

SPECIFIC TERMS OF REFERENCE

For the Final Evaluation of the Sudan Post –Conflict Community Based Recovery and Rehabilitation Programme (RRP)

1. BACKGROUND

Following the signing of the Comprehensive Peace Agreement (CPA) in January 2005, the European Commission (EC) re-launched its development assistance with a €55.494 million Recovery and Rehabilitation Programme (RRP), which includes UNDP co-financing of €4.575 million. The RRP is a six-year initiative (January 2005 - January 2011), managed by UNDP, on behalf of the Government of National Unity and Government of South Sudan.

The programme was first envisaged in early 2003, following the North-South ceasefire, in recognition of a real possibility of a final peace agreement. The programme design, its management arrangements and its implementation modalities, are peculiar to the circumstances of the time and the capacities, or lack of them, of the contractual parties, beneficiary communities and local administration.

The RRP is the largest and most comprehensive recovery programme in Sudan, benefiting up to 800,000 Sudanese. A total of 44 national and international NGOs are pooled together into consortia that work in 10 locations across the country. Programme activities focus on livelihoods, capacity building and basic services. These activities intend to provide food and income to the targeted households, improve local administrations' capacities and respond to critical needs and priorities as defined by the communities themselves.

The RRP was expected to provide immediate "peace dividends" to war affected communities with the objective of reducing the prevalence and severity of poverty and increasing food security amongst conflict affected rural households across Sudan. This was to be achieved through tangible improvements at the community and local authority level; taking into account the extent and immediacy of needs associated to Internally Displaced Persons (IDPs) and refugee return.

The RRP aims to achieve the following goals:

- To link relief, rehabilitation and development;
- to ensure that high proportion of total project expenditure is accrued directly to the target communities;
- to use a flexible and pragmatic process-oriented approach with the active involvement of beneficiary communities in all stages of the project cycle and emphasis on building self-reliance and beneficiary ownership;
- to ensure sustainability of action by supporting capacity building within local government authorities (LGAs). They will be fully involved with programming to allow them the ability to resume their core functions and responsibilities;
- to ensure coordination with other donors' interventions.

The programme commenced in January 2005 and is scheduled to run for a period of six years, ending on 25th January 2011.

Annex 1 provides more details about the status of the ten RRP funded projects.

2. DESCRIPTION OF THE ASSIGNMENT

2.1 Global objective

The objective of the present consultancy is to undertake a final evaluation of the RRP in two phases (phases I and II), notably with regards to the relevance, efficiency, effectiveness, impact and sustainability of the ten Projects within the Programme as specified in Annex 1.

The consultancy will produce clear conclusions and recommendations that will assess:

- a) whether outcomes and impact of the RRP have been achieved as expected, with an emphasis on the sustainability of identified achievements;
- b) why certain results and certain impacts have or have not been achieved by the partner's programme

In broader terms, the consultancy will also produce an independent assessment of the relevance of the RRP approach as a valid LRRD¹ mechanism, and make concrete recommendations on the relevance and the feasibility of applying a similar approach in future EU programming for Sudan, taking into account two important factors:

1. the specificity of the local context and the evolution of the geopolitical circumstances in Sudan; and
2. the observance of the strategy *"Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission" and related guidelines for making technical cooperation more effective*².

2.2 Specific objectives

The evaluation (phases I and II) should carry out a general assessment of the performance of the RRP against the stated objectives. It should consider the relevance, effectiveness, efficiency, impact and sustainability of each of the ten individual projects (managed by a different consortium of NGOs), which constitute its core, as specified in Annex 1. In overall terms, the evaluation is expected to provide a good description of the socioeconomic context of each project and the key factors which have influenced the final results identified, besides the provision of useful documentation about lessons learned (examples of good practice & lessons learned)

More specifically the experts will be expected to:

1. Review the performance from the United Nations Development Programme (UNDP) as administrator of the Programme, including management, coordination, reporting, monitoring and evaluation, visibility, communication and dissemination of information.
2. Analyse the programme's coherence with the EC Country Strategy Paper and National Indicative Programme, and the country development and sector policies and strategies.
3. Carry out coherent and systematic desk reviews as well as individual field missions to the ten RRP projects, evaluating their performance, analysing the extent to which recommendations made by the Mid-term Review (MTR) carried out in February 2008

¹ Linking Relief, Rehabilitation and Development

² The guidelines and related documents are available on: http://ec.europa.eu/europeaid/what/delivering-aid/aid-effectiveness/index_en.htm

were applied, and the degree of continuity in the different activities proposed in each of the projects after the end of the RRP support.

The consultancy will assess the activities carried out by the ten projects on the ground and gauge, for each, the:

- extent to which the RRP was consistent with and supportive of the policy and program framework within which the Programme was initially placed and also considering the recommendations by the MTR;
- results and key achievements of the project vis á vis its objectives;
- relevance/ contribution of the RRP achievements to recovery in Sudan's post conflict context;
- projects' management and consortium coordination arrangements by UNDP, in particular the extent to which timely and appropriate decisions were made to support effective implementation and problem resolution;
- degree of coordination with other humanitarian and development projects in each project's location, analyzing the mechanisms established to enhance synergies and opportunities for handover of activities at the end of the RRP;
- quality of information management and reporting from each consortia, and the extent to which key stakeholders were kept adequately informed about progress in the RRP implementation;
- quality of operational work planning, budgeting and risk management from each consortia
- levels of ownership and stakeholder participation in the management and implementation of each project, gauging the perspectives and opinions of communities, local civil society organisations and local government authorities on RRP performance;
- projects' performance in terms of effective integration of specific cross-cutting issues such as gender and environmental mainstreaming into the actions;
- prospects for sustainability of identified RRP benefits, analysing the continuity of activities/benefits still ongoing after the end of the RRP support, including the social acceptability, the degree of ownership and the financial viability of actions, the handover and maintenance of equipment/assets and the level of participation, technical and managerial capacities from the various local stakeholders still involved.

2.3 Methodology

The evaluation will be conducted in a participatory manner through a combination of methods including a review of the key project documentation and EC Country Strategy Paper/ guidelines, interviews with different stakeholders/counterparts, beneficiary consultation and site visits to the ten projects as deemed necessary.

The evaluation team shall propose in the inception report the approach, design, methods and data collection strategies to be adopted for conducting the evaluation.

The team should triangulate and validate information, assess and describe data quality in a transparent manner (assess strengths, weaknesses, and sources of information). Data gaps if any should also be highlighted.

2.4 Proposed consultancy team members and work plan

The two phases of the consultancy will be carried out as follows:

Phase I: it will involve a team of four experts: one team leader, one consultant for the North (projects in Red Sea and River Nile states), and a team of two consultants for the South (projects in Northern Bahr el Ghazal, Warrab, Upper Nile, Central and Eastern Equatoria states).

Phase II: it will involve a team of two experts: one team leader and one consultant for the North/Transitional Areas (projects in South Kordofan and Blue Nile states, and Abyei).

Phase I will involve an estimated total of 62 calendar days, including travel, as follows (calculated on the basis of the Team leader schedule, see table in page 7):

- 3 days for familiarisation with relevant documentation prior to commencement of field work in country;
- 6 days between Khartoum and Juba, where the experts should meet with all relevant stakeholders, including key staff from UNDP, representatives from Government of National Unity (GNU), Government of Southern Sudan (GoSS), Ministry of International Cooperation (MIC), and EU Delegation, and selected staff from implementing consortia (Sudanese and international NGOs), and donors, in particular the World Bank (Multi-donor Trust Fund –MDTF-), OFDA and DfID (BRIDGE);
- 20 days visiting selected projects in the North and in the South, including travel;
- 5 days between Khartoum and Juba for debriefings about preliminary findings to the concerned parties, namely UNDP, EU Delegation, MIC and GoSS;
- 14 days for finalizing the final draft report (location(s) to be defined by the consultants);
- 7 days for the MIC/EU to transmit their comments to the report;
- 7 days for the consultancy to incorporate these comments, make any modifications deemed necessary and submit the final report.

Phase II will involve an estimated total of 40 calendar days, including travel, as follows (calculated on the basis of the Team leader schedule, see table in page 7):

- 3 days for familiarisation with relevant documentation prior to commencement of field work in country;
- 3 days in Khartoum where the experts should meet with all relevant stakeholders, including key UNDP, MIC and EU Delegation staff, appropriate GNU line ministries' staff, staff from implementing consortia (Sudanese and international NGOs), and donors, in particular the World Bank (MDTF), OFDA and DfID (BRIDGE);
- 14 days visiting selected projects in the North and Transitional Areas, including travel;
- 3 days in Khartoum for debriefings about preliminary findings to the concerned parties, namely UNDP, EU Delegation, MIC and GoSS;
- 7 days for finalizing the final draft report (location(s) to be defined by the consultants);
- 5 days for the MIC/EU to transmit their comments to the report;
- 5 days for the consultancy to incorporate these comments, make any modifications deemed necessary and submit the final report.

2.5 Required Outputs

1. At the beginning of each phase, the team will provide an inception report for the evaluation phase. The inception report will contain detailed evaluation methodology, evaluation questions, proposed sources of data, and data collection tools.
2. At the end of both phases and before leaving Sudan, the consultants will share the preliminary findings of the evaluation missions with the concerned members of the National Authorising Officer (GNU), GoSS, the EU Delegation and UNDP in Juba and in Khartoum. Briefing sessions for this purpose will be organised by the team leader of the evaluation team, with support from UNDP and the EU Delegation.
3. The main outputs of this consultancy will be the two comprehensive final reports (CFRs), one at the end of phase I and the other at the end of phase II. Information should be presented in a clear and concise manner, compiling and analyzing all relevant information, listing key conclusions and making relevant recommendations for the future, in line with the proposed terms described in sections 2.1 and 2.2. Considering that two CFRs will be required for different locations and at different points in time, the consultancy should ensure the necessary coherence in terms of structure and contents between both documents, for which a well defined methodology would need to be systematically applied throughout the entire evaluation process.

3. EXPERTS PROFILE

- Collectively, the team of consultants should have extensive experience in monitoring and evaluation of rural development projects, especially in a post-conflict, recovery environment, with demonstrated knowledge of the LRRD approach and aspects related to good governance.
- The team leader should have at least 15 years of relevant experience, with a Masters Degree or equivalent relevant to rural development, agriculture or economics. Senior expert
- The three other team members should have at least 10 years of relevant experience and a minimum of a first degree or equivalent relevant to rural development, agriculture or economics. At least two of them must have knowledge of the local language at the place of assignment and be familiar with the national and state institutions and local governance structures. Senior experts.
- All consultants should have:
 - Comprehensive experience of Project Cycle Management with good experience in the use of the logical framework. Proven experience in the management and implementation of rehabilitation and development projects is a strong asset.
 - Fluent command of the English language, both written and spoken.
 - Excellent communication skills.
 - Physically fit and able to undertake field visits in difficult environments and remote locations by plane, vehicle and foot.
 - Familiarity with Sudan is an important asset.

4. LOCATION AND DURATION

4.1 Indicative Starting Dates

The start dates for the two phases of the consultancy are proposed as follows:

Phase I: starting 1st July 2010;

Phase II: starting 1st February 2011.

4.2 Duration and Location(s) of Assignment

The consultancy will be undertaken in two separate phases as indicated in the tables below (page 7).

Work plan (Phase I)

	July 2010																															August 2010																														
N	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
S	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
TL	doc review		krt	juba		khartoum		fp1		fp2		juba	fp3		fp4		fp5		fp6		fp7		juba	khartoum		draft report										feed back to draft report					final report																					
CN	doc review		khartoum				field project 1				field project 2				khartoum		juba		khartoum		draft report										feed back to draft report																															
CS1	doc review		juba		field project 3				field project 4				field project 5				juba		khartoum		draft report										feed back to draft report																															
CS2	doc review		juba		field project 6				field project 7				field project 5				juba		khartoum		draft report										feed back to draft report																															

TL team leader
 CN consultant North
 CS1 consultant South 1
 CS2 consultant South 2

fp1 Red Sea state
 fp2 River Nile state
 fp3 Central Equatoria state
 fp4 Eastern Equatoria state
 fp5 Upper Nile state
 fp6 Warrab state
 fp7 Northern Bahr el Ghazal state

Weekends N (North) and S (South), not considered as working days
 Not working days

Work plan (Phase II)

	February 2011																												March 2011											
N	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10	11	12
TL	doc review			khartoum			field project 8							krt		fp9			fp10		khartoum			draft report					feed back to draft				final report							
CTA	doc review			khartoum			field project 9							field project 10					khartoum			draft report					feed back to draft													

TL team leader
 CTA consultant Transitional Areas
 CS1 consultant South 1
 CS2 consultant South 2

fp8 Blue Nile state
 fp9 South Kordofan state
 fp10 Abyei

Weekends N (North), not considered as working days
 Not working days

5. REPORTING

Phase I:

- The team leader is responsible to produce the report in English.
- The preliminary findings of the evaluation are to be shared with the National Authorising Officer (NAO) of the MIC and GoSS, the EU-RRP Programme Coordinator and the UNDP/AMU Coordinator in both Juba and Khartoum, before the consultants leave Sudan, as explained above.
- The draft report will be due 14 days after the consultations in Juba and Khartoum.
- The Delegation will share it with the NAO/GoSS and AMU and have 7 calendar days to make comments.
- Within 7 days of receipt of the comments on the draft report, the Framework Company shall incorporate these comments and submit the final version of the comprehensive final report (CFR) in 5 (five) bound hard copies and one CD, to the office of the National Authorising Officer and the EU Delegation in Khartoum, Sudan.
- The Consultants and Framework Company shall not provide any copy of the draft or final report to any third party without the prior, written authorisation of the EU Delegation in Sudan.

Phase II:

- The team leader is responsible to produce the report in English.
- The preliminary findings of the evaluation are to be shared with the NAO/GoSS, the EU RRP Programme Coordinator and the AMU Coordinator in Khartoum, before the consultants leave Sudan, as explained above.
- The draft report will be due 7 days after the consultations in Khartoum.
- The Delegation will share it with the NAO/GoSS and AMU and have 5 calendar days to make comments.
- Within 5 days of receipt of the comments on the draft report, the Framework Company shall incorporate these comments and submit the final version of the CFR, in 5 (five) bound hard copies and one CD, to the office of the National Authorising Officer and the EU Delegation in Khartoum, Sudan.
- The Consultants and Framework Company shall not provide any copy of the draft or final report to any third party without the prior, written authorisation of the EU Delegation in Sudan.

6. ADMINISTRATIVE INFORMATION

6.1 Tax and VAT arrangements

In general the contract will be free from taxes and duties, except for goods and services purchased by the Consultant on the local market, on which taxes and duties have already been imposed.

6.2 Others

- It will be very positively appraised that the consultancy firm designates the same candidates in both phase I and phase II for the positions of team leader and consultant to the North and Transitional Areas, this in order to ensure a minimum of coherence and continuity to the evaluation work.
- The experts will carry out all elements of the assignment and provide all the resources necessary for the execution of the given tasks.
- The experts will be responsible for the provision of his/her accommodation and local transport.
- The experts should be equipped with their laptops and mobile phones.
- The working hours are fixed on the basis of the local laws and the requirements of the assignment. In general the experts are expected to work 5 days a week (except when visiting the field, when 7 days a week might be required) from 8:00 am to 4:00 pm, Sunday to Thursday.
- National Travel: the per diems should include intra-city travel (within Khartoum and Juba) so intra-city travel expenses are not eligible under reimbursable. Inter-city travels foreseen in the Terms of Reference (for site visits) are to be included under "local travel" costs.
- Office supplies and communications are to be covered in the fees and may not be recovered as reimbursable.
- The EU Delegation in Khartoum in coordination with the NAO/MIC will provide assistance in facilitating the visas for Sudan, travel and photographic permits; whenever required, the EU Delegation will support in terms of identifying accommodation, as well as information for the booking of internal flights for the consultants.

7. AVAILABLE DOCUMENTATION UPON REQUEST

- RRP Technical Guidelines for the Call for Proposals.
- Contracts with UNDP + Riders
- Annual reports, lessons learnt as well as monitoring and evaluation reports from AMU
- Mid-term evaluation as well as audit reports for each Project
- Access to RRP website
- EC / Sudan Country Strategy Paper

Annex 1: Updated Project Summary as of 29th March 2010

Annex 1: Updated Project Summary as of 29th March 2010

	Project Code:	RRP/01					Project Title:	Geissan and Kurmuk Localities Recovery and Rehabilitation Project					
	Consortium:	IR (Islamic Relief) UK, MAG (Mines Advisory Group), Save the Children, JASMAR (Sudan Association for Combating Landmines), Blue Nile Network for Development Organisations, Child Rights Institute											
	Duration:	52 months		Starting date:	1 st March 2006		End date:	30 June 2010	Location:	Blue Nile State			
	Total budget:	€ 6,100,000.00		Transfers from UNDP:		€ 5,627,653.25	Total eligible expenses Q1-14:		€ 5,237,011.90	Project Delivery:			
	Project Summary:												
	Sixty thousand persons, including returnees and refugees, and local administration of 20 (twenty) conflict affected communities of Kurmuk County and Geissan Locality in Blue Nile State are trained and supported in basic services for Water and Sanitation (WATSAN), primary health, primary education, livelihoods, agriculture and mine clearing. Particular focus is placed on training Village Development Committees (VDCs) and Parent Teacher Associations (PTAs). For 46 (forty-six) months, onward from March 2006, with an overall budget of € 6,100,000 (six million one hundred thousand euro), 103 new water points are to be constructed or repaired, together with 210 latrines and training for Water Point Committees for Operations and Maintenance (O&M). Five Primary Health Care (PHC) units and 40 class rooms are to be constructed, or reconstructed, with training for Community Health Committees (CHCs), and PTAs for future O&M. Public spaces around the schools, clinics and access roads will be cleared from mines.												

	Project Code:	RRP/02					Project Title:	Abyei Recovery and Rehabilitation Project					
	Consortium:	MC Scotland, GOAL - Ireland, Save the Children, ACAD (Abyei Community Action for Development)											
	Duration:	50 months		Starting date:	1 st June 2006		End date:	31 st July 2010		Location:	Abyei SAA		
	Total budget:	€ 5,100,000		Transfers UNDP:	from	€ 4,937,557.26	Total eligible expenses Q1-14:	€ 4,336,817.74		Project Delivery:			
	Project Summary:												
	Forty thousand residents and fifteen thousand returnees of Abyei, and their Local Administration are trained and supported in Basic Services for Water and Sanitation (WATSAN), primary Health and primary Education, and Livelihoods (community development for youth, schools and health committees, animal health, agricultural extension, access roads). For 50 (fifty) months onwards from 1 st June 2006, with an overall budget of € 5,100,000 (five million one hundred thousand) the project will drill ten boreholes and fifty new hand pumps, two new fully equipped water yards, communal improved-latrine, two new primary health units, training of health staff and Village Health Committees (VHCs). Ten PTA committees will be trained and leadership training will be given to seventy student representatives in schools. One youth centre will be built and operate vocational training courses. Twenty-five village savings and lending groups will be established and sixteen farmer groups will be supported.												

	Project Code:	RRP/05					Project Title:	Kadugli Locality Recovery and Rehabilitation Project				
	Consortium:	Save the Children, DCA (Dan Church Aid), NRRDO (Nuba Relief Rehabilitation and Development Organisation), DEO (Diocese of El Obeid)										
	Duration:	51 months		Starting date:	1 st March 2006		End date:	31 st May 2010		Location:	South Kordofan	
	Total budget:	€ 5,495,000		Transfers from UNDP:		€ 4,208,219		Total eligible expenses Q1-14:		€ 4,461,949.11	Project Delivery:	
	Project Summary:											
	The 51 (fifty-one) month, € 5,495,000 (five million four hundred ninety five thousand euro), SKILLS Project, beginning 1 March 2006, seeks to reduce the prevalence and severity of poverty and increase food security. The goal of the SKILLS project is to provide increased and safe access to opportunities for improved livelihoods for the most needy and marginalized of the conflict-affected population in Kadugli Locality of South Kordofan State. The project will achieve its goal through a consultative process with communities and local administration to construct social service infrastructure and improve both quality and access to basic social services by de-mining dangerous areas, increasing economic opportunities through capacity building, and providing quality vocational training. However, the expulsion of NGOs including the former lead agency of SC-USA has led to major disruptions to the project since March 2009.											

	Project Code:	RRP/06					Project Title:	Northern Upper Nile Recovery and Rehabilitation Project				
	Consortium:	MC Scotland , FAR (Fellowship for African Relief) - Canada, Tearfund - UK, Stromme Foundation - Norway, Episcopal Churches of Sudan (ECS)										
	Duration:	43 months		Starting date:	1 st July 2006		End date:	31 st January 2010		Location:	Upper Nile	
	Total budget:	€ 5,029,000		Transfers from UNDP:		€ 4,913,471.20	Total eligible expenses Q1-14:		€ 4,908,305.62	Project Delivery:		
	Project Summary:											
	The aim of the 43 (forty-three) month project is to contribute to a sustainable improvement in the quality of rural livelihoods for the conflict affected populations of Northern Upper Nile (up to 150,000 current population) and a sustainable re-integration of returnees (a 25% increase of population anticipated) with a budget of € 5,029,000 (five million twenty nine thousand euro), through a community-driven recovery and rehabilitation programme, using a successful development process with communities, CBOs and local administration partnering in the sustainable management of a wide range of activities including agriculture, income generation, education, health, water and sanitation.											

