

Terms of Reference for Evaluation of DFID funded Inter-agency quality and accountability initiatives by HAP and Sphere in Myanmar June 2008-June 2009

1 BACKGROUND

1.1 HAP/Sphere

HAP International is a partnership of humanitarian agencies dedicated to building a system of self-regulation based upon quality management and accountability principles, with a specific commitment to making humanitarian action accountable to its intended beneficiaries. The Sphere Project was created to improve the quality and accountability of disaster response. The Sphere Project was launched in 1997 by a group of humanitarian NGOs and the Red Cross and Red Crescent movement. Sphere is based on two core beliefs: first, that all possible steps should be taken to alleviate human suffering arising out of calamity and conflict, and second, that those affected by disaster have a right to life with dignity and therefore a right to assistance. The Sphere Project has:

- argued for the universal right of all disaster-affected people to humanitarian assistance.
- achieved NGO agreement on core principles and actions.
- collected minimum programming standards for disasters from past lessons and experience.
- achieved consensus on key technical indicators.

Following the Cyclone Nargis on May 3 2008, there was a large humanitarian crisis in the Delta area of Myanmar, with many INGOs and local NGOs and UN agencies mounting a large scale response, with many international agencies entering and operating in Myanmar for the first time. The national civil society was weak and not experienced in humanitarian responses, though many were heavily involved in mounting the initial response to the disaster. The interagency response to Cyclone Nargis has seen huge responsibility placed on organizations and their staff with an existing presence in cyclone affected areas. The vast majority of response teams have been from Myanmar and whilst capacity has often been strong at the national level, many field staff have had little or no previous exposure to humanitarian work.

Lessons from comparable emergencies, particularly the tsunami, have highlighted the need to build individual and organizational awareness and capacity to implement rights-based humanitarian programmes that include the disaster affected, beneficiary population as a key participant in design, planning, implementation and evaluation of programmes. In Myanmar, the need for a beneficiary-centred approach to programming will continue to increase and it is essential that humanitarian actors are supported with the right tools to adopt this approach.

Between July and September 2008, following a series of NEP calls, HAP members and others requested support, which led to HAP and Sphere providing a total of four consultants to the Nargis response to work with the Accountability and Learning Working Group, local and international NGOs and UN agencies. It is this initial exposure to Myanmar and collaboration with operational agencies that led to the development of a longer term (6 month) deployment of the Inter-Agency Quality and Accountability Coordinator.

1.2 PROJECT BACKGROUND

Save the Children agreed to host an interagency initiative to strengthen the quality and accountability of local and international humanitarian actors operations in Myanmar. The intent of this role was to work directly with the technical expertise and advisory capacity of a joint HAP and Sphere mission to reach a wide range of organizations. The project aimed to support agencies to develop skills, capacity, commitment and knowledge to deliver improved quality programming that considers beneficiary accountability throughout all stages of work. A range of support, from work-planning and the provision of locally relevant supporting tools, to classroom based and onsite support was to be used to achieve the project objectives. Through the accountability and learning working group it would work to promote accountability principles and quality standards; making the direct link between the Guiding Principles of the Nargis Response as stated in the PONJA and agency-specific initiatives. The project was also seen as an opportunity to strengthen the field level coordination between two key quality and accountability initiatives (HAP and Sphere), to develop joint tools and raise awareness amongst participating agencies of how the two initiatives complement each other. This was to build on efforts from May – December 2008 of a series of deployments from HAP and Sphere to Myanmar. In addition, other activities such as: awareness raising and training on quality and accountability has been undertaken in collaboration with members of the Accountability and Learning Working Group. Agencies

have appreciated the training, but have expressed the need for significant follow up and support to implement the standards and benchmarks. This DFID funded project was initially intended to run from October 2008 to March 2009 but due to various delays, the QAP coordinator arrived in Myanmar and took up her position only in mid-January 2009. While DFID was unable to extend the grant beyond March, Save the Children in Myanmar agreed to continue to support this work until June 2009, in agreement with HAP, Sphere and other stakeholders.

Goal: Disaster affected populations benefit from quality humanitarian response that is accountable to them.

Aim: Humanitarian actors have the knowledge and capacity to implement quality programmes that are accountable to affected populations.

Objectives:

- Building on the existing Core Support Team of the Accountability and Learning Working Group (ALWG) to reinforce and institutionalise a quality and accountability resource team with good knowledge of HAP, Sphere and key facilitation and training skills available to support humanitarian actors.
- To develop a joint operational approach for quality and accountability to streamline Sphere and HAP initiatives and approaches promoting common reporting for aggregate analysis of accountability indicators included in the Integrated Monitoring Matrix (IMM).
- To identify a limited number of committed local and international humanitarian organizations as participating organizations for sole agency accompaniment, coaching and standards compliance self-assessment.
- To support participating organizations through a range of tailor-made solutions in developing their quality and accountability practices.
- Building on the existing ALWG, to support an interagency network on quality and accountability, sharing tools and best practice as appropriate.
- To provide a range of key, locally appropriate resources to support agencies to increase awareness and implementation of quality, accountable programmes

Additional expected outcomes for Sphere and HAP:

- Ways will be identified in which the Sphere and HAP Standards can be presented and more effectively communicated to the respective constituencies of the two initiatives and other relevant stakeholders.
- The impact of improved compliance with the HAP and Sphere standards will be assessed and documented.
- New joint Sphere-HAP working modalities will have been explored, reviewed and documented to inform how the two initiatives can offer integrated services in future new emergencies.

2. SCOPE AND FOCUS OF THE EVALUATION

2.1 Purpose of the EVALUATION:

- I. To document the success, gaps and lessons learnt, the successes and the gaps from the deployments of both HAP and Sphere from the outset of the Nargis Response and inclusive of the longer term Inter-agency Quality and Accountability Coordinator against the project objectives above.
- II. To make recommendations as to how to sustain the efforts towards increased quality and accountability work in Myanmar.
- III. To make recommendations on how future joint HAP/Sphere support is provided to agencies at the onset and in the recovery period following a humanitarian crisis.

On a broader level, the evaluation should achieve appropriate analysis of whether or not any changes have been influenced by the joint deployments and joint role of HAP/SPHERE, on wider organizational strategies and management systems, so that more accountable approaches are implemented in the future.

2.2 Evaluation questions:

Achievements to date:

- **What have been the negative and positive outcomes in relation to the deployments by Sphere and HAP for the entities involved (organizations and staff (local and international), projects, and beneficiaries)?**

Recommendations / next steps

- **In Myanmar**
- **For future deployments in emergency contexts**
- **For Hap / Sphere separately and jointly**
- **For Save the Children – particularly around the management of such deployments / projects**
- **For DFID and other donors**
- **What improvements should be made in the short run?**
- **What improvements could be made in the long-term?**

2.3 Evaluation criteria:

Effectiveness:

- Did we identify the most relevant needs of the stakeholders in terms of addressing their capacity building needs in terms of quality and accountability?
- Was what we did enough to address these needs, given the context and the environment (regarding funding, capacity etc)

Coherence

- Was the design of the individual deployments and the 6 month project clear to the stakeholders and did they build on each other?

Sustainability

- Do the 8 agencies that received specific support have a clear idea of how to continue to move forward on improving their quality and accountability mechanism beyond June?
- Is there a commitment from interested agencies to continue to move towards improving quality and accountability within their organizations in the future in Myanmar? Are they equipped to do so? What other support do they need?

Relevance

- Were the project design and the activities undertaken relevant to the to meet the needs of the stakeholders?

Appropriateness

- How appropriate were HAP and Sphere approaches and activities in terms of serving the needs of the stakeholders?

Managing and implementing joint deployments, focusing on two phases of deployments (2008) joint deployments, and 2009 joint role.

- o What were the benefits, challenges and lessons learned from joint deployments?
- o How well were the joint deployments planned, implemented and used?
- o Has reporting against accountability indicators in IMM improved practice and in what ways?

Effectiveness of the joint deployments:

- What are the outcomes of joint deployments in terms of building capacity of the local organizations on HAP and Sphere standards?
- Did the joint deployments have any (positive or negative) impact on the projects and accountability to beneficiaries and in what ways? What was the impact? What are some fostering factors? What were the barriers?

2.4 Suggested Methodology

- 1) Review reports from consultants; proposal and other documents including lessons learnt documentations (from agencies as well as inter-agency eg. Periodic Review, SMM, IASC Real Time Evaluation etc.)
- 2) Interviews HAP, Sphere consultants, staff at Secretariats in Geneva & SC UK and other agencies involved
- 3) Field work in Myanmar – interviews and FGD with key stakeholders:
 - 8 agencies, ALWG members, HAP members, participants in trainings, TOT from Sphere
 - IASC members (including OCHA, Cluster members, UN Agencies, ASEAN)
 - Local Resource Centre
 - SCiM
 - DFID
 - QAP coordinator & project staff
- 4) Interviews with field staff, beneficiaries / communities to cross reference (use of SCiM's and other agencies' evaluations process)

3. EVALUATION TEAM

There will be one evaluator with a translator / support person (likely to be from the QAP team) to assist as necessary in Myanmar. *(If the budget allows, include a national evaluator?)*

3.1 Expertise required

- Experience with humanitarian contexts
- Experience with organizational development, capacity building and learning
- Experience with monitoring and evaluation techniques, preferably in the area of humanitarian relief
- Knowledge of Sphere, HAP and other quality and accountability initiatives
- Knowledge of Myanmar / Cyclone Nargis response desirable
- Interview/FGD/Questionnaire design skills as appropriate – desirable

3.2 Management

The evaluator will formally report to Dan Collison, Director of Emergencies for Save the Children in Myanmar. Day to day support, facilitation and coordination will be provided by Save the Children in Myanmar. The Inter-Agency Quality and Accountability Coordinator and her team will provide support in terms of setting up interviews, getting travel permission and informing relevant stakeholders of the evaluation. They will also provide documentation related to the project and previous deployments.

In the event of any major disagreement over the content of the evaluation, Save the Children in Myanmar. will endeavour to find a consensus, and if necessary, ensure that any strategically critical dissenting perspectives are acknowledged in the final report.

4. EXPECTED OUTPUT AND TIMEFRAME

It is estimated that the consultancy will be completed in 15 working days, including preparation and report writing. The final report will be disseminated in English and later translated into Myanmar language. This will be disseminated to stakeholders in Myanmar in written form as well as through the final lessons-learned workshop at the end of June in Yangon and final workshop with HAP, Sphere and other participating agencies likely to be held in London (or Geneva) at the end of June/ early July.

The consultant will produce the following by the stated deadlines:

1. Evaluation framework, including methodology and a draft outline of the report (by mid May?)
2. Preparation
3. Field work
4. Draft report
5. Final report – mid June 2009

5. TERMS AND CONDITIONS

- Daily consultancy fee is negotiable, although it must be commensurate with Save the Children and DFID's consultancy terms and standards
- The consultant will be contracted on a standard Save the Children in Myanmar consultancy contract
- SCiM will cover all reasonable accommodation and subsistence costs while the consultant is out of her/his home base and will reimburse any direct administrative costs agreed in advance (eg. Visa, flight costs etc).
- SCiM will pay the consultancy fee and other costs at the end of the consultancy period and on production of invoice and receipts

6. EXPRESSIONS OF INTEREST

Applications are invited from suitably qualified consultants. Interested individuals should submit a draft evaluation framework (max 2 pages) and a current CV.

Deadline: 20 April 2009

Shortlisted candidates only will be contacted by: 27 April 2009

Field Work: By the end of May

Final Report : by 15th June