



Land Rights for Liberia



Call for Technical and Financial Proposal

Terms of Reference

Evaluation of the Project 'Land Rights for Liberia- Promoting Community Land Rights for National Development'

Welthungerhilfe Land Right for Liberia Project Team

The primary aim of the independent evaluation is to use impact analyses and a target-actual comparison to determine the project outcomes and impacts (direct and indirect, short, medium and long-term, intended and unintended). The evaluation is to be based on information in Welthungerhilfe's internal project document (binding target system) and contract with the co-financer, the project's own monitoring and the evaluation of the consultant. The foundations for the evaluation are provided in the concept paper "Outcomes and Impact-Oriented Evaluation of the Work of Welthungerhilfe"¹. The evaluation is thus based on DAC criteria (efficiency, effectiveness, relevance, impact and sustainability) and the standards of the DAC and DeGEval.

These Terms of Reference consist of several elements: a standard outline to serve as a guide for the evaluation report (A), orientation questions (B), an estimated timeframe for the evaluation (C) as well as deliverables of the evaluators (D). Notes on the evaluation (a) are attached in the annex.

Country:	Liberia
Project title:	Land Rights for Liberia Project
Project No.:	LBR1052
Project holder:	Welthungerhilfe e.V.
Approved budget:	€1,333,330.00
Committed funds:	€ 1,333,330.00
Co-financer (line):	€ 0.00
Project period:	36months; 15 January 2017 – 14January 2020

Introduction:

Liberia's land rights and land tenure status is under revision and, in 2014, a revised and updated Land Rights Act (LRA) was developed and submitted by the former Land Commission of Liberia (presently the Liberia Land Authority). The draft LRA recognizes the

¹ Welthungerhilfe concept paper: "Outcome and Impact-Oriented Evaluation of the Work of Welthungerhilfe", Second revised and updated edition, April 2010.

ownership of customary land, a complex system of land rights and principles, which include “the right to possess and use the land and all-natural resources thereon.

The LRA underwent a thorough and critical review by CSOs through several revisions, and with the instances of CSOs on ensuring protection and promotion of customary land rights, the LRA was finally passed into law by the Liberian senate, concurred with by the House of Representatives, and signed by the President of Liberia into law on September 19, 2018.

Views among civil society actors, International Organizations, and Liberians themselves stand that the Land Rights Act will contribute to the consolidation of peace and democracy and provide opportunity for economic growth with protection for land-based investments in Liberia. Especially farmers will benefit from the Land Rights Act and will be enabled to focus on sustainable food and nutrition security in Liberia by increasing food production to feed the growing Liberian population and export.

In January 2017, the EU signed an agreement with Welthungerhilfe and two other partners, namely: SDI and CAFOD, to implement a three-year project. WHH's component of the project will last for at least two years, while SDI and CAFOD will go through the full three years of the project life.

On September 29, 2019, the EU and WHH agreed to an addendum of a No Cost Extension for an additional year, which now runs up to January 14, 2020.

The program comprises of various components, which will be implemented by WHH, SDI and CAFOD, including:

- Advocacy on the passage of the land rights act and upon passage for its implementation
- Awareness and outreach on community land rights
- Capacity Building for Civil Society Organizations to successfully involve in land rights issues
- Support to communities in self-identification, land claim declaration, land space identification (community mapping, land use and management plan)
- Knowledge sharing and networking
- Legal support to communities

Overall Project objective:

To contribute to an improved legal certainty and enforcement of land rights.

specific objective:

1. Selected members of the CSO Working group on land rights are strengthened to advocate for the Land Rights Bill (LRB) to be passed and after adoption to advocate for its implementation (national level).
2. CSOs are strengthened to advocate for implementation of provisions on customary land with local authorities (sub-national level)
3. CSOs are in the position to empower community members to understand and claim their rights with regards to provisions on customary land (local level)
4. CSOs are strengthened to assist communities in customary land administration, and share knowledge and best practices thereof

The four immediate objectives of the project are:

- A. Op 1: Selected members of the National Civil Society Council (NCSC's) Working group on land rights are strengthened to advocate for the Land Rights Bill (LRB) to be passed and after adoption to advocate for its implementation (national level).
- B. Op 2: CSOs are strengthened to advocate for implementation of provisions on customary land with local authorities (sub-national level).

- C. Op.3 CSOs are in the position to empower community members to understand and claim their rights with regards to provisions on customary land (local level)
- D. Op 4: CSOs are strengthened to assist communities in customary land administration, and share knowledge and best practices thereof

Short Introduction to EU grantees involved in this action

In 2016, WHH, SDI, and CAFOD entered into a Memorandum of Understanding (MOU). The MOU describes their roles, cooperation, and establishes a broad mutual understanding of the three organizations regarding their strategic relationship in the implementation of this project. This MOU is, therefore, a statement of mutual intent to which the three organizations are bound.

Contributing to the global objective of the European Commission (EC) to strengthen service delivery by CSOs, and to contribute to the democratic process in Liberia, SDI, WHH and CAFOD were awarded grants under the specific objective to support initiatives aiming at improvement of legal certainty and enforcement of land rights in Liberia. As directed by the European Commission, the three organizations will consolidate their efforts to make use of synergies between, and to increase the impact of their proposed activities. And the project has a three-year life span. WHH has two years while CAFOD and SDI have three years. The project commenced in 2017.

The MOU states that WHH's major role in the project is to build the capacity of CSOs, both at national and local level, thus making them strong enough to advocate for the passage of the draft land rights bill into law.

WHH completed year one and now entered into year two. However, due to delays experienced during the project implementation, an addendum has provided for an additional one year going through January 14, 2020.. Therefore, it is seeking the services of a qualified expert/organization to conduct a Mid-Term-Review (MTR) of the EU-funded Land Rights for Liberia Project. The consultant will assess the project performance in consultation with the main stakeholders, identify and describe the main lessons learned from year one and one month of project implementation, to improve on project implementation strategy and approaches.

A Outline:

Table of contents
List of abbreviations and acronyms
Lists of tables, illustrations, boxes, etc.
Acknowledgement and disclaimer

I. Summary

(reporting language)

- 1 Brief description of the project and framework conditions
- 2 Relevance
- 3 Effectiveness
- 4 Efficiency
- 5 Outcomes and impacts
- 6 Sustainability
- 7 Most important recommendations
- 8 General conclusions and “lessons learnt”

II. Main text

0 Preface

- 0.1 Reason and purpose of the evaluation
- 0.2 Evaluation process
- 0.3 Evaluation methods

1 Description of the project

- 1.1 Brief project description
- 1.2 Framework conditions
- 1.3 Brief description of the target group

2 Relevance

- 2.1 Relevance to core problems of the target group
- 2.2 Relevance to the objectives of Welthungerhilfe
- 2.3 Relevance to international commitments/ German NGOs/ GFFO

3 Effectiveness

- 3.1 Level of achievement of project purpose
- 3.2 Project preparation and planning
 - 3.2.1 Quality of the results chain and the project planning matrix
 - 3.2.2 Appropriateness of staff, material and financial planning
- 3.3 Quality of the project execution
 - 3.3.1 Project steering and financial administration
 - 3.3.2 Cooperation between head office and country offices
 - 3.3.3 Involvement of the target group and cooperation with other actors/ units
 - 3.3.4 Description and assessment of project outputs and activities
 - 3.3.5 Overall assessment of the project execution
 - 3.3.6 Occurrence of assumptions and risks

4 Efficiency

- 4.1 Cost/ performance ratio for the individual measures
- 4.2 Quality of the internal project M&E system

4.3 Other aspects

The scope of the MTR will cover Bomi, Grand Gedeh, Maryland, Montserrado, River Gee, and Sinoe Counties.

To achieve the stipulated objectives, the Mid-Term Review is to address the following:

- Assessment of the project progress towards attaining its objectives and outcomes, and recommendation of remedial measures, if necessary.
- Investigation of the relevance of the project objectives to national development objectives and priorities, the EU's areas of interest, and the needs of beneficiaries; and recommend means to incorporating those priorities in the project design.
- Review of the project concept and design with respect to the clarity of the problems that are being addressed by the project; soundness of the approaches adopted by the project to solve these problems and provide appropriate technical advice.
- Assessment of the performance of the project in terms of timeliness, quality, quantity, and cost effectiveness of the activities undertaken, including project procurement: both experts and equipment, and training programs.
- Review of the logical framework matrix and the indicators to assess their appropriateness for monitoring the project performance, and to what extent they are being used by the project management.
- Assess the extent to which the above changes influence the set targets and intended impact of the Land Rights for Liberia project. Jointly with the M&E Team of the Project, review existing indicators, outcomes and collect such data that supports the project deliverables including Success stories and best practices during the project implementation.

5. Direct and indirect, short, medium and long-term outcomes and impacts

5.1 Use of Outputs/ Outcomes

5.2 Economic, socio-cultural and organisational/ institutional/ political outcomes

5.3 Observations on Impacts the EU Land Rights aims to bring about

6 Organisational and institutional/political sustainability

7 Conclusions and recommendations

7.1 Project specific conclusions

7.2 Recommendations

8 General conclusions

8.1 Important lessons learnt

8.2 Good practice examples from the project

III. Annexes

- Terms of reference
- Project planning matrix
- Travel and work schedule
- References, sources (resource persons, documents, surveys, etc.), case studies, special narrative
- Minutes of the final on-site meeting, de-briefing, de-briefing workshop
- Maps
- Pictures, photographs and comments, explanations
- Others

B Orientation questions:

The orientation questions listed below draw attention to issues which are of particular interest in this evaluation. These questions are the result of a consultative process between the project holder, the country office and different units at Welthungerhilfe. They should be reflected upon, discussed and prioritized during the first briefing session of the evaluator in-country (before starting the field and data collection phase). The prioritized orientation questions are to be addressed under the corresponding chapters of the report. If necessary, separate sub-chapters should be inserted.

1. Methodological Pilot Approach
 - a) How successful and appropriate can the chosen pilot process followed by the regional roll-out be considered?
 - b) Which are advantages of the chosen pilot process, which are disadvantages?
2. Project Management set-up
 - a) How well does the management set-up (a coordinator at headquarter and in-country focal points) support the achievement of project goals? Do focal points feel sufficiently capacitated and supported to fulfil their function? How useful can the Accountability Working Group at headquarter be rated?
 - b) Does the remote network structure promote South-South exchange and support?
 - c) Which are factors for a successful implementation in pilot and roll-out countries?
3. Goal achievement and sustainability
 - a) To what extent is the goal of mainstreaming commitment to the CHS (including creating awareness/ and inducing an organisational culture change) being achieved?
 - b) Which measures could the project take to maximise the likelihood of results to be sustained beyond the project's lifetime?

C Rough time frame

Time (in days)	Activity
1	Briefing and discussion at Welthungerhilfe Liberia (2 half days)
2	Desk review
1	Inception report writing
1.5	Attend If necessary EU Land Rights CSOs Meetings and event
4	Designing, pretesting, conducting & analysing online survey or such that will be chosen by the Consultant and accepted by WHH
3	Interviews with Welthungerhilfe staff
6	Data collection counties (6Counties)
6	
5	Report writing
0.5	Discussing of draft report at Welthungerhilfe Liberia Office
1	Review of report (after comments)
1	Final presentation and debriefing at Welthungerhilfe Liberia
32	Total

D Deliverables of the evaluators:

The consultant is to produce the following during the evaluation:

- An inception report (outlining the methodology, operationalisation of questions and planned procedure and approach to the evaluation)

- Documentation of the preliminary findings and recommendations along with the final discussion on-site (debriefing, in project language) Main evaluation report
- A summary version of the report that will be published together with the cover sheet of the main report on Welthungerhilfe's public Internet² page (language as in the main report).

In particular:

- The most important findings and recommendations of the consultants are to be presented to the project partner/ project team on site (in writing) and discussed with them. The most important results of this final discussion (consensus/disagreement) are to be recorded. This final protocol is to be signed by the consultant and the director of the partner organisation or the project manager. A representative of the regional office in charge should participate in this discussion if possible.
- The main report should comprise about 35 pages (not including table of content and annexes). It should also be readily understandable to outsiders.
- Chapter I. (summary) of the main report will be published together with the cover sheet of the main report of Welthungerhilfe in the Internet.

² For data-protection reasons it should be taken into account that it is not allowed to state any personal data in this chapter. "Personal data is individual information on personal or material conditions of natural persons who are either known or can be imputed (persons affected)."

Annex:

a) Notes:

General notes on the evaluation

- The evaluation should be outcome and impact oriented. This should be evident not only in the chapter on “outcomes and impacts” (5) – aspects related to outcomes and impacts should be taken into account in all other chapters as well.
- Welthungerhilfe is often called differently in the local working language. Only the German name “Welthungerhilfe” [full name, no abbreviation or acronym please!] should be used in the report.
- The final version of the main report is to be submitted electronically both in PDF and in a format which can be edited whenever possible, and otherwise as a printout. The main report may contain up to a maximum of 5 pictures with direct explanatory notes, otherwise a separate annex should be provided and even more than 5 pictures are most welcomed. Best would be to avoid any pictures in the report (in order to keep soft copy storage space for e-mail communication limited) and preferably put all pictures (with captions) and maps in a separate annex.

Special notes on the individual outline points in the report:

I. Summary

The summary should comprise a maximum of approximately 3 pages. It should be written in English and be in line with the short summary version.

II. Main text:

To chapter 0.: 0.2: The following aspects should be taken into account: time period of the evaluation, involvement of the holder in the drafting of the TOR and execution of the evaluation, extraordinary events, composition of the team. Also (0.3): scope of the analysis, what methods and, if applicable, participatory questions and what sort of triangulation methods were used (it might be appropriate to triangulate e.g. “observations and data gathered on site by the consultants”, “participatory survey of the perception of the target group” as well as “interviews with key persons” and “analysis of documents”).

To chapter 1.: Very brief description of the project; note whether project is being implemented by a partner or Welthungerhilfe itself; if relevant, where it is located in a programme framework. Conditions relevant to the project should be presented at the national and at the project level. The direct and indirect target groups are also to be quantified.

To chapter 2.: The relevance of the project to the objectives of Welthungerhilfe is oriented towards the respective goals set out in the statutes, concept papers, country/regional concept papers and programs, and the Welthungerhilfe orientation frameworks, (including the “impacts” guidelines³) or towards the VENRO documents which are binding for Welthungerhilfe (the documents this is to be based on is to be coordinated with the consultant in each individual case). Has the project been designed in accordance with these concept papers and orientation frameworks?

³ Welthungerhilfe guideline „Wirkungsorientierung in den Projekten und Programmen der Welthungerhilfe, 3 parts, October 2008

To chapter 3.: The chapter “effectiveness” includes aspects of quality assessment of project preparation, planning, steering and execution as well as analysis of the holder. The chapter starts with an evaluation of the achievement of the project purpose. At outcome level, there could be some overlaps with chapter 5 (Direct and indirect, short, medium and long-term outcomes and impacts): In chapter 5, all identified outcomes are to be presented. In chapter 3.1 only the outcome(s) described in the project purpose are included – and this in a brief manner. If useful, a table showing how indicators have been met can be presented. All following sub-chapters should concentrate on the conducive and hindering factors for the achievement of the purpose and overall goal. Among others, the quality of problem and potential analysis, selection of target groups, coordination and complementarities with partners are to be assessed. The involvement of target groups is a quality feature in evaluating project preparation.

The analysis of the project planning matrix’ quality should include a quality assessment of indicators and gender aspects. In the analysis of the results framework, it should be determined what results hypotheses the project planning matrix is based on or, what results hypotheses can be derived from the project planning matrix, and to what extent these conform to the perspective of the target groups, partners and requirements on site. In the case of projects implemented by Welthungerhilfe itself, the term “holder” applies to the Welthungerhilfe project team on site. The evaluation of the appropriateness of the project holder should include gender aspects.

The presentation and evaluation of project outputs are to be oriented towards the project planning matrix and the indicators relating hereto (planned / executed). Possible sub-points in chapter 3.8.1 (Presentation and evaluation of the project outputs and activities) should be created in accordance with the output areas; the main corresponding activities can be summarized in a table.

The occurrence of planned assumptions and risks, unexpected risks that developed and adjustments in the planning and steering required as a result should be discussed here.

To chapter 4.: The statements made regarding efficiency should be – to the extent possible – supported by figures. In the case of certain project types (e.g. building a social infrastructure through “Food for Work”), this is only useful to a limited extent. Here it suffices to make an estimate and if need be discuss whether there are more cost-effective alternatives available. The analysis of the cost/ benefit ratio for the overall project (4.1) relates to the relationship between “impact” and “input”, the analysis of the cost/ benefit ratio for the individual measures (4.2) applies to the relationship between “input” and “outputs”. In the analysis of the efficiency of the individual measures (4.2), calculations of efficiency of the measures themselves (if applicable including calculations of the contribution to the variable gross margin) should be considered.

In assessing the internal project M&E (4.3), the monitoring of outcomes and impacts particularly needs to be assessed. The quality of the monitoring system design and its implementation are both to be assessed here. It should not only be stated whether the data has been systematically recorded, but also whether it is being used by the project management.

To chapter 5.: The chapter on “direct and indirect outcomes and impacts” is the **centre piece of the report.**

Note: “A project of Welthungerhilfe concentrates on the first level of impact. This usually conforms to the project goal: How is the project output used by the target groups and what direct outcomes emanate from the project? This level must be evaluated by the internal project M&E system and used for steering. The more general development-policy impact

may be, but must not be, covered by the project's own M&E system. This should then be examined and assessed by a consultant with suitable instruments. In the case of short-term emergency aid projects (less than 12 months), the emphasis is more on "monitoring of outputs" and not on "impact monitoring".

The chapter differentiates between outcomes (5.1) and impacts (5.2). The most important aspects here are the "use" and "benefit" of the project for the respective target group. The chapter is subdivided into "economic", socio-cultural, institutional-structural (including self-help capacities which have been established) and environmental outcomes and impacts respectively. **However, the evaluator may change the outline of this chapter and elaborate respective details in a different way.** The presentation on these dimensions should relate to intended and unintended as well as positive and negative impacts. The impact is to be analysed in a two-fold approach: with respect to the target indicators in the project planning matrix and in accordance with the perception of the persons involved in the project, in particular the target groups (gender sensitive). There may be some overlap with chapter 3.1 (Level of achievement of project purpose) in the area of direct outcomes. In chapter 5, all of the outcomes which are identified are to be recorded. In chapter 3.1 only those direct outputs which have been described in the project target are included. Suitable participatory methods should be used to analyse the impact from the perspective of the target groups (MAPP, PALSA etc.). If additional dimensions are of relevance, these can be inserted as well (5.4).

To chapter 6.: The chapter on "sustainability" must generally be broken down according to the same dimensions ("economic, socio-cultural, organisational/institutional, environmental...") as the chapter on "outcomes and impacts". In the case of ongoing projects, sustainability can usually only be examined in terms of "potential sustainability". Sustainability can also be classified according to different criteria within the said dimensions (e.g. project-oriented, output-oriented, innovation-oriented or system-oriented). In other words, "work aiming at providing support continues to be performed after the project is completed", "other actors assume the measures" or "the target group is able to continue to develop the measures in the changed context". (6.3) "Organisational and institutional/political" may relate both to an improvement in community-based organisations (water committees, etc.) and their institutions as well as the possible support for state structures and their institutions.

To chapter 7.: Project specific conclusions and recommendations are presented in chapter 7 (in addition to the summary and the management response form). The recommendations are also to be provided with a reference to the findings corresponding to them directly and containing the proper evidence. The following ordering criteria are recommended: "Who is the recommendation directed to (e.g. Welthungerhilfe or the project holder)?" "Which priority does its implementation take?" "In what period of time is it supposed to be implemented?"

To chapter 8.: 8.1 "Lessons learnt" according to DAC are: "Generalizations based on evaluation experiences with projects, programmes or policies that abstract from specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design and implementation that affect outputs, outcomes and impact." Here also those lessons learnt should be stated, which the evaluator only considers to be of potential relevance and recommends to Welthungerhilfe to continue to monitor these aspects to determine their suitability as "consolidated lessons learnt".

Special notes on the use of important terms at WELTHUNGERHILFE

Definitions and terms embedded in results chains are not used in a uniform manner by organisations working in the field of development cooperation. For this reason, the most important terms for Welthungerhilfe in the results chain (diagram 1) are presented in the following diagram. (This diagram has been taken from Welthungerhilfe’s 2007 guidelines “Achieve Outcomes and Impacts”.)

Diagram 1: Schematic overview of the results chain

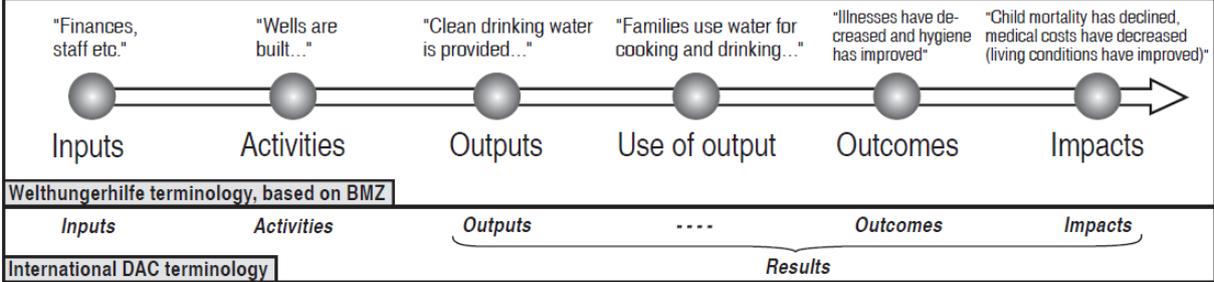


Diagram 2: Different terms in the result chain concept and project planning (based on the DAC Glossary)

Results chain	Example	PPM/ Logframe
<p>Impact <i>What are the overall indirect, often longer term changes due to the project? Why is the project important for the development of the country?</i></p>	"The mortality of children is reduced."	Overall goal
<p>Outcome <i>What are the direct, often short term effects/changes due to the project intervention?</i></p>	"Water-borne diseases and costs for medicines are reduced."	Project purpose
<p>Use of outputs <i>How are the outputs used by the different target groups?</i></p>	"Families use the clean drinking water to prepare meals, for drinking and for washing."	
<p>Output <i>What is the output of the project and what shall be provided for the target group by the project?</i></p>	"Clean drinking water is available for the target group."	formerly results, now outputs
<p>Activities</p>	"Procure the material, construct the wells."	Activities
<p>Inputs</p>	"Funds, contribution of target group, know how."	Inputs
		Assumptions Risks

General notes on the DAC criteria for the evaluation of projects:

DAC Criteria for Evaluating Development Assistance, Source: www.oecd.org

When evaluating programmes and projects it is useful to consider the following DAC Criteria, as laid out in the DAC Principles for Evaluation of Development Assistance:

Relevance: This means the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In evaluating the relevance of a programme or a project, it is useful to consider the following questions:

- To what extent do the purpose and objectives of the programme still apply?
- Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impacts and effects?

Effectiveness: A measure of the extent to which an aid activity attains its objectives.

In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions:

- To what extent were the objectives achieved / are likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency: Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. This is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs to see whether the most efficient process has been adopted. When evaluating the efficiency of a programme or a project, it is useful to consider the following questions:

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the programme or project implemented in the most efficient way compared to alternatives?

Outcomes: The likely or achieved short-term and medium-term effects of an intervention's outputs

Impacts: The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended (especially long term). This involves the main impact and outcomes resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions. When evaluating the impact of a programme or a project, it is useful to consider the following questions:

- What has happened as a result of the programme or project?
- What real difference has the activity made?

Sustainability: Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding ceases. Projects need to be environmentally as well as financially sustainable. When evaluating the sustainability of a programme or a project, it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

Deadline for the submission of applications will be on Monday January 14, 2019 at 16h30