

Terms of Reference

Evaluation of the Nepal Earthquake Response Programme

1. Introduction

In 2012, the Diakonisches Werk der EKD merged with the Evangelischer Entwicklungsdienst to form the Evangelisches Werk für Diakonie und Entwicklung e.V. (in the following called EWDE). The new agency was founded in order to meet the demands of a globalised world. Internationally, EWDE works through its aid programmes, Diakonie Katastrophenhilfe (in the following called DKH) and Brot für die Welt – Evangelischer Entwicklungsdienst (Bread for the World – Protestant Development Service).

DKH renders humanitarian aid worldwide. In its activities, DKH is committed to the Humanitarian Principles of the Code of Conduct of the Red Cross and Red Crescent movement and of non-governmental aid organizations. In all its actions, DKH is guided by the four humanitarian principles: humanity, neutrality, impartiality and independence. These principles provide the foundations for DKH's humanitarian action, and are regarded as essential in order to establish and maintain access to affected people, whether in a natural disaster or a complex emergency, such as armed conflict.

DKH supports people who are affected by natural disasters, war and displacement and who are not able to cope on their own in the emergency situation they find themselves in. It is an effort to help people in great need – worldwide, regardless of their colour, religion and nationality.

DKH's assistance is designed to suit the local conditions and is integrated in the economic, social and political context of a specific country or region. It is adjusted to respond to the needs and the situation of the affected population, respect the dignity of the people, and protect valid laws and traditions. Aid commodities are deployed according to need and correspond to local standards. They are purchased locally as far as it is possible and useful. It is DKH's approach to work through a global network of partner organizations.

Bread for the World – Protestant Development Service is the globally active development agency of the Protestant Churches in Germany. In more than 90 countries all across the globe, Bread for the World – Protestant Development Service empowers through its partner organisations the poor and marginalised to improve their living conditions. Key issues of the work are food security, the promotion of health and education, the access to water, the strengthening of democracy, respecting human rights, keeping peace and the integrity of creation. The work is rooted in the principles of the Christian Church. Through lobbying, public relations and education in Germany and Europe it seeks to influence political decisions in favour of the poor and to raise awareness for the necessity of a sustainable way of life.

Both, DKH and Bread for the World – Protestant Development Service are member of the ACT Alliance - a coalition of more than 140 churches and church-related organisations working together in over 100 countries to create positive and sustainable change in the lives of poor and marginalised people regardless of their religion, politics, gender, colour or nationality in keeping with the highest international codes and standards. ACT Alliance endeavours to respond to emergencies around the world – local or global, large or small – with an ecumenical commitment to meet to the needs of communities when they are at their most vulnerable.

Subject of the evaluation

The massive earthquakes in April and May 2015, affected more than 8 million people, resulted in 8,891 deaths and more than 22,000 injured, destroyed houses, socio-economic infrastructure and

public facilities (schools, hospitals etc.). More than 600,000 houses were destroyed and over 288,000 were damaged by the April and May earthquakes. Large parts of the affected population did not dispose of necessary coping strategies and protective mechanisms.

DKH decided immediately to join the international emergency response. As Nepal is not defined as a focus country by DKH, no relations and structures with local partner organizations were established in the country. As Bread for the World – Protestant Development Service has been working in Nepal since 1971 with local partner organizations, DKH could for the start rely on some of these partners although they had very limited experience in emergency assistance. In order to support the partner organizations in their relief efforts, to initiate new partnerships, to set up an own operational structure, and to develop a DKH response strategy a team of international consultants was sent to Nepal.

DKH got registered in Nepal as an international NGO with the Nepalese Social Welfare Council in 2016. Currently, the DKH-team in the country consists of two international staff, three local experts and local support staff.

All DKH supported emergency relief projects were completed in October 2015 while already in August 2015 the first recovery and rehabilitation project had started. It was followed by four more recovery and rehabilitation projects implemented in various affected districts. All on-going DKH-reconstruction projects are planned to be finalized in December 2017 and the DKH Nepal Office will be closed by 31st December 2017.¹

Emergency Phase

During the Emergency Phase, DKH cooperated with three partner organizations, namely UMN (United Mission to Nepal), NEST (Nucleus for Empowerment through Skill Transfer) and PHASE Nepal (Practical Help Achieving Self Empowerment). UMN and NEST were partners of Bread for the World – Protestant Development Service, whereas PHASE Nepal was identified as a new partner organization by the DKH-consultants during the first weeks after the earthquake. A total of 4 relief projects were supported through these partner organizations in Dhading, Gorkha, Sindhupalchok and Kaski Districts from May to October 2015, reaching more than 15,000 earthquake-affected households in poor rural communities through provision of relief goods, including temporary shelter materials and construction tool kits, non-food items, hygiene kits, food packages, seeds and agricultural tools. Additionally, Bread for the World – Protestant Development Service cooperated bilaterally with FIAN Nepal (Food- First Information Action Network) in the emergency phase. FIAN implemented a food security project in Dhading, Makawanpur and Sindhupalchok Districts reaching about 3,000 most affected households with food kits and through seeds distribution.

Recovery and Rehabilitation Phase

During the recovery and rehabilitation phase of the DKH Nepal Earthquake Response, DKH has continued its collaboration with UMN and PHASE Nepal. In addition, DKH started to cooperate with three new partner organizations: LI-BIRD (Local Initiatives for Biodiversity, Research and Development), LWF-Nepal (Lutheran World Federation Nepal) and Lumanti. Bread for the World – Protestant Development Service supported RRN (Rural Reconstruction Nepal). The Recovery and Rehabilitation phase has focused on housing reconstruction support, livelihoods recovery, community infrastructure rehabilitation, WASH and DRR with six projects (5 on the part of DKH / 1 on the part of Bread for the World – Protestant Development Service) implemented in the most vulnerable and earthquake-affected communities in Sindhupalchok, Dolakha, Kavre, Lalitpur and Dhading Districts.

¹ The reconstruction project of Bread for the World – Protestant Development Service will end in January 2019.

The reconstruction of private houses has been implemented only in Lalitpur and Kavre Districts by two partner organizations of DKH. In total, about 620 houses with latrines are planned to be finalized by the end of 2017. Additionally, more than 200 community infrastructure measures at different scales are rehabilitated in all five target districts, including water supply schemes, irrigation systems, foot trails, micro hydropower plants, footbridges and small-scale risk mitigation measures. In addition, 54 schools are being equipped with latrines, and the target communities as well as the schools are provided with hygiene awareness sessions. Disaster Risk Management plans at local level were supported in some target areas. Livelihoods and food security of the target communities in Sindhupalchowk, Dolakha and Kavre Districts have been supported through provision of seasonal seeds, agricultural tools and equipment, capacity building activities and collection centres in addition to other income generation activities.

Furthermore, DKH has financially contributed to the ACT Nepal Earthquake Response Appeal NPL151 and the ACT Nepal Earthquake Recovery, Reconstruction and Resilience Appeal NPL161. DKH Nepal has also been an active member of the ACT Nepal Forum. The coordination and cooperation between DKH and ACT Alliance / ACT Nepal Forum shall be an integrated part of this evaluation. An external evaluation of NPL151 was already commissioned and a final evaluation report is available. The evaluation looked at the whole ACT Alliance response to the earthquake within the ACT appeal and to further identify gaps in needs, and lessons learned. With the evaluation it was hoped to improve the quality of work as well as the accountability of implementing members.

The DKH Nepal Earthquake Response comprises of various funding sources. The main funding sources are private donations with about 7 Mio. Euro, and the BMZ (Federal Ministry of Economic Cooperation and Development) with 1.5 Mio. Euro. Projects supported by Bread for the World – Protestant Development Service are mainly funded by the BMZ and BEH (Bündnis Entwicklung Hilft).

BMZ-funds are financing the reconstruction of private houses in cooperation with LWF-Nepal (Lutheran World Federation Nepal) as well as various reconstruction activities within the supported project by Bread for the World – Protestant Development Service. These projects are of specific interest of DKH in the scenario of a large-scale natural disaster as they include various challenges for DKH and the partner organizations. Specific aspects will have to be taken into account during the evaluation of these projects which are related to BMZ's reporting requirements.

DKH plans to phase out of Nepal and close its programme by the end of 2017, while Bread for the World – Protestant Development Service will continue its development work in the country.

2. Reason and objective of the evaluation

The interest of DKH and Bread for the World – Protestant Development Service to commission this evaluation is to learn from the Nepal earthquake response for similar large scale programmes following major natural disasters in the future. Therefore, headquarter personnel at EWDE is the main audience of this programme evaluation.

As a result, the main evaluation questions are:

- 1) What can DKH learn from the operational set-up in Nepal?
- 2) To which extent did DKH's operational set-up in Nepal contribute to a successful response, and which elements are recommended to be replicated in future responses after large-scale natural disasters in Asia?
- 3) What can DKH learn from the earthquake response programme in Nepal?
- 4) How can best practices of the Nepal earthquake response programme be applied in future responses after large-scale natural disasters in Asia?

Additionally, special attention should be paid to the LRRD (Linking Relief, Rehabilitation and Development) approach, namely building "bridges" between disaster relief (short-term),

reconstruction and rehabilitation (mid-term) and development assistance (long-term), including disaster risk reduction so that DKH and Bread for the World – Protestant Development Service can improve the coordination and cooperation between them – also before disaster strikes - and to create most of possible synergies. This issue needs to be evaluated in absence of an official policy or procedure of collaboration between DKH and Bread for the World – Protestant Development Service within EWDE.

DKH believes that a sufficient amount of time has passed to evaluate both, emergency and recovery and rehabilitation projects. Furthermore, evaluating the programme at this point in time allows evaluators to draw on experiences and knowledge from DKH-staff on the ground who were present during both phases and before leaving the mission. Also, staff from partner organizations and other stakeholders is still available. It is also anticipated that the affected population is now, more than two years after the disaster, able to provide a well-reflected opinion on the assistance being provided.

3. Key questions

It is expected that the evaluation report offers a complete and detailed description of the projects implemented over the time, the different stakeholders involved and the relations between them.

Recommendations shall also be formulated in the report regarding the main evaluation topics as well as to the key questions under the specific evaluation criteria.

Cross-cutting issues such as disaster risk reduction and gender shall be considered in all of the questions where possible and reasonable.

The key questions of this evaluation based on the OECD/DAC evaluation criteria for humanitarian aid are:

Coordination

1. How did DKH Nepal coordinate and cooperate with relevant national and international bodies in Nepal, and ensured that the partners' programmes were properly coordinated, reported and reflected to/with these bodies?
2. How did DKH Nepal get actively involved with the ACT Nepal Forum and ACT Alliance-members on the ground, and to which extend DKH contributed to a successful ACT-response?
3. How did DKH cope with the inconsistent and delayed national policies (especially in regards of reconstruction of private houses), and to which extend was DKH and the partner organizations through efficient coordination and cooperation with national bodies able to proceed beside these difficulties?
4. How can the internal coordination at EWDE between DKH and Bread for the World – Protestant Development Service be qualified, also in regards of the DKH exit strategy?

Coherence

5. Did the DKH present in the country ensure a successful programme response? To which extend contributed the DKH present in the country to a successful programme response?
6. Did the projects follow the agreed national and international standards of the relevant coordination and cooperation bodies in Nepal, including the national building codes?
7. Was the support aligned to regionally different needs (especially also in reconstruction of private houses)? What decisions were taken or not in this regard?

Coverage

8. How was the DKH programme shaped, partner organizations and target areas selected and what has been the added value of a DKH-presence on the ground in this regard?

9. Who received support? Which groups were taken into account and which not, and why (inclusion/exclusion bias)?
10. To which extent have protection needs been met? Did those who needed protection in DKH project areas receive it?

Effectiveness

11. How fast was DKH able to provide own personnel support to partner organizations, and to set up own operational structures on the ground? Did this happen in a timely manner and according to the needs?
12. Was the DKH-structure on the ground appropriate (office, staffing, expertise, transport, communication, security) to support the programme and the partners, and what was its added-value?
13. How fast was the reaction of DKH after the disaster and how timely was assistance being provided? Where does DKH's response stand in comparison to other international agencies, especially also in reconstruction of private houses?
14. To what extent did the implemented projects achieve their objectives? What were the enabling or disabling key factors?
15. Are the statements of the target groups on the fulfilment of objectives identical with the opinions of DKH and its partner organizations having provided humanitarian assistance?

Efficiency

16. Was the relation between the financial resources for DKH's operational support including own structures on the ground and the implemented programme appropriate, and do the achieved outputs justify the costs?
17. Were the financial and other type of resources used in a cost-efficient way by DKH, Bread for the World – Protestant Development Service and its partner organizations, and do the achieved outputs justify the costs? To answer this question a particular focus should be on:
 - Project Management (direct vs. indirect costs)
 - Partner organizations (which partners responded more efficiently)
 - Accountability (donor requirements)
 - Response analysis (cash vs. in-kind)
 - Response mechanism (through partner organizations vs. through ACT-Appeal)

Impact

18. Has the DKH programme made a significant impact, did it contribute to impact achieved or is there a plausible assumption that the programme will contribute to changes in socioeconomic processes towards the target group's livelihoods, whether intended or unintended, positive or negative?
19. Has the DKH programme contributed to an improved preparedness of partner organizations for possible future disasters?
20. Did the intervention increase the resilience towards natural disasters of the local population?
21. Have interventions supported or hindered the adoption of coping strategies, such as changes in nutritional practice, sale of assets, mutual support or migration?

Relevance

22. In how far were the projects and the intended outputs relevant to the needs and priorities of the target groups and its respective sub-groups in the target areas?
23. Were interventions in some cases more relevant and more appropriate than in other cases, and why?

4. Evaluation design/methods

The evaluation is to be conducted in line with the OECD/DAC standards and the OECD/DAC criteria must be respected. DKH and Bread for the World – Protestant Development Service are not committed to any specific evaluation method, but endeavour – in dialogue with the evaluators and the other parties involved – to ensure the appropriate evaluation design and the best possible choice of methods for the evaluation. The evaluation methods must be participative and display and respect different views. Methods should enhance joint learning.

Towards the end of the field work, a workshop to present and discuss findings and recommendations should be organised in Nepal. All partner organisations as well as other stakeholders shall be invited.

The most important stakeholders who should be considered in the evaluation are the responsible desk officers of DKH in Berlin, the DKH-staff on the ground, the desk officers responsible for Nepal at Bread for the World – Protestant Development Service, partner organizations, target groups, other organisations working in the region, government bodies as well as ACT Alliance.

Documents which shall be consulted are project proposals, progress reports (narrative and financial), audit reports and project progress/monitoring/evaluation-sheets. For the reconstruction of private houses, particularly those financed by BMZ, architect reports, construction reports, construction and layout plans, progress reports and consultancy reports (where applicable) shall be consulted.

5. Process of the evaluation/time frame

No.	Deadline	Issue
1	30 th of June 2017	Deadline for submitting tenders
2	July 2017	Selection of evaluation team and signing of contract
3	August/September 2017	Kick-off meeting
4	September/October 2017	Inception report
5	November 2017	Field trip and workshop in Nepal
6	December 2017	Draft report
7	January 2018	Presentation in Germany
8	February 2018	Final version of the report

6. Expected products

Inception Report

The inception report should be prepared after the kick-off meeting, initial interviews and consultations with the reference group, and a study of key documents. The inception report shall include at least:

- if the objectives of the evaluation can be reached, possible restrictions and additional issues and questions;
- which evaluation design will be used;
- which methods and instruments will be used;
- which stakeholders and how many representatives of them will be included;
- which kind of support will be needed;
- a detailed schedule.

The inception report shall be written in English and should not exceed 10 pages and must be accepted by DKH and Bread for the World – Protestant Development Service.

Final Report and Presentation

The final report shall be written in English and should not exceed 50 pages plus annexes and respect the quality criteria which will be agreed between the evaluators and DKH/Bread for the World – Protestant Development Service.

It is expected that the evaluators present and discuss the preliminary findings of the evaluation during a workshop at the end of the field mission in Nepal.

After presenting the draft report the evaluation results and recommendations shall be presented and discussed with representatives of DKH and Bread for the World – Protestant Development Service in Berlin.

7. Key qualifications of the evaluators

The team of evaluators should consist of at least three evaluators, at least one German/European evaluator and two Nepalese evaluators, of which one should be female.

The evaluation team must demonstrate

- extensive knowledge of and experience with emergency and rehabilitation projects;
- knowledge and experience with rural development projects can be an asset;
- extensive knowledge of construction in emergencies and rehabilitation;
- experience with similar kind of evaluations;
- experience with participatory evaluation and qualitative and quantitative methods (mixed method design, triangulation);
- excellent English skills – speaking and writing;
- experience in Nepal or South Asia is an asset.

8. Content of the evaluator's offer

To participate in the tender process, offers must be submitted to the e-mail-address below by the **30th of June 2017** and consist of the following documents:

- a sound CV of all of the participating evaluators;
- an offer detailing the evaluation design, methods and instruments to be used to answer the evaluation questions (max. 4 pages);
- a timetable;
- a budget stating precisely the daily fees for the evaluators (disclosing taxes), costs for transport and all additional costs.

Please hand the offer via e-mail in to:

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