

Annex 1: Terms of Reference for the evaluation

Terms of Reference

Project Title: Evaluation of LEADS_Tsunami Recovery Programme and Permanent Shelter Construction Programme

Budget: NB. Covered by funds held within donor budgets for evaluation

Item	Cost
Consultant fees	Rs 272,607 +vat (Paltra) 16,500 per day for housing
Evaluation team travel	Tbc
Evaluation team food and accommodation	Tbc
Feedback workshop	Tbc
Total	

1. BACKGROUND

Background information to project :

In response to the Tsunami disaster and in with the objective of facilitating the sustainable recovery of impacted communities, the temporary shelter and livelihood programme was designed. This was a follow on to the initial relief provided in the immediate aftermath of the disaster.

The programme is been carried out in 5 affected districts namely: Jaffna, Trincomalee, Ampara, Matara and Hambantota, assisting some 2500 families with around 650 families getting permanent houses – there has been some overlap between programmes, but not as much as was originally envisaged. The services provided have been temporary shelter, water and sanitation, essential utilities and services primary livelihood support, appropriate educational resources, nutritional and medical assistance and community vulnerability reduction programmes. Permanent houses have been constructed in each of these areas, each involving different methods of beneficiary participation and under the direction of different LEADS-employed engineers.

Previous reports/assessments

Whilst continuous monitoring is being carried out in all of the districts, a formal evaluation process has not been carried out as yet.

Short Description of Organisation and history

LEADS (Lanka Evangelical Alliance Development Service) was formally set up in 1983 as the social action arm of the National Christian Evangelical Alliance of Sri Lanka (NCEASL) which represents 1100 member churches. Currently LEADS continues to function as an autonomous National Christian relief and development agency having been de-linked from the NCEASL. In 1984, LEADS was registered as an NGO with the Ministry of Social Services and consequently received charity status by an Act of Parliament.

In terms of experience, LEADS have in the past engaged with the following:

- Rehabilitation & resettlement of people affected by floods
- Health and sanitation programmes in 8 Districts

- Provision of potable water through the installation of pipelines or wells
- Vocational training in relevant and required trades and enterprises, sewing & manufacture of handicrafts, preparation of food for sale etc
- Medical awareness raising and medical assistance programs
- Development of a preschool programmes
- Development of Early Childhood Development evaluation tool
- Formation & Strengthening of Rural development societies
- Relief programmes (Food, Medical aid etc.) for internally displaced people (IDP) in welfare camps
- Drought Mitigation programme involving supply of water, wells, rain water and reforestation
- Renovation of houses
- Income Generation programmes
- Therapy & family follow-up for victims & children at risk

Whilst LEADS had been involved in the areas of Rehabilitation, Relief, Reconstruction and Resettlement for the past 20 years or so, these programmes are the largest that LEADS has ever undertaken at any one time.

Current activities and how the need for the assignment arose

Sri Lanka is an island of 25000 square miles and is populated by 18.5 million people. Civil war between the Liberation Tamil Tigers Eelam (LTTE) and the Government of Sri Lanka has been active on and off since 1983 until the beginning of 2002 when a cease fire was declared. Economically the island is still weak and carries a huge debt burden. On the 26th of December 2004 a tsunami caused by an earthquake off the coast of Indonesia measuring 9.0 in the Richter scale struck the eastern and southern coast of Sri Lanka causing extensive damage to life, property and infrastructure. The death toll as reported on 1st February 2005 by the Government Centre for National Operations (CNO) stands at 30,974, with 4,698 missing; and 553,287 displaced. Of those displaced at this time 411,302 were reported as staying with family or other community members whilst 141,985 were staying in camps or centres such as schools and temples. According to the Preliminary Needs and Damage Assessment undertaken in January 2005 the number of houses totally damaged is 99,480 with a further 44,290 being partially damaged. (Asia Development Bank, World Bank, Japan Bank for International Cooperation).

Families displaced by the Tsunami were provided with interim shelter to meet immediate needs either through construction of purpose built transitional shelters, or grants to assist with renting accommodation. Families tend to remain in these interim facilities until permanent homes are constructed and available to them.

The construction of permanent houses started slowly due to many complications. The Tsunami Housing Reconstruction Unit (THRU), a sub office of TAFREN was the primary organisation responsible for implementing permanent housing. This organisation has however now been dissolved and responsibilities managed by RADA (Reconstruction and Development Agency) However in some divisions in Jaffna, and Ampara districts permanent housing is implemented through the North East Housing Reconstruction Unit (NEHRU). Allocation of communities and land to implementing organisations (NGOs, INGOs) was undertaken through local and national structures. Established communities are not necessarily being allocated together to new developments thus creating a need for community development and strengthening. Some NGOs are choosing to purchase land themselves therefore bypassing the need to wait for government allocation of land. LEADS' strategy has been to work through government allocation procedures.

The government after a much prolonged discussion that lasted well into the first half of 2006 finally demarcated coastal management buffer zones for the South, South West, and North and Eastern coastal areas of the country. This prohibits the use of land for housing reconstruction within 35 metres from the mean high water line in the South and West; and a range of 20-200 metres in the North and East. The government plans to relocate families whose houses were located in these buffer zones and were damaged during the tsunami, to land identified by the Urban Development Authority (UDA). These families will be given a freehold plot with a built house of not less than 500 sq ft with required community facilities. There are current discussions taking place within Government concerning the allocation of differing levels of cash grant to beneficiaries whose houses were damaged/ destroyed

outside the buffer zone depending on the area and level of damage. At present these have been discounted in view of the uncertain outcome of these talks.

The Tsunami Recovery Programme has included the provision of temporary housing (construction or rent paid); meeting of immediate needs for food, medical support, water & sanitation followed by the introduction of livelihood programmes. More recently some of the funds were reallocated to support LEADS' response to the relief programmes in the north & east.

LEADS permanent shelter programme follows on from the initial post Tsunami response in these districts, which included immediate relief, provision of transitional shelters, provision of essential services, and livelihood support.

The Permanent Shelter Programme thus far has included, or includes the following areas of work:

Jaffna: 79 houses
Trincomalee: 218 houses committed with 43 more planned
Ampara: 194 houses
Hambantota: 15 houses
Matara: 159 houses
West Coast: 50 houses

These housing projects vary with some including community structure, access routes, toilets and water systems. For the specifics of each project, documentation will be provided. The approach has varied between the separate projects dependent on land allocation, beneficiary wishes, grant obligations and local factors. All projects have been managed by a Colombo based National Housing Engineer under the oversight of LEADS' Director and Board. The first engineer was from the UK, and now there is a national engineer managing the programme.

Since this has been the largest response ever mounted by LEADS, resulting in many changes in the organisation, this evaluation presents an opportunity for the organisation to formally learn from the experiences of the last 2.5 years. In addition, appointing an external evaluator to lead the evaluation will provide a level of accountability to our stakeholders – including beneficiaries, donors and local authorities.

2. PURPOSE

Aim or goal of the project :

The aim of this assignment is to conduct a participative evaluation of LEADS Tsunami Housing and Livelihoods Projects, including the project methodology, beneficiary satisfaction and technical quality, including in the housing sector.

Specific Issues to be analysed :

The specific objective of this assignment is to make assessments for each of the following six Aspects¹¹:

Aspect 1 – effectiveness

Have the projects been effective in achieving the intended project objectives?

Areas for consideration include:

- the level to which LEADS has achieved the objectives set out in the relevant project proposals being evaluated (please refer to each output, purpose and goal within the logical frameworks).

¹¹ Note that for the evaluation, instead of these aspects another, slightly more detailed list has been used (see Annex 3).

- the major factors influencing the achievement / non-achievement of the project objectives.
- Have the relief and rehabilitation responses targeted the vulnerable and those in need?
- To what extent has LEADS respected local culture, customs and structures in the target communities?
- Has LEADS responded adequately to the tsunami related psycho-social problem in the community?
- Are the water and sanitation provisions appropriate both culturally and materially?
- The appropriateness of house designs both culturally and structurally?
- Has adequate follow-up been provided by LEADS for those having received livelihood assets and has the socio-economic condition of the people improved?
- Has sufficient effort been devoted to the involvement of programme beneficiaries in the design, management and implementation of the project?
- Have the relief and rehabilitation programmes reduced the vulnerability of at-risk communities and helped create a sustainable lifestyle?
- Was the allocation of expenditure and project inputs between relief, livelihood restoration and re-housing appropriate?
- Was the timing of these activities appropriate?
- Has there been adequate attention to advocacy issues, which could strengthen linkages between the poor and the State providers of service?

Aspect 2 – impact

What impact have the projects had on beneficiaries and non-beneficiaries?

Areas for consideration include:

- the intended and unintended effects (social, physical, environmental, economic, spiritual), both positive and negative, of the project on beneficiaries and non-beneficiaries;
- the major factors influencing the impact of the project on beneficiaries and non-beneficiaries.
- the degree to which LEADS programmes have contributed towards or mitigated against development of a dependency culture in tsunami affected areas.
- The impact of the project on LEADS staff (People in Aid)

Aspect 3 – relevance

How relevant are the projects to the priorities and policies of the target group, LEADS and its donors?

Areas for consideration include:

- the validity of the project objectives;
- the relevance of the project with the needs and vulnerabilities of the target group;
- the use and enhancement by the project of the existing skills, knowledge and coping strategies of the target group;
- the contribution of the project to strengthening the local church in its mission and role to work with local communities;
- the consistency of the project with the vision, values, strategy and resources of LEADS
- the contribution of the project to strengthening the capacity of LEADS
- the consistency of the project with the vision, values, strategy and resources of the main donors, eg.
- the major factors influencing the relevance of the project to the priorities and policies of the target group, LEADS and Tearfund.

Aspect 4 – efficiency

Have the projects been efficient in achieving the intended objectives?

Areas for consideration include:

- the cost-efficiency of project activities;
- the achievement of objectives to time and to budget;
- comparison of the implementation of the project with alternatives;
- the major factors influencing the efficiency of the project.

Aspect 5 – sustainability

Will the benefits of the projects be sustained after the end of the project?

Areas for consideration include:

- the continuation of project benefits after funding by LEADS has ceased;
- the ability to mobilise local resources;
- the ability to access funds and support from other sources (including the private sector);
- the major factors influencing the sustainability of the project.
- To what extent have the relief and restoration programmes built up the capacity of local people and institutions to respond to future similar disasters?
- Has disaster preparedness planning been appropriate, so that the local response to a future tsunami would be better?

Aspect 6 – coordination and coherence

How have the projects been integrated with the activities and priorities of other agencies and organisations (including local and national government)?

Areas for consideration include:

- the linkages and relationships between the target group, LEADS and other agencies and organizations.
- the ability to manage multi-purpose partnerships;
- the coherence of the project with national and local policies;
- the major factors influencing coordination and coherence of the project with the activities and priorities of other agencies and organisations.

In making assessments for each aspect, the Evaluation Team should also consider how 'good practice' has been incorporated into the project—including, but not limited to: inclusion of vulnerable groups, accountability to beneficiaries, environmental sustainability, gender inclusion strategies, building on local capacities, etc.

The Evaluation Team is also encouraged to draw attention to examples of 'good practice' demonstrated by the project through inclusion of short case studies

3.METHODOLOGY

Techniques to be used in gathering information:

- The evaluation will be appreciative in style, participatory and learning centred, yet seek to understand the underlying causes of ineffective or dysfunctional areas.
- Data gathering should be demonstrate interaction with a representative sample of stakeholders and in particular from beneficiaries and members of affected communities.
- Data gathering and analysis would involve recourse to secondary data as well as primary data through individual (key informant) conversations/interviews, semi-structured interviews and focus group discussions with representative groups of stakeholders, RRA studies, direct observation, random sampling etc

Whilst the evaluation will be conducted by a local NGO called Paltra who are already involved in this area of work, the methods of information gathering would be fine tuned with them.

4.SCHEDULING

The project end date for the 2 districts of Matara and Hambantota are March 31st 2007, whilst those in the N&E have been set at March 2008. In the light of this, the Tsunami Recovery evaluation could be carried out in Trincomalee and Hambantota , whilst the Housing evaluation is to be conducted in Trincomalee, Ampara and Matara during the end of June.

A minimum of 3 days for each evaluation should be sufficient.

- Pre-reading of project information (half a day)
- Pre-evaluation & security briefing of half a day in Colombo office
- A post-evaluation feedback (minimum half a day) to be conducted by the evaluation team, for key project staff and management and other key stakeholders prior to departure. This workshop should discuss and agree key observations and basic recommendations and encourage feedback from the partner staff.
- A written draft evaluation report that highlights important observations, recommendations and conclusions is to be submitted within 2 weeks of the conclusion of the evaluation. This should be distributed to partners (including major donors) and LEADS for feedback within a further 2 weeks.
- The final written evaluation report is to be submitted within 40 days following the actual evaluation.
- A post evaluation workshop may be conducted once the final report has been circulated.

5.MANAGEMENT

- LEADS, Executive Director, Roshan Mendis is commissioning and approving the evaluation
- If assistance is needed to resolve any issues during the evaluation, the consultant/team leader should refer to Roshan Mendis or to David Edirisinghe (Housing Manager)
- LEADS HQ Administration shall be responsible for practical arrangements for the evaluation, such as travel arrangements, hotels, report translation/dissemination, etc. Key contact is Nirasha Jayatileke

Composition of the group

- Timmo Gaasbeek – team leader
- An External evaluation organisation member PALTRA / Natasha
- National Housing Engineer
- Partner agency Representative / nominee eg RISC
- Local Community leader (specific focus on gender especially in Tamil/Muslim areas).
- Responsibilities of the Team Leader:
 - 1). Team building within the assessment team
 - 2). Ensuring that marginalized groups are included in the assessment
 - 3). Managing the schedule, workload and ways of collecting information whilst on the assessment
 - 4). Communication with LEADS Director
 - 5). Writing and finalising the assessment report

6. EXPECTED OUTPUTS

How feedback should be provided to whom :

Comprehensive written documents, giving details on methodologies followed, sample questionnaires, will be provided to both LEADS and the partner agencies.

Procedure for reporting is outlined above under ‘Schedule’

The observations and recommendations should contain the following elements:

- Recommendations and observation regarding the 6 Programme aspects outlined above for the housing project, evaluation of project methodology as well technical quality in the housing sector

The expected output of this assignment is a report (maximum 25 pages) 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
 - Profile of the Evaluation Team
 - 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 Evaluation Team is required make a clear statement of the Team's assessment of the project's achievements. The Evaluation Team 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.

7. SECURITY:

- A risk assessment should be conducted prior to the field visit: LEADS will provide advice on the current security situation in the area 2 weeks prior to the evaluation dates
- A plan of action should be developed by the evaluation team members to follow if any problems are encountered during the evaluation.

8. REQUIRED INPUTS:

LEADS will supply the following documentation to the consultant one month prior to the assignment:

- LEADS long-term strategic plan, vision and mission documents
- LEADS tsunami proposals
- LEADS tsunami reports

Other project related documents to be made available as required.