

# **APPENDIX I : TERMS OF REFERENCE FOR EVALUATION OF DANISH HUMANITARIAN ASSISTANCE TO AFGHANISTAN**

## **Background**

The share of total aid budgets spent on humanitarian assistance has increased in recent years. During the five years 1992-7 the Government of Denmark contributed an average of DKK 993 million (US\$ 145 m.) per year to emergency relief and various other forms of humanitarian assistance. This constituted about 9 per cent of total development aid.

Danish official humanitarian assistance is administered by the Ministry of Foreign Affairs and channelled through a multitude of implementing organisations (percentages reflect the 1997 distribution): 58 per cent through 16 UN agencies; 30 per cent through 17 Danish NGOs; 4 per cent through international NGOs; and 8 per cent through Danish Government institutions (the International Humanitarian Service (IHB) 4 per cent, Embassies 3 per cent and peacekeeping forces' humanitarian activities, 1 per cent).

In view of the volume of humanitarian assistance, the complexity of the emergencies, the numerous actors involved and the dearth of systematic documentation of effects and impact it has been decided to carry out an overall evaluation of Danish humanitarian assistance during the period 1992-8 in accordance with the attached overall terms of reference.

The focus of the evaluation will be on the empirical analysis of a sample of completed and ongoing emergency relief operations where several implementing agencies have been funded wholly or in part by the Government of Denmark. Cases have been selected to represent agencies' current policies and strategies and to be representative of the portfolio of each agency in terms of: (a) mode of operation; (b) type of assistance offered; (c) type of disaster: The Great Lakes, Angola, Former Yugoslavia, Sudan, the Caucasus and Afghanistan. These cases represent approximately 40 per cent of total humanitarian aid during 1992-7.

The case studies will have identical Terms of Reference; the priority of issues to be covered will, however, vary according to the specific case context and the scope of DANIDA - funded activities. This does not imply that issues which have lower priority in the particular case study are not important for the humanitarian assistance as such, only that the issues have not been targeted by DANIDA-funded assistance. Such issues should in the evaluation be treated as contextual rather than being subject to in-depth study.

The humanitarian assistance to Afghanistan is characterised by its long duration and multitude of conflicting parties. During 1992-1997<sup>1</sup> DANIDA has provided 38 grants totalling DKK 178 mill. (app. US\$ 27 mill.) The grants have been provided to (see also the attached list).

UNHCR: refugees and repatriation  
OCHA: co-ordination, transport and de-mining  
WFP: food aid  
WHO Immunisation  
DRC: refugees and IDPs, health, de-mining  
DACAAR: co-ordination (ACBAR)  
DAC: health

In addition, DANIDA is financing two rehabilitation projects: Primary Health Care in Gozarah, 1997-2000, DKK 16 mill. (DAC). and Rehabilitation of agriculture, infrastructure, and water supply, 1989-1998, DKK 177 mill. (DACAAR). These projects will not be analysed in detail.

## **Objectives**

The major objective of the case study is to:

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<sup>1</sup> Data for 1998 will be available shortly

Assess and document the relevance, effectiveness, efficiency and impact of Danish humanitarian assistance to Afghanistan.

## **Scope of Work**

Assess and analyse co-ordination – are there adequate mechanisms for, and are actors willing/able to engage actively in, co-ordination of relief operations? Is the need for visibility balanced with the need for co-ordination and co-operation?

Assess and analyse coverage – does the humanitarian assistance reach major population groups facing life-threatening suffering wherever they are, providing them with assistance and protection proportionate to their need and devoid of extraneous agendas (political, ethnic, religious, gender bias)?

Assess and analyse coherence - are the humanitarian activities carried out with an effective division of labour among actors, maximising the comparative advantages of each and strengthening local capabilities?

Assess and analyse connectedness – are activities of a short-term emergency nature carried out in a context which takes longer-term and interconnected problems into account, such as refugees'/IDPs dependence and future possibilities, relief for development, the consequences of any emergency action for local communities (economic, environmental, etc.)?

Assess and analyse disaster preparedness – what are agencies doing in practical terms to foresee emergencies and what are they doing to be prepared, including building local capacities?

Assess how security influences humanitarian action e.g. choice of area of intervention, mode of implementation and possible cessation of the assistance?

Assess and analyse activities in conflict prevention and mitigation, both free-standing activities and those integrated in humanitarian relief operations, including the extent to which the assistance may affect the conflict.

Assess and analyse advocacy: how are agencies contributing to informing the public about humanitarian issues and to fundraising?

Assess the role of the media for humanitarian action: how are the media and the need for visibility influencing agencies' priorities and selection of operations and mode of implementation?

Assess the development and use of performance measures and indicators for humanitarian assistance.

In this case study special emphasis should be placed on the consortium DACAAR, on co-ordination by OCHA and by ACBAR, on health services, and on de-mining.

Concurrent with the case study a separate team will prepare working papers on individual implementing agencies covering the following issues:

Assess performance against the policies and code of conduct of the agency such as the NGO Code of Conduct for Disaster Relief.

Assess the contribution of the agency to the effectiveness of the international humanitarian system, in particular in terms of co-ordination of activities and complementarity of inputs (at Danish, international and local level).

Assess the potential gap between attention to inputs and concern for results. Do the agencies give adequate attention to effects and impacts of their humanitarian assistance on recipients and local (surrounding) communities?

Assess the relationship to local partners. What are the most effective ways to work with local partners? How do agencies identify and support the existing capacities of local partners and, at the same time, help them develop new approaches and outlooks (e.g. programming relief for development, disaster prevention and preparedness, conflict resolution, gender analysis, etc.) and the capacities to pursue these?

Assess the relationship to local communities (authorities and populations) in host areas. What measures are taken to protect or mitigate damage to local communities – economic and environmental?

Assess and describe the strengths and weaknesses of the agency in order to identify comparative advantages and possible areas in need of improvement.

The case study team will be required to provide input to this analysis in the form of brief notes on the above issues and participation in one or two workshops.

### **Approach**

The case study will be carried out in an objective, sensitive and perceptive manner with varied and balanced consideration of both positive and negative aspects. The report should be presented in a solid, concise and readable form and be structured around the issues in the study in order to facilitate preparation of the overall evaluation report.

The case study will require extensive review of existing documentation with particular attention to evaluations and evaluative studies, consultations with senior and operational managers and field staff of involved agencies, as well as consultations/interviews with a sample of beneficiaries. Fieldwork will be planned and organised in close collaboration with the agencies concerned so as not to interfere with emergency relief activities and not duplicate existing or ongoing surveys and studies. Workshops will be organised by the consultants with participants from all agencies involved in the delivery of humanitarian assistance to Afghanistan during the early stage of preparation of the case study and again before drafting the case study report. These workshops will be held in Denmark. The purpose of these workshops is to ensure that stakeholders' knowledge and views are incorporated in the analysis.

The limited availability of impact data on which to base measurement of effectiveness place constraints on the extent to which a conventional impact analysis can be conducted. Where data exist, impact assessment will be undertaken, but emphasis will also be placed on identifying good practice in performance monitoring.

### **Work Plan**

(staff input in brackets are estimates)

February	Contracts
March	Preparatory Studies 25 <sup>th</sup> /26 <sup>th</sup> Workshop on Methodology (Copenhagen)
April	Preparatory workshops (Copenhagen)
April/May	Desk studies/document reviews (8 person weeks)
May/June	Field studies (10 person weeks)
June	Workshop – report back
July	Draft report (8 person weeks)
September	Synthesis draft available
October	Synthesis workshop, final reports + final synthesis (2 person weeks)

### **Composition of Team**

A team of four consultants will be required with a broad mix of skills covering all aspects of humanitarian assistance: policy, strategy, planning and needs assessment, logistics, shelter, health, water and sanitation, food and nutrition, refugee protection, and de-mining. For all team members, experience of evaluation and/or operation in emergency programmes as well as knowledge of Afghanistan is highly desirable. As part of the documentation (applications for funding, appropriation documents etc.) are written in Danish, at least one team member should be proficient in Danish. The team should include a nominated member from ETC who will have responsibility for the synthesis

report. The team leader should have good management and interpersonal skills and a strong evaluation background.