Impact Evaluation of the Tearfund DMT Programme in Liberia between 2005-2008

covering

Bomi, Gbarpolu, Sinoe and Nimba Counties

November 2008

By
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Executive Summary

General Findings
Tearfund DMT programme in Liberia has made good use of its core focus areas to provide “timely and appropriate rehabilitation support to war-affected communities” in accordance with the Liberia Crisis Response Strategy and priorities and needs identified by the OFDA supported Emergency Response Fund. Participation has been a core component of the programme approach, which has fostered a strong sense of ownership and the quality of Tearfund’s relationship with its target communities is a testament to the degree to which their needs have been met.

Tearfund have been working operationally as well as through two key local partners; the Association of Evangelicals of Liberia (AEL) and Equip Liberia (Equip). The programme has also provided Tearfund with an opportunity to take a developmental perspective through the inclusion of community development (CD) and mobilisation approaches, adopted from AEL. It has also taken an active role in the innovative WASH Consortium, a collaboration of five INGOs (made up of Oxfam, Tearfund, Concern Worldwide, Action Contre le Faim and Solidarites).

In its relationship with AEL, Tearfund DMT has demonstrated a strong commitment to the principles of partnership¹. Training and support has been well received, and AEL have been included in all aspects of programme design, implementation and M&E. The close relationship and strong partnership trust that has developed between AEL and DMT is highly commendable. This has been facilitated by their shared Christian values and programme scope. The investment made in AEL has not only contributed to the successful achievement of the DMT Liberia Programme objectives to date, but has resulted in a strengthened local partner for Tearfund’s Mano River Union Strategy, who are better able to contribute to Liberia’s long-term development.

Programme staff and managers have worked hard to develop the strong team spirit that is evident across the programme today. The level of commitment and collaboration that staff display has made a significant contribution to achieving the programme objectives under often-difficult circumstances. Field staff often stay amongst target communities for up to a week or more, supporting each other where ever possible to complete work on time. The values displayed by staff are respected, and have been instrumental in building good relationships with target communities.

Tearfund DMT Programme has taken an integrated approach to community reconstruction in the following sectors: HIV, food security (FS), agricultural extension work, water and sanitation (WATSAN) provision to communities and public health promotion (PHP) and community development (CD). With the mobilisation of UNMIL in 2004 and establishment of the Interim Government, operations became possible first in Bomi County in 2005, and then extended to the activities seen in Nimba, Sinoe and Gbarpolu Counties during the course of this evaluation. Donors who have funded the projects include ECHO, UNDP, Jersey Government, World Relief Canada/Canadian Food Grains Bank, Irish Aid and DfID.

Tearfund are operational in relatively remote and previously neglected areas that are currently underserved by other International and Local NGOs. Access has been the

¹ However, it should be noted that Tearfund have approached their relationship with EQUIP very differently. The aim has been one of collaboration, and the result has been considerably less engagement.
main challenge to the timely achievement of the programme objectives. The road system is in a poor state, bridges have deteriorated through lack of maintenance. Some target communities can only be reached on foot at certain times of the year, while in Sinoe, three communities are only accessible by canoe. This has impacted on the timely transportation of materials and staff, provision of regular training and support for target communities, and affected coordination between the field and Monrovia. Tearfund DMT programme has been very ambitious given the challenging operational context. Tearfund DMT and its partner AEL Liberia, are to be congratulated for all that they have accomplished under often very difficult circumstances. The objectives of each project have largely been achieved, and the lessons learnt from this experience should inform future programming in other complex rehabilitation contexts.

The needs assessment carried out in each project area prior to beginning operations, has helped ensure that target communities have been selected based on the level of vulnerability identified. Time and budget limitations have influenced the total number of target communities, and Tearfund’s adherence to accepted standards of service provision (e.g. Sphere standard for water and latrine availability per head of population) influenced coverage. In an effort to reach as many beneficiaries as possible, the Tearfund programme could be criticised for spreading water and latrine provision a little too thinly in some communities (particularly the larger ones) while not capitalising sufficiently on activities that would have scaled up benefits without direct intervention (e.g. organic latrines). However, this issue has been recognised. It is planned that AEL’s future DFID WASH activities in Sinoe (2009) and Gbarpolu (2010) will feature community lead sanitation aimed at proliferating organic latrines. Overall, the programme has had considerable positive observable effects on target communities.

Provision of safe drinking water, along with the introduction of latrines and associated hygiene practices has been particularly successful. Tearfund’s monthly monitoring reports provide empirical evidence of changes in health status, which is much appreciated by the communities, and the link between improved health and hygiene practice has been well understood. Clotheslines and dish racks are very popular and could be seen in all of the target communities and many non-target communities, too; a positive but unexpected impact of the programme. Beneficiaries, especially women, talked about how much they appreciated the privacy latrines offered in comparison to the bush, and how they no longer had to worry about snakes or of being attacked and raped.

The CDC has been instrumental in the successful implementation of project activities. It has been the main focus for community mobilisation and participation, which has resulted in a strong sense of ownership that will be crucial for the long-term sustainability of programme benefits. The role of the CDC in local conflict resolution has been much appreciated, and beneficiaries report that it is now easier to resolve issues, as they are no longer reliant on the Town Chief or weak judicial system. Local development structures are still very weak, and the conflict has disrupted traditional systems of governance. The CDC has therefore struck a chord with communities; providing an accountable body that can represent current leadership. The experience they have gained through involvement in the programme has given CDC the opportunity to begin to plan new community development activities

There has been an increase in agricultural production and productivity amongst target communities, although this has been hard to quantify. Rice is the preferred staple food but it has been the production of strategic staple crops such as cassava,
eddoes, yams and sweet potato that has been of fundamental to the maintenance of a basic level of food security. When asked, most of the people met during the evaluation highlighted that substantially more food had become available over the programme period and that, even with the increase of the number of people in the villages, the traditional hunger gap (April-August) has been shortened. This is a major achievement of the programme. During its negotiations with WRC, Tearfund demonstrated a sound understanding of the complex relationship between enhanced food production and improved nutritional status. However, this was found to be less well understood by some of the field staff, who were operating under the assumption of a more direct relationship.

For sustainability of programme benefits to be maintained, existing target communities will require monitoring and ongoing support to enable the CDCs, and community volunteers to achieve their full potential. Refresher training will be essential (especially for the pump mechanics). Linking into networks that can enable them to update their practice or help to resolve difficulties will also be important. AEL are well placed to fulfil this role, as they are trusted by the communities and have the necessary skills and expertise, and Tearfund have the option of supporting this work as part of their existing partnership arrangements. However, as an independent NGO, AEL must decide whether follow on work of this nature is within their mandate and is an effective use of resources.

The capacity of the Government of Liberia is still very weak. There are insufficient staff to provide technical support at a community level. This is particularly important in Nimba County, where Tearfund risk the sustainability and long-term impact of interventions after their withdrawal. Overall, Tearfund have worked hard to develop good relationships with Government officials, and to work within recognised coordination processes. Tearfund have successfully developed links with all of the relevant ministries and with key local Government officials, but it has not been an easy process. When Tearfund began operations in 2005, the Government ministries were less well coordinated and it was often difficult to distinguish between genuine approaches for assistance or coordination, and less official attempts to appropriate resources. The Area Coordinators have worked hard to include ministry staff in assessments, invited them on field visits and shared reports and details of their work. Tearfund Sinoe received a certificate of appreciation from the County Health Officer for Sinoe (Dr. Rosalyne Toe-Massaquoi) and endorsed by the Deputy Minister of Health in recognition of their work.

Unfortunately, government departments are often characterised by internal political tensions that can subvert what has been achieved through good inter-personal relationships. Additional efforts are needed to ensure that changes in government staff do not impact negatively on the programme. There is scope for much more engagement with Government structures; advocating for appropriate technologies, influencing policy and building capacity. With the withdrawal of Tearfund DMT, this work will fall to AEL and Tearfund’s WAT.

Effective relief interventions have a very potent impact on the target communities. However, they often do not address issues of sustainability. Tearfund DMT Liberia Programme has done well to design interventions that are sensitive to development. Couple provision, as Tearfund DMT have done, with effective health promotion and community mobilisation and the benefits are more likely to be long-term. However, rehabilitation and development programming throws up more complex issues. Political and economic marginalisation, and poverty perpetuate poor development outcomes. Basic needs may form the starting point, but consideration of sustainability, livelihoods and future governance issues need to be included from the
start. Ideally, a joint approach between NGOs, donors, and local and national Government agencies is required as no single actor can address the development context alone. Therefore, Tearfund DMT should consider how it applies its sectoral skills to future programmes and capture lessons from the Liberian experience to ensure new programmes are dynamic and responsive to complex contexts. For example, a more comprehensive livelihoods and vulnerability assessment would have added considerably to the Liberia programme, and it is recommended to include this as part of the inception phase of any future intervention.

The following table presents a summary of the scores attributed to the objective categories set out for the programme as a whole. Please note that factors beyond the control of Tearfund have influenced achievement, and so have been included in the assessment. The scores are based on a four-point scale from 1-4, where 1 = “the programme makes no contribution to the aspect” and 4 = “the programme makes a substantial contribution to the aspect”.

<table>
<thead>
<tr>
<th>Objective category</th>
<th>Weighted Score</th>
<th>WATSAN</th>
<th>PHE</th>
<th>FS</th>
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<td>3.5</td>
<td>3.5</td>
<td>3.5</td>
<td>3.0</td>
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<tr>
<td>Efficiency</td>
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<td>3.5</td>
<td>2.8</td>
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<tr>
<td>Sustainability</td>
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<td>3.0</td>
<td>3.5</td>
<td>2.8</td>
<td>2.0</td>
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<tr>
<td>Coordination and coherence</td>
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<td>3.1</td>
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<tr>
<td>Weighted Score</td>
<td>3.2</td>
<td></td>
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</table>

Overall, the evaluators have rated the Tearfund DMT Programme in Liberia with a very creditable score of 3.2 for work well done.

**General Recommendations**

The evaluation was undertaken at the point where Tearfund DMT programme was closing down. The purpose of the evaluation was to assess how well the programme had met its objectives and purpose to date, and identify lessons for future DMT programmes of this nature and areas where AEL and Tearfund WAT might improve ongoing work under ECHO, Irish Aid and DFID WASH funding in Sinoe and Gbarpolu Counties through to 2010. Recommendations are therefore grouped according to who will benefit from them.

**Ongoing Field Activities**

**OR1** Undertake training needs assessment and develop refresher training and support plans for volunteers in existing target communities (CHVs, extension agents, pump mechanics, CDCs, etc) in Sinoe and Gbarpolu. Consider likelihood of other agencies being able to provide this during and after the remaining life of the projects, including Government authorities. Where no such capacity exists, provide training. Use the WASH Consortium to support
capacity building of GoL in the WATSAN sector once agreement has been reached on which Ministry will take responsibility.

OR2 For the next phase of DFID WASH, sufficient time and resources must be allocated to sensitisation activities that promote organic and eco-san latrines amongst target communities, if it is to achieve its objectives. This should include careful promotion of the technology to Authorities.

OR3 Continue to monitor the management and use of existing WATSAN facilities in Gbarpolu and Sinoe for signs of: (i) conflict over access, (ii) appropriate re-siting of latrines that become full, (iii) maintenance of pumps, and (iv) collection of cost recovery revenue and its sustainability.

OR4 Ensure sufficient budget allocation for vehicle maintenance.

OR5 Where possible, make use of reputable regional and international seed specialists for more timely sourcing of better quality seed for ongoing FS interventions.

OR6 Explore the potential of seed fairs as an approach to seed distribution, and pilot a local trader using a similar model to the AfriDev Pump Spare Parts Dealership in Sinoe.

OR7 Include short-term mosaic resistant cassava and yellow flesh sweet potato varieties as a contribution to greater food and nutrition security.

OR8 Continue to monitor and assess the management and use of the communal rice seed storage facilities, processing machinery, plus livestock distribution and banking system. Monitor the degree to which vulnerable households are beneficiaries in these activities, and take measures to include them if issues arise.

OR9 Distribute simple weighing scales to the treasurers of the communal rice seed banks.

OR10 Develop clear quality control guidelines and procedures for rice seed repayments.

OR11 Include awareness raising on environmental contamination issues related to free-range livestock as part of the PHP package, and promote fencing, tethering or stall feeding as measures to reduce the likelihood of damage to backyard and communal gardens.

OR12 Promote communal gardens through a more limited number of centrally located farmer field schools to demonstrate improved practice and provide training.

OR13 Include rehabilitation of existing small-scale oil palm plantations under future cash-for-work initiatives.

OR14 Promote the planting of sapling rubber trees, particularly by women, to create a longer-term asset.

OR15 Lobby for the re-establishment of the Liberia Produce Marketing Corporation in Greenville.

OR16 Raise awareness of the proposed communal upland farms scheme (1000acre farms), and its potential environmental impacts, amongst FS actors in Sinoe. If possible, join with other NGOs to lobby for a focus on swamp rice production instead.

OR17 Provide metal bands so that traditional grain stores can be made rodent proof.
OR18 Develop guidelines for the operation and maintenance of agricultural processing machinery, and create a revenue collection system to cover maintenance costs.

OR19 Continue to monitor progress on GoL community development structures, and identify ways in which the CDCs can be linked into this process.

OR20 Through the WASH Consortium, lobby GoL Community Health Teams to use the donated motorbikes to transport essential medical supplies to health clinics.

**Future Programmes**

FPR1 Explore opportunities to promote access to project areas, particularly in Gbarpolu and Sinoe, where there is currently no Government capacity to maintain feeder and minor roads. The individual communities along the roads, some of whom were involved in their rehabilitation during the programme, could be brought together to create a unified/coherent plan for ongoing maintenance, appropriate to the labour capacity and resources available to the participating communities. The CDCs could provide the basis for a means of negotiation and accountability.

FPR2 Develop guidelines for partnership working at different levels to include a clear strategy for sustainability once the programme has ended; (i) following the AEL model of a close working relationships, clarify expectations post-withdrawal, (ii) a collaborative relationship plus a strategy for provision of ongoing support to target communities, (iii) total withdrawal and strategy for developing support systems for target communities.

FPR3 Take every opportunity to capture learning from the Liberia experience, with particular reference to partnership approach, community mobilisation and participation, programming strategies for short and long-term impact and synergy between budget-activities-timeframe.

FPR4 Include a detailed vulnerability and livelihoods assessment as a core component of the programme, to compliment the needs assessment and assist in developing appropriate programme activities and modes of operation.

FPR5 Review use of Sphere Standards for well and latrine coverage, and develop guidelines that more accurately reflect community size and dynamics in relation to impact.

FPR6 Screen all proposed programme interventions against their likely sustainability post-withdrawal, and build in mechanisms to address issues arising such as adapting to changing Government structures and making good use of community development approaches for long-term maintenance and development.

FPR7 Replicate the AfriDev Spare Parts Dealership model. It could also be adapted for use in FS interventions, for the distribution of seeds and basic tools.

FPR8 Encourage future programmes to spend at least 3days mobilising communities, as this was found to be a more effective timeframe than the original 1day taken at the start of the Liberia Programme. However, the more time taken over this aspect the better so DMT are recommended to consider 3days a minimum.
FPR9 Develop guidelines for good practice to ensure the MoU approach remains participatory, flexible and adaptable.

FPR10 Develop clear targets for advocacy that must be reported against as part of programme monitoring, and support staff to engage with these activities beyond provision of training and creation of a mandate. Consider recruiting key staff with advocacy experience early in the process, where possible.

FPR11 Advocate for the replication of the Consortia approach with DFID and other donors. Learning from Liberia suggests that it is most successful when the focus is clear and Government capacity is weak.

FPR12 Develop minimum standards for communication between staff and field offices during field activities for safety and security purposes, and ensure sufficient budget to cover costs of the equipment necessary.

FPR13 Encourage greater coordination between support and programme staff as part of the DMT programme cycle.
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**Glossary**

<table>
<thead>
<tr>
<th>Code</th>
<th>Description</th>
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<tr>
<td>AEL</td>
<td>Association of Evangelicals in Liberia</td>
</tr>
<tr>
<td>CD</td>
<td>Community development</td>
</tr>
<tr>
<td>CDC</td>
<td>Community Development Committee</td>
</tr>
<tr>
<td>CFW</td>
<td>Cash for work</td>
</tr>
<tr>
<td>DDC</td>
<td>District Development Committee</td>
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<tr>
<td>DEC</td>
<td>Disasters Emergency Committee</td>
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<tr>
<td>DMT</td>
<td>Tearfund Disaster Management Team</td>
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<tr>
<td>FS</td>
<td>Food security</td>
</tr>
<tr>
<td>PHE</td>
<td>Public Health Education</td>
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<td>PRS</td>
<td>Poverty reduction strategy</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>WATSAN</td>
<td>Water and sanitation</td>
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</table>
Acknowledgement

The evaluators would like to thank the Tearfund DMT team in Liberia for their open cooperation and support. Special thanks are due to Chantal Richey (Tearfund DMT’s Liberia Programme Director), the Area Coordinators for the three Counties (Matthew Carlquist – Gbarpolu Project, Ato Ambaye Zekewos – Nimba Project and Ato Girma Foggi – Sinoe Project) and their staff for making this visit possible. Jane Chambers of Tearfund HQ is also thanked for her suggestions and practical inputs. All Tearfund staff participating in this study either directly or indirectly (in the form of inputs and feedback by phone or E-mail) are thanked for giving their time and sharing their insights.

The communities visited readily shared their experiences of the programme, and their positive and forward-looking attitudes have been inspiring. Government representatives, District and Community Development Committees, key informants and villagers are thanked for their inputs.

Tearfund has been sensitive to the views and opinions of the communities with whom they have worked. This has contributed towards sustainable and lasting locally owned solutions in what is still a complex and dynamic context.

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Comments and suggestions are most welcome and can be mailed to catherine@environments-and-livelihoods.org.uk and GJvanUffelen@yahoo.co.uk

The views and opinions expressed in this paper do not necessarily reflect those of Tearfund.

End of Programme Evaluation (Liberia)
1. Introduction and Background

This report presents the findings of an impact evaluation of Tearfund Disaster Management Team’s (Tearfund DMT) programme in Liberia between 2005 – 2008. The evaluation took place before the end of their operations, and so has also included observations on sustainability and made future recommendations. Tearfund, and their partners; the Association of Evangelicals in Liberia (AEL) and Equip Liberia (Equip), have been operational in four counties; Bomi, Gbarpolu, Nimba and Sinoe. The report looks at all the sectoral areas of the integrated programme, namely; WATSAN, public health education, community development and food security. Operations have been funded by a number of donors, including Government of Jersey, Irish Aid, DFID, World Relief Canada, ECHO, UNICEF, FAO and DFID.

The chapter starts with providing a general overview of the situation in Liberia, followed by a section on Liberia’s rehabilitation and reconstruction challenges. The last section introduces Tearfund DMT’s programme in Liberia in more detail, with particular focus on each county.

1.1. Liberia

Liberia is Africa’s oldest republic but it has captured international headlines since the 1990s for its long running, ruinous civil war and its role in a rebellion in neighbouring Sierra Leone (BBC Country Profile Liberia, 2008).

Although founded by freed American and Caribbean slaves, Liberia is mostly made up of indigenous Africans, with the slaves’ descendants comprising only 5% of the population.

The West African nation was relatively calm until 1980 when Sergeant Samuel Doe overthrew William Tolbert after food price riots. The coup heralded a period of instability and the end of dominance by the minority Americo-Liberians, who had ruled since independence.

By the late 1980s, arbitrary rule and economic collapse culminated in civil war when Charles Taylor’s National Patriotic Front of Liberia (NPFL) militia overran much of the countryside, entering the capital in 1990. Mr Doe was executed.

From then on the fighting intensified as the rebels began fighting each other, as well as the Liberian army and West African peacekeepers. In 1995 a peace agreement was signed, leading to the election of Mr Taylor as president.

The respite was brief, with anti-government fighting breaking out in the north in 1999. Mr Taylor accused Guinea of supporting the rebellion. Meanwhile Ghana, Nigeria and others accused Mr Taylor of backing rebels in Sierra Leone.

Matters came to a head in 2003 when Mr Taylor - under international pressure to quit, and hemmed in by rebels - stepped down and went into exile in Nigeria. A transitional government steered the country towards elections in 2005.

Around 250,000 people were killed in Liberia’s civil war and many thousands more fled the fighting. The conflict left the country in economic ruin and overrun with weapons. The capital remains without mains electricity and running water. Corruption is rife and unemployment and illiteracy are endemic.
The UN maintains some 15,000 soldiers in Liberia. It is one of the organisation's most expensive peacekeeping operations. [Entire section taken from the BBC, 2008].

1.2. Rehabilitation and Reconstruction

Since the signing of the 2003 peace agreement and the election of Ellen Johnson-Sirleaf as head of state, Liberia has made impressive progress. However, concerns are expressed in the 2008 appeal over the way in which the transition from a humanitarian response to more developmental interventions is being managed. During the immediate post conflict period, Liberia has relied mainly on the support of international humanitarian organisations to provide basic social services. Many of these organisations have now closed operations or are scaling back in the light of reduced funding (UN CAP, 2008). Global competition for humanitarian support means available budgets are tight, and in transitional situations resource mobilisation for development is subject to delay.

It is crucially important that humanitarian gaps and the needs of highly vulnerable communities are addressed during Liberia’s critical transitional period. The situation in Liberia remains fragile and improvement in the delivery of basic services and the justice system is a critical condition for Liberia’s ongoing stability and longer-term recovery.

Currently the Government of Liberia is working with international actors to formulate a Poverty Reduction Strategy (PRS), which will prioritise development efforts. The United Nations in Liberia has formulated the United Nations Development Assistance Framework (UNDAF), which prioritises programmatic initiatives that are aligned with the Government of Liberia’s national priorities.

The Government of Liberia and the humanitarian community have underlined the need to address the most critical humanitarian gaps and to mobilise resources to respond to these. Gaps have been identified in the sectors of health, food security, water and sanitation and hygiene. One of the key vehicles is the WASH (Water And Sanitation and Hygiene) Consortium initiative, a DFID sponsored entity in which five key International NGOs participate including Tearfund.

With regard to the WASH initiative Tearfund is reportedly one of the first NGO that is phasing out its direct operational presence and has gone further than most NGOs in handing over to a local national NGO (pers. comm. with Desmond Curran of DFID).

1.3. Human Development and Key Demographic Indicators

Although the lack of reliable data make an accurate calculation of the Human Development Index difficult, amongst others, it is fair to say that Liberia ranks amongst the world’s poorest countries when compared to those that have experienced similar periods of civil conflict (see Table 1). Compared with these, Liberia presents similarly poor rates of life expectancy, infant mortality and HIV prevalence but there are areas of optimism, namely; the level of adult literacy and percentage of the population thought to have access to improved water sources.
Table 1. Some indicators of Liberia’s development, compared with countries that have experienced similarly disruptive conflicts (UNDP, 2005).

<table>
<thead>
<tr>
<th>Human Development Index</th>
<th>Liberia</th>
<th>Sierra Leone</th>
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<tr>
<td>Human Development Index</td>
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<td>Life expectancy at birth (years)</td>
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<td>41.8</td>
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<td>Adult literacy rate (% ages 15 and above)</td>
<td>51.9</td>
<td>34.8</td>
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<td>GDP per capita (US $)</td>
<td>-</td>
<td>806</td>
<td>1242</td>
<td>2335</td>
</tr>
</tbody>
</table>

Human and Income Poverty: Developing Countries

<table>
<thead>
<tr>
<th></th>
<th>Liberia</th>
<th>Sierra Leone</th>
<th>Mozambique</th>
<th>Angola</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population without sustainable access to an improved water source (%)</td>
<td>39</td>
<td>57</td>
<td>57</td>
<td>47</td>
</tr>
<tr>
<td>Children under weight for age (% under age 5)</td>
<td>26</td>
<td>27</td>
<td>24</td>
<td>31</td>
</tr>
<tr>
<td>Under five mortality rate (per 1000 live births): 2005</td>
<td>235</td>
<td>282</td>
<td>145</td>
<td>260</td>
</tr>
</tbody>
</table>

Demographic trends

<table>
<thead>
<tr>
<th></th>
<th>Liberia</th>
<th>Sierra Leone</th>
<th>Mozambique</th>
<th>Angola</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population in millions (expected in 2015):</td>
<td>3.4</td>
<td>5.6</td>
<td>20.5</td>
<td>16.1</td>
</tr>
<tr>
<td>Population under age 15 (% overall population): 2003</td>
<td>46.9</td>
<td>42.8</td>
<td>44.2</td>
<td>46.4</td>
</tr>
</tbody>
</table>

Leading Global Health Crises and Risks

<table>
<thead>
<tr>
<th></th>
<th>Liberia</th>
<th>Sierra Leone</th>
<th>Mozambique</th>
<th>Angola</th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV prevalence (% ages 15-49)</td>
<td>-</td>
<td>1.6</td>
<td>16.1</td>
<td>3.7</td>
</tr>
<tr>
<td></td>
<td>(2.0 – 5.0)</td>
<td>(0.9 – 2.4)</td>
<td>(12.5 – 20)</td>
<td>(2.3 – 5.3)</td>
</tr>
</tbody>
</table>

1.4. Tearfund DMT Programme in Liberia

Tearfund has been working through partners in Liberia for a number of years. The Disaster Management Team first became operational in 1995, when it became possible to undertake a large-scale relief and rehabilitation programme in Lofa County and around Greenville in Sinoe County in support of their partners; the Association of Evangelicals in Liberia (AEL). After 2000, Tearfund continued to work through its partners in small-scale relief and rehabilitation initiatives around Monrovia and its IDP camps.

As the conflict between the two rebel factions and government forces escalated in 2003, the level of needs increased beyond AELs capacity to respond. Tearfund DMT were unable to become operational themselves but instead launched a DEC\(^2\) appeal in 2004. Despite the poor response, it still provided sufficient funds to allow DMT to support a scaled up operation through AEL. At the same time, the Liberia Crisis Response Strategy was approved with provision for a review after 6-9months.

\(^2\) Disasters Emergency Committee (DEC)
It allowed the possibility of DMT becoming operational in support of AEL, once the DMT programme in Sierra Leone scaled down at the end of 2004.

With the exile of Charles Taylor to Nigeria, deployment of UN peacekeepers and establishment of an interim government, the 14-year civil war ended. The improvements in security permitted the large-scale return of IDPs and refugees, and relief agencies to become operational in support of much needed relief and recovery initiatives. Tearfund DMT began undertaking a full operational programme in Liberia in October 2004, working closely with their partners AEL and EQUIP.

Tearfund DMT’s strategy in Liberia seeks “to provide appropriate rehabilitation support to war-affected communities” through “timely and appropriate rehabilitation assistance in DMT core sectors of Water and Sanitation (Watsan) Public Health Education (PHE), and Food Security (FS)”.

Table 2: Outline of Tearfund DMT Programmes in Liberia since 2004

<table>
<thead>
<tr>
<th>Project Site</th>
<th>Project</th>
<th>Donor</th>
<th>Dates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bomi</td>
<td>Emergency, Resettlement and Rehabilitation</td>
<td>DCI</td>
<td>Jan 05 – Sept 05</td>
</tr>
<tr>
<td>Bomi</td>
<td>Emergency, Resettlement and Rehabilitation</td>
<td>Irish Aid</td>
<td>Oct 06 – April 07</td>
</tr>
<tr>
<td>Bomi</td>
<td>Emergency, Resettlement and Rehabilitation</td>
<td>Jersey FAO</td>
<td>May 07 - Sept 07</td>
</tr>
<tr>
<td>Bomi and Gbarpolu</td>
<td>Integrated Water &amp; Sanitation Programme</td>
<td>Government of Jersey</td>
<td>Jan 06 - Dec 08</td>
</tr>
<tr>
<td>Gbarpolu</td>
<td>Watsan Consortium Project</td>
<td>DFID/Consortium</td>
<td>July 07 - Mar 10</td>
</tr>
<tr>
<td>Gbarpolu</td>
<td>Watsan, Food Security &amp; Health</td>
<td>UNDP</td>
<td>Nov 07 - Jun 08</td>
</tr>
<tr>
<td>Sinoe</td>
<td>Food Security Project</td>
<td>ECHO</td>
<td>Feb 08 - Jun 09</td>
</tr>
<tr>
<td>Sinoe</td>
<td>Integrated Community Rehabilitation Project</td>
<td>ECHO through DFID Consortium</td>
<td>Feb 08 - Jun 09</td>
</tr>
<tr>
<td>Nimba</td>
<td>Food Security in Nimba County</td>
<td>WRC/CFGB</td>
<td>Dec 07 - Nov 08</td>
</tr>
<tr>
<td>Nimba</td>
<td>Health &amp; Watsan</td>
<td>Irish Aid</td>
<td>Dec 07 - Nov 08</td>
</tr>
</tbody>
</table>

Tearfund’s current projects take an integrated approach to community reconstruction in the following sectors: HIV, food security, agricultural extension work, water and sanitation provision to communities and public health promotion and community development. Tearfund DMT’s programme field sites are in Nimba, Sinoe and Gbarpolu Counties (and previously also Bomi County). Current projects are funded by ECHO, UNDP, Jersey Government, World Relief Canada/Canadian Food Grains Bank, Irish Aid and DfID.

With regard to FS, Tearfund encourages more intensive yet sustainable agricultural techniques such as encouraging a change away from shifting cultivation, use of composting, swamp rice cultivation and use of higher yielding varieties of seeds. Tearfund also works with the local administration and community leaders to address issues at policy level and at the practical level concerning the livelihoods and welfare of project beneficiaries.

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3 Taken from Tearfund Liberia Crisis Response Strategy, updated 2004.
Diagram 1: Aims of the current Tearfund DMT operational response in Liberia, taken from the Evaluation Terms of Reference.

**Approach**
Re-establish basic services with a focus on:
- Sustainability
- Replicability
- Self-reliance

**Integrated** in target communities:
- HIV
- Food security
- Agricultural extension
- WATSAN
- Public health

**Involvement of:**
- Local Administration
- Community leaders
- Beneficiaries

**Capacity Building**
- Risk assessment/department and joint development of action plans for strengthening areas of weakness
- Coordination of independent partner and DMT projects operating in the same geographical locations and targeting similar communities
- Joint partner/DMT working
- Joint proposal writing to access project funding for partners, and providing supervision and monitoring.
- DMT staff visits and short-term secondments to partners to facilitate their capacity development in core DMT sectors.
- Partner participation in DMT training activities, both in country and internationally.
- Capacity building of staff through partners recruiting DMT staff.
2. Methodology

This chapter provides the methodology of the impact evaluation. The first section presents the purpose of the evaluation and is followed by a section describing the methods applied. The third section explains the lay out and presentation of the findings of this assessment.

2.1. Purpose of the evaluation

With the impending exit of DMT at the end of 2008, Tearfund is currently conducting a comprehensive learning exercise. This impact evaluation forms a part of this exercise. The overall aim of this assignment is to conduct an impact evaluation of Tearfund’s DMT Liberia programme over the period Jan 04 to Dec 08, covering the four field sites in Bomi-, Gbarpolu-, Nimba- and Sinoe-County.

As an integral part of this assessment Tearfund requested separate reports to be written. One documents the specific impacts of the World Relief Canada (WRC)/Canadian Food Grains Bank (CFGB) funded FS project in Nimba County. The second covers the ECHO funded FS project in Sinoe County and makes specific recommendations for AEL over the remainder of the ECHO (2009) and DFID WASH (2010) projects.

The complete and generic Terms of Reference of the impact evaluation can be found in Appendix 1

2.2. Method

The team of two evaluators focused on their specific components and worked independently. One evaluator worked on the Water & Sanitation (Watsan), Public Health Education (PHE) and Community Development (CD) project components while the other on the Food Security (FS) component. Impressions and findings were discussed and a consensus reached.

The impact evaluation was participative, with the findings informed by both project staff and beneficiaries. This was done in order to make best use of the limited amount of time available, e.g. after a village visit impressions by the consultant were shared to field staff while travelling to the next village. Villages were selected by Tearfund’s Area Co-ordinator based on geographical spread (remoteness) while a balance was struck to visit some major villages having thousands of inhabitants (such as ENI) and smaller villages having hundreds of inhabitants such as Tugbeh Town, Sinoe.

The main methods applied were:

- Key informant interviews:
  - Community leaders
  - Government authorities (e.g. the deputy superintendent and staff of the agricultural department in Greenville) and relevant local agencies (such German Agro Action, UNDP and FAO)
  - Key staff of both Tearfund (e.g. Tearfund’s Programme Director, the Sinoe Area Co-ordinator and FS Sector Manager) and AEL (the General Secretary in Monrovia and the Sinoe Programme Manager)

- Group discussions, including SWOT and PRA exercises:
- Village meetings exploring the general impact of the programme, its successes and challenges
- Meetings with small groups of FS beneficiaries
- Staff meetings involving Tearfund and AEL staff

- **Observation:**
  - Site visits, transect walks and visits to households in the villages visited as part of the assessment

- **Review of project documentation and secondary supporting data:**
  - Strategy documents, project proposals, progress reports and other relevant documentation.
3. Evaluation Findings

This chapter presents the findings of the impact assessment for the six evaluation objectives categories: effectiveness, impact, relevance, efficiency, sustainability and co-ordination & coherence.

Each aspect is scored against the level to which the programme has contributed to its achievement. Scores are made on a scale of 1-4, where 1 = little contribution, and 4 = major contribution. Overall, the evaluators have rated the Tearfund DMT Programme in Liberia with a score of 3.2.

3.1. Effectiveness (overall score 3.2)

3.1.1. Achievement/non-achievement of the purpose and objectives of each individual project

Tearfund have made regular progress reports, which provide a good and realistic insight in the level to which activities have been implemented for each project, and how well they have contributed to the outputs. The process of reporting has evolved over time, and so is more detailed for activities later in the programme life. This chapter touches upon such issues but does not intend to provide a comprehensive overview as its focus is on impact, the level to which the project outputs have contributed to the purpose and overall goal of the project.

The evaluation was conducted prior to the phasing out of Tearfund DMT, and hand over to AEL in the case of activities in Sinoe and Gbarpolu. The general impression was that with continued access to the target villages, support of Tearfund DMT’s skeleton staff in Monrovia and with AEL employing key Tearfund staff, all activities listed in the current ECHO and DFID WASH project log frames will be implemented in a timely manner.

Tearfund DMT programme has been very ambitious given the challenging operational context, particularly the very poor state of the rural roads. Tearfund is complimented for having achieved so much in a relative short period of time.

3.1.2. Major factors influencing the achievement of the Liberia DMT Programme

Programme staff and managers have worked hard to develop the strong team spirit that is evident across the programme today. The level of commitment and collaboration that staff display has made a significant contribution to achieving the programme objectives under often-difficult circumstances. Field staff often stay amongst target communities for up to a week or more, supporting each other where ever possible to complete work on time. The values displayed by staff are respected, and have been instrumental in building good relationships with target communities.

Tearfund are operational in relatively remote and previously neglected areas that are currently underserved by other International and Local NGOs. Access has been the main challenge to the timely achievement of the programme objectives. The road system is in a poor state, bridges have deteriorated through lack of maintenance. Some target communities can only be reached on foot at certain times of the year,
while in Sinoe, three communities are only accessible by canoe. This has impacted on the timely transportation of materials and staff, provision of regular training and support for target communities, and affected coordination between the field and Monrovia.

The operational environment in Tearfund’s project areas has remained relatively stable, from a safety and security point of view. While a riot in Tappita Town in 2007 necessitated the temporary withdrawal of staff, overall, access to project areas and target communities has been good, with few incidents. However concerns remain regarding the fragility of peace and stability in Liberia.

The current capacity of local suppliers and availability of materials and spare parts has had some influence over the timely achievement of project outputs. Problems in obtaining suitable seeds has impacted on the food security work in Nimba and Sinoe, while petrol has to be sourced from Monrovia and shipped in bulk to the field offices.

The harsh road conditions have also resulted in higher than anticipated vehicle maintenance costs. To address this issue, Tearfund have recruited driver-mechanics who are able to undertake running repairs, but it has still been necessary for vehicles to travel to Monrovia for more substantial repair work. Programme staff are therefore to be congratulated for achieving the programme objectives to date, with relatively few delays.

Community dynamics have also had a major influence on the achievements of the objectives. For community mobilisation and participation to be successful, staff have had to spend varying amounts of time with each community in order to build the necessary relationships of trust and cooperation.

Target communities vary in population size, strength of leadership, ease of access, their proximity to alternative income generation sources, links with Government systems and returnee dynamics. Programme staff are to be congratulated on mobilizing, and building ownership amongst, such a diverse range of communities. A number of lessons can be learnt from the experience in order for the CDC approach to become more effective in future. Table 3 highlights some factors that have influenced the achievement of project objectives.

Table 3: Examples of community dynamics that have influenced the project

<table>
<thead>
<tr>
<th>Community</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lynkai and Old Beayabegh Towns, Bomi County</td>
<td>Both are small, relatively isolated and self-sufficient communities. As a result, they have retained an active CDC 2yrs after Tearfund exited. They are now using the committee structure to undertake self-motivated community development activities, demonstrating the potential long-term impact of the CDC approach. Construction of a school is nearly complete, and a large community upland rice farm has been created.</td>
</tr>
<tr>
<td>Henry Town, Gbarpolu County</td>
<td>The large size of the town (divided into four quarters for easier administration), and transient artisanal mining population, has made for more challenging community dynamics. The opportunity for mining has also had a negative impact on nearby villages such as Layomah Town where members of the CDC, pump mechanics and CHVs have left to find employment.</td>
</tr>
<tr>
<td>Bilibokree Town, Sinoe County</td>
<td>Although this is a large town (approx. 8000 people), the proximity of the Local Government Offices supports politically savvy and articulate community leaders who maintain close links to DDC and Paramount</td>
</tr>
</tbody>
</table>
3.1.3. Overall conformity to Tearfund Quality Standards

Participation has been a core component of the programme approach, as demonstrated by the adoption of the Community Development Committee (CDC) as the main method of community involvement in the implementation and management of programme activities. It has proved very successful, not least in fostering a strong sense of ownership that will be important for the ongoing sustainability of programme benefits.

Outworking beneficiary accountability principles, the programme has been transparent, and remains accountable to the target beneficiaries through the use of Memoranda of Understanding/Partnership Agreements, posting key project information on the village notice boards, providing staff representatives who can be contacted by villagers at any time, and through regular meetings and the suggestions box system.

Tearfund have demonstrated a strong commitment to learning, which has then been put into practice as the programme has developed. By examining the choice of technologies and implementation over time, and consequently across the three Counties, it is possible to chart the way in which the programme has developed. This has been the result of an ongoing process of technical standardisation (through regular sectoral retreats) and lesson learning workshops. Examples include; changes in selection criteria for CHVs and pump mechanics, greater use of visuals to demonstrate the required standard of fences.

See also Annex 5 for a detailed breakdown of DMT Liberia Programmes conformity to Quality Standards.

3.1.4. Review of support and capacity building of AEL and Equip:

Tearfund have been working through two key local partners in Liberia: the Association of Evangelicals of Liberia (AEL) and Equip Liberia (Equip), for a number of years. AEL’s sectoral specialisms are in Water & Sanitation, PHE, Shelter, Advocacy, and HIV/AIDS, which became the focus for Tearfund DMT supported, small-scale relief and recovery work with IDPs in and around Monrovia. Equip’s main sectoral specialism is in community health promotion, which was less affected by the conflict. The level of consistency between AEL and Tearfund’s focus made them a natural choice as partner in a more integrated programme. While Tearfund have been equally open to working with Equip, organisational concerns resulted in a cautious approach to partnering with them in this instance.

As DMT developed closer links with AEL, it became apparent that there were significant capacity and management issues that would prevent AEL scaling up an operational response without considerable support. The removal of the General Secretary in 2004, and subsequent organisational upheavals added to their difficulties. Once DMT became operational in 2005, and funding became available, it was possible for Tearfund to provide capacity building support to AEL on the ground. It was decided early on that collaboration with Equip would only focus on coordination at the field level; linking their health work with DMT target communities in Nimba County from 2006 onwards. As a result, the DMT Liberia Programme developed to focus on the partnership with AEL, supporting them through the process of organisational change and building their capacity to take over scaled up
field operations. The relationship with Equip has developed into one of, sometimes strained, but close collaboration.

Effectiveness of support and capacity building of AEL and Equip
Tearfund DMT and AEL have been able to work closely with each other from the beginning. This has been facilitated by their shared Christian values and programme scope. With the help of their partner, Tearfund were able to establish the Monrovia office on the ELWA Compound, only a few meters away from AEL. This has made it easier for staff to attend joint meetings, training events and benefit from mentoring by Tearfund. Sometimes Tearfund and AEL share morning devotions, helping to bond the two organisations through Christian values. Proximity has greatly facilitated the development of a less formal relationship of mutual respect and trust.

In the field the relationship is even closer, with AEL and Tearfund staff sharing the same offices in Greenville (Sinoe County) and Bopolu (Gbarpolu County). They also share transport and a number of other resources. Although AEL works in separate target communities, they do so under an agreed Memorandum of Understanding (MOU). Operations have become much more integrated as a result of learning from interventions in Bomi County in 2005. As a result, Tearfund and AEL staff have developed a good understanding of the programme and each other’s strengths and weaknesses.

Tearfund has provided training for key AEL staff at all levels, on issues such as; financial management, disaster risk reduction and project cycle management. AEL have also adopted Tearfund’s technical standards and day-to-day management systems, including; construction protocols, use of MOUs, monitoring and reporting procedures.

The partnership approach adopted by Tearfund DMT has required considerable commitment on both sides. Managing lasting organisational change takes time and can be a challenging process. The degree of trust and respect between the two organisations, has enabled AEL to achieve rapid improvements in its financial and management systems, technical capacity and operational capability in a very short period of time. AEL are getting ready to take on project activities in Sinoe and Gbarpolu Counties, including resources and some Tearfund staff.

The support received by Equip in Nimba County has been very different. Although Tearfund have provided training opportunities for Equip staff, and the Nimba Area Coordinator has worked hard to keep channels of communication open, there has been very limited sharing of resources and Equip interventions remain very separate from those of Tearfund. Tearfund DMT have been working towards a withdrawal from Nimba County at the end of the WRC and Irish Aid funding period in November 2008. There are no plans to hand over to Equip.

In conclusion, several Tearfund staff observed (independently of each other) that it would have been very difficult for the programme to cope with two intensive partnerships. Therefore it was more effective for the programme to focus on AEL, who are considered more essential strategic partners in for long-term success of Tearfund’s High Intensity Action Plan (HIAP) for the Mano River Union, and focus for developing local capacity for DRR.

Timeliness
The process through which DFID Consortium funds were disbursed to AEL at the start of the project in 2007 put AEL under severe financial pressures. Tearfund Regional Team would normally release funds to partners on approval of a project
proposal detailing activities over the following year. The funds had already been released by DFID in response to a joint proposal from the WASH Consortium, of which Tearfund is a member. Disagreement arose between Tearfund DMT and the Regional Team over the application of normal procedures in this instance. AEL eventually submitted a proposal to Tearfund. As a result, funds were delayed. In order for AEL to begin their input into DFID Consortium project in Gbarpolu, they were loaned materials by DMT. AEL were forced to underwrite staff salaries during this time, but does not have sufficient core funding to cover risk in this way.

DFID funding for WASH Consortium activities in Gbarpolu County will continue until 2010, while ECHO funding will end in Sinoe County in June 2009. AEL have the capacity to continue operations in both areas, and achieve the project objectives to time and in budget. AEL have secured Irish Aid funding to continue work in Sinoe County after ECHO has finished. They are a much less demanding donor, and have agreed with a level of reporting which will place less pressure on AEL. However, it will be necessary for AEL to manage the change over process carefully to avoid loosing key staff. After Tearfund DMT withdraw, they will continue to support AEL over an 18month period through a skeleton support team in Monrovia.

3.2. Impact (overall score 3.5)
Impact is often used to describe both the immediate observable effects of project activities, and the ongoing changes that these promote once the project has been completed. However, it is much more difficult to attribute long-term impact to a specific agency's interventions, as communities develop and change in response to a wide range of stimuli. Despite Tearfund's target communities being underserved by other agencies, they were not isolated from other influences. The presence of signboards, accounts of bednet distribution, existing infrastructure and social networks attest to this.

This section will therefore focus on the more immediate effects of Tearfund’s interventions, while making some general comments on potential longer-term impact based on stakeholder feedback and the previous experiences of the evaluators.

3.2.1. Intended and unintended effects of the programme on beneficiary communities

3.2.1.1. WATSAN
Overall, Tearfunds DMT programme has had a very positive impact on target communities. Tearfund are to be congratulated for establishing much needed basic services in communities that have been underserved by other development actors. Well construction, along with the introduction of latrines and associated hygiene practices has been particularly successful. Improvement in health is much appreciated, and the link between improved health and hygiene is well understood by the communities as a whole. The monthly monitoring reports provide empirical evidence of changes in health status. Communities have been actively involved in the design and construction of WATSAN infrastructure, and express a strong sense of ownership as a result.

*New and rehabilitated wells*
- Communities identified safe water as the number one priority during the needs assessment. The wells have given the community a focus for...
collective action and helped in the establishment of the CDC and community mobilisation.

- Beneficiaries report a reduction in water borne diseases, particularly diarrhoea amongst children, and attribute this to drinking clean water. This will have a positive impact on household labour potential and improved nutrition.
- Beneficiaries report they no longer use surface water sources for drinking, but are still using them for washing clothes. However, some women expressed a preference for using well water, as it did not contain sediment that would stain light coloured clothing. It was not clear if people were using well or surface water for personal hygiene purposes. Continued contact with surface water sources will expose people to infection with Bilharzias, and water/soil transmitted worms (Ascaris sp. and hookworm.)
- Training pump mechanics, and development of the parts dealership in Sinoe County, should make target communities much less dependent on external support in future.
- The cost recovery revenue collection system has established a precedent for an accountable and transparent system of community contributions. In Bomi County, it appears to have established a considerable pot of money for CDCs to contemplate paying for other community development activities.
- In some communities, a number of unsuccessful well holes were dug before a suitable location was found (or not, as in the case of Laomah Town in Gbarpolu). The holes had not been filled in at the time of the evaluation. Instead, communities had built a fence around them to prevent animals and people falling in. Although some of these redundant well holes are now being used for rubbish, their presence represents a potential and ongoing safety risk as long as they remain exposed.

**Bio-sand Filters**

- Bio-sand filters have made safe drinking water available in communities where it has not been possible to drill down to ground water, either because of their location or presence of bedrock close to the surface. While the community visited during the evaluation expressed a preference for a well, they very much appreciated the benefits of having safe drinking water.
- They have reduced the incidence of water borne diseases and contaminants, but this depends on careful management of the filter. Day-to-day care includes washing the bucket, cleaning the spout lid and diffuser plate. Should the flow rate drop, it may be necessary to wash the first couple of inches of the sand, either in the filter or by taking it out. Full maintenance is necessary if the flow drops significantly to 0.75 – 0.9ml/min. If good management breaks down, the benefits could be lost. Responsibility for care of the filter seems to rest with the women.
- However, bio-sand filters do not reduce the drudgery of collecting water from surface water sources, a task that is mainly carried out by women. In general, Liberia has abundant surface water sources within 15-20mins walk. However, the evaluator observed that the water source for Laiyomah Town, Gbarpolu County, appeared to be a stream at the bottom of a steep hill. The path was narrow and slippery, making it difficult to climb in wet weather with a heavy load.
- Providing bio-filters does not address any seasonal variations in water availability, where these exist. During the evaluation visit, women in Laiyomah Town reported that during the dry season, it was only possible for one bucket to be taken from the water source per family (see previous comment). In the wet season, they said that this became three buckets. An
assessment carried out at the beginning of the process would highlight/confirm issues such as this (plus the previous point), so that the project can respond accordingly. The water source at Laiyomah Town appeared to be a spring. This would need to be checked by a hydrological specialist. If it proves to be the case, a spring box and other interventions could address seasonal variations.

- Bio-sand filters are not a technology that can be replicated by the community themselves; so any new households (i.e. returnees) would need to approach an organisation such as Samaritan’s Purse in order to have one installed or negotiate with a current beneficiary in order to gain access to one. The filter sand and concrete outer casing are specific. Therefore, they will rely on external expertise in the long-term. That said, bio-sand filters should last a long time and only require replacement, if food, a rat or other foreign body has contaminated them. The decision to replace a filter should be made by a qualified Bio-sand Filter Technician. Ensuring adequate contact between beneficiaries and a recognised source of expertise will be important.

**Latrines**

- Beneficiaries (especially women) talked about how much they appreciated the privacy the latrines offered in comparison to the bush, and how they no longer have to worry about snakes or of being attacked and raped.
- Many said they felt that the village was a much cleaner, nicer place, and made a link between using the latrines and a reduction in diseases.
- Most of the communities visited, expressed a desire for more latrines. However, people’s had high expectations; wanting latrines constructed using concrete slabs, tin roofs, solid doors and plastered walls (preferably plastered with concrete) and this was supported by Government standards. The level of marketing and sensitisation to locally appropriate and replicable technologies has been insufficient to challenge this. As a result, both the organic latrines seen in Gbarpolu had been abandoned, and (beside one young man who was constructing his own latrine using local materials) there is no evidence of additional latrine construction.
- Although the programme has been careful to ensure Sphere standards are followed in terms of the total number sharing one latrine, the proportion of each community who have access varies quite considerably. As a result, in some of the smaller communities all but a couple of families have benefited from a latrine. In the larger communities, the proportion is very much smaller. This must surely influence the level of impact on disease prevalence and put pressure on beneficiaries to share their latrines with a wider group of people. Padlocks were much in evidence, giving the key holders ultimate control over who can have access.
- The water table is quite high in some areas, and it rises during the wet season. The evaluators saw two waterlogged latrines during the visit. Therefore, there is a potential contamination risk from poorly sited latrines and a proliferation of latrines in future. Tearfund have developed a Contamination Risk Strategy to address the issue, and beneficiaries were very aware of not digging latrines close to wells or of digging wells near to burial grounds.

### 3.2.1.2. Public Health Education

*Hygiene practices*

- Clotheslines and dish racks are very popular and could be seen in all of the target communities. Many non-target communities had also copied these
practices, a very positive but unexpected impact of the programme. Women talked about the benefits of keeping clothes and dishes off the ground, and said the materials to make them were easy to get hold of, such as; lianas and bamboo.

- There was a very high level of awareness amongst both men and women of the links between hygiene practices and improved health.
- All communities visited were keeping the village environs ‘brushed’. Weekly work parties were organised through the CDC, made up of able-bodied adults, particularly the youth. People associated ‘brushing’ with a reduction in malaria* and were enthusiastic about continuing the practice. ‘Brushing’ was still being done in Bomi County, suggesting that this will happen.
- Beneficiaries were keeping their latrines very clean, using a combination of water, ash and local soap. For shared latrines, a weekly cleaning rota was being used. It was mostly women who talked of this, and the programme should check to see how responsibilities are being allocated.
- Distribution of jerry cans had not been completed in all target communities, so it was not possible to say whether everyone was using them. Distribution of the jerry can was being used as an incentive for beneficiaries to complete their latrines, construct a wash-stand and source soap.
- People were using torn up pieces of paper and cardboard as toilet paper, and many latrines had a container of ash ready to scatter down the pit to reduce the smell.
- Ash was being used as an alternative to soap.

**Health Clubs and CHVs**

- Some communities have lost their CHVs. They have left their communities in search of work, or to attend school. Tearfund have changed the selection process to reduce the risk of this. In recognition of the importance of the CHVs, the Town Superintendent of one community in Sinoe County (Bilibokwii) had taken on the role with great enthusiasm.
- CHVs are using a range of methods for disseminating health messages, from calling meetings, attending social events, making individual house calls. The development of visual training materials has helped the CHVs get their messages across more effectively.
- Child focused health clubs are closely linked to schools, which has limited the potential impact that children could have on their families. Children were very quick to sing the health message songs that Tearfund’s PHE staff developed. They naturally group and play together, so it would seem obvious to support CHVs to develop health clubs in all villages, rather than just those that benefit from a school.
- CHVs are being seen as a reliable link into communities by other development agencies.

### 3.2.1.3. Community development

**Community Development Committee**

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* The breeding habits of the *Anopheles* sp. mosquitoes, which transmits malaria, is notoriously difficult to identify in comparison to other mosquito vectors such as; *Aedes* sp. and *Culex* sp. (implicated in the transmission of Filariasis and Yellow Fever respectively). The habit of bush clearing, introduced by the DMT programme, is likely to have had a number of health benefits for participating communities by creating a less insect and wildlife friendly environment, thus reducing the contact between biting insects and people. It is more likely that the use of bed nets, increased awareness of disease transmission, better access to healthcare, self treatment, diet and quality of housing is having more of an impact on malaria transmission.

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• The CDC has played a crucial role for Tearfund. It has been the main point of contact between Tearfund and the programme, and has been instrumental in the successful implementation of programme activities. It has also been the main focus for community mobilisation and participation, which has resulted in a strong sense of ownership amongst beneficiaries.

• The role of the CDC in local conflict resolution has been much appreciated, and beneficiaries report that it is now easier to resolve issues, as they are no longer reliant on the Town Chief or weak judicial system. They described this process in terms that were indicative of feelings of empowerment.

• Local development structures are still very weak, and the conflict has disrupted traditional systems of governance. The CDC has therefore struck a chord with communities; providing an accountable body that can represent current leadership. The experience they have gained through involvement in the programme has given CDC the opportunity to begin to plan new community development activities.

Food/Cash-for-work (see also Section 3.2.3 on wider impacts)

• The direct transfer of cash through CFW has provided a source of income to those who have few alternatives. Ex-combatants, in particular, benefited from CFW and community leaders in Sinoe reported that the level of crime and petty theft had reduced during the CFW intervention as a result. Also, the outputs of the labour input were very much appreciated, as they have positive impacts on the community as a whole (rehabilitation of roads, bridges, opening up swamp rice schemes and rehabilitating oil palm plantations). However, due to the heavy nature of this work, it is possible that the benefits of the CFW component were skewed towards able-bodied youth and men. The use to which this income was put will be dependent on the nature of intra-household dynamics. Future CFW work of this nature would benefit from a detailed assessment of the use to which it was put.

• Initial confusion over the modalities of the swamp rice scheme CFW component in Henry Town, Gbarpolu County had the effect of slowing the process of developing good relations with the target community.

• The sum of $3/day is not sufficient to challenge other income sources (e.g. mining) and it has often proven difficult for the projects to recruit beneficiaries.

3.2.1.4. Food Security

Improved food security is central to the purpose of the DMT Programme FS interventions. From the progress reports and observations it can be said that the immediate impact has been good though this is hard to quantify. Over the course of almost three years there has been a significant increase in agricultural production and productivity. Rice is the preferred staple food but it has been the production of the strategic staple crops such as cassava, eddoes, yams and sweet potato that has been of fundamental importance to maintain a basic level of food security. When asked, most of the people met during the assessment expressed that substantially more food has become available over the project period and that, even with the increase of the number of people in the villages, the traditional hunger gap period (April-August) has been shortened. This is a major achievement of the programme!

Distribution of tools and rice seed has been instrumental to increase rice production particular on upland farms. Improved upland rice varieties outperform the local varieties\(^5\) by at least 35 to 50%. A very encouraging start has been made to rehabilitate and develop swamp rice cultivation. Up to three rice crops per year can

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\(^5\) Most of the local varieties used are degenerated improved varieties distributed before.
be grown in some of these schemes while pre harvest losses are significant less compared with highland rice (damage by birds can be considerable though). The impact on food security of swamp rice is significant for the households that are directly involved but is still limited in general terms as the total area currently under swamp cultivation is very small (but highly visible).

- The potential longer-term impact of lowland rice production on food security is significant but requires time to be further developed as well as encouragement and some technical support. An increase in the consumption of the preferred staple crop rice will be matched by a lower demand for the traditional staple crops. It will be the more vulnerable households, which will to a much higher degree, depend on the traditional staple crops which are doing very well in the agri-ecological context of Liberia.

- The livestock introduced as part of the FS programme contributes significantly to the income earning potential of most vulnerable households (however, so far, few households have sold one or more of their goats). Future income generating opportunities are substantial but will fall over time as small livestock becomes more abundant in the area.

Most of the villagers met during the evaluation reported that agricultural production and food security has increased significantly over the programme period with Tearfund’s intervention playing a key role, particularly so for the more vulnerable households. In general beneficiaries reported that the traditional hunger gap, the period April-August, had been shortened and that substantially more food has become available over the programme’s implementation period. This is a major achievement of the programme.

**Seed (vegetable and rice) and Tool Distributions**
- Seed and tool distributions, and particularly the distribution of improved upland and lowland rice seed varieties, has been instrumental in boosting agricultural production.
- Upland rice farmers reported that the improved rice seed varieties, received as part of the programme, outperformed the local varieties by at least a third. In many cases poor households reported that they consumed their rice seed and had to borrow rice of an inferior quality (no rice seed as such but rice grains). The improved rice variety outperformed this by 50 up to 100 percent!
- Most of the increase in food production has been consumed by beneficiary household’s themselves.
- Women did report to derive some income from the sale of vegetables, particularly peppers at the time of the assessment. Sale of processed cassava, fufu and gari, was mentioned to be important. The little money being made is used for materials for their children to go to school.

**Community Seed Banks and Repayments**
- Tearfund is to be complimented for taking a developmental approach to relief by trying to set up seed supply systems to create sustainable access to key agricultural inputs. The communal rice seed supply systems are very well received by the communities and with some minor issues addressed.

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6 Quality control of rice seed (selection and setting apart of rice seed - no cross breeding between different rice varieties-, drying, cleaning, storing, pest control) and checking the appropriate pay back rates are important for the viability of the system. Beneficiaries were paying back 30 kilos of rice seed, 20 kilos of which is being set aside as seed for the farmer (in individual well marked bags), 5 kilos to create a resource for returnees or other farmers who want to buy into the system and 5 kilos for managing the facility.
Tearfund will have succeeded to establish a viable system serving the interests of a large group of households.

- The communal rice seed facility is not yet established as an operational and trusted system but indications are that it will be with proper follow up by the CDCs. Farmers are willing and committed to make the repayments to the seed store facility and bank. As the communal rice seed stores are not yet operational, treasurers appointed by the CDC and under their guidance are currently storing the repayments in their own private seed store.

- Use of concrete drying floors has been observed but also farmers drying their rice over open fires. Drying floors will be used but probably not to the level expected by Tearfund. Some women indicated that they want to keep an eye on their children when drying their rice. The floors can play an important role in enhanced seed quality management (proper drying and cleaning).

**Communal Gardens and Home Gardens/Backyard Plots**

- Tearfund has found that work on communal and backyard farming has been challenging partly because of the difficulties in sourcing seed of sufficient and reliable quality. The level to which gardening has contributed to improved food security is doubtful although it must be said that Tearfund has struck a chord with people adopting improved agricultural practise (such as vegetable seedling production on raised seed beds and the use and application of compost) which will particularly benefit women to grow a wider variety of vegetables both for consumption and sale.

- All of the targeted households visited said that the vegetables produced as part of Tearfund’s intervention were primarily grown for consumption in the household though marketing opportunities were mentioned to be an important motivating factor for their cultivation.

- Vegetable growing is particularly popular during the dry season (during the period November to March/April) and during that time vegetables form an integral element of the household’s diet.

- In general women taking part in the vegetable co-operatives prefer backyard farming over communal farming. With the training received and having the necessary skills backyard farms are the more instrumental and sustainable approach to promote the use of vegetables in the household diet. The important role of Indigenous Wild Forest Foods (which unfortunately also includes bush meat) in dietary diversity and the role of strategic staple foods (e.g. use of the leaves which are rich in vitamins A, B-2 and C for part. sweet potato varieties) should not be underestimated.

**Rehabilitation/Development of Swamp Rice Schemes**

- Rehabilitation of former rice swamp schemes and development of new schemes is a highly visible project output and has produced encouraging results though it is felt that continued encouragement and support is needed to develop the potential that is available.

- Though relatively small in acreage, rice production in lowland schemes is significant for vulnerable households. Young men and poorer households have benefited from Tearfund’s intervention and typical yields are in the order of two tons a hectare (this is highly significant as compared with farmers who grew rice in swamp areas before). In most schemes up to two or even three harvests can be realised per year.

- The impact on poverty alleviation and food security of swamp rice will be significant for the households that are directly involved, but is still limited in general terms as the total area currently under swamp cultivation is small.
• The potential longer-term impact of lowland rice production on poverty alleviation and food security is highly significant but requires time to be further developed as well as encouragement and some technical support.

**Distribution and Re-Distribution of Goats**
- The animal restocking activity has been highly successful although its start has been problematic and it will take time for the banking system to benefit a substantial number of vulnerable households.
- The livestock introduced as part of the FS programme contributes significantly to increased dietary diversity (particularly protein from milk, and eventually meat) and the income earning potential of most vulnerable households (already, a few households have sold one or more of their goats). Future income generating opportunities are substantial in the short-term but these will fall once small livestock becomes more abundant in the area.
- Introduction of livestock will present a potential unintended effect, which so far has not been sufficiently realised by the programme staff. While important improvements in the general health situation of communities are attributed to the use if wells, adoption of latrines and a generally much cleaner village environment the excreta of the increasing number of free ranging animals may put people at increased health risks.

**Rehabilitation of Plantations**
- A start has been made to rehabilitate some of the existing plantations as these represented a vital part of the local farming system and village economies in peaceful and stable times. However, its ultimate success will depend on the re-establishment of demand for such products.

**Introduction of Farm Machinery**
- ECHO has put pressure on Tearfund to inclued farm machinery to process cassava and rice. This goes beyond Tearfund DMT’s focus on improving basic levels of production, and is likely to face a number of challenges that will require adequate follow up in order that it can achieve some level of sustainability over time.

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7 In its food security animal husbandry training rearing and management of small ruminants has been introduced and emphasized to animal beneficiaries. In some of the communities, the concept has been adopted and with time the practice is expected to be copied by others owning goats. Besides this the communities are aware of the environmental and personal hygiene practices necessary to keep their environs clean and healthy. However, during the assessment free ranging animals (particularly pigs) were observed in some of the villages and obviously no efforts were undertaking to keep them enclosed.

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End of Programme Evaluation (Liberia)
3.2.2. Level to which the most vulnerable have benefited

It is difficult to comment in detail on the level to which the most vulnerable households in each target community have benefited. Based on previous experience, observation, reports and feedback from staff and communities, it is possible to conclude that the programme has brought positive benefits to everyone in the target communities as a whole, and make observations on the likely distribution of benefits amongst particular groups:

• The direct beneficiaries of cash-for-work activities (swamp clearance, road and bridge rehabilitation) have largely been able-bodied men, but everyone in the community will benefit indirectly from the assets and infrastructure that have been created. Benefits will likely include improvements in trade, better access to health care and nutrition. Some of those who undertook swamp rehabilitation in ENI and Bilibokri Towns subsequently handed over their portion of land to other vulnerable households (apparently the beneficiaries of the previous scheme).

• An improved awareness of the links between hygiene practices and disease risk, plus interventions such as dish racks and clotheslines are accessible to everyone and the whole community has benefited from the results. Observation suggests that non-target communities have also adopted these practices, thus spreading the benefit beyond the target communities.

• Not everyone is benefiting directly from the provision of latrines, as it has not been possible to provide one for every household or family. The project has used Sphere standards to identify the maximum number of people who should share a single latrine. While this has been discussed and accepted by the CDCs, it is not clear how inclusive latrine distribution has been. In smaller communities, nearly every family has access to a latrine, while this has been impossible to achieve in larger communities. Padlocks are much in evidence, giving the key holders ultimate control over who has access and who does not.

• Wells make safe water available to everyone who can access them. The coverage achieved by the programme is dependent on the size and geography of each target community. In smaller communities, it has been possible to provide 100% access with one well. In larger, more complex communities such as Henry Town (Gbarpolu) and ENI Town (Sinoe), coverage has been lower although the rehabilitation of existing wells and construction of new ones has had a significant impact. Due to the high water table, social factors and not just hydrological ones might have influenced the siting of wells. While this will have a positive effect on maintenance, it could

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8 The programme would benefit from a detailed vulnerability profile, which would need to combine information on household characteristics, a community level well-being ranking exercise and a selective exploration of livelihoods using PRA. This need not be a costly or exhaustive exercise. An assessment carried out in a small, representative sample of communities in each County would provide sufficient information to characterise households or groups based on the degree to which; (i) they are able to meet day-to-day needs, (ii) cope with unexpected events, and (iii) improve their position. Factors that often influence this include: labour capacity (e.g. a household with few adults but a lot children under 7yrs old, or an elderly household would have very limited labour capacity, where as a young couple or household with teenage children has a higher labour capacity), social integration (e.g. returnees and migrant labourers are likely to be less integrated into the community), asset ownership and land access. With a better understanding of community characteristics, it is possible to review project interventions and address unintended barriers to direct project benefit.
possibly exclude more vulnerable households located on the outskirts of larger towns.

- Seed and tool distributions have benefited the poorer segments of the communities. The maximum number of beneficiaries has been set somewhat arbitrarily but fixed in the project’s log frames. Tearfund field staff indicated that, by applying the selection criteria, the number of potential beneficiaries by far exceeded the maximum number of beneficiaries. Therefore an additional criterion was introduced which focused on the reputation of potential beneficiary farmers; to be dedicated and stand out in terms of their commitment with regard to farming. This additional requirement has no doubt raised the impact of the seed and tool project element amongst the poorer households.

- The distribution of goats has directly benefited the more vulnerable households including female-headed households and widows. Even though goats are expensive assets selection of beneficiaries has not caused tension in the villages. This is because a wider segment of the village is to benefit from Tearfund’s goat distribution. Vulnerable households that have so far not received any goats mentioned that, in due course, they expect to benefit as well. Better-off households expressed support for, and respect of the beneficiary selection criteria.

- As mentioned above it has been the able bodied men that have benefited most from FFW activities to rehabilitate and develop rice swamp schemes. In most cases they took on ownership of such plots. Some young men were interested in the FFW component only and in most cases the CDC passed on such plots to the vulnerable, particularly widows. In case they lacked male labour in their family they would sub-contract labour for part of the rice harvest.

The needs assessment carried out in each project area prior to beginning operations, has helped ensure that target communities have been selected based on the level of vulnerability identified. Time and budget limitations have influenced the total number of target communities, and Tearfund’s adherence to accepted standards of service provision (e.g. Sphere standard for water and latrine availability per head of population) influenced coverage. In an effort to reach as many beneficiaries as possible, the Tearfund programme could be criticised for spreading water and latrine provision a little too thinly in some communities (particularly the larger ones) while not capitalising sufficiently on activities that would have scaled up benefits without direct intervention (e.g. organic latrines and stronger links to DDCs). However, these issues have been recognised. It is planned that AEL’s future DFID WASH activities in Sinoe (2009) and Gbarpolu (2010) will feature community lead sanitation aimed at proliferating organic latrines. Overall, the degree of ownership demonstrated by target communities to date, and the strength of their relationship with Tearfund, are a testament of the level to which beneficiary priorities have been met by the programme.

The programme has identified female-headed households and widows as groups for special consideration and the CDCs have approved the selection criteria developed for each intervention, although it has proven difficult to adhere to them in some cases such as rehabilitating or developing swamp rice schemes. However in such cases

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9 Most vulnerable are widows, widowers, single mothers with several children and the disabled. These are people who qualified for the initial supply of nanny goats and will later pass on the first sets of offspring to other identified vulnerable while others who are less vulnerable will receive last including CDC’s, chiefs and extension workers.
vulnerable people, particularly women, were given the opportunity to own plots
developed by young men interested in the Cash/Food for Work component but not in
cultivating and owning the land.

The programme has made an admirable effort to be gender sensitive, and enable the
equitable inclusion of women in most programme activities. For example, women are
represented in the CDCs, and make up a proportion of the pump mechanics and
CHVs. While men undertake heavy tasks, such as well digging, women have
contributed to the success of the work by helping to gather local materials and
cooking food for the labourers. In areas such as household well-being, women have
taken the lead through the adoption and promotion of good hygiene practices.

3.2.3. Reflections on wider impacts

Tearfund’s involvement in the rehabilitation of roads and bridges should have a
positive impact on trade by improving access for other vehicles. This is especially
ture of the route from Henry Town to Bopolu City. Although the condition of this road
is still very challenging, a number of private vehicles and motorbikes were seen on
the route during the evaluation visit. Despite some of these having broken down,
their presence demonstrates that private owners consider it economically viable to
risk their vehicles in an effort to transport goods and people. Mining around Henry
Town is likely to be the driving force behind the economics of providing private
transport. However, this means of transporting goods may not be an option for public
services, such as keeping up a regular supply of medicines for the Henry Town clinic.
Using either private or Government transport requires careful coordination and has
budget implications.

Although it was originally intended as a means to implement and maintain
programme benefits, the CDC approach, supported by the cost recovery revenue
collection system established by the programme, has enabled communities to
 contemplate planning their own independent development activities. Examples from
Bomi County include, a school and upland rice farm (Old Baebegh Town),
guesthouse (Linka Town) and in Sinoe County, a hut for the local traditional birth
attendant (Swen Town). Providing plans remain realistic, and funds continue to be
available, the impact of the CDCs could be considerable. External support will be
needed to help CDCs link into Government development systems as they develop.

Despite it being a more locally appropriate and cost effective design, the introduction
of organic latrines in Bomi and Gbarpolu Counties appears to have had little or no
impact on the communities concerned. Although it represents a very small sample,
both of the organic latrines seen during the evaluation visit had been abandoned\textsuperscript{10}.
The potential to expand the health benefits of improved hygiene has therefore not
been realised. The reasons for this were not clear, but poor sensitisation of target
communities, coupled with the need to construct the higher standard latrines to time
are likely to have played a part. In early October 2008, the County Superintendent
for Gbarpolu threatened to close down the project because she did not approve of
the latrine design. As a result of the close working relationship between the project
and the county, it was possible to resolve the issue amicably. Useful lessons should
be learnt from this experience to inform the introduction of the Eco-San design in
Sinoe, and further promotion of organic latrines planned in future.

\textsuperscript{10} One of the abandoned latrines was in the town of Small Bong County, where there was little
incentive as the coverage by Tearfund VIP latrines was sufficient.
The uptake of clotheslines, dish racks and ‘brushing’ in non-target communities provides visual evidence that an exchange of ideas and behavioural practice is taking place between project beneficiaries and surrounding communities. The pump mechanic from Lynkai Town, Bomi County, also described how he helped to mend the pumps in three other neighbouring communities. Another example, although not recommended for environmental reasons (!), was the adoption of crushed batteries to reduce latrine smell by one beneficiary in Lynkai Town, Bomi County. He reported learning of this innovation from his sister who lived outside the area.

Membership of the CDC closely mirrors community power structures and retains a link to the Town Chief, the Government representative. Through the programme, the CDCs are beginning to successfully\(^{11}\) take on the role of local conflict resolution and community development, making up for the current weakness of local Government and the judicial system. As a result of the reduced nature of the Town Chief it has been possible for women to acceptably take on the role, e.g. Manawala Town, Gbarpolu County. The CDC is also starting to perform the function of a wider community development institution and it would be appropriate to introduce a constitution with terms of office to increase the accountability of the group to the wider community.

The distribution of seeds and tools, and promotion of swamp rice production and upland farming in areas adjacent to the Sapo National Park could have long-term negative impacts on biodiversity if these practices are undertaken within its boundaries. Residents of Bilibokree have agreed to monitor the situation in their locality, and they may require support to link them into the responsible authorities should enforcement of regulations be required.

Through its links with the UN, Tearfund is lobbying for the removal of the sunken ferry from Greenville Port. This is likely to have a major impact on the ongoing development of the county’s economy and the operations of other agencies, as well as the future success of the hand over to AEL. At the time of writing this report, effective transport routes to/from Greenville, and consequently a large proportion of Sinoe County, were being disrupted by the ferry and recent closure of the bridge on the Greenville-Monrovia road.

Toyota Land Cruisers are an essential resource for programme operations due to their reliability and robustness. However, the model used by the programme is banned for sale in Europe (and America?) due to its high exhaust emissions. While it is not currently possible to use another type of vehicle without affecting programme operations, it might be possible to offset their contribution to environmental pollution by incorporating an offsetting component into future programme design, e.g. in establishing timber plantations on degraded upland farms or community owned plots. To my knowledge, this would be unique amongst NGOs and mean Tearfund could lead the way in approaches to responsible programming.

3.2.4. Factors that have, or will, influence impact

Access and logistical issues have had a major impact on the achievement of the programme objectives, and will continue to do so. This is particularly relevant for project activities in Gbarpolu County where AEL will continue to be operational until 2010. Despite Tearfund and target communities undertaking considerable rehabilitation work, funded by UNDP, the road from Bopolu to Henry Town remains...

\(^{11}\) As reported by members of the community themselves.
very difficult. Movement between the office and field sites is even more restricted during the rainy season. Vehicle breakdown is common and the resulting maintenance costs have been very high. As a result, staff have had to work very hard to keep the project within agreed timescales. Strategies employed have included compressing well and latrine construction into the ‘dry’ season, preparing slabs in advance when no other activities could be undertaken and prioritising time spent in communities over returning to the field office. Access and logistics are likely to be AELs biggest challenge when they take over project operations from Tearfund at the beginning of November 200812.

The evaluation team found the communities they visited to be forward thinking, entrepreneurial and dynamic. Engagement with Tearfund was seen as an opportunity, and they demonstrated a remarkable degree of collaboration considering the years of conflict and lack of governance. It is this desire to move forwards that is likely to carry the benefits of Tearfund’s interventions beyond their presence in the field.

For sustainability of benefits to be maintained, existing target communities will require monitoring and ongoing support to enable the CDCs, CHVs and pump mechanics to achieve their full potential. Refresher training will be essential (especially for the pump mechanics). Linking into networks that can enable them to update their practice or help to resolve difficulties will also be important. AEL are well placed to fulfil this role, as they are trusted by the communities and have the necessary skills and expertise. Tearfund have the option of supporting this work as part of their existing partnership arrangements. However, as an independent NGO, AEL must decide whether follow on work of this nature is within their mandate and is an effective use of resources.

Over time, the Liberian Government are likely to create their own systems for community development. Currently they rely on the District Development Committee, a structure originally put in place by UNDP. It is not clear how the CDC will fit into this picture, or who will take on responsibility for maintaining community assets if they cease to exist. The lack of Government capacity has currently weakened the Town Chiefs position but this is likely to change over time. To mitigate against the future potential for confusion and conflict between the roles of Town Chief and CDC Chairman, Tearfund organised a joint workshop with CDCs and Government officials to create awareness of the role of the Town Chiefs, DDCs and CDCs. The aim of the workshop was to create mutual understanding and cooperation, and it was much appreciated by participants.

It goes without saying that programme impact would be seriously affected by a reduction in security situation.

3.2.5. Assessment of the impact of organisational development and its effects on AEL/Equip

It was not part of the remit of this evaluation to make a comprehensive assessment of AELs work in the field, but the examples seen were indicative of good quality work. There was also a good relationship between members of staff and the communities

12 Since the evaluation visit, AEL have agreed not to engage in very remote areas, and concentrate on strengthening existing project work in Bopolu, Gbarma and North Bomi for DFID 3.
visited, and AEL staff showed a high level of commitment and enthusiasm for the handover from Tearfund.

AEL has gained a great deal through its relationship with Tearfund, and forms a part of the strong team spirit of the programme. They have shared the same office in Gbarpolu and Sinoe Counties and transport into the field. Staff attend training workshops together, use the same administration and financial systems and AEL has adopted Tearfund’s quality standards. AEL maintains a separate HR system.

The partnership with AEL has resulted in a significant expansion of their geographical reach and programme scope over a relatively short period of time. As a result AEL have been required to take on extra staff to support this expansion. It is anticipated that a significant proportion will transfer from Tearfund DMT field staff. At the time of the evaluation, AEL were offering contracts to staff from the Gbarpolu office, and recruitment was about to begin for Sinoe County. All candidates were selected through interview, although AEL circulated vacancies within Tearfund first, before advertising externally.

As Tearfund and AEL have been working so closely in the field, retaining staff should have the impact of maintaining values and the close team bond visible during the evaluation. It also provides continuity with target communities and local agencies, and ensures ongoing institutional memory of quality standards reporting and monitoring systems. This will help AEL to undertake DFID 3 (Gbarpolu County), and ECHO 2 (Sinoe County) more effectively in comparison to recruiting new staff who would need considerable training and supervision.

Tearfund DMT staff are relatively well paid in comparison to their colleagues in local NGOs. For example, a Tearfund driver will earn around $300/month, while the equivalent post in a local NGO may only receive $240. On average, AEL offer a salary package that is 20% lower than offered by Tearfund. As a result, AEL have had to offer a pay package over that of their normal salary scale in order to attract Tearfund staff to continue to work for them. This could lead to resentment amongst existing AEL staff, and effectively creates a two-tier salary scale where some receive preferential treatment. However, this impact is potentially short lived. AEL can only offer contracts to Tearfund staff on a project-by-project basis (see finance section, below). This would mean that in the absence of major institutional donors AEL could risk losing a large number of its experienced staff members. Tearfund have been encouraging AEL’s Board to adopt the higher rate of staff salaries for future project work. These would be within the range of those offered by other local NGOs, and could have a positive impact on staff retention in the long-term. To date, the Board have yet to endorse this move.

The close relationship between AEL and Tearfund, allowed for a contingency plan to be put into operation when WASH Consortium funding was delayed in 2007. AEL is a local membership organisation supported through donations from the congregation. This offers a very limited financial base from which to cover its core costs. Over the next couple of years, members are planning to raise funds for the construction of a new head office in Monrovia. Once the ECHO and DFID projects are completed, it is highly unlikely that AEL will be able to retain any of the new staff and additional offices without securing additional project funding. It is recommended that Tearfund skeleton team and WAT devote time to supporting AEL towards developing new project contracts. Unless further funding is secured, and there is a willingness to maintain the terms and conditions of employment, AEL will lose skilled and knowledgeable staff.
AEL have benefited from Tearfund logistical support during the course of the programme, with materials being ordered and transported in bulk for easy administration. Vehicles have been shared, with Tearfund taking responsibility for their ongoing maintenance and repair. After Tearfund withdrawal, AEL must take sole responsibility for logistics. Tearfund have a much bigger logistics team than AEL, although capacity has been built substantially. AEL will take over the field offices in Greenville and Bopolu Town, plus computers, vehicles, motorbikes and other equipment. With regard to the vehicles it must be realised that operational costs have become very high as the operational life time to run the vehicles at affordable cost is rapidly coming to an end.

AEL have considerable expertise in WATSAN, public health education and community development, which has been recognised by some donor agencies as a result of their involvement with the programme. It is recommended that Tearfund West Africa Team and the remaining skeleton staff continue to support AEL to market their capabilities amongst potential donors and other INGOs.

3.3. Relevance (overall score 3.5)

3.3.1. Validity and relevance of interventions to needs and vulnerability of target groups

Fourteen years of civil war has virtually destroyed all Liberia’s existing infrastructure and previous governance structures. In 2005, the capacity of the newly elected Government to provide basic social services in the context of post-conflict recovery was very limited. Liberia has been reliant on international assistance to move towards a stabilising recovery and development process.

The priorities and needs identified by the OFDA supported Emergency Response Fund were water and sanitation, agricultural recovery, non food items, public health interventions and protection. Tearfund carried out a needs assessment, which prioritised clean water, inputs and poor health as the main priorities of the communities visited. Tearfund DMT therefore prioritised humanitarian interventions that addressed these needs. The programme strategy for DMT was “to provide appropriate rehabilitation support to war-affected communities” through “timely and appropriate rehabilitation assistance in DMT core sectors of Water and Sanitation (Watsan) Public Health Education (PHE), and Food Security (FS)”. Overall, it is clear that Tearfund interventions have been both valid and relevant in relation to the context.

As an example, some communities in Bomi County were so determined to access Tearfund interventions that they put time and effort into clearing a route from the nearest feeder road so that Tearfund could reach them (e.g. Lynkai Town, Bomi County). This demonstrates an entrepreneurial spirit and provides evidence that they felt the interventions were worth having.

It is understood that the intention of the UNDP administered cash-for-work activities (a World Bank Funded project) was to “inject money into the local economy as quickly as possible” (quote from Tearfund staff member). In the beginning, gaining access to project areas in Bomi and Gbarpolu was a priority for Tearfund DMT’s Liberia Programme. The funds made available through UNDP helped achieve this objective with the addition of providing an income for beneficiaries such as returnees and ex-combatants. However, it ran contrary to the community mobilisation approach.
used throughout the majority of the programme. Community leaders reported that it had directly challenged their traditional system of mobilisation and ran contrary to the work of other NGOs in the area, who had not paid for work. Also, the rate of $3/day was low in comparison to the amount that could be earned from mining nearby. As a result, it was sometimes difficult to recruit volunteers for the task.

By focusing on hard labouring activities such as road and bridge reconstruction, the cash-for-work component of Tearfunds programme has quite possibly favoured men. Inter-household dynamics will influence how the benefit has been distributed. It is well known that men and women often use cash income very differently, with women taking greater responsibility for household well-being and often engaging in petty trading activities to make the money go further. The programme might have looked at including other types of activities under the cash-for-work modality, or providing small cash grants for petty trading.

### 3.3.2. Extent to which target communities felt involved in project design, implementation and monitoring;

The final design of Tearfund DMT programme was based on a needs assessment, which involved meeting with a number of communities in each project area to assess their situation and discuss their priority needs. Beneficiaries could recall the needs assessment, and that Tearfund had been very open about the sectoral limitations of their interventions. Everyone from the community, who was available at the time, had taken part in the meetings. People recalled being divided into groups of men, women and youth.

Discussions revealed that CDC membership had been decided by each community using a range of different methods, but all following Tearfund guidelines for the number of members and type of people who should be represented. In some communities, an election had been held. In others, the membership corresponded naturally to an existing community group or to the leaders already present.

The selection of beneficiaries had been made based on criteria developed by Tearfund, in consultation with communities. The criteria was approved by the CDC, although in reality it had been difficult to implement in certain situations (e.g. difficult to find beneficiaries for communal gardens). Selection was then left up to the CDC.

The conflict has changed community dynamics. Traditional and government institutions for community development have, in many instances, been weakened or lost altogether. The CDC approach seems to have struck a chord with communities. Community mobilisation takes time, and the strong sense of ownership amongst target communities is a testament of the degree to which people have felt involved in the process. The presence of an active CDC in Linka and Old Baebeh Towns, Bomi County, nearly three years after the withdrawal of Tearfund, provides further evidence that it has provided an effective mechanism through which communities can be involved in their own development.

The presence of field staff in target communities, the suggestions box, by contacting the designated Tearfund representative and through meetings and casual interaction have all dramatically increased beneficiary’s access to the Tearfund programme, in comparison to other INGOs. This has allowing people to feel able to communicate directly and openly on issues as they arise. The level of observed interaction that took place between staff and community was very positive.
3.3.3. The use, and enhancement, of existing skills, knowledge and coping strategies

The project has made good use of a respected businessman and his local knowledge to create the Afridev Pump Spare Parts Dealer in Greenville, Sinoe County. The plan to link the Greenville shop with trusted community members will bring pump maintenance resources closer to the point of need. This is only possible because of the networks already established by the owner of the You and Me Business Centre; Mr. Samuel Dweh, who also has strong links with CARITAS and through them, to many other parts of the County.

3.3.4. Ways in which project reflected lessons learnt from previous experience

Tearfund DMT Programme has made considerable effort to learn from experience as it has developed. Meetings have taken place at various levels to facilitate exchange of experience between staff and partners\(^\text{13}\). This has resulted in technical standardisation between the project areas and MoUs that provide consistent and clear guidelines on the implementation of activities.

However, while it is beneficial to have consistent MOUs, they should not be considered static documents as the local context will continue to evolve over time. The participatory process of agreeing the MOUs with the community should help address changes at a local level, but the wider context will also influence their applicability. For example, land tenure systems are likely to change quite radically in the very near future as laws clarify ownership (e.g. National Forest Reform Law, see Section 3.6.2) and changing agricultural practice increases its value. As the profits of rice farming increase, it will become a more valuable resource for the owners. Some of the swamp rice schemes brought under Tearfund DMT project are leased from their original owner. The vulnerable households who currently benefit from it might well be displaced in favour of more commercial practices.

In Nimba food-for-work was used for both rehabilitation and development of swamp rice schemes. It was quickly realised that rehabilitation was easier than development of new swamp areas so the amount of food provided was adjusted accordingly. Soon after this, Tearfund acknowledged that beneficiaries were juggling other priorities and so apportioned food-for-work according to the work done rather than simply the daily presence of the recipient. As a result, beneficiaries could be rewarded for the hours they put in. The programme underwent a similar experience in Gbarpolu and Sinoe during the initial stages of the cash-for-work component of swamp rice development.

The design of the communal rice seed stores in Sinoe presents an example of an opportunity missed. It has been influenced by the need for a solid floor on which to install ECHO funded agricultural processing machinery rather than the more community driven design seen in Nimba.

Lessons have also been learned and adopted from the evaluations that have been carried out during the life of the programme:

\(^{13}\text{In Gbarpolu and Sinoe Counties, these have included regular meetings at the field level between Tearfund and AEL, plus site visits by Sector/Area Coordinators. In Nimba County, meetings with EQUIP took place on a monthly basis including field visits. At Monrovia level, Tearfund Area Co-ordinators would have regular meetings, which included the AEL Gbarpolu Coordinator once he was recruited. Sectoral meetings have also taken place.}\)
### Terminal Evaluation, Bomi County (2005) by James Webster

<table>
<thead>
<tr>
<th>Key findings and recommendations</th>
<th>Observations in 2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consideration of impact of increasing population due to returnees</td>
<td>There are good examples of programme components that have been sensitive to the issue of returnees, e.g. rice seed banks include sufficient for greater number of beneficiaries. However, some could run into problems with this, e.g. latrine coverage and PHE.</td>
</tr>
<tr>
<td>Challenging dependency and relief thinking.</td>
<td>The communities visited in Bomi demonstrate the potential for CDCs to provide a means by which communities can take control of their own development. However, the programme has found it difficult to challenge communities and GoL expectations of VIP latrines.</td>
</tr>
<tr>
<td>Continued social marketing of appropriate latrine technologies amongst communities and Government agencies</td>
<td>Staff reported that they had experienced difficulties in getting communities to finish their latrines (especially rubbing and soak away pits). There had been some initial teething problems with choice of technology. For example, the Mozambiquan dome slab design did not prove popular. One possible reason for the reluctance of people to finish plastering their latrines, is a desire for a more durable surface finished in cement. As a result, Tearfund are using the distribution of jerry cans as an incentive to finish 'rubbing' and construction of the soak away pit. Marketing of organic latrines has not been successful, and much work will be needed if this technology is to be promoted successfully.</td>
</tr>
<tr>
<td>Recruitment of CHVs &amp; pump mechanics, etc. with strong links in community</td>
<td>This has continued to be a problem throughout the programme, and Tearfund DMT staff have worked hard to address it. The proximity of the community to alternative income sources (e.g. mining) has had a major impact on sustainability of the community volunteers.</td>
</tr>
<tr>
<td>Continued networking with Government and NGOs to standardise design and method of implementation</td>
<td>Tearfund DMT programme attends NGO coordination meetings, and those with GoL. They have adopted GoL standards for latrine design, and AELs CDC approach. Not all NGOs operating in the same way, and Tearfund have made a strong effort to keep county and district agencies informed of what they are doing (even to the point of including them on field visits and assessments).</td>
</tr>
<tr>
<td>Continued capacity building of AEL and communities</td>
<td>Tearfund DMT have done an excellent job of working in partnership with AEL, while building their capacity to implement field projects to a high standard.</td>
</tr>
<tr>
<td>Ensure soil-bearing capacity is adequate for latrines.</td>
<td>See comment on water safety plans, Nimba ECHO evaluation below.</td>
</tr>
<tr>
<td>Minimum staffing and logistical requirements necessary prior to commencement of a programme, linked into logframe.</td>
<td>Mobilisation of AEL has been dependent on availability of funding (e.g. DFID WASH in Gbarpolu) but Tearfund provided support to cover the shortfall period in that instance.</td>
</tr>
<tr>
<td>Monitoring of: 1 Hand washing/odour reduction 2 Poverty considerations of revenue collection 3 Effectiveness of hygiene promotion methods</td>
<td>Monitoring procedures have significantly improved since the start of the programme. M&amp;E Officers were recruited at each field site and standard formats for reporting have been developed. Aside from the difficulties experienced with ECHO, indicators appear to be relatively easy to report against. At least one person in Bomi County admitted to using crushed batteries for this purpose, as they contain...</td>
</tr>
</tbody>
</table>
Consideration of alternative practices, including bio-sand filters and Mozambiquan slabs.

The programme tried the Mozambique dome slab design, following James Webster's recommendation, but it was dropped due to problems with construction and poor uptake. Through links with Samaritan's Purse, bio-sand filters have been adopted in Gbarpolu where well construction has not been possible.

Siting field office closer to target communities

The field office in Bapolo Town has allowed good access to the programme areas in Gbarpolu, while allowing ongoing monitoring of communities in Bomi.

Commence future projects after harvest (in October), with start up taking place before this

The programme has not been able to follow this recommendation as well as it might have liked, as the timing of donor funding is not flexible. However, field operations have attempted to adapt to seasonal variations in access and availability of labour.

Ensure purchase of items of adequate quality at current prices

Procurement has been an ongoing issue for the programme, and Tearfund DMT have attempted to address the issue (not always successfully) as far as it has been possible within the restrictions placed on it by certain donors and the availability of good quality items on the Liberian market.

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**Evaluation of Nimba Food Security Project (2006) by Hugh Goyder et al**

<table>
<thead>
<tr>
<th>Key findings and recommendations</th>
<th>Observations in 2008</th>
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</thead>
<tbody>
<tr>
<td>Strong central coordination required to encourage sectors to support each other.</td>
<td>Tearfund DMT activities in the field appear well integrated, with a strong team spirit between staff in all sectors and good mutual support. Tearfund DMT managers at Monrovia and field office level are to be congratulated for building such a strong and coherent programme team.</td>
</tr>
<tr>
<td>Review of log frame during project lifetime, with adaptation based on experiences and practice.</td>
<td>Programme staff have put considerable effort into learning from experience and adapting practice, through regular workshops and sectoral exchanges. It is not clear that log-frames are viewed as a dynamic and complimentary tool by staff, and reviews have been fairly minimal.</td>
</tr>
<tr>
<td>Weak monitoring, and inconsistent use of indicators in reporting.</td>
<td>See previous comment on same for Bomi evaluation, above.</td>
</tr>
<tr>
<td>Explore more productive linkages with other agencies working on food security and related issues, including Government extension services.</td>
<td>See Section 3.6 of this evaluation</td>
</tr>
<tr>
<td>Explore options for ongoing interventions after programme closedown in 2007. Three options given.</td>
<td>See Section 3.5 of this evaluation</td>
</tr>
</tbody>
</table>

**Evaluation of ECHO integrated WATSAN & PHE programme in Nimba (2007) by James Webster**

<table>
<thead>
<tr>
<th>Key findings and recommendations</th>
<th>Observations in 2008</th>
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End of Programme Evaluation (Liberia)
<table>
<thead>
<tr>
<th>Action</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Replace UNIDENT buckets with jerry cans</td>
<td>Jerry cans, with taps, are being distributed in all project areas.</td>
</tr>
<tr>
<td>Construct demonstration organic latrines in new villages not previously served by VIP design, and market heavily</td>
<td>The promotion of organic latrines has not been very successful. This is partly due to the locations chosen for demonstration latrines, but mostly through insufficient sensitisation and marketing. As a result, replication of latrines is not taking place. There are lessons to be learnt from this for future work proposed under DFID WASH.</td>
</tr>
<tr>
<td>Adoption of handrails, ropes and/or a box so elderly and disabled can use latrines</td>
<td>The evaluators did not see any ropes, handrails or boxes during the evaluation visit.</td>
</tr>
<tr>
<td>Develop water safety plans</td>
<td>In recognition of the potential for ground and surface water contamination due to the high water table, DMT Liberia programme is developing contamination risk strategies to guide further development of WATSAN infrastructure in Sinoe and Nimba. These currently only look at potential sources of contamination from pump to consumption. Pumps are the dominant technology being promoted by Tearfund. In Liberia it is the quality of water, rather than the quantity, which is the main issue. Communities often make use of a variety of water sources, including; rainwater harvesting, local springs and surface water sources. To have a meaningful health impact through combined WATSAN and PHE, Tearfund and AEL will need to make Water Safety Plans locally appropriate, to include all these sources.</td>
</tr>
<tr>
<td>Social marketing and promotion of latrine use</td>
<td>In Year 2 of operations in Gbarpolu County, Tearfund staff introduced visual diagrams of the expected standards of latrine and well construction during discussions over the MOU. This greatly facilitated communities understanding of what to expect and made it easier for Tearfund and the communities to hold each other to account.</td>
</tr>
<tr>
<td>Provide follow up training, and refresher training for personnel (CHVs, etc)</td>
<td>This is an important issue for the sustainability of benefits after the end of the project. Where AEL are continuing to be operational, they are ideally placed to offer this service. Alternatively, GoL agencies or other NGOs such as Equip could do this.</td>
</tr>
<tr>
<td>Monitor (i) evolution of Government structures, and (ii) relationship with Equip, and assess relative pros and cons of partnering with Equip, GoL and the Liberian National Red Cross Society</td>
<td>County Health Teams have been engaged in Nimba, with a view to ongoing support of target communities. They will also receive motorbikes at the end of the project to facilitate this. The relationship with Equip has been difficult at times, and has only focused on coordination of PHE. Equip will continue to be operational in Nimba, and can provide support for this component.</td>
</tr>
<tr>
<td>Modify latrines to include vent pipes</td>
<td>The VIP design of latrine has been adopted as the programme standard for at least the last year, which includes a ventilation pipe to allow odour to be drawn away from the latrine house. In such a humid environment, the original design without a vent pipe became unpleasant, and ash was often insufficient to control the smell.</td>
</tr>
<tr>
<td>Improve vehicle maintenance by using non-Toyota dealers, decentralise maintenance to field and employ a dedicated fleet mechanic.</td>
<td>Tearfund DMT has taken a wide ranging approach to vehicle maintenance, through recruiting driver-mechanics able to make limited running repairs, establishing a maintenance team at each project office and sending some drivers on advanced driving courses to reduce wear and tear. However, maintenance continues to be a challenge and access is crucial for project activities.</td>
</tr>
</tbody>
</table>
3.3.5. Consistency with TF vision, strategy and resources

“Our vision is to see the lives of poor people transformed as we inspire and resource God’s people to implement Integral Mission”.

The DMT Programme in Liberia is entirely consistent with Tearfund’s vision (above) as it has sought to work with target communities that have failed to benefit from development (e.g. Sinoe is one of the most economically marginalized counties in Liberia), and are underserved by other agencies in the relief and rehabilitation phase of its recovery. The DMT Programme target communities have been selected based on need, established through an assessment that included its partners and Government of Liberia staff.

**Tearfund Strategy**

The choice of AEL as the main partner, and collaboration with Equip, is consistent with Tearfund’s aim of promoting integral mission and demonstrating effective partnership. AEL is a membership organisation supported by a number of evangelical congregations, and so is able to promote an integrated approach to community development.

The adoption of the community development committees has brought about a high degree of ownership, and ensured the programme has been based on the principles of participation.

**Tearfund High Intensity Area Framework for the Mano River Countries** –

The DMT programme has contributed to the HIAF strategy by helping to build the long-term capacity of one of its key partners in Liberia; AEL. Specifically, AEL have:

- Expanded their operational area, which increases the number of potential communities that can be mobilised with Tearfund support.
- Improved their financial systems, making them more attractive to potential donors and increasing their strength in the long-term (although issues of core funding have not been addressed).
- Increased their ability to prepare for, and respond to disasters through shared learning and adoption of good practice and technical standards.
- Greater access to County and District Authorities through which to begin advocating for pro-poor good governance, peace and justice.
- Better resources with which to carry out work, e.g. vehicles.

**Tearfund Liberia Crisis Response Strategy**

The gap between Tearfund’s partners capacity to respond to the effects of the conflict beyond small scale interventions, opened the door for DMT to consider becoming operational. The sectoral focus of the programme is consistent with DMT core specialist areas and priority needs originally identified by the OFDA supported Emergency Response Fund for Liberia in 2004.

**Resources**
Funding was sought from a number of institutional donors, and opportunities to strengthen coordination with minimum resource implications have been taken advantage of (WASH Consortium).

DMT became operational once capacity was available to do so. Operations coincided with the scaling down of the programme in Sierra Leone, and some staff were able to transfer over (e.g. Logs Manager). DMT have also made good use of interns as a means of identifying and developing staff who have subsequently become integral to the success of the Liberia programme (e.g. the Programme Manager and Area Coordinator).

See also Section 3.1.3 and Annex 5: adherence to Tearfund quality standards

3.4. Efficiency (overall score 3.2)
Relief interventions are less cost-effective than development ones, and benefits often prove difficult to sustain over in the long-term. The cost of establishing a field operation in Liberia has been high, compared with working through partners, and the programme as a whole has been ambitious. However, the operational presence has enabled the capacity of AEL to be built more effectively, while combining the provision of basic services and distribution of assets with more developmental approaches (e.g. CDC) has contributed significantly to impact.

Tearfund operates not only in an underserved area of Liberia but also in remote villages. Given the challenging operational context, the programme is to be congratulated for achieving the outputs of each project with relatively few delays and within the available budget. Where additional funds have become necessary, these have been found through good financial management practices across individual budget lines. Additional funds have been sourced from the DFID consortium. Each donor has different expectations of financial management, and this is well understood by the programme. However, some opportunities for creating greater financial flexibility could be explored more fully. For example, it is possible to apply for a derogation to purchase items outside its normal procurement procedure. The case for this must be justified and well argued, and it is recommended that AEL make use of this facility when it becomes necessary.

3.4.1. Application of good practice
The DMT programme has used Sphere standards to set the number of beneficiaries per latrine and well, and ensure minimum standards of service provision. However, it should be noted that the Sphere standards were developed for effective provision in a camp context. Applying them to the more complex dynamic of a community setting, without a good understanding of access and use in this context, risks sustainability and unintended negative impacts. Issues to consider include: the acceptability of sharing resources (especially latrines) within and between households, and the greater complexity of water use behaviour in a ‘home’ environment. For example, while surface water sources may be relatively plentiful, people expressed a preference for clean water to wash clothes, as it does not stain.

Linked to this, the programme should consider identifying minimum standards of coverage, i.e. the percentage of the total population in any one community who will have access to WATSAN facilities. The prevalence of padlocked latrines amongst Tearfund’s target communities would suggest there is potential for conflict over who has access, particularly if the population of the community is still expanding. If fewer
Latrines can be provided than the agreed minimum, then the programme should make
greater efforts to encourage the uptake of more locally appropriate designs. There is
nothing to prevent latrine structures from being upgraded in future, once the hole has
been dug.

Wells have been constructed to a very high standard, making them more durable
than other examples providing they are well maintained. The use of submersible
pumps to extend well depth has ensured that they are less likely to suffer from
seasonal variations in water output. The copper propellers from the submersible
pumps wore out quickly. The pumps were originally supplied from UK without
spares, making it necessary to source new ones locally which was difficult.

The Afridev well head hand pump is a cost-effective design that can be maintained
locally and parts are easily available throughout Liberia.

Latrines were constructed to a high standard, which was much appreciated by the
target communities and Government but would be difficult for local people to
replicate without external support. The design included a reinforced concrete plate of
either a solid, and later, a split design. As much as possible, the programme made
use of local materials for constructing the latrine house structure. However, tin roofs
and doors were the preferred options. There was little evidence of latrine holes being
covered by a lid (in Nimba some people had made wooden covers using a stick as
‘handle’). Only one was seen during the whole evaluation visit. Open pit latrines are
ideal breeding sites for domestic flies and Culex spp. mosquitoes, implicated in
disease transmission. However, the latrine hole was small enough to prevent the risk
of children falling in, although potties were provided for very small infants. The
evaluators did not see evidence of modifications suitable for disabled or elderly.

A good latrine, together with a safe reliable water supply and the practice of good
personal hygiene can have a huge impact on personal and family health and well-
being. With very little access to WATSAN facilities, there is an urgent need for the
construction of simple, low cost, affordable latrines that are easy to build and
maintain and are relatively free of odours and flies. The programme had originally
aimed to promote a more locally appropriate latrine design – the organic latrine – in
order to address these issues, but for a number of reasons this has not come about.
Lessons need to be learnt from this, particularly as the next stage of DFID WASH is
looking at promoting the Eco-San design.

Public health education has been highly effective, complimenting WATSAN
interventions by raising awareness of disease transmission routes, good hygiene
practices and people’s role in achieving better health for themselves and their
families. Although there have been problems in recruiting reliable Community
Health Volunteers, establishing them as the focus for dissemination of good practice
has helped create a high degree of community ownership. The spontaneous
adoption of dish racks, clotheslines and ‘brushing’ are a testament to this.

Tearfund PHP staff have invested a great deal of time with the target communities,
building relationships of trust and respect. The training they have delivered appears
to be well received, and all community volunteers interviewed during the evaluation
could clearly recall the nature of the training workshops they had attended, and their
subjects. Tearfund PHP staff had also swapped over during training so that
community participants did not become used to the same trainer every time.

14 And in adherence with the standards set by the Government of Liberia.

End of Programme Evaluation (Liberia)
Learning from experience, the PHP team produced visual aids for the CHVs to help them in the dissemination of good hygiene practice.

The level to which sectoral good practice has been applied in the food security component of the programme is difficult to judge, as no benchmarks have been defined for it. In general though, Tearfund’s food security interventions compare favourably to those of other NGOs working in similar post-conflict situations. Good quality seeds and seed management systems are crucial. Being dependent on suppliers in Monrovia, with the additional constraints of donor procurement policies, has jeopardised programme efficiency.

3.4.2. Reflections on the factors that have influenced project efficiency, including alternative scenarios

The cost of vehicle maintenance has been consistently underestimated. As transport and access are essential components of the programme, from field operations to logistics, it has had to take priority over other expenditure. Tearfund have recruited semi-skilled mechanics for the field and Monrovia offices. A further attempt to mitigate against expensive delays has been the recruitment of driver-mechanics who are able to carry out running repairs.

Maintaining good levels of communication between Monrovia and the field offices, and the field offices and staff has also suffered from insufficient funds. Initially, communication with the field was done by transporting documents by road. With the adoption of the Thuraya, it became possible for email communication to be established between Monrovia and the field offices. However, the Thuraya has a maximum data transfer limit of 500kb which became insufficient, and its use for email communication was phased out in Nimba in 2006. The relatively recent adoption of B-Gan and V-Sat systems has dramatically improved communication, and allowed exchange of documents by email. However, the B-Gan system is considerably slower and this has proved unable to cope with the size of ECHO standard reporting formats. Verbal communication is maintained through use of mobiles, which are very cost effective and reception between field offices and Monrovia has become very good.

Communication between field offices and staff travelling amongst target communities relies on a mix of the CODAN radios in the vehicles, VHF handsets, cell phones and a limited number of Thuraya satellite phones. There have been problems with the CODAN radios, which have not functioned well, and it was reported that the aerials on handheld radios are prone to breaking. There has sometimes been insufficient priority given to fixing these items, leaving staff on extended visits potentially vulnerable.

Wells have been constructed to a high standard. Use of specialist pumps has meant wells can be dug to a greater depth, increasing reliability of water supply. However, the pumps, supplied from UK, did not come with any spare parts which may have caused delays as the copper ‘propellers’ wear out very quickly.

The AfriDev pump is a good choice of pump head as it is relatively simple in design, reliable and well known in Liberia. Spare parts are therefore available from Monrovia, and through the spare parts dealerships in Sinoe and Nimba. The concrete aprons are wide and sufficiently durable that they are less likely to deteriorate like previous wells (see photo). This will be helped by the effort that project staff have put in to building a sense of ownership amongst communities. It
was clear that beneficiaries were taking good care of the wells, latrines and bio-sand filters.

Equipment has not always been supplied with spare parts, which would have been useful given the difficulty in sourcing materials in the Liberia market. For example, the submersible pump used to extend the depth to which wells can be dug, have required quite frequent replacement of the copper 'propellers'. They were not supplied with spares, and so parts had to be sourced locally. This also seems to be the case with the agricultural processing machinery, which is to be distributed to communities shortly.

The decentralisation of field operations has increased the efficiency of Tearfund’s operations dramatically. Field offices are relatively self contained, and field staff often spend a whole week or more in the field living and working directly with target communities.

It would not have been possible for Tearfund to have implemented such an extensive programme through its current partners; AEL and Equip. At the time, they did not have sufficient capacity, an issue that was recognised during the review of the Liberia Crisis Response Strategy. Therefore, by becoming operational, DMT have effectively combined partner capacity building with the achievement of significant impact on the ground (particularly in the case of AEL, much less so for EQUIP). The long-term effect of this approach is the development of a stronger partner for future work. However, this will be dependent on AEL securing additional funding as it still lacks the capacity to cover its core costs and maintain the expanded programme operations at the current level.

3.4.3. Appropriateness of TF response in the relief-rehabilitation-development continuum.

Approach to WATSAN provision very relief oriented. Focus on provision of latrines and wells to Sphere standards, which were developed for use in camps. Water has multiple uses, and it should not be assumed that safe water sources would only be used for drinking. There is often a marked preference for clean water to wash clothes and for personal hygiene as it contains no sediment and will not stain clothes (making them look dirty when they are not). Also, use of surface water for clothes washing increases risk of Bilharzia and soil borne parasites like Ascaris spp. which people are likely to be well aware of.

There is a need to look more closely at the issue of replication and sustainability. If provision of latrines has such a major impact on people’s health, then spend as much time promoting organic latrines as has been done on public health education. The reduction in time lost to sickness provides more opportunity for other productive activities. The impact of latrine proliferation needs to be included, and closer discussion with Government departments who are the ones that will be dealing with the problem you leave behind!

The way in which Tearfund has worked with AEL is excellent. More time needed to build their capacity to cover core costs.\textsuperscript{15}

\textsuperscript{15} Tearfund plans for a financial consultant to be working with AEL for some time during 2009 to address some challenges within AEL’s financial function and core cost budgeting.
The evaluation found Tearfund food security staff to be operating on the assumption that there was a direct relationship between enhanced food production and improved nutritional status. In reality the relationship is much more complicated. The over-emphasis on rice as the preferred food should have been balanced by consideration for other staples, and their important role in achieving balanced and improved nutrition\(^\text{16}\). Introduction of orange flesh sweet potatoes and the promotion of leafy vegetables would have made more sense as part of a FS intervention. In other post conflict situations Tearfund might therefore consider a Food and Nutrition Security component rather than a Food Security component. The importance of nutrition and proper infant feeding practise has been underserved.

It was striking to note that Tearfund employed the same approach to food security and its operational modalities irrespective of the working environment. For example; the same approach has been adopted for both the one-year FS project in some of the villages along the main Tappita road, compared with the three-year time frame in the more remote villages. Villages along main roads may be easier to access for the project, but are also more dynamic, support more diverse livelihood strategies and are linked to regional and national markets (including opportunities to send agricultural produce to truckers heading for Monrovia). To its credit, Tearfund has prioritised working in remote underserved villages and found out why there are very few NGOs willing to work in such areas.

See also Section 4: General Findings

### 3.5. Sustainability (overall score 2.9)

#### 3.5.1. Factors influencing sustainability

*Capacity and backstopping support*

Tearfund DMT have worked very closely with AEL, providing training, mentoring and resources to help build capacity. AEL are now capable of providing continued support to target communities in Gbarpolu and Sinoe for as long as they remain operational in these areas. As an organisation, they can backstop in WATSAN, community development and PHE. Their capacity in FS is limited, but the recruitment of skilled staff from Tearfund should address this issue in the short-term.

The capacity of the Government of Liberia is still very weak. Tearfund have worked hard to develop good relationships with Government officials, and to work within recognised coordination processes. However, the programme has done little to build their capacity beyond contributing to district plans by constructing much needed infrastructure and improving the road system. There are insufficient staff to provide technical support at a community level. At present, no one Ministry has overall responsibility for WATSAN in Liberia. It is currently split between the Ministry of Health, Ministry of Public Works, Ministry of Land, Minds and Energy and the LWSC. The WASH Consortium is lobbying for it to become the brief of one of these Ministries. Until a decision is reached, it is unlikely that target communities can expect Government to provide technical support for the foreseeable future. Strengthening the links between the CDC and DDC would help target communities to negotiate the evolution of Government systems.

\(^{16}\) In other post conflict situations Tearfund might consider a Food and Nutrition Security component rather than a Food Security component.
The project in Nimba will close on withdrawal of Tearfund DMT at the end of 2008. Equip has benefited from the training and funds made available through Tearfund and will continue to monitor and support target communities with support from Tearfund WAT. It was never intended for Equip to expand into other sectoral areas so Tearfund have been working closely with the District authorities in Tappita who will receive some of the project motorbikes to enable them to provide additional support. However, the sustainability of the majority of programme benefits will be largely down to the strength of the CDCs and external factors.

Tearfund DMT will leave a skeleton team in Monrovia after the programme withdraws. This will focus on WATSAN and programme coordination, and will be available for up to 18 months. AEL can also receive technical support through the WASH Consortium. Tearfund WAT will maintain the partnership with AEL, who must seek additional funding from other donors.

Community capacity
The CDC approach has proved very successful, and much appreciated by target communities. The fact that CDCs are still in evidence in Bomi County would suggest that they can remain active without external programme support. In communities, such as Henry Town, the dynamics are more complex. It is suggested that a constitution and agreed term of office for CDC members might ensure greater accountability and sustainability.

The CDC is well placed to maintain community infrastructure, especially wells, through the revenue collection system. They may need additional support to adequately manage the funds raised in this way, as communities are starting to see the potential for using the money for other activities. There seems to be a willingness on the part of the CDC to take on wider development activities.

Pump mechanics may need refresher training, if they do not get the opportunity to practice what they have learned (i.e. the pumps don’t break down!). Under DFID WASH funding in Gbarpolu in 2009, a training manual will be designed and distributed which details cost recovery, water safety plans, pump maintenance and mechanics training. The development of a local spare parts dealers will also improve sustainability.

Communities are managing the newly constructed latrines well at present. There is no reason for this not to continue, but it should be noted that the management of communal latrines is notoriously problematic. Conflicts may arise where coverage is limited. Without the addition of more latrines it is possible that management might break down in future. This should be monitored, and feeds into lessons on coverage practice identified in Sections 3.2.1.1 and 3.4.1.

Bio-sand filters may be more difficult for households to maintain in the long-term, due to the need for specialist materials. Samaritans Purse have been maintaining a database of every BSF installed in Gbarpolu, and will continue to monitor their use and maintenance.

Factors influencing sustainability
The risk of potential water contamination is well recognised (Tearfund Water Safety Plan). Currently, a small proportion of Tearfund’s latrines are already being flooded. The concrete slab design is beyond the means of most families without external intervention, and organic latrines have not proved popular so far. Although
beneficiaries understood that latrines should not be built near wells or burial grounds, it is not clear whether there is sufficient capacity to manage the potential proliferation of latrines in future. If demand for individual latrines increases, which it must surely do, the risk of ground and surface water contamination will be very high.

Activities in Gbarpolu under WASH Consortium will continue until 2010 under AEL, and there has been discussion over extending project activities into a new area during WASH3. AEL have recognised that they will find ongoing monitoring and provision of continued support to existing target communities sufficiently challenging, without the addition of opening up a new project area until they have become practiced at maintaining access up to Henry Town and beyond.

The programme would benefit from stronger links with the developing macro and meso level institutions. At the beginning of the programme in 2004, Government presence in the project areas was non-existent and so Tearfund DMT became operational at a time when this was not possible. However, thes situation has changed rapidly since 2004. Although they have not functioned well to date, the District Development Committees (DDC) figure prominently in County Development Plans. Therefore, it is likely that, despite it being an approach promoted by UNDP, the Government of Liberia will choose to use them as the vehicle for local development in future. Of the DDC representatives met during the evaluation visit, a significant number were highly articulate and politically aware suggesting there is good capacity within the system. Despite its obvious popularity with Tearfund’s target communities, it is not clear, as yet, how the CDC might fit into the Government’s plans. The project staff have worked hard to develop good relationships with Government staff at county and district level. A programme level review in relation to the changing context would help support these efforts in a more strategic way.

The ongoing work of the WASH Consortium has the potential to influence Government policy at a national level, and standardise the work of other development actors beyond the consortium members. Including national partners in the process will be important for the future. While it is currently being funded through DFID, World Bank, ECHO and Irish Aid, the interest expressed by other donors will help its future sustainability.

With the development of ambitious National and County policies for ongoing development, it is clear that existing Government capacity to implement them is still weak. Liberia will be dependent on external assistance for some time to come. The operational basis for INGOs and other agencies is in a process of transition from relief to development. Tearfund are one of the first INGOs to pull out of Liberia. It is likely that more will do so over the next couple of years as funding streams change in response to the circumstances.

3.6. Coordination and Coherence (overall score 3.2)

3.6.1. Reflections on linkages and relationships

Tearfund have successfully developed links with all of the relevant ministries and with key local Government officials, but it has not been an easy process. When Tearfund began operations in 2005, the Government ministries were less well coordinated and it was often difficult to distinguish between genuine approaches for assistance or coordination, and less official attempts to appropriate resources. The Area
Coordinators have worked hard to include ministry staff in assessments, invited them on field visits and shared reports and details of their work. Mutually supportive relationships with government have grown out of personal interactions between Tearfund staff and key individuals, backed up by signed agreements. Tearfund Sinoe have received a certificate of appreciation from the County Health Officer for Sinoe (Dr. Rosalyne Toe-Massaquoi) and endorsed by the Deputy Minister of Health in recognition of their work. Unfortunately, government departments are often characterised by internal political tensions that can subvert what has been achieved through good inter-personal relationships. Additional efforts are needed to ensure that changes in government staff do not impact negatively on the programme. There is scope for much more engagement with Government structures; advocating for appropriate technologies, influencing policy and building capacity. With the withdrawal of Tearfund DMT, this work will fall to AEL and Tearfund’s WAT. It is recommended that the skeleton team be readied to support them.

Underlying the normal dynamics that exist between field and head offices, there is an admirable strength of team spirit between Tearfund’s staff. It has also infused the relationship between Tearfund and its partner, AEL, and has had a very positive influence on the success of the programme as a whole. During the early stages of the programme, from 2005-2006, a marked separation between international and national staff was reported. The factors that caused this situation to arise have been dealt with over time, lead by a strong and inclusive management in Monrovia and in the field. The Liberia context has provided Tearfund DMT with a unique opportunity to explore what factors can help create a strong team and a successful partnership.

In addition, the operating context has allowed Tearfund DMT the ‘space’ for greater emphasis on participation, community mobilisation, sensitisation, behaviour change and technology uptake through the implementation of their core areas of WATSAN, PHE and FS. The CD approach, adopted from AEL, has been a key component of this. Tearfund and AEL staff have demonstrated a high level of commitment to these principles, which has been appreciated by target communities. Where target communities have felt able to cooperate with Tearfund, a good relationship has developed. Participation in planning and decision-making is much in evidence, and a strong sense of ownership is the result. This is an essential component of ensuring the sustainability of project activities, and equitable distribution of benefits.

The Liberian WASH Consortium (made up of Oxfam, Tearfund, Concern Worldwide, Action Contre le Faim and Solidarités) is proving to be a very successful example of INGO coordination. Building on the strengths of each of its members, it is possible to achieve impact on a wider scale. One of the reasons for the success of the WASH Consortium is that WATSAN provides a very clear focus. It has also been possible to agree on technical standards between the members. An attempt was made by Save the Children to establish a similar consortium to tackle issues of social protection, but this did not get off the ground. Tearfund has played a key role in establishing the consortia and is also the first member to withdraw from field operations. For all Consortium members, it has been important to build the capacity of local partners, and Tearfund has made a point of bringing AEL into the consortium activities. The inclusion of local partners is seen as key to long-term sustainability and capacity building. AEL have attended some of the meetings alongside Tearfund, and will become the operational representative once the project in Gbarpolu and Sinoe Counties are handed over.

17 Either using a similar model to that taken by DMT, or building the capacity of local contractors and Government of Liberia.
The consortium provides the opportunity to link local partners with Government and potential donors. For DFID, it provides an easy mechanism for the disbursement of funds. While there is interest in the consortium, it should be noted that Liberia is not one of DFID’s focus countries and therefore does not receive the same level of attention as other DFID initiatives. The recent presentation by Tearfund Programme Director to delegates at Whitehall in London, is to be commended. Greater dissemination of lessons would help to raise the profile of the approach, as it could be replicated elsewhere quite easily.

3.6.2. Coherence of programme with local and national policies

When Tearfund DMT became operational in Liberia, there were very few policies in place to which they could contribute. The New Transitional Government of Liberia (NTGL), installed in 2003, were undertaking the centralisation of finance and revenue systems in order to begin combating corruption, paying civil service salaries, refurbishing some Government structures and budgeting for demobilisation. Imports of rice and petroleum were liberalised. Supported by the UN and World Bank, a National Reconstruction and Development Plan had been developed, covering the period 2002 – 2005.

During 2004, the UN Mission in Liberia (UNMIL) began establishing security outside Monrovia, gradually allowing humanitarian agencies access to the rest of the country to begin to implement donor funded relief and rehabilitation work. The improved security also triggered the return of internally displaced persons (IDPs), refugees and ex-combatants to their homes. Tearfund contributed to this, beginning operations first in Bomi in 2005 and then Nimba and Sinoe in 2006, and finally Gbarpolu in 2007. The targeting strategy meant Tearfund were often the only INGO operating in their project areas, and to have field offices there.

In 2005, Liberia elected Helen Johnson-Sirleaf as its first president. From that point forward, national and local policies have been developing in order to take the process of reconstruction forward:

- **The first 150 Days Action Plan** – Established the Government of Liberia’s four pillars of reconstruction, namely; expanding peace and security, revitalizing economic activity, rebuilding infrastructure and providing basic services, and strengthening governance and the rule of law. The Plan ran to the end of the fiscal year 2005/2006.

- **Poverty Reduction Strategy (PRS)** – The publication of the PRS, covering April 2008 – June 2011, marks the end of what the Government sees as the post-conflict stabilisation phase and the start of what is hoped will be an irreversible process of rapid, inclusive and sustainable growth and development. The PRS builds on the Government’s first, 150-day action plan and the subsequent Interim PRS, which focused on recovery and rehabilitation priorities. Tearfund and AEL have contributed to all four of the Governments ‘pillars of post-conflict recovery’; the restoration of basic services and infrastructure, expanding peace and security, economic revitalisation and strengthening governance and the rule of law. The new strategy covers the final stages of the Tearfund DMT programme, and hand over to AEL. It is not yet clear, how the CDC approach will fit into the ongoing development of decentralised Government institutions envisaged in the new strategy document. The

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18 DFID originally approached Oxfam with the idea of a consortium out of frustration with the UN Pooled Funding mechanism!
new PRS is focused on the revival of the economy through development of traditional high value products such as rubber, timber, mining, palm oil, etc. and restoration of the road network. Partnership with the private sector (from multi-nationals to SMEs) is seen as a key driver in this process, and the Government's as delivering public services that the private sector will not cover. For example, Arcelor Mittal (the Indian steel company) is proposing to rehabilitate iron ore mines in Nimba County and the rail links to the port in Buchanan. Support for schools, hospitals and other infrastructure are a part of their corporate responsibility strategy for Liberia.

**National Food Security and Nutrition Strategy** - Developed by the Ministry of Agriculture, in collaboration with WFP, it recognises the limited capacity of the Ministry, and acknowledges that the majority of work on food security in Liberia is being done by NGOs. The strategy provides a framework for collaboration and is therefore an important tool with which GoL can approach donors for support.

**National Forest Reform Law (2006) and Management Strategy (2006)** - The Forest policy recognises the crucial contribution that forest land and resources will make to poverty alleviation in Liberia. The Law attempts to outline a framework for establishing comprehensive community rights over forest land and the importance of participation in its formulation. However, it does not recognise existing claims and does not guarantee tenure. It is also ambiguous about what activities are permitted (commercial/subsistence) and does not recognise shifting cultivation systems and their needs. The Management Strategy stipulates that 4.39 million hectares of high priority conservation areas are to be managed as the Protected Forest Areas Network in accordance with the National Forestry Reform Law (2006) and IUCN guidelines. To date, only Sapo National Park and the East Nimba Strict Nature Reserve are under protection. Tearfund has raised awareness of conservation issues through DRR training provided as part of the programme, but its activities in certain communities in Sinoe and Nimba could still have impacts on the forest resources and this will require ongoing monitoring.

**County and District Development Agendas and associated Action Plans** – These documents also came into effect in 2008, and were stimulated by the PRS. The actions identified include the construction and rehabilitation of specific infrastructure; roads, bridges, hospitals, clinics, wells, latrines, schools, etc., and provision of trained staff and materials. Many of the targets are unrealistic as the capacity of local Government, from Ministry to DDC level, is still very limited. They have insufficient financial and human resources. Finding well-resourced partners is therefore an imperative if they are to meet their targets, but it is a process that could feel disempowering as it highlights the gap between local Government mandate and capacity to act on it. Tearfund and AEL have engaged with local officials; invited them to take part in assessments and field visits and sharing plans and reports. The infrastructure that has been put in place, has contributed a great deal to addressing the gaps in basic services. Opportunities now exist for AEL to engage with local officials in the development of an accountable and transparent community development process, influence technology choices, help build government staff capacity for successful partnership and lobby against poor prioritisation of actions (e.g. the proposal to develop “100acre farms” in eight districts in Sinoe).

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4. General findings

Overall, the Tearfund DMT programme in Liberia has made good use of its experience and skills in the WATSAN, PHE and FS sectors to provide “timely and appropriate rehabilitation support to war-affected communities” in accordance with the Liberia Crisis Response Strategy, developed in 2004. In its relationship with AEL, it has demonstrated a strong commitment to Tearfund’s principles of partnership\(^{20}\). The investment made in AEL has not only contributed to the successful achievement of the objectives to date, but has helped develop a strong local partner who will contribute to Liberia’s long-term development, and Tearfund’s Mano River Union Strategy.

The scope of the programme was ambitious, but has provided Tearfund with an opportunity to explore new approaches to humanitarian programming. Tearfund DMT and its partners are to be congratulated for all that they have accomplished under often very difficult circumstances. The objectives of each project have largely been achieved, but there are a number of lessons that can be learnt from the implementation of certain sectoral elements.

The following table presents a summary of the scores attributed to the objective categories for the programme as a whole. Please note that factors beyond the control of Tearfund have influenced achievement, and so have been included in the assessment. The scores are based on a four-point scale from 1-4, where 1 = “the programme makes no contribution to the aspect” and 4 = “the programme makes a substantial contribution to the aspect”.

<table>
<thead>
<tr>
<th>Objective category</th>
<th>Weighted Score</th>
<th>Score</th>
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<tbody>
<tr>
<td></td>
<td>WATSAN</td>
<td>PHE</td>
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<tr>
<td>Effectiveness</td>
<td>3.2</td>
<td>3.0</td>
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<tr>
<td>Impact</td>
<td>3.5</td>
<td>3.8</td>
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<tr>
<td>Relevance and appropriateness</td>
<td>3.5</td>
<td>3.5</td>
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<tr>
<td>Efficiency</td>
<td>3.2</td>
<td>3.0</td>
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<tr>
<td>Sustainability</td>
<td>2.9</td>
<td>3.0</td>
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<tr>
<td>Coordination and coherence</td>
<td>3.1</td>
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By the end of 2008, activities in Nimba will have ceased and Tearfund will hand over responsibility for activities in Sinoe and Gbarpolu Counties to its partner, AEL. Through the process of capacity building, recruitment of former Tearfund staff and resources (e.g. vehicles) the evaluation concludes that AEL will achieve the Food Security and WASH Consortium objectives, providing they can continue to access the target communities, and receive sufficient support from the Tearfund DMT skeleton team. Once the projects have been completed, the ongoing sustainability of AELs scaled up field operations will be dependent on gaining further institutional funding, through DFID WASH Consortium and other donors.

\(^{20}\) However, it should be noted that Tearfund have approached their relationship with EQUIP very differently. The aim has been one of collaboration, and the result has been considerably less engagement.
4.1. SWOC Analysis

As part of the impact assessment, staff participated in a Strengths-Weaknesses-Opportunities-Challenges (SWOC) exercise in Nimba and Sinoe Counties, and short workshop to identify the challenges and recommendations of staff in Gbarpolu County. The outcomes of this feedback have been harmonised into an overall SWOC Analysis, which enriches the findings and observations of the consultants. They are not presented in any particular order, and represent the views and experiences of the staff themselves. The language has largely been left unaltered unless it affected understanding of the point raised.

**Strengths**

- Tearfund has capable staff who are committed to work in Liberia’s interior.
- Taking an integrated approach towards project implementation has been very successful
- Staff have a strong relationship with the target communities and the high level of interaction has created trust which has been an asset in programme implementation.\(^{21}\)
- There is a strong team spirit amongst the staff, relationships are supportive and a positive spiritual environment exists (spiritual bonding, joined prayer and fasting).
- Staff have a strong commitment to learning new ideas and their application
- There is good internal co-ordination and communication (weekly monitoring meetings with Sector Co-ordinators and the Area Co-ordinator, field staff have easy access to senior management staff) and joint decision making.
- Project activities meet the needs of the most vulnerable
- Tearfund Monrovia provide good support, with bi-annual planning meetings and retreats.
- Good capacity building and training of staff members (though field staff and lower office staff feel that they are overlooked).
- Including local Authority and Government staff on joint assessments increases coordination and transparency
- Adherence to Tearfund values, and respect of best practice guidelines and technical standards
- Strong and supportive partner relationship with AEL. Sharing offices and transport.
- Tearfund has employed both men and women at all levels of the programme, providing equal opportunities.

**Weaknesses**

- Advocacy has been week, despite training and sectoral advocacy plans. An Advocacy Policy Officer was appointed in 2007 to address this issue.
- The field projects recruited M&E Officers in 2006. Before that, there was no one to keep the teams sharp in sticking to the indicators set out for the activities.

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\(^{21}\) Additional supportive connotations included: Tearfund has delivered what it promised; by being transparent the communities at large knew what they could expect from Tearfund. In Liberia most of the NGOs go to the communities but do not work amongst them. Tearfund’s field staff have lived and worked amongst the target communities and project beneficiaries, which is much appreciated.
Logistics and procurement procedures have resulted in the delay of project activities, inferior inputs (particular vegetable seeds) and delay in the delivery of essential spare parts (e.g. for the submersible pumps needed to sink wells).

Field staff have felt that their relationship with EQUIP has been stronger in the field, than it has at Monrovia level\(^2\).

**Opportunities**

- Due to Tearfund’s operational presence in remote villages the organisation could play a facilitating role for FAO, WFP and the Ministry of Health (vaccinations) to deliver important complementary interventions.
- Sharing of working experience with other local and international NGOs and Government partners (e.g. promotion of community based approaches).
- Relative freedom for NGOs to operate in rural areas with little bureaucracy involved.
- Communities expressed strong interest in education for their children as well as for adult education and Tearfund might consider supporting educational initiatives.
- Provide continued support to poor and vulnerable households by engaging them in lowland swamp development schemes.
- For Tearfund to be much stronger on conservation by working with a select group of people from the various villages to educate people regarding the importance of nature conservation and improved agricultural practise accordingly.
- Use the local radio station to continue to broadcast messages in support of Tearfund’s programme and the importance to sustain the outcomes of Tearfund’s actions.

**Challenges**

- Limited amount of time for project implementation. Donor timeframes often inflexible and don’t fit in well with the seasonal differences.
- Delay in receiving funds (for AEL), and UNDP.
- Accessibility has been a problem with frequent breakdown of vehicles and motorbikes; the Department of Road Transport focuses on Liberia’s main roads and not on the rural roads.
- Donor procurement guidelines have been cumbersome and had an impact on project implementation.
- Since people are busy opening up their farms it is difficult to mobilise communities for communal work (e.g. road side brushing).
- With regard to food production, marketing will become an important determining factor.
- Without proper road and bridge maintenance there is a risk that remote villages will no longer be accessible (while road infrastructure is vital for the programme outcomes to be sustained).
- Newly introduced technologies such as improved agricultural practise and swamp rice cultivation need attention and support beyond the project’s timeframe.
- Field staff are putting in a lot of hours with limited opportunity to visit their families, especially when they live outside the area.

\(^2\) Statements regarding the partnering process with EQUIP were discussed and validated in separate meetings with EQUIP staff.
• Due to lack of radio’s it is difficult for field staff to contact others if there is a problem on the road or one becomes involved in an accident (sometimes female staff members on their motorbike visit villages in remote areas on their own).

• There is very little operational coordination between NGOs. They use different construction standards and technical approaches, e.g. some pay for work to be done, others don’t. This causes problems and it raises community expectation.

• It is not easy working with ex-combatants, as they have difficult behaviour and attitudes.

• The end of each project brings worries of job security for staff. They must think of their families first, before the project. It could be difficult for AEL to keep them on until the end of the operations.

With regard to food security:
• Upland farming will remain the prime interest for most farmers in the area and one of the key issues that stands in the way of more sustainable forms of agriculture is poor tillage in combination with weed infestations. Farmers spoke in terms of weeds limiting production, rather than loss of soil fertility perse.

• Continued support for swamp development to take place and the most vulnerable households to be able to benefit from this. Besides Cash or Food for Work modality some technical support for the lay out of the swamp scheme is needed.

• Lack of demand in remote villages away from main markets or road infrastructure threatens the viability and sustainability of the vegetable growing project since it is the marketing opportunity that informs women’s interest to grow vegetables.

• Since everyone grows the same varieties there is a need for diversification

• Biological pest control has been introduced but additional measures are suggested such as distribution of flash tape (to scare away birds from rice fields) and trap wires for catching groundhogs.

• The role of the CDC is crucial for the establishment of the communal rice seed storage as a crucial component in village based seed supply systems. Clear regulations should be set regarding repayments (and lessons can be learned from the experience in the Sinoe project).

With regard to community development:
• The CDC works very well but it needs to ‘bed into’ the emerging Government system of community development. There may be future overlaps between the role of the CDC and Town Development Committee.

• Communities often misunderstood the MOU. It needed careful clarification.

• The project is doing a lot of activities in a short period of time (restricted by rainy season). Communities are getting overburdened. Need to coordinate sectoral interventions to reduce the burden. Community members have other priorities.

• There are not enough incentives for people to become involved in project activities

• CDC members often lost in some communities. More members needed.

With regard to WATSAN:
• The difference of opinion between communities, Government and Tearfund over latrine design has caused many problems. In Gbarpolu, the County
Superintendent threatened to close the project because she didn’t approve of organic latrines!

- Presence of bedrock and location of cemeteries have been an issue with siting wells

4.2. Strategic Issues

4.2.1. Partnerships and the provision of ongoing support

Overall Tearfund DMT’s support for, and capacity building of, AEL has been very good. Training has been given by Tearfund DMT in areas such as Project Cycle Management, Finance and Disaster Risk Reduction (this in the form of regional workshops). AEL have adopted Tearfund quality standards, technical guidelines and training manuals. Day-to-day administration at field office level is carried out using Tearfund admin systems. AEL retain separate HR systems.

AEL field staff know the Tearfund projects very well and see the Tearfund programme as a joint venture. Tearfund and AEL operate jointly out of the same offices at County level in Greenville (Sinoe County) and Bopolu Town (Gbarpolu County). They share vehicles, materials and weekly joint planning meetings.

Therefore, the consultants are of the opinion that Tearfund DMT has effectively built the capacity of AEL and are confident that they will be able to continue field operations for the remainder of the ECHO Food Security and WASH Consortium project timeframes. In doing this, AEL will have to follow up on some demanding issues. In relation to food security, these include: the establishment of the communal rice seed storage as a trustworthy and viable element of an improved seed supply systems at community level, as well as on the introduction of farm machineries which is likely to present some key challenges. For the WASH Consortium project, this could simply be the strengthening of the DMT operational areas.

Sustainability and longer-term impact of the FS components in Sinoe will depend, in part, on AELs ability to gain funding to continue to support FS work in the longer-term. Transportation and logistics will be the key operational challenge in Sinoe as the costs of maintenance are very high. World Relief Canada are a long-term donor for AELs work on food security, and it is hoped that they will continue their support. AEL will also need to retain the two food security staff that they have taken on as a result of the ECHO funding. DFID funding will be available through the WASH Consortium from July 2009 – June 2010.

These issues apply, to a lesser extent, for AELs operations in Gbarpolu. With DFID funding secured until 2010, there is greater time to identify funding sources and plan for the future.

Tearfund risks the sustainability and long-term impact of interventions in Nimba through giving insufficient thought to who would support (especially in FS) to target communities after DMT withdrawal. Tearfund DMT operations have successfully raised food production levels in Nimba. EQUIP will use their health promoters expertise to continue to support target communities PHE and monitor WATSAN. However, they do not have FS expertise. An exit strategy workshop for the community volunteers (CDCs, CHVs, AEAs & CWAs) and district authorities in Tappita district was held with a focus on the continuing monitoring of the project activities. In the area of PHE, district health team are aware of the volunteers and have pledged to incorporate the CHVs into the health delivery services in the district.
Tearfund have given support in the form of motorbikes to the health team and the District Superintendent, who is responsible for monitoring of NGOs activities. Furthermore, EQUIP Liberia are in the process of retaining key staff from the Nimba team to enhance the strength of their team.

4.2.2. The relief – development ‘continuum’

Traditional relief to development models were understood to be a rather linear sequence of events, based on experiences with sudden onset emergencies. This has been perpetuated, to some degree, by the current aid architecture that often separates relief and development. For example; most agencies, including Tearfund, maintain discrete teams or groups who specialise in responding to emergencies. They often have their own separate strategies, operational modalities and adhere to specific standards (e.g. Sphere). Their activities are often funded through bilateral agencies such as OCHA, UNHCR, WFP and ECHO; that focus on addressing immediate needs.

In reality, the relief-development continuum cannot be considered as a simple linear sequence. For the poor and vulnerable, there is no distinction between relief and development. They are ‘inextricably bound together in the complex and day-to-day business of managing risk and securing livelihoods’ (Roche, 1996). Therefore, more dynamic models are required that recognise the complexity and diversity of livelihood strategies; ones that ‘provide poor and vulnerable people with secure livelihoods and efficient fall back coping mechanisms while mitigating the frequency and impact of shocks and easing rehabilitation’ (Buchanan-Smith and Maxwell, 1994). Considerable work has been done on applying a livelihoods perspective to humanitarian programming (e.g. by Save the Children UK in Ethiopia) and the increasing prominence of DRR is also helping to shift our understanding.

Priority areas for the programme were identified in line with OFDA recommendations at the time, and then verified and adapted in line with the needs assessment carried out with target communities. In addition, the programme has also conformed to Tearfund Quality Standards, and supports the Mano River Union Strategy.

Effective humanitarian relief interventions often have a very potent impact on the target communities. Making basic services available where there were none previously, such as WATSAN, directly improves health and indirectly increases the labour capacity of households. However, simple provision does not address issues of sustainability. Tearfund DMT has done very well to design relief interventions that are sensitive to development. Couple provision, as Tearfund DMT have done, with effective health promotion and community mobilisation and benefits are more likely to be sustained over the long-term.

However, rehabilitation and development programming throws up more complex issues. Political and economic marginalisation, and poverty perpetuate poor development outcomes. Basic needs may form the starting point, but consideration of long-term sustainability, livelihoods and future governance issues should always be included from the beginning. Ideally, a joint approach between NGOs, donors, and local and national Government agencies is required as no single actor can address the development context alone.

Therefore, Tearfund DMT should consider how it applies its sectoral skills to future programmes such as this. Rather than approaching them as a stand-alone relief response, capture lessons from the Liberian experience that can help ensure new
programmes are dynamic and responsive to more complex contexts. For example, a more comprehensive livelihoods and vulnerability assessment would have added considerably to the Liberia programme, and it is recommended to include this as part of the inception phase of any future intervention.

4.2.3. Managing Migration and ‘Homecoming’

Tearfund have ensured that many components of the programme have been sensitive to return dynamics. For example: the rice seed repayments that foresee the need to create a resource that could be tapped into by returnees, the programme. Others have yielded positive outcomes, such as the reduction in crime CDCs associated with the CFW.

Tearfund staff felt that returnees were ‘vulnerable’ but the nature of this vulnerability and the way returnees and host communities deal with or manage it was not adequately incorporated into the programme rationale. By gaining a better understanding of this vulnerability, and looking into the home-coming and home-making experiences, the programme could have explored the impact it had in this area. That is not to say that the programme should have stopped working equitably with the whole community, but there were other areas where interventions could have been made more sensitive. For example, it is clear that the key importance of strategic staple foods such as cassava and sweet potato are key for the short-term food security strategies of the returnees. In some of the target communities, the large returnee influx will swell the number of people who are required to share a single latrine. The addition of new users, without the capacity to expand the resource, could result in conflict.

Therefore, it is felt that the Tearfund DMT programme would have benefited from a more comprehensive assessment of vulnerability and coping mechanisms, in order to incorporate these issues into the programme more thoroughly.
5. Specific Actionable and Prioritised Recommendations

5.1. AEL and Tearfund Skeleton Team

R1. As access is so fundamental to project operations, and long-term impact, AEL are recommended to ensure adequate maintenance plans are in place. This will need to take into consideration the potential responsibilities of individual communities (and their willingness to contribute), how individual plans can be linked and who will ultimately take responsibility (i.e. within the relevant local authority). This is likely to be a challenge, as current Government priorities are towards main roads. There is insufficient capacity to go beyond that at present. However, the status of minor roads is included in County Recovery Plans.

R2. AEL and Tearfund Skeleton Team should lobby Oxfam, through the WASH Consortium, to encourage the Government Community Health Team (recently given motorbikes) to transport essential medical supplies to the outlying health clinics who might otherwise struggle to keep supplies at an acceptable level.

5.2. DFID WASH Programme

R3. AEL are recommended to consider undertaking refresher training for the pump mechanics at regular intervals (once per year) and identify if this will be supported in future by local Government authorities. If not, AEL (or Tearfund skeleton team) should consider addressing maintenance issue within the WASH Consortium by asking OXFAM to take up this issue when supporting the government to build capacity and expertise in the WATSAN sector.

R4. AEL should consider replicating the Sinoe Spare Parts Dealership model in its other operational areas.

R5. AEL will need to devote considerable energy to sensitisation and follow up with both communities and County/District Authorities if the proposed introduction of organic and eco-san latrines are to be successful.

R6. To continue to monitor DMT Programme target communities, including how well communities manage the re-siting of latrines once existing ones become filled up. This will be particularly relevant for targeting of ongoing benefits, e.g. goat distribution.

R7. For AEL teams in Sinoe and Gbarpolu to discuss the need to monitor the application of the MoU’s which guide major WATSAN and FS activities beyond the programme’s timeframe in order to reflect the changing context and dynamics.

R8. The CDC has the potential (and enthusiasm) to support other community development activities. AEL should support the CDCs to make use of the skills they have learned in order to undertake other development options, e.g. community savings, school building, etc.

5.3. ECHO FS in Sinoe (+ future Irish Aid & WRC interventions)

R9. AEL, if needed with support of Tearfund or other potential donors such as World Relief Canada, is advised to explore other funding opportunities to

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promote further FS work with a particular focus on the promotion of lowland rice cultivation. In case ECHO or the EC is launching a call for proposals, Tearfund or World Relief Canada might want to consider their options together with AEL.

R10. Logistics and transportation is key to programme implementation but demands considerable investment in time and resources; the budget for repair and maintenance has been consumed. Tearfund is advised to ensure that AEL has sufficient resources to keep the vehicles operational and to recruit Tearfund’s Sinoe Logistical Officer for the remaining ECHO II programme’s timeframe.

Seed and tool distributions
R11. Donor procurement guidelines have seriously jeopardised agricultural good practise (using good quality and ideally certified seeds). Tearfund should have requested ECHO for derogation. In the absence of reliable traders and availability of good quality seeds in Monrovia, Tearfund should have purchased seeds by making use of the services of specialised regional or international seed companies.

R12. Tearfund has emphasized the importance of rice over cassava and cocoyam as major staple foods of strategic importance in times of disaster or duress. By, for example, including improved short-term mosaic resistant cassava and orange flesh sweet potato varieties, Tearfund could have contributed more to improved food and nutrition security for vulnerable groups.

R13. In case Tearfund’s partner, AEL, decides to embark on longer term food security programmes it might consider to make quality inputs available by organising seed fairs or look into the possibility to make inputs available via middlemen or shops in Sinoe county (it might be an option to discuss possibilities with AfriDev, the pump spare parts dealer set up by Tearfund in Greenville).

Seed and tool distributions
R14. For Tearfund to monitor and assess the appropriateness of its communal rice seed storage with particular reference to controlling post harvest losses due to fungi, pests, small rodents and/or insufficient ventilation.

R15. For Tearfund to distribute simple weighing scales to the treasurers of the communal rice seed banks and to make sure that rice seed beneficiaries repay the required 30 kilos of rice seed needed for a viable communal rice store bank.

R16. To set clear quality control guidelines for rice seed repayments to be accepted by those who manage the communal rice seed banks. Quality control standards and criteria as well as storage procedures should be clearly set. Promotion of improved threshing practise, drying and cleaning of rice seed as well as preventing the mix up of different rice varieties are important elements for improvement.

Distribution of small livestock and village banking system
R17. For Tearfund and AEL to monitor progress of the banking system and the timeliness with which other vulnerable households benefit from this intervention. If thought appropriate, Tearfund and AEL staff might engage with the Community Development Committees (CDCs) to look at the possibility and level of acceptance of beneficiaries passing on every second off-spring produced by the donated goats (instead of passing on the products of the first pregnancy only to the CDC for further re-distribution).

R18. Seek discussion with the CDCs to see if a stall feeding or enclosure system can be introduced in villages, with all households (project beneficiaries and households acquiring small rudiments on their own) committing themselves to
keep domestic animals in pens. Otherwise, it will only be a matter of time for a serious conflict of interest to occur between individual owners of free ranging small livestock and the village community at large, which has come to appreciate the dramatic reduction in morbidity as a result of the use of latrines, access to clean water and a generally much cleaner village environment.

**Communal gardens and backyard farming**

R19. Further promote backyard farming and seeking dialogue with the CDCs concerning the issue of free ranging animals in the village centres vis-à-vis the viability of home gardens as promoted by Tearfund (vegetable growing within fenced gardens).

R20. Discuss the viability of the communal gardens with the CDCs and women’s groups and promote/lobby for the establishment of a more limited number but centrally located farmer field schools to demonstrate improved agricultural practice and farmer training centres (beyond the current FS project time frame and for consideration by AEL or any other agency interested in promoting improved agricultural practise in Sinoe County).

**Cash crop rehabilitation**

R21. If resources are available, Tearfund is recommended to use the Cash for Work modality to promote smaller scale rehabilitation of existing plantations (particularly oil palm as there is a demand for oil in the villages) instead of major rehabilitation work on fewer, larger plantations. It is more efficient to partially rehabilitate a larger number of plantations benefiting more people in more villages.

R22. If funding allows, Tearfund could facilitate interested women to plant in good quality rubber trees to create a longer term productive asset providing a steady source of income six to eight years from now.

R23. AEL could lobby and advocate for the Liberian government and its international partners to re-establish the Liberia Produce Marketing Corporation in Greenville. This would encourage farmers to rehabilitate their plantations as a vital component of their livelihoods.

**Upland farming**

R24. Tearfund and AEL should share their environmental concerns about upland farming with agricultural or food security actors in Sinoe County and promote agro-forestry interventions in combination with improved tillage practises in traditional upland farm areas (target developmental oriented actors – farmer field schools are instrumental within a longer term developmental oriented approach).

**Swamp rehabilitation and development**

R25. Involve or train up agricultural department staff in the technical expertise needed to develop and lay out rice swamp schemes.

R26. Monitor people’s intention to develop more swamp rice and provide, if possible, the required inputs (e.g. determine to what extent the Cash for Work modality has been instrumental for rice swamp scheme rehabilitation and development).

R27. For swamp rice cultivation to be more generally accepted and adopted as a viable alternative to upland rice, continued support and encouragement is

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23 These include farming near or in national park boundaries and the planned 1000-acre communal farms on cleared virgin forest lands as planned in eight of Sinoe’s districts by senior County government officials.

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needed. Tearfund should therefore promote government and NGO support for developing more swamp rice schemes.

R28. Lobby and advocate government authorities about focusing on swamp development over the current proposals to develop large scale communal farms in eight districts of Sinoe County.

**Pre- and post-harvest loss control and pest control**

R29. For AEL to help seed and tool beneficiaries to make traditional rice stores mice proof by placing metal caps over stilts of the storage platform.

**Farm machinery**

R30. Guidelines for operation and maintenance of processing machinery should be developed, including a user’s fees to pay for maintenance and repairs.

R31. The degree to which most vulnerable households will benefit from the processing machinery should be closely monitored by AEL and the CDCs and if needed measures taken to include them as beneficiaries.

R32. Look into possibility of making spare parts available via the AfriDev spare parts dealer’s store in Greenville and central cluster villages.

**CDCs & Community Extension Workers**

R33. As in essence the CDCs are an alternative or parallel structure to the TDCs (Town Development Committees) it is unclear were the formal responsibilities rests with regard to the CDC. What is the CDCs position and role with regard to current plans for decentralisation as promotes by the PRS process? AEL and Tearfund WAT are advised to clarify this issue and take appropriate actions if and when needed as the CDCs are central to the sustainability of particularly the agricultural and FS intervention.

R34. For AEL to continue to monitor the CDCs sensitivity with regard to the needs and vulnerabilities of the most vulnerable vis-à-vis the FS project activities (within and beyond timeframe of ECHO II intervention).

R35. For Tearfund to engage with AEL and CDCs to discuss the need to adapt the static nature of the MoU’s, which guide major FS activities within and beyond the FS project component’s timeframe in order to reflect the changing context and dynamics.

R36. As in essence the CDCs are an alternative or parallel structure to the TDCs (Town Development Committees) it is unclear were the formal responsibilities rests with regard to the CDC. What is the CDCs position and role with regard to current plans for decentralisation as promotes by the PRS process? Tearfund and AEL are advised to clarify this issue and take appropriate actions if and when needed as the CDCs are central to the sustainability of the agricultural and FS intervention.

R37. Tearfund and AEL should carefully consider what role they see for the Agricultural Community Extension Workers beyond the timeframe of the ECHO II intervention. The extension workers have been an important element of Tearfund and AEL’s operational FS response. Tearfund and AEL should be careful that the sustainability of FS interventions does not rest with these people or else find innovative and appropriate ways for such people to continue to support relevant community based FS activities.
Co-ordination with other Actors and Stakeholders

R38. For Tearfund and AEL to advocate for continued support for paddy rice farming to be adopted on a larger scale in favour of upland rice cultivation and advocate for more appropriate use of upland agriculture, e.g. by emphasising more appropriate agro-forestry interventions.

R39. Tearfund should enable AEL to continue to support the district and county authorities capacity to monitor and address humanitarian issues and to promote overall government-led aid coordination as envisaged in the interim Poverty Reduction Strategy Paper.

R40. In general, co-ordination and coherence of county FS plans with national and local policies is weak as demonstrated by the initiative of the Sinoe County officials to develop large-scale communal upland farms on virgin forest lands. Tearfund should play an active role in engaging with FAO and UNDP to raise the issue and advocate for county level FS initiative to be based on local realities and be environmentally sensitive.

5.4. Tearfund WAT

R41. AEL is well placed, with support from Tearfund WAT, to engage with FAO and UNDP to raise awareness of the “1000 acre farms” scheme, and advocate for initiative to be based on local realities and be environmentally sensitive.

R42. Logistics and transportation is key to programme implementation but demands considerable investment in time and resources; it is the evaluators understanding that the existing budget for repair and maintenance has been consumed. If this is the case, AEL may require additional funding to cover this important component of their operations in both Sinoe and Gbarpolu.

5.5. Tearfund DMT

5.5.1. Partnership

R43. Tearfund DMT are advised to develop strategies for partnership working that take on board lessons from the Liberian experience. For example; the approach taken with AEL has allowed a greater degree of capacity building and resulted in a stronger partner for the future, assuming core funding issues can be addressed. Where a less close relationship exists, or a partner is unable to support more than one component of an integrated programme, then a strategy for identifying external sources of support after project withdrawal will be needed. This will also be important where Tearfund DMT are operational without the input of a partner.

R44. In relation to partnership and capacity building, DMT are advised to begin the process of capacity building and integration right from the very beginning. This will require staff will skills in partnership, as well as humanitarian programming. It is recommended that DMT source training in partnership issues for existing staff, and include partnership skills in the job description of programme management and area coordinators.
5.5.2. Development of future programmes

R45. Liberia has provided an excellent opportunity for DMT to experience humanitarian programming in a more complex, but more flexible context. Tearfund DMT are recommended to take every opportunity to learn from this experience, with particular emphasis on; partnership approach, community mobilisation and participation, programming for short and long-term impact, synergy between budget-activities-timeframe.

R46. Tearfund DMT should consider the inclusion of a detailed livelihoods and vulnerability assessment at the start of a new programme, to compliment the needs assessment. This would add considerable value to the programme design by highlighting existing coping and livelihood strategies.

R47. Tearfund DMT should consider reviewing Sphere standards of well and latrine provision, for application in similar contexts to Liberia. This would include agreeing not only a minimum standard of supply per person, but also minimum acceptable coverage per community, linked to choice of technology and a strategy for scale up of benefits. It does not seem appropriate to provide near 100% coverage to some communities, while others are considerably lower. Need to do an initial survey to identify how many functioning latrines and wells already exist, then plan an appropriate number of latrines plus a promotion strategy for full coverage in the long-term.

R48. Tearfund DMT should explore options for retaining some flexibility in the budget for programmes like this. Donor funds are restrictive, although some donors are more flexible than others (e.g. DFID). If a proportion of unrestricted funding can be secured, it will allow the programme to react to unforeseen circumstances and take advantage of opportunities as they arise.

R49. In developing future programmes, DMT are recommended to look at the issue of sustainability from the very beginning. This will mean including activities that are designed to have both short and long-term impact, as well as linkages at scale. (e.g. decisions on coverage + provision of latrines in accordance with agreed standards + active promotion of locally appropriate technologies for replication of services + linkages with Government policies and capacity building + bringing in other agencies for ongoing support).

5.5.3. Programme approaches

R50. Tearfund DMT should continue to encourage spiritual bonding amongst its programme staff to promote commitment, focus and mutual support. In order to prevent a separation between international and national staff in future, there should be included in decision making from the start.

R51. DMT should consider replicating the Sinoe Spare Parts Dealership model in its other operational areas

R52. Considering the pivotal role that the target communities play in the success of a programme of this nature, DMT should consider allowing greater time at the beginning of the process for engagement and mobilisation activities in future.

R53. Care should be taken that the MOU approach does not become divorced from community participation. It is important that it continues to reflect a mutual relationship and understanding between Tearfund DMT and target communities. It is also important for transparency and accountability. Therefore, it is recommended that DMT ensure all fields adopting this tool undertake a process of regular review by field staff.
R54. Tearfund DMT should make greater use of advocacy and linkages with Government ministries, in order to have greater impact in the long-run. Future programmes should involve Government staff to a greater degree, in an effort to build their capacity. Greater efforts should be made to sensitisie Government on the technologies and replication processes to be used, in order to gain support for field activities.

R55. Tearfund DMT should consider advocating for the consortia approach to DFID and other donors. It has proved successful so far in ease of administration, greater coordination with and use of members strengths, and donors are recognising its worth. The topic of the consortium needs to be chosen carefully (example; Save the Children’s unsuccessful attempts to develop one).

5.5.4. Operations and logistics

R56. Recommend that DMT develop minimum operating standards for field communication, linked to staff security. These could then be adapted for each country and local context. For example; it should be possible for any member of staff travelling into the field for an extended period of time to communicate with the field office in case of emergencies. Locally appropriate communication systems could include; mobile network (if available), Codan radio, etc.

R57. Tearfund DMT need to take a critical look at the linkages between procurement processes and budget management to allow for forward planning and the option of fast tracking funds when necessary.

R58. Tearfund DMT should make efforts to bring support and programme staff, and functions, together as an essential part of the project cycle to ensure transparency, support and understanding of the constraints each aspect of the programme faces.

5.6. Reflections on the Evaluation Process

The evaluation team found Tearfund staff to be open and helpful, which is a credit to the preparations made before our arrival and to the strength of their team spirit. We were not perceived as a threat (which is sometimes the case), and were welcomed as members of the team.

R59. The itinerary for the evaluation process was very ‘busy’. Care needs to be taken in future to balance the desire to give a comprehensive overview of the programme (of which staff are justifiably proud) with the need for the evaluators to collate, consolidate, cross check and analyse the information they are collecting. This should happen regularly – at least every other day – and is a fundamental part of the process, which ensures the evaluation addresses the requirements of the TOR. Where a team is being used, consolidation and analysis time becomes even more important. Insufficient attention to this aspect of the evaluation process is likely to have implications for the timely production of a concise, well organised and well supported report.

R60. In order for an evaluation team to familiarise themselves with the work at hand, it is recommended that all members remain together during the first part of the evaluation. Separate field visits can then be carried out after this period, once they are familiar with the scope and method of the assessment.

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R61. It would have been useful to spend more time visiting communities and discussing with staff, to offset the brief nature of each visit and allow time for R59.

R62. Ensure sufficient time for orientation at the programme office before departure to the field.

“If I had more time, I would have written a shorter letter”

TS Elliot
ANNEX 1: Terms of Reference

Background to programme
Tearfund has been working in Liberia since 1995. From 1996 to 2000 DMT successfully completed a large-scale relief and rehabilitation programme in Lofa County and around the town of Greenville. Since that time Tearfund has been working with its main local partner in Liberia, the Association of Evangelicals of Liberia (AEL).

With the end of the 14-year civil war and the security conditions in place to permit larger-scale return after the war, since October 2004 DMT has been undertaking a full operational programme in partnership with AEL.

Tearfund’s strategy in Liberia seeks to support the recovery process for the country, enabling rehabilitation and recovery of targeted communities which have been devastated following the years of civil conflict. The strategy includes the undertaking of an operational response to the humanitarian crisis and in parallel developing and resourcing local Tearfund partners for ongoing rehabilitation and development programming for the longer term.

Operational Response
The programme field sites are in Nimba, Sinoe and Gbarpolu Counties (and previously also Bomi County). Current projects are funded by ECHO, UN, Jersey Government, World Relief Canada/Canadian Food Grains Bank, Irish Aid and DfID. Tearfund are working with war affected communities helping them to re-establish their lives through re-establishing essential basic services at the community level through a developmental approach which promotes sustainability, replicability and fosters self-reliance. Tearfund’s current projects take an integrated approach to community reconstruction in the following sectors: HIV, food security, agricultural extension work, water and sanitation provision to communities and public health promotion. Tearfund encourages more intensive yet sustainable agricultural techniques, such as encouraging a change from shifting cultivation, use of composting, swamp rice cultivation and use of higher yielding varieties of seeds. Tearfund also works with the local administration and community leaders to address issues at policy level and at the practical level concerning the livelihoods and welfare of project beneficiaries.

Capacity Development of Local Partners
There are two Tearfund partners in Liberia, Association of Evangelicals of Liberia and, Equip Liberia. Both are local NGO’s though AEL is indigenous and, Equip is missionary-led and affiliated to Equip International. DMT have collaborated with both partners, though at different levels of intensity, focusing primarily on AEL.

AEL’s sectoral specialisms are in Water & Sanitation, PHE, Shelter, Food Security, Advocacy, and HIV. DMT have provided capacity building support to facilitate AEL to further their sectoral specialisms mainly through integrated programming on the ground.

Equip’s sectoral specialisms are in community health, and to a lesser extent Water & Sanitation. Due to the limited scope of Equip’s work and overlap with DMT programme in Nimba, concerns over the Tearfund IPMS risk assessment for Equip, collaboration has focussed on coordination at the field level and linking health work within DMT target communities in Nimba to Equip.

The programme implementation was designed in order to maximise the support that could be provided to AEL as well as undertake independent operational projects. In addition based on the assumption that 2007 - 2008 is the final phase of DMT operations in Liberia the projects have been designed and implemented with strong emphasis placed on exit strategy and sustainability, including phasing over projects to AEL, Govt departments or other local NGOs.

The programme Director and other key staff in the head office have provided peer support to AEL corresponding colleagues, including the Programme Director, Finance Manager, Area Coordinators and Sector Advisors.
Capacity development of AEL has included the following activities:
1. Risk assessments per department and joint development of action plans for strengthening areas of weakness
2. Coordination of independent partner and DMT projects operating in the same geographical locations and targeting similar communities
3. Joint partner/DMT working
4. Joint proposal writing to access project funding for partners, and providing supervision and monitoring
5. DMT staff visits and short-term secondments to partners to facilitate their capacity development in core DMT sectors
6. Partner participation in DMT training activities, both in country and internationally
7. Capacity building of staff through AEL recruiting DMT staff
8. Participation in strategic planning of the Watsan Consortium

Summary findings of previous reports, evaluations

2. Participative Evaluation of Tearfund’s Food Security Project in Nimba County, Liberia: Hugh Goyder and Tearfund’s Food Security Team, November 2006
3. Evaluation of the ECHO Funded Tearfund Integrated WatSan and Public Health Promotion Programme in Nimba County, Liberia, August 2007. Evaluation Team Leader: Dr. James Webster
4. Liberia Programme HAP Audit report

Current Activities
The below table is an overview of Tearfund activity since 2005 and already funded activity to 2010.

<table>
<thead>
<tr>
<th>County</th>
<th>Donor</th>
<th>Outputs</th>
<th>Budget US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nimba</td>
<td>ECHO World Relief Canada FAO Government of Jersey Irish Aid</td>
<td>• 102 wells, 1282 latrines • Distribution of non food items supporting public health education • Seeds and tools distribution • Livestock restocking • Swamp development • Construction of concrete grain stores &amp; drying floors</td>
<td>$3,431,755</td>
</tr>
<tr>
<td>Bomi</td>
<td>Irish Aid Swiss Development Cooperative Government of Jersey</td>
<td>• 14 wells, 168 latrines • 18 Palaver (meeting) huts • Seeds &amp; tools distribution • Distribution of non food items supporting public health education • Construction of concrete grain stores &amp; drying floors</td>
<td>$926,143</td>
</tr>
<tr>
<td>Sinoe</td>
<td>Government of Jersey UNICEF ECHO FAO Medair</td>
<td>• 54 wells, 350 latrines • Seeds &amp; tools distribution • Livestock restocking • Distribution of non food items supporting public health education • Roads and bridge rehabilitation</td>
<td>$3,256,201</td>
</tr>
<tr>
<td>Gbarpolu</td>
<td>DFID UNDP</td>
<td>• 43 wells, 490 latrines • 240 Bio Sand Filters</td>
<td>$1,967,914</td>
</tr>
</tbody>
</table>
How the need for the requested assignment arose
With the impending exit of DMT at the end of 2008, Tearfund is conducting a comprehensive learning exercise looking at the impact made and lessons learned on a variety of levels. This evaluation forms a part of this exercise looking specifically at impacts made and lessons learned through projects and our work with local partners.

Secondly the following specific evaluations are required by the following donors:
- WRC/CFGB, Tearfund’s donor for the Food Security project in Nimba County has requested a full impact assessment of this 3 year project.
- ECHO, Tearfund’s donor for the Food Security work has requested an assessment of our work and the ongoing work of local partner AEL in relation to the project.

PURPOSE
The aim of this assignment is to conduct an impact evaluation of Tearfund’s DMT Liberia programme over the period Jan 04 to Dec 08, covering the 4 field sites Bomi, Gbarpolu, Nimba and Sinoe

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

Aspect 1 – Effectiveness
Has the programme been effective in implementing its projects?
Areas for consideration include:
- the achievement / likely achievement of the purpose of each individual project, and their associated key outputs;
- the major factors influencing the achievement / non-achievement of the project objectives.
- the project conformity to agreed Tearfund Quality Standards, including communities fully participating in its design and implementation, transparency of information provided by Tearfund/partners, complaints handling, learning and continual improvement.
- effectiveness of Tearfund DMT’s support and capacity building of local partners (AEL, Equip)
- timeliness of Tearfund DMT’s capacity building programme with local partners (AEL, Equip)

Aspect 2 – Impact
What impact have each of the projects had on beneficiaries and non-beneficiaries?
Areas for consideration include:
- the intended and unintended effects of the projects on the health and economic status of beneficiary communities
- the intended and unintended effects of the projects on the work and capacity of local partners (AEL, Equip)
- the level to which behavioural change has occurred in the beneficiary communities due to the training and promotion aspects of the projects
- the intended and unintended wider effects of the projects (social, physical, environmental, economic, spiritual), both positive and negative, of the project on beneficiaries and non-beneficiaries.
• the major factors influencing the impact of the project on beneficiaries and non-beneficiaries.
• the extent to which the most vulnerable are beneficiaries
• assess the impact of organisational development of AEL by DMT in the areas of HR, finance and logs (based on interviews and anecdotal evidence)

For the WRC/CFGB Bank element of the Nimba site evaluation, in addition to the points above (and the other 5 aspects of the evaluation) the following specific areas should also be taken into consideration. The extent to which the outputs, outcomes and impacts over all 3 years of the project have been achieved in a sustainable way. These include:
• increased rice production
• increased household food consumption during the hunger gap season
• increased household income from marketing of crops & vegetables
• increased food consumption resulting from FFW wages
• increased dietary diversity
• increased seed protection & availability
• evidence of trainings resulting in changed practices (crop & veg production, livestock mgmt, health & hygiene, nutrition, etc.)

Aspect 3 – Relevance
How relevant have the individual projects been to the priorities and policies of the target group and Tearfund?

Areas for consideration include:
• the validity of the individual projects;
• the relevance of the individual projects with the needs and vulnerabilities of the target group;
• the extent to which target beneficiaries felt involved in the process of design, implementation and monitoring of the project;
• the ways in which the project design reflected lessons learned from previous experience;
• the use and enhancement by the project of the existing skills, knowledge and coping strategies of the target group;
• the consistency of the individual project with the vision, values, strategy and resources of Tearfund;

Aspect 4 – Efficiency
Has the project been efficient in achieving the intended objectives?

Areas for consideration include:
• the level of application of commonly accepted sectoral good practice for each of the projects;
• the cost-efficiency of the individual projects;
• the achievement of projects to time and to budget;
• comparison of the implementation of the projects with alternatives;
• appropriateness of the implementation of an operational programme by Tearfund compared with alternative forms of response
• appropriateness of the Tearfund response within the relief-rehabilitation-development continuum
• the major factors influencing the efficiency of the project.

Aspect 5 – Sustainability
Will the benefits of the projects be sustained after the end of the DMT programme?

Areas for consideration include:
• the continuation of backstopping support to the beneficiaries communities after programme closure;
• the capacity of beneficiary communities continue, sustain and manage the inputs after programme closure;
• the major factors influencing the sustainability of the projects.
• the extent to which Tearfund partners, other local agencies and government have been built up to manage and take over WatSan, health and food security responses

For the ECHO element of the Sinoe site evaluation, in addition to the points above (and the other 5 aspects of the evaluation) the following specific areas should also be taken into consideration:
• Make recommendations for the future development of AELs ongoing food security work after DMT exit

Aspect 6 – Coordination and coherence
How have the individual projects been integrated with the activities and priorities of other agencies and organisations including local and national government?

Areas for consideration include:
• the linkages and relationships between the target group, Tearfund, Tearfund partners and other agencies and organisations;
• the ability to manage multi-purpose partnerships;
• the coherence of the individual projects with national and local policies;
• the major factors influencing coordination and coherence of the project with the activities and priorities of other agencies and organisations

In making assessments for each Aspect, the Evaluation Team should consider how ‘good practice’ has been incorporated into the project. The Evaluation Team is also encouraged to draw attention to examples of ‘better practice’ demonstrated by the project. Specific attention should be paid to the DMT-Partner phase over in the context of DMT’s exit and the Watsan Consortium.

METHODOLOGY
The methodology will include:
• A gender-aware, participatory approach by an Evaluation Team headed by the consultant
• A review of pertinent documentation, held in Tearfund’s UK Head Office and with the Liberia programme field sites
• Field visits to the relevant DMT operational sites in Nimba county and the programme head office in Paynesville, Monrovia
• Interviews will be held with relevant Tearfund head office and field-based staff, key officials in co-ordinating agencies, local &/or central government representatives and beneficiaries. The beneficiaries will be questioned on their views of the assistance provided, the way they were selected and their overall views of the agency. Interviews with individuals may be complemented by discussions with groups of beneficiaries.

MANAGEMENT OF VISIT
• Client: Andy Morgan
• To whom should the consultant refer to resolve issues as they arise: Jane Chambers
• Responsibility for practical arrangements, travel arrangements, hotels etc: Chantal Richey

EXPECTED OUTPUT
The expected output of this assignment is a report containing the following sections.
Report 1 - Consolidated Impact Assessment Report (25 pages)
Report 2 - World Relief Canada Impact Assessment Report of Nimba Food Security Project (15 pages)

Each section/report to follow Tearfund standard reporting format: please refer to the Consultants’ Briefing Pack.
• Executive Summary (no more than four A4 sides)
• Introduction / Background
• Methodology
• Context Analysis
• For each Aspect, a section in the form
  o Findings
  o Conclusions
  o Assessment
• Specific Actionable and Prioritised Recommendations (in particular identifying replicable and successful work which can be implemented in other Tearfund interventions)
• Annexes (indicative)
  o Terms of Reference for the Evaluation
  o Profile of the Evaluation Team
  o Evaluation Schedule
  o Protocols for the Evaluation
  o List of documents consulted during the Evaluation
  o Persons participating in the Evaluation
  o Field data used during the Evaluation, including baselines
  o Bibliography

For each of the Aspects outlined under ‘Purpose’, the Evaluation Team is required make a clear statement of the Team’s assessment of the project’s achievements. The Evaluation Team may wish to consider using the following four-point scale to score the project’s achievements for each of the Aspects:

1  the project makes no contribution to the aspect;
2  the project makes a minimal contribution to the aspect; there are major shortcomings that must be addressed;
3  the project makes an acceptable contribution to the aspect; there are shortcomings that could be addressed; or
4  the project makes a substantial contribution to the aspect.

REQUIRED INPUTS
• People to be involved: (partners, community leaders, government officials) and their roles:
  DMT senior staff, DMT project staff, Paramount Chief, County Support Teams, County and District Authorities, other NGOs, community representatives, community development committees.
• Relevant project and programme documentation

EVALUATION OF CONSULTANCY
• Who in Tearfund will review and comment on the report: Andy Morgan, Jonas Njelango, Chantal Richey, Jane Chambers,
• A copy of the relevant parts of the final report will be provided to ECHO and WRC/CFGB
## Annex 2: Schedule

<table>
<thead>
<tr>
<th>Date</th>
<th>Catherine Allen</th>
<th>Gerrit Jan van Uffelen</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sunday</td>
<td></td>
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<tr>
<td>October 5th</td>
<td>Arrive Monrovia</td>
<td>Programme briefing with CD</td>
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<tr>
<td></td>
<td>Security briefing</td>
<td>Travel Monrovia to Tappita</td>
</tr>
<tr>
<td>Monday 6th</td>
<td>Programme briefing with CD</td>
<td>Programme briefing with CD</td>
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<tr>
<td></td>
<td>Travel Monrovia to Bpoplu</td>
<td>Travel Monrovia to Tappita</td>
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<tr>
<td></td>
<td>Meet staff and briefing at Bopolu Office</td>
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<tr>
<td>Tuesday 7th</td>
<td>Visit to Linka and Old Beabeh Towns, Bomi County</td>
<td>Visit to Glahns Town, Camp One and Unification Town</td>
</tr>
<tr>
<td></td>
<td>Travel to Henry Town</td>
<td>Meetings with staff</td>
</tr>
<tr>
<td>Wednesday 8th</td>
<td>Visit Henry Town, ‘Supermarket’, Small Bong County and Manawala</td>
<td>Visit Gwin Town, Doeyelay and Harris Farm</td>
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<tr>
<td></td>
<td>Return to Bopolu Office</td>
<td>Meeting with the FAO Officer</td>
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<td></td>
<td>Staff meeting – Area Co-ordinator and Project Managers</td>
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<td></td>
<td></td>
<td>Meeting with EQUIP staff member</td>
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<tr>
<td>Thursday 9th</td>
<td>Feedback workshop with Tearfund/AEL staff</td>
<td>Meeting with field staff</td>
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<tr>
<td></td>
<td>Return to Monrovia</td>
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<tr>
<td>Friday 10th</td>
<td>Arrival in Greenville and briefing</td>
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<tr>
<td>Saturday 11th</td>
<td>Visit ENI Town and Grigsby Farm</td>
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<tr>
<td>Sunday 12th</td>
<td>Reporting</td>
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<tr>
<td>Monday 13th</td>
<td>Visit Tugba Town, Kammo Town, Gbason Town, Sewen Town and Bilibokri.</td>
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<tr>
<td>Tuesday 14th</td>
<td>Staff meetings and discussions</td>
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<td></td>
<td>Visit to GAA</td>
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<td></td>
<td>Meeting with Deputy Superintendent for Sinoe County</td>
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<tr>
<td></td>
<td>Meeting with UNDP, head of County Health Team, Agriculture Department</td>
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<td></td>
<td>Visit to spare parts dealer</td>
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<tr>
<td></td>
<td>Visit swamp development site</td>
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<tr>
<td></td>
<td>Meetings with food security, WATSAN, PHE, CD staff</td>
<td></td>
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<tr>
<td></td>
<td>Meeting with AEL staff</td>
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<tr>
<td>Wednesday 15th</td>
<td>Meetings with logistics, admin, HR and finance staff</td>
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<tr>
<td></td>
<td>Depart for Monrovia</td>
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<tr>
<td>Thursday 16th</td>
<td>Meetings with logistics, admin, HR and finance staff</td>
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<td></td>
<td>Meeting with Dave Waines, Equip</td>
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<tr>
<td>Friday 17th</td>
<td>Meeting with DFID and FAO</td>
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<td></td>
<td>Meeting with Chantal</td>
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<tr>
<td></td>
<td>Meetings with Victoria Wollie, AEL</td>
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<tr>
<td>Saturday 18th</td>
<td>Workshop with Taerfund and AEL staff</td>
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<tr>
<td>Sunday 19th</td>
<td>Depart from Monrovia</td>
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</table>
Appendix 3: References

Annex 4: Programme conformity to Tearfund Quality Standards

<table>
<thead>
<tr>
<th>Commitment</th>
<th>Score</th>
<th>Motivation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Values</td>
<td>3.8</td>
<td>Staff exhibited positive behaviour towards each other and in their interactions with beneficiaries. There was a strong team spirit. Daily devotions were well attended. Where poor behaviour had occurred in the past, it was resolved through discussion with the person concerned as a first step, with appropriate disciplinary action taken when necessary.</td>
</tr>
<tr>
<td>Impartiality</td>
<td>3.0</td>
<td>Communities were selected based on need identified during the needs assessment. The aim of working with the hardest to reach was well understood by staff, who demonstrated a high level of commitment to this approach. The programme aimed to work with the whole community, rather than just specific sections of it. Selection criteria for each intervention were outlined in each project proposal, and were agreed with target communities. It was not always possible to follow them in practice (e.g. difficulty recruiting volunteers for swamp rice and communal garden plots). The criteria for selection was seen posted on the notice board at Tearfund’s offices. Membership of the CDCs currently reflects existing power structures (e.g. Town Chief, Youth Leader, Women’s Leader, etc). Selection of members did not seem to be consistent; the methods appear to have been left to the discretion of the community and ranged from election to mutual nomination. It would be difficult to create an effective CDC in any other way, but this could be mitigated by the development of a constitution that would allow election of others at a later date.</td>
</tr>
<tr>
<td>Beneficiary accountability</td>
<td>3.5</td>
<td>Beneficiary feedback mechanisms were in place, and had been adapted/augmented during the course of the programme as a result of experience. Methods included reporting issues direct to a member of Tearfund staff via mobile phone, suggestions box, in person and through community meetings. Observed that members of the community were comfortable approaching Tearfund staff with requests or complaints. MOU documents provided means by which community could monitor Tearfund’s work with them.</td>
</tr>
<tr>
<td>Disaster risk reduction</td>
<td>3.0</td>
<td>DRR training provided to Tearfund and AEL staff. Quality of well construction was high, to mitigate against wear and tear. Cost recovery provides means by which communities can maintain the pumps. The CDC provides a means by which communities can organise themselves in the face of challenges in future.</td>
</tr>
<tr>
<td>Technical quality</td>
<td>3.2</td>
<td>Quality of work carried out by Tearfund and AEL is of a very high standard. Equip are skilled at PHP. Sphere standards used to guide coverage of latrines and wells (however, may require some ‘interpretation’ in order to match reality). AEL staff included in training workshops, and have adopted Tearfund standards.</td>
</tr>
<tr>
<td>Child development</td>
<td>2.7</td>
<td>Latrine lids not really in evidence. Children’s health clubs only linked to schools. Opportunity to extend children/young people’s clubs outside of the education system. Child protection currently not included on the training for CHVs and CDCs.</td>
</tr>
<tr>
<td>Gender transformation</td>
<td>3.0</td>
<td>Both men and women are participating in project activities as; CHVs, pump mechanics, CDC members, etc. Gender based violence included on the sensitisation training for CDCs and CHVs. At least one woman Town Chief elected.</td>
</tr>
<tr>
<td>HIV sensitivity</td>
<td>2.9</td>
<td>HIV awareness and use of condoms included in PHE training for, CHVs, CDCs, youth groups and women. Awareness of role of breastfeeding, use of condoms and transmission (also a lot of sign boards about HIV transmission by other NGOs).</td>
</tr>
<tr>
<td>Conflict sensitivity</td>
<td>CDCs trained in conflict resolution, and positive feedback received from community members on the effectiveness of this. Future needs of returnees/ex-combatants included in rice seed storage development, and positive impact reported of cash-for-work on crime rates.</td>
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<tr>
<td>Environmental sensitivity</td>
<td>3.0 Siting of latrines and wells could pose an environmental contamination risk, but water quality guidelines have/are being developed to address this. People being discouraged from collecting bushmeat. Awareness of the environmental impacts of upland rice production, particularly close to Sapo National Park in Sinoe County. Removal of shoes and tying up of hair to prevent contamination of wells.</td>
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<tr>
<td>Sustainability</td>
<td>2.9 Exit strategy being followed, some staff transferring to AEL and support team to remain in country to provide help and advice after exit of DMT. Staff have worked hard to develop links with District and County authorities. Has been difficult, and should be improved through the remainder of the programme activities now that governments structures are starting to strengthen. Sustainability of some project outputs in Nimba County questionable (e.g. FS).</td>
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<tr>
<td>Advocacy</td>
<td>2.4 Staff received training and mandate to carry out advocacy work. Have been very transparent with government agencies, in terms of the work they have been doing. Advocacy Officer recruited at Monrovia level, but potentially the weakest part of the programme. WASH Consortium offers great potential for advocacy on WATSAN issues.</td>
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