

Appendix I

Tearfund Terms of Reference

BACKGROUND

- Programme Title: **SAHEL FOOD CRISIS MID-TERM EVALUATION**

- **Background to programme**

The unpredictable climate of the Sahel means that food shortages are a perennial and widespread problem. Successive droughts have left communities in a vulnerable situation and a loss of traditional coping mechanisms also means that families are less able to cope with crises. The food crisis in 2005 highlighted this. Food security is thus a critical issue in the region and one in which the majority of Tearfund's partners are involved in some way. The church and Christian organisations play an important role in many countries and use a wide range of different models. Tearfund's partners have been working in the Sahel region of West Africa for over 20 years, addressing development issues including food security.

2005 saw a food security crisis develop across West Africa affecting at least 10 million people. It was most severe in south-west Niger and northern Mali. Pockets of Burkina Faso, Chad and Mauritania were also affected.

In 2004 Tearfund's partners in Burkina Faso and Niger reported that low and erratic rainfalls, combined with flooding and the worst locust invasion in 15 years had contributed to a poor harvest. These factors in addition chronic poverty triggered a food crisis. Prices of cereal doubled whilst the price of animals dropped. Poor farmers and pastoralists were not able to afford cereal. The traditional 'hunger gap' normally peaks in July/August each year. But in 2005 the critical point was earlier and more severe.

In response the Disasters Emergency Committee, of which Tearfund is a member, launched an appeal in July 2005 which raised £18 million. Whilst Tearfund did not launch an official appeal we received in excess of £2 million to respond to the crisis from a combination of direct donations, other Integral partners and DEC appeal money.

A three year strategy was designed by Tearfund to respond to the food insecurity in Niger, Burkina Faso & Mali through Tearfund partners. The strategy provided for emergency food aid in the first year followed by rehabilitation and recovery projects over the next two years until March 2008.

- **How the need for the requested assignment arose**

In order to ensure an effective response to food insecurity in the Sahel region a mid term evaluation was built into the strategy. This allows for an assessment of what has been achieved half way through the three year strategy period and also provides for any amendments and revisions to the strategy and projects to be identified. The evaluation will cover partners in Niger and Burkina Faso. It was decided not to include Mali at this point as we only have one active partner there at the moment.

- **Partner profile and history**

BURKINA FASO

ACCEDES is the development wing of the Eglise d'Alliance Chretienne. Based in Bobo Dioulasso it works in five provinces in the west of Burkina with a holistic development mandate. ACCEDES was founded by and recently took over control for the development work from CAMA Services, a regional organisation set up by CMA missionaries in 1985. ACCEDES is a potential core partner with a strong rural base and staff of a high calibre.

ACCEDES has received support from Tearfund since 1985 for oxen credit programmes, a water and literacy programme, community grain banks, organisational support, emergency food relief, agricultural training and HIV/AIDS training. In response to the food crisis ACCEDES have received funding for:

- free and reduced price food distributions in Sourou-Nyala (£30,100)
- free and reduced price food distributions in Dedougou and Food For Work in Bobo-Dioulasso (£16,500)
- agriculture & livelihood support in Sourou-Nyala (£29,300 in 2006, £48,200 in 2007)

AEAD - The Association Evangelique d'Appui au Development is a small NGO based in Ouagadougou. The Director and founder is an AOG pastor, but AEAD draws in volunteers from different churches, and works at grass-roots level to support local initiatives, seeking to follow a holistic Christian approach. It has about 60 part or full-time staff with a core of 4 staff based in the office in Ouagadougou. There is also an Executive Committee and a strong network of volunteers and village contacts. AEAD is involved in education, evangelism, literacy, leadership training, food production and children's programmes. AEAD has received funding in relation to the food crisis for projects in Zondoma:

- free and reduced price food distributions (£23,400 & £21,400)
- food distribution with WFP (£6,200)
- agricultural improvements (£36,500 in 2006 & £38,500 in 2007)

CREDO was formed in 1993 out of World Relief International, who ceased directly implementing programmes in Burkina at that time. It is a strategic partner of Tearfund with expertise in the areas of agriculture, water & sanitation, environmental issues, assistance to children, health and gender issues. CREDO has an important role in promoting development activities in the region, through technical, institutional and financial support to other organisations. CREDO has been used by Tearfund for consultancy and training input into partners in the region and the Director, Moise Napon, has been involved with establishing a trainers network. CREDO currently has a staff of about 100 people, and an annual budget of about £1.5 million. The Tearfund Regional Advisor, Mbairodbee Njegollmi is employed in Burkina through CREDO who provide office facilities for him. CREDO's response the food crisis has been:

- free and reduced price food distributions in Yatenga & Loroum (£33,000)
- free and reduced price food distributions in Seno (£23,300)
- food distribution with WFP in Yatenga (£6,200)
- food security (£111,200)

ODE is the Development wing of FEME (Federation of Evangelical Churches and Missions of Burkina Faso). ODE was established in 1972 and is involved in a range of relief and development activities in various regions of the country. ODE's mission is "To witness to the love of Christ for man by the promotion of integral development". ODE has received food relief grants from Tearfund totalling £295,000 (in 91, 92, 95, 96, 98, 2000, 2001 and 2005). Other projects have included agriculture, cereal banks, livestock projects, literacy centres, boreholes and television and radio ministry. Tearfund is one of a number of donors for ODE including Christian Aid, Food For the Hungry, and the EU. Tearfund has provided funding for:

- free and reduced price food distributions in Gnagna, Passore and Soum (£51,500)
- food security and livelihoods in 4 provinces (£90,000 in 2006 & £38,000 in 2007)

NIGER

UEEPN started in 1991 coming out of an existing grouping of churches, which were originally founded by SIM. It represents approximately 40 protestant evangelical churches and whilst their primary objective is to spread the word of God, they want to take part in the development of Niger and have established a central committee (CAD) to promote and coordinate the church's development activities. They are working in 7 of the 9 regions of Niger: Zinder, Maradi, Tahoua, Agadez, Dosso, Tillabery and Niamey. Projects include grain banks, literacy and digging wells. They have been running a grain banks project since 1999 with support from Tearfund. Tearfund is supporting projects in Doss region related to the food crisis last year which include:

- food distributions (£77,500)
- Food For Work and grain banks (£102,200)
- Food For Work, grain banks & market gardening (£46,300)

JEMED is affiliated to YWAM although autonomous in country. It has an active holistic ministry in Niger which includes church planting and discipleship training. The Amidinine project based in Abalak help nomadic peoples adapt to a new lifestyle as nomadic pastoralism is no longer a sustainable system. It involves wells, cereal banks, skills training, literacy, health and pasture management. Tearfund has supported the programme since 1990. During 2005 Tearfund provided additional support for a relief and rehabilitation programme:

- emergency relief (£43,400 & £109,500 & £83,800)

- food security & livelihoods (£439,500 & £39,500)

Tearfund has also just secured £65,000 funding from Jersey Overseas Aid for rehabilitation. Tearfund NL is also channelling a further £171,000 through Tearfund UK for Jemed.

- **Summary of Sahel Food Crisis Strategy**

Goal:

To assist disaster affected people in the Sahel region to cope with, recover and move on from the food crisis.

Objectives:

4. To address the current crisis by providing for the basic food needs through emergency relief food distributions
5. To contribute to sustainable livelihoods during the recovery phase
6. To strengthen existing coping mechanisms and livelihoods

Food aid

- Affected communities have access to adequate quantities of food until the harvest in October
- Affected communities are not forced to sell their assets in order to buy food

Agriculture / Food security

- Affected communities have access to adequate quantities of food throughout the year
- Increased yields mean that agricultural communities grow enough food to eat with surplus to store and sell
- Good yields are achieved even during drought periods
- Explore the possibility of transfer of conservation farming techniques from South Africa through pilot project

Sustainable Livelihoods:

- Diversification of livelihoods so that agricultural populations are not so vulnerable to future droughts and have alternative sources of income
- Reestablishment of livelihood assets and strengthening livelihood security.

Health / Nutrition

- Families are able prevent common illnesses and diseases through public health education
- Reduced rates of acute and chronic malnutrition through good nutritional practices

Water

- Communities have access to clean water
- Communities have adequate quantities of water
- Crops are irrigated to reduce dependence on rain fed agriculture

Disaster Preparedness Objectives

- Enhanced capacities of “at risk” communities, local partners and authorities to prepare for, anticipate and respond to extreme hazardous events (drought, locust invasions)

Disaster Mitigation Objectives

7. A significant reduction in the impact of extreme hazardous events on “at risk” communities and their environment

Capacity Building

- Enhanced operational and functional capacities of local, national and international partners to meet the needs of the disaster-affected population

Advocacy

- Improved government policies and legislation, both in the Sahel and the international community more generally, that address the proximate, structural and underlying causes of vulnerability
- Increased capacity of partners / churches to undertake regionally-focused advocacy work and to hold their government and donors to account
- Effective linkages with wider campaigns ; Make Poverty History, Kobe Framework for Action, Climate change, and Trade Justice

PURPOSE

The purpose of the Sahel Food Crisis Mid-term evaluation is to assess what has been achieved so far and what needs to happen to effectively achieve the aims and objectives in Tearfund's Sahel Food Crisis Strategy by the end of 3 years. The evaluation will be conducted as both a means of accountability and to increase organisational learning and capacity. Recommendations will be made for partners and Tearfund.

OBJECTIVES

The specific objectives of this assignment are to assess the outcomes of the appeal strategy against five aspects: effectiveness; impact; relevance; sustainability; co-ordination and coherence. A number of 'areas for consideration' have been listed for each aspect. The areas for consideration are suggested lines of enquiry that an Evaluation Team should pursue in order to reach a conclusion about an aspect of the strategy. The evaluation is being undertaken at the mid point of the 3 year strategy and recommendations arising are intended to help shape the focus of the strategy in subsequent years.

Aspects:

Aspect 1 – effectiveness

To assess the **effectiveness** of the use of appeal resources towards meeting the Sahel Food Crisis Strategy objectives since August 2005.

Areas for consideration

- To what extent have the objectives of the appeal strategy been achieved / are likely to be achieved?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- To what extent have programme and project objectives contributed towards achievement of the Sahel Food Crisis Strategy to date?
- To what extent do projects conform to Tearfund good practice? (This should look at the extent to which projects had: needs, vulnerability and capacity assessments carried out; communities fully participating in the design and implementation of programmes, accountability to beneficiaries demonstrated through information exchange, feedback systems etc., effective beneficiary-focused monitoring and evaluation plans; indicators that were relevant, measurable and time-bound; initial baselines established; realistic budgets that covered the whole programme and project; accurate and timely reporting; use of logical frameworks; inclusion of developmental approaches in emergency project design.)
- Do projects and programmes demonstrate an understanding of the importance of cross cutting issues of gender and protection, HIV/AIDS, beneficiary accountability and environment.

Aspect 2 – impact

To assess the **impact** the use of appeal resources has had on beneficiaries and non-beneficiaries at project level and on partner organisations and Tearfund internally.

Areas for consideration include:

- The intended and unintended effects (social and physical protection, environmental, economic, spiritual), both positive and negative, of the project on beneficiaries and non-beneficiaries. The views of beneficiaries about the impact should be included.
- The major factors influencing the impact of the project on beneficiaries and non-beneficiaries.
- The intended and unintended effects both positive and negative of the use of appeal funds on partner organisations and on Tearfund, how successfully partners have scaled up and down in

response to levels of funding; what was the impact of the appeal scale-up on partner and Tearfund capacity, appropriateness of Tearfund structures and staff in support of the appeal.

- The impact, if any, of the project on the local churches (whether they were implementing or collaborative partners or whether they were simply members of the beneficiary community).
- The extent to which the most vulnerable (including women, children, displaced and refugees) are beneficiaries of appeal supported projects.
- The impact, if any, of inclusion of disaster mitigation and preparedness programming in partner and operational work.

Aspect 3 – relevance

How **relevant** was the use of appeal funds to the priorities and policies of the target group, the partner and Tearfund?

Areas for consideration include:

- Was the contextual assessment and analysis accurate?
- The extent to which projects, programmes and appeal interventions are relevant to the actual and perceived needs and vulnerabilities (including skills, knowledge and coping strategies) of the target group, including the balancing of short term emerging relief needs with long term chronic underlying vulnerabilities?
- The contribution of the work undertaken to strengthening the capacity of the partners;
- The consistency of the funded projects with the vision, values, strategy and resources of the partners;
- The consistency of the appeal strategy with the vision, values, strategy and resources of Tearfund;
- The extent to which the strategy and project design was justified; was scale-up justified and viable, ability to meet future funding needs, choice of sectors and objectives, choice of specialised or generalist interventions, assumptions of the appeal, appeal time frame and exit strategy, level of participation/ownership/empowerment.
- The extent to which the strategy appropriately addresses the underlying issues contributing to increased vulnerability such as competition over resources, lack of disaster preparedness and mitigation, and poverty. Was the support provided by Tearfund to partners in capacity building and funding relevant to their organisational needs?

Aspect 4 – sustainability

Will the benefits of the appeal be **sustained** after the end of the appeal funding?

Areas for consideration include:

- To what extent are Tearfund, Tearfund partners, beneficiaries and local communities better prepared to respond to future crises (considering physical, intellectual and social capital left in communities and organisations)?
- Have local resources been mobilised and have funds and support been accessed from sources other than Tearfund?
- How have decisions on appeal allocation been made in relation to the breadth and likely duration of the crisis?
- Do projects, programmes and appeal interventions have clear exit strategies outlining how and when activities will be phased out and, where relevant, how outcomes can be sustained in the longer term?
- Have local churches been strengthened in their work of integral mission as a result of the Sahel Food Crisis funding? (Are they more capable of activating their members to respond with love and care to the needs of their communities? Are they better able to respond to future crises? Are they more resilient and less dependent? Are they more equipped and envisioned to act as catalysts of community transformation? Are they regarded as credible leaders within their communities? Are they more respected by outside institutions?)
- Do projects, programmes and appeal interventions demonstrate an understanding of the importance of gender issues?
- Are projects, programmes and appeal interventions technically, environmentally and socially appropriate?

Aspect 5 – coordination and coherence

How has the appeal strategy been integrated with the activities and priorities of internal teams, other agencies and organisations (including local and national government)?

- The nature and success of relationships between the target group, the partners, the local church, Tearfund, and other agencies and organisations including government agencies and officials.
- The extent to which the Sahel Food Crisis strategy is informed by relevant governmental, inter-governmental and non-governmental coordination mechanisms, and the extent to which partners and Tearfund staff are involved with these mechanisms.
- The extent to which projects, programmes and appeal interventions are coherent with national and local policies

In making assessments for each Aspect, the Evaluation Team should also consider how 'good practice' has been incorporated into the project. The Evaluation Team is also encouraged to draw attention to examples of 'better practice' demonstrated by the project.

METHODOLOGY

- A team of 2 consultants will be responsible for carrying out the evaluation.
- Design of the evaluation methodology will be finalised prior to the visits and is the responsibility of the Evaluation Team Leader in consultation with the Disaster Management Officer
- The methodology adopted should include seeking beneficiary comment in line with Tearfund's commitments under the Humanitarian Accountability Project (HAP). <http://www.hapinternational.org/en/>

County Visits

- The partners will receive clear and detailed communication from the Disaster Management Officer regarding the plans for the evaluation, the Terms of Reference, the logistics of the visit.
- The evaluation team, in conjunction with the DMO, will prepare visits to partners and programmes in both Burkina Faso & Niger.
- A final schedule for visits will be communicated to partners at least two weeks prior to field visits.
- During the evaluation, the consultants will visit partners. Consultants will visit both offices and specified project sites where possible. Consultants will meet with office staff and field staff.
- Consultants should aim to meet beneficiaries, non-beneficiaries, church leaders, government officials and community leaders during their visits, as arranged with each partner.
- Meetings with beneficiaries should be conducted without partner staff present. If required by the consultants, a translator should be employed for the meetings with beneficiaries.
- Particular attention should be made towards the inclusion of the marginalized during the field visits; women, children, those with disabilities, the elderly. Levels of participation should be stated in the reporting for each group or individual consulted during the exercise.
- A list of individuals met with dates will be included in the final report. In all meetings confidentiality should be respected.

Reporting

- The evaluation team should share their initial findings with the partners before leaving the country in a formal feedback session to all partners who have been interviewed or projects visited. The team should make clear that these are initial findings but partners should have the opportunity to agree / disagree and the evaluation team should take these comments into account in the final report.
- A draft report should be sent to Tearfund and UEEP for feedback before producing a final report.
- In making assessments for each Aspect, the Evaluation Team should also consider how 'good practice' has been incorporated into the project. The Evaluation Team is also encouraged to draw attention to examples of 'better practice'.
- The final report should include specific, actionable and prioritised **recommendations** from which an action plan can be developed by partners and by Tearfund.
- For each of the five Aspects outlined under 'Purpose', the Evaluation Team is required to make a clear statement of the Team's assessment of the project's achievements.
- A structure for the final report is outlined below.

SCHEDULING

- Dates for:
 - Preparation & briefing 2 days

- Travel / field visits 15 days
- Report writing 3 days
- Submission of draft report xx
- Submission of final report xx

MANAGEMENT OF VISIT

- The Disaster Management Officer, in consultation with the West Africa Head of Region, is responsible for commissioning and approving the work with input from the Regional Advisor of Burkina Faso.
- Issues which arise during any part of the process should be referred to the Appeal Coordinator.

EXPECTED OUTPUT

The expected output of this assignment is a report (in Tearfund standard reporting format: please refer to the *Consultants' Briefing Pack*) with the following sections:

- Executive Summary (no more than four A4 sides)
- Introduction / Background
- Methodology
- Context Analysis
- For each Aspect, a section in the form
 - Findings
 - Conclusions
 - Assessment
- Specific Actionable and Prioritised Recommendations
- Annexes (indicative)
 - Terms of Reference for the Evaluation
 - Evaluation Schedule
 - Protocols for the Evaluation
 - Documents consulted during the Evaluation
 - Persons participating in the Evaluation
 - Field data used during the Evaluation, including baselines
 - Bibliography

For each of the six Aspects outlined under 'Purpose', the Consultant is required to make a clear statement of their assessment of the project's achievements. The Consultant may wish to consider using the following four-point scale to score the project's achievements for each of the Aspects:

- 1 the project makes no contribution to the aspect;
- 2 the project makes a minimal contribution to the aspect; there are major shortcomings that must be addressed;
- 3 the project makes an acceptable contribution to the aspect; there are shortcomings that could be addressed; or
- 4 the project makes a substantial contribution to the aspect.

INTENDED USE OF THE EXPECTED OUTPUT

- Recommendations to inform outworking of remaining strategy
- An action plan will be elaborated by DMO for recommendations relating to Tearfund.
- An Action plan will be discussed by DMO with each partner
- DMO to share learning with other partners and other Regional teams if appropriate.

REQUIRED INPUTS

- Partners to liaise with local communities to organise field visits
- Regional Administrative Assistant to arrange travel and accommodation with partners in Burkina Faso
- Partners to arrange travel and accommodation in Niger
- West Africa Team is responsible for all costs of evaluation
- DMO to send all relevant background documents to consultant

EVALUATION OF CONSULTANCY

- DMO will send a Feedback form to partners and the consultants within a week after the end of the consultancy. Forms to be returned to Tearfund within 2 weeks.
- DMO will review and comment on the report