-type: none"> ▪ 100% of communities have an active village development committee to manage water, health and development issues by November 2006 	<ul style="list-style-type: none"> ▪ VDCs have been facilitated in 18 communities (out of a planned total of 15). 100% of these VDCs are actively engaged in Tearfund supported activities. The 18 VDCs have a total membership of 203 people. 43 of these are women (22 %). 	
<p>Health Promotion for women and children</p> <p>5,000 women and 20,000 children making improved health behavioural decisions</p>	<ul style="list-style-type: none"> ▪ 5,000 women and 10,000 out of school children voluntarily attending weekly health clubs and taking action on health issues by November 2006. ▪ 10,000 children in 10 schools receiving at least one health promotion lesson per month by November 2006 	<ul style="list-style-type: none"> ▪ An average of 14,030 children attended weekly health clubs across 16 locations in Wadi Salih. Attendance peaked in November when 17,436 children attended. An average of 1,481 women attended weekly health clubs in 6 communities with attendance peaking at 2,753 in November. ▪ By December 2006, 11,300 children in 11 schools were benefiting from one school health education lesson every week 	<p>The target of 5,000 women attending clubs was not met. There is a high degree of fluctuation in the numbers of women attending, which alters according to the season. Troughs coincide with increased farming activity as families move to their land to prepare plant, protect and harvest their fields. Peaks occur after the harvest as families move to be closer to the market areas. The trend in children attending our clubs also confirms this behavior.</p>

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
	<ul style="list-style-type: none"> ▪ 60% of health promotion participants demonstrate at least 2 improved hygiene practices by November 2006. ▪ 90% of the distributed items (soap, mosquito nets, buckets, hand-washing vessels, potties) are being appropriately used by the beneficiaries by November 2006 ▪ Increase number of children regularly washing their hands with soap/ash after defecation from 24% to 80% by November 2006 ▪ Increase number of women treating diarrhoea with ORS from 10% to 70% by November 2006 	<ul style="list-style-type: none"> ▪ The November 2006 survey found that 89% of women and 95% of children demonstrated at least 2 improved hygiene practices. For example 92% of children now wash their hands after defecating and 90% of women wash their hands after cleaning their babies. 97% of children and 96% of women have access and regularly use latrines. ▪ 100% of households which participated in child health club activities received soap and hand washing vessels. Women who attended health clubs in the six locations were each given a potty and a hand washing vessel to promote safe disposal of faeces of children under 5 and hand washing of mothers after cleaning their children. Sanitation packages were also distributed to completed latrine owners in Kordol, Sembesie, Amar Jidid and Dar es Salaam. . From an observation conducted in parallel with the November KAP survey 96% of the hand washing vessels, water containers and potties were found being used appropriately. ▪ The November survey found that 96% of children washed their hands with soap on daily bases. ▪ The November survey found that 99% of women are now treating diarrhoea with ORS at home. Additionally women were taught to seek prompt medical attention if diarrhoea persists. 	<p>Further Investigation into this issue by Community Development and Health Promotion staff also revealed further reasons for the limited attendance of women at the clubs:</p> <ul style="list-style-type: none"> ▪ There is general fear amongst the Arab communities in particular of gathering in large groups, in case of sudden attacks by SLA rebels or other unfriendly groups. ▪ Women have much work to do around their compounds during the day so without permission from their husbands or fathers they are not allowed to attend the clubs. <p>Originally there was no plan to include men's health club activities. However it became clear that women would never fully engage in discussions on certain topics (for example safe motherhood and family planning) without also educating their husbands on these issues. It also became apparent that men were missing out on sensitisation activities for water and sanitation that were included in women's health clubs, and therefore men were less inclined to support watsan initiatives and support their wives in implementing the health lessons they had learned. In February, HP piloted health clubs for men in Amar Jidid and the activity was subsequently extended to Sembesei, Kordol, Segareai and Dar es Salaam. The improved take-up of sanitation</p>

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
	<ul style="list-style-type: none"> ▪ 8 recreation centres embraced by community by November 2006. ▪ A contextually appropriate HIV/AIDS awareness project implemented by November 2006 ▪ Reduction of children who have had diarrhoea in the past 2 weeks from 60% to 30% by November 2006 ▪ Increase number of children under five years sleeping under a mosquito net from 22% to 80% by November 2005 	<ul style="list-style-type: none"> ▪ 1 recreation centre has been constructed in Deliege and two more centres are under construction for Kordol and in Garsila camps. With the exception of hinges for the swings, all materials were bought in 2006 ▪ 3 workshops were conducted for staff to prepare them to engage the community in HIV/AIDS. HIV/AIDS education with community leaders (sheiks and the imams) were conducted in 16 locations. 413 health club facilitators in all locations were also trained. Women in health clubs attended one month training sessions on HIV/AIDS in November 2006. A HIV/AIDS lesson has been included in the school health promotion activities for secondary schools in Deliege and Garsila. In total 474 pupils in three secondary schools benefited from HIV/AIDS education in 2006. ▪ The November survey found that only 21% of children within the ages of 1 to 14 now had diarrhoea in the last two weeks ▪ This objective was not achieved. Unfortunately the November KAP survey found that use of mosquito nets had actually gone down to only 14% of the child population in the targeted communities. 	<p>facilities can be attributed to the involvement of men and increased community involvement.</p> <ul style="list-style-type: none"> • Only 3 recreation centres were constructed because the budget assumed local materials could be used but these were found to be inappropriate/not strong enough. Therefore, for health and safety reasons we opted for, more expensive but more durable materials sourced from Nyala. • 13,000 mosquito nets were to be provided as a GIK from UNICEF. However due to a change in management in UNICEF and their need to hold the stock for emergencies they were unable to provide Tearfund with the agreed nets. Despite our Health clubs the communities have been unable to buy the nets because of the perceived cost and the market supply in the area.

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
<p>Water and Sanitation</p> <p>25,000 beneficiaries have reliable access to adequate quantities of safe water and sanitation facilities.</p>	<ul style="list-style-type: none"> ▪ 45 new or rehabilitated water points provided by November 2006 (5 new hand dug wells, 10 new boreholes, 30 rehabilitations. ▪ 1 water yard rehabilitated in Garsila ▪ 80% of water points managed by committees in target communities by November 2006 ▪ All water points have a minimum faecal coliform count of 10 per 100ml (but aiming for 0 in line with SPHERE) by November 2006. ▪ 100% of hand pumps are maintained by trained mechanics by November 2006 	<ul style="list-style-type: none"> ▪ 47 water points were improved during the project period. Of these, 5 were newly constructed open wells, 40 where rehabilitated, 2 other open wells are under construction in 2 communities with construction costs included in the 2006 budget. 7 boreholes were drilled by NCA/ACT/Caritas ▪ 1 water yard has been completed and handed over to WES. ▪ 100% of the water points rehabilitated by Tearfund are managed by community committees. Nine water committees have been established in Garsila while water points in areas outside of Garsila are managed through VDCs and Health Committees. ▪ The faecal coliform count was not measured ▪ Hand pump mechanic training was conducted for 75 participants of whom 30 were women covering 70% of the hand pumps in our operational area. However because UNICEF didn't deliver the hand pump repair kits the trained community members are limited to actively participating in repairs undertaken by the program. 	<ul style="list-style-type: none"> ▪ An agreement was made with NCA/ACT/Caritas to drill the boreholes instead of Tearfund. However, they only drilled 7/10 boreholes because of unfavourable geophysical survey results. NCA have committed to undertake future drilling when required. ▪ Initially the Watsan sector made an assessment in the Anjokiti area for water supply activities, however after discussions with NCA/ACT/Caritas it was agreed that they would fulfil all the water needs in the both Anjokiti and Kordol, leaving Tearfund to focus elsewhere. ▪ It was not possible to conduct bacteriological analysis of water sources because of security fears following malicious rumours that NGOs were trying to poison beneficiaries. Such rumours led to the death of 2 WES staff in Zalingi. ▪ Hand pump repair kits were not delivered because of UNICEFs regional office is still awaiting delivery from Khartoum. We expect to receive the kits in the 1st quarter of 2007

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
	<ul style="list-style-type: none"> ▪ Minimum of 10 litres per person per day (aiming for 15 litres) per hand pump. ▪ 36 VIP latrines are constructed in up to 4 schools by November 2006 ▪ 1,000 household latrines provided to households expressing a desire for a latrine by November 2006 ▪ 80% of latrines remain structurally sound and are maintained to a clean standard by November 2006 ▪ 80% of latrine covers and hand-washing vessels to be in use by November 2006 ▪ 1 improved slaughter yard by November 2006 	<ul style="list-style-type: none"> ▪ Random water point spot checks conducted in February 2007 indicated an average of 12 litres of water per person per day ▪ 20 VIP latrines were completed in 2 schools. 4 latrines were also constructed in 2 mosques (2 VIP latrines per mosque). ▪ Total of 909 latrine slabs provided to different communities, with approximately 780 having built superstructures ▪ All latrine slabs pass simple structural soundness test before placing over latrine holes. ▪ November 2006 household visits in one location determined 93% (28/30) latrine covers and hand washing vessels issued were in use. ▪ Not completed 	<ul style="list-style-type: none"> ▪ Additional latrines were not completed because all the schools with permanent structures in 2006 operational areas are now sufficiently covered with VIP latrines. Following requests from the community for mosque latrines 4 were constructed to meet the demand ▪ The target number of latrine slabs and superstructures was not achieved due to security/access difficulties in field sites after July 2006. Superstructure construction is still taking place after the harvest season ▪ All the materials were bought in 2006 and work was started on a slaughter yard site recommended by the government, however a long running dispute over the ownership of the land prevented full construction from taking place. A new site has since been identified and the activity shall be done alongside the one proposed for Amar Jidid center in 2007.

Objectives	Measurable indicators	Progress by project end (December 2006)	Reason target not met
<p>Food security and Environment</p> <p>25,000 people (5,000 families) with improved food security and sustainable measures introduced to protecting the environment.</p>	<ul style="list-style-type: none"> ▪ Seed and tool follow-up reveals 90% of farmers report an increased yield by November 2006 ▪ 1,000 vulnerable households targeted and growing vegetable gardens by November 2006 ▪ 90% of 50 donkey-ploughs distributed used to increase land under cultivation during 2006 planting season ▪ 50% of farmers trained in environmental protection ▪ Establishment of 2 tree nurseries, with 5,000 healthy saplings by November 2006 	<ul style="list-style-type: none"> ▪ 90% of the 127 household farmers surveyed reported on average a 180% increase in yield ▪ 2000 vulnerable households were growing vegetable gardens by November 2006. The price of watermelons reduced from 600 SDD in 2005 to 250 SDD in 2006. ▪ 90% of the 70 donkey ploughs distributed to 18 communities were used. Out of 127 household farmers surveyed a 68% increase in cultivated land was reported ▪ 40% of farmers have benefited from training in new farming techniques, environmental protection and danger associated with using pesticides. ▪ Objective not achieved 	<ul style="list-style-type: none"> ▪ Whist Tearfund only distributed a few donkey ploughs other farmers commented that they bought their own. <p>This target was not met because some training was meant to be delivered concerning the tree nursery element, however this was not possible. Funding from UNFAO did not come as planned and a subsequent agreement with SUDO for 1000 saplings was made. It was in the course of collecting these trees from SUDO that Tearfund was attacked in Deleige and the SUDO compound was burnt down. This activity therefore had to be suspended for 2006.</p>

Appendix 3: Group discussion field notes

Tearfund Garsila

Focus group discussions were held in each of the villages visited as part of the assessment: Fujo, Dar es Salaam, Amar Jidid and the IDP camps at the edge of Garsila town. Discussions focused on food security issues.

Fujo

Impact of Tearfund

During a village meeting in the town of Fujo (in the vicinity of Garsila town) the men mentioned that Tearfund has helped the provision of seeds without which most of the villagers would have left for Chad. During the crisis seed could only be obtained from Nyala. However, insecurity along the main roads made this a very difficult for the villagers to gain access to seed.

The establishment of water pumps provided the villagers access to a safe and reliable water supply. Before Tearfund's intervention they relied on collecting water from holes dug in the nearby wadi, which caused gardia. Other interventions that were said to have changed the lives of the villagers were the children and women clubs and the establishment of a health committee by Tearfund.

One of the marked improvements has been a strong reduction in the prevalence of diseases attributed to the provision of a safe water supply, provision of latrines, health education and the provision of mosquito nets.

What Tearfund could have done differently?

A strong request was made for Tearfund to consider support for formal education including the construction of a small school building. Since the water points were said to be crowded all day, it was requested that Tearfund to help with the construction of another hand dug well and borehole.

According to the men a substantial number of the villagers had returned while at the same time the village hosted a number of IDPs. Therefore a request was made for Tearfund to increase the amount of seed and the number of tools for distribution to the most vulnerable households.

Donkey ploughs and land fertility

In 2005 the village received 2 with an additional 5 in 2006, 5 donkey ploughs. These were placed under the care of the Sheik. For those vulnerable households who had access to land this has made a huge difference with one beneficiary claiming that instead of two bags¹² of sorghum, he harvested 20 bags. However, most of those who were eager to use of the donkey ploughs could not due to the some small number of ploughs and the limited cultivation period.

Some of the better off households have been putting their resources together to buy a plough at the Garsila market: *'we knew about the existence of the donkey plough but*

¹² A bag is normally 50 kilos.

had never seen it used, now we know it eases the workload and enables us to cultivate far more'.

Soil fertility on lands in the vicinity of the Fujo has sharply decreased over a twenty-year period. In the past 1 muhamar of land yielded 20 to 25 bags of sorghum compared with a current yield of 5 bags.

Because of the conflict the area under cultivation has greatly diminished with farmers currently cultivating an average of 2 to 3 muhamars (typically, 1 muhamar of sorghum, 1 muhamar of millet and the remainder in peanut and sim sim. Not all households had dry season vegetable gardens because of a shortage of seeds and tools. The better off households rented a small generator from the branch office of the agricultural bank in Garsila town to cultivate up to 3 muhamars of dry season garden.

Fuelwood collection is done by men as it was said to be too risky for the women.

Dar es Salaam

Dar es Salaam is a *damra*: a settlement of nomadic cattle keeping people, which appear to have become a permanent site. The total population is around 400 households out of which 55 were found to be vulnerable and eligible for Tearfund's Food Security intervention.

Impact of Tearfund

According to the men participating in the meeting, the impact of Tearfund's programme on their community has been profound. Health education and watsan services were credited with having led to a marked decrease in the prevalence of diseases. They mentioned that prior to Tearfund's intervention their community at large had very little knowledge regarding common diseases and understanding of staying healthy (for example children were said to be much cleaner now with their clothes regularly washed). Tearfund's contribution in this field has been highly appreciated.

Suggestions by the community for Tearfund:

- Need for more water sources with a demand for at least one more open well and one borehole.
- Request for more tools, notably donkey ploughs, and seeds as the land was said to be very fertile.
- Focus on animal husbandry and fodder production.
- Recreational items for the youth clubs.

Cattle

All households were said to own cattle with around half of the households grazing their herds in the vicinity of the settlement to return to the *damra* at the end of the day. The other households graze their cattle further away from the settlement site. Pressure on locally available grazing lands was said to be high with seven other nomadic groups grazing their cattle in the same area. This has led to tension between the groups risking open conflict.

It was said that about half the men take their herds on a southwards trek starting in March in search of grazing land, returning by the end of June with the start of the rains. Those undertaking the trek were said to have the larger herds. Those with

smaller herds would remain near the settlement, manually collecting fodder during the dry season from the nearby hills which are too steep for the cattle to enter. In 2006 the people in Dar es Salaam experienced the loss of large numbers of stock due to the shortage of fodder.

Agriculture

Some of the nomads have engaged in cultivation to the extent that they found it difficult to indicate whether agriculture or animal husbandry was more important to them. One of the participants of the meeting mentioned that he was cultivating a .5 muhamar dry season vegetable garden (okra, tomatoes, water melon and cow peas) and 8 to 10 muhamars during the rainy season using a donkey plough, which he had bought at the Garsila market for around 100 USD?. Out of the 8 muhamars, this man cultivated 6 muhamars millet and sorghum cultivation (production of 250 – 300 kilos per muhamar), 1 muhamar groundnuts and .5 muhamar sim sim.

Experience with VDC's

The men participating in the meeting appeared to support a number of claims made by their umda regarding the Village Development Committee as established by Tearfund:

- It has helped in creating awareness that Tearfund is a developmental organisation, an organisation promoting collective rather than individual work.
- It has been instrumental for the community to have latrines with most of the households having their own latrine by mid 2007.
- With the water pump damaged the community found that the VDC has been instrumental in getting the repair done by requesting relevant authorities in Garsila town rather than demanding a solution or getting it fixed by whatever means needed.
- It has resulted in improved use of local resources and reduced dependency on the local government.
- The VDC has created an eagerness amongst the people to join meetings, prior to the establishment of the VDC people would not show up when called for a meeting.

Clearly the establishment of the Village Development Committee was acknowledged to have enhanced the relationship of the community with Tearfund.

The experience with VDCs in general

In general the umda and sheiks are appointed by the government and are thus, partly, under their control. Most umdas and sheiks are respected but their powers to free resources from the government are very limited. For example, for an umda to get a spare part for a broken pump or to get it repaired by the relevant government ministry is very difficult. Villagers have realised that the VDCs can be an important vehicle to provide access to the resources and services of INGOs.

Umdas and sheiks can be members of the VDC but they can't be chairman or secretary. During some of the meetings it was observed that though they cannot be the chairmen they in de facto are. Small villages have a VDC made up of 5 to 10 persons, large villages 10-15 persons. Each VDC appoints a co-ordinator for Food Security, one for watsan and one for Health Promotion. These form the focal points of service/resource delivery by the respective Tearfund programme intervention sectors.

Conflict

Some of the households in Dar es Salaam have family members fighting with the Chadian Opposition and there have been reports reaching the community regarding fatalities. Beyond the mountains a new training camp was set up with a number of new recruits coming to observe the meeting. These new fighters were rumoured to be under training to fight the UN international force when deployed in the area.

Amar Jidid

Around the sedentary farmer village of Amar Jidid cattle camps have been set up with a great many of cattle and some camels being kept in the direct vicinity of the village by Arabic nomads.

Village Development Committees

The men participating in the meeting indicated that they saw the VDC as an instrument to mobilise people in accepting Tearfund's ideas such as having latrines and children clubs. There is no competition between the VDC and the umda and sheiks (the traditional leaders) as *'the need of our village is bigger than can be managed by the umda and the sheiks'*.

It appeared that the inclusion of women in the VDC has met with initial scepticism but that women were now accepted with the men acknowledging that because of this, women's issues had gained importance in the VDC. The two female VDC members, selected from widely respected women in the village, were said to voice strong support for Tearfund's activities regarding child and women groups with which the men agreed.

Meeting with the women group

Nevertheless, in a separate meeting with women they were very vocal stating Tearfund's interventions focused on men and neglected women. They praised Tearfund's projects regarding women and children clubs but were very critical about its water and sanitation programme stating that not enough resources had been provided. The two hand dug wells were said to run dry by March and April while two out of the four boreholes had broken down.

When asked the women said that typically a woman would give birth to 6 to 8 children. They breastfeed for around 17 months and there is a three year interval in producing a child.

Fuel wood and winter gardening

Women indicated taking serious risks when collecting fuel wood, even when collecting in the vicinity of the village. They mentioned being beaten up, their fuel wood occasionally taken and sometimes their clothes and shoes stolen. Rape was not being mentioned but it is clear that women are putting themselves at risk in this regard.

The women voiced their frustration that every year the village had to accept serious losses in sorghum and millet production as nomadic people were sending their cattle into the fields for forage. They also mentioned that they had lost most of their dry season garden crop as fences were deliberately broken at night with cattle feeding on their produce.

Garsila IDP Camp

With remote rural villages and hamlets being attacked by Janjaweed in 2003 IDPs started to arrive in Garsila town from February 2003 onwards. They initially stayed with family or relatives with most of them setting up temporary shelter in the public places and buildings of the town. Soon thereafter three IDP camps were established in Garsila: Jeddah, Jableen and Ardiaba camps. The three camps are situated in the same area and are hard to distinguish from each other. Each has a population of around 12,000 people or an estimated 3,000 households.

Tearfund's programme

Tearfund's programme was credited with a marked improvement in the overall health situation in the IDP camps. The leadership particularly appreciated Tearfund's programmes in the field of latrine construction, health education of women and children, seed distributions and the distribution of soap.

Food Security in Jeddah camp

In 2006, 450 vulnerable households^{13 14} received seeds and tools for dry season gardening and 250 households seeds for cultivation during the wet season. The number of beneficiary households was limited to 250 due to budget constraints. Returnees would benefit from Tearfund's Food Security intervention for the first year following return while Female Headed Households benefit for a longer-term period.

An estimated 25% of the households residing in Jeddah camp cultivate their own lands near their home village, for most around 6 to 10 kilometres away from the camp. Most of those having family members or relatives in Garsila town have been given some land, typically around half a muhamar. IDPs who came from far are highly dependant on food aid provided by the World Food Programme. Some of them rent some land from the host population contributing part of the harvest as a payment.

Dry season vegetable gardening is practised on the fertile lands along the wadi. Pressure on those lands in the direct vicinity of Garsila town is high. Most of the IDPs who do have access to this type of land do so along the wadi near their home villages around 6 to 10 kilometres away from the camp. IDP men stay overnight at the gardens for protection of their crop with nomadic people in the area given vegetables and fruit as they demand.

The area between the IDP camp and the nearby villages where IDPs cultivate their land has experienced a dramatic and rapid loss in vegetation cover. This is the area where fuel wood collection is taken place by IDPs and where they collect wood to fire the brickworks which is an important activity to gain some income. The IDP leadership has decided to encourage their people to try to cultivate millet in the area though they have observed that the soil is not fertile.

¹³ Criteria applied by Tearfund to identify vulnerable households include: female headed households, child headed households (15 to 17 year old in charge of a household in absence of their parents or elder brothers/sisters), disabled people, IDPs and returnees.

¹⁴ Traditionally the sedentary farming communities employ a system called *Tawsi* in Darfur and known as *Haffir* in Sudan whereby community members work for example the land of sick or disabled people with the harvest benefiting those persons. If vulnerable or needy people do not own land the sheikh will be requested to give a plot of land for a certain period say 5 or 10 years and its produce will support such people.

Displacement has brought both challenges and opportunities

One of the main challenges mentioned by the IDPs is the very limited freedom to move around. Another is that women collecting fuel wood are at risk though it has helped now that they travel in larger groups and make fewer trips by making use of donkeys to help carry the larger loads of fuel wood.

However, the IDPs have also recognised that displacement has brought benefits such as access to education and health services¹⁵. It appears therefore that a substantial number of IDPs might consider settling if given the choice. It is not clear what the government's position is in this regard. Generally it is thought by humanitarian aid workers that the government's position is that the people should in due time return their original villages. One observer noted that once the INGOs are out, the government will push the people to resettle in their home villages.

¹⁵ There are also reports that local people have moved to live in the camp claiming to be IDPs to gain access to certain benefits such as food donations by the WFP.