

## End Line Evaluation Terms of Reference (ToR) - Emergency to Reliance E2R Project

## 1 Background information

### 1.1 Background on the context



Adamawa State continues to face acute humanitarian needs due to the protracted conflict in the Lake Chad Basin and recurring communal violence. Recent data from the IOM Displacement Tracking Matrix (DTM) Round 49 (October–November 2024) estimates that Adamawa hosts approximately 202,711 internally displaced persons (IDPs) and 212,933 returnees, representing a significant portion of the displacement caseload in North-East Nigeria.

In addition to displacement, the state has recorded persistent tensions related to farmer-herder dynamics, inter- and intra-communal conflicts, and climate-induced shocks such as flooding and droughts. According to the IOM Transhumance Tracking Tool (May 2024), 212 alerts were reported across Adamawa and Taraba States, with the majority occurring in Adamawa. These alerts captured a range of conflict and disaster-related events, underscoring the fragility of peace and security in the region.

In response to these intersecting crises, the Emergency to Resilience (E2R) consortium, led by the Norwegian Refugee Council (NRC) and comprising the Danish Refugee Council (DRC), International Rescue Committee (IRC), BBC Media Action, and Justice Development and Peace Commission (JDPC), has been active in Adamawa since July 2023. Building on years of localized humanitarian engagement, the consortium has adopted a multi-layered, multisectoral approach—simultaneously addressing immediate emergency needs and strengthening the resilience of vulnerable communities.

The complex security landscape and recurrent shocks have significantly influenced humanitarian programming. To inform a targeted and responsive intervention strategy, NRC recently conducted a multi-sectoral needs assessment. The findings are now guiding response planning across the consortium, ensuring that programming remains evidence-based and aligned with the evolving vulnerabilities and priorities of affected populations in Adamawa State.

## 1.2 NRC's activities and presence

The Emergency to Resilience (E2R) Consortium project is a multi-sectoral humanitarian and early recovery intervention funded by USAID, targeting displacement-affected populations across four Local Government Areas (LGAs) in Adamawa State, Nigeria—namely Yola South, Numan, Michika, and Madagali. Initially planned as a two-year initiative from June 2023 to June 2025, the project experienced a brief interruption following a stop-work order issued by the U.S. Government in January 2025. The implementation timeline was subsequently extended to December 2025 to ensure completion of pending activities and a smooth closeout process.

Led by the Norwegian Refugee Council (NRC), the consortium comprises the International Rescue Committee (IRC), Danish Refugee Council (DRC), BBC Media Action, and the Justice,

Development and Peace Commission (JDPC). The project adopts a layered, multi-sectoral approach to address both urgent humanitarian needs and long-term resilience priorities in conflict-affected communities.

In the Water, Sanitation, and Hygiene (WASH) sector, NRC and IRC have collaboratively provided sustainable water access through borehole rehabilitation, solar-powered upgrades, and capacity building for local water committees. Hygiene promotion, latrine construction, cholera kit distribution, and emergency water supply responses have improved public health conditions, particularly in healthcare settings and displacement camps.

Shelter and settlements support, led by NRC, includes the construction of mud shelters, rehabilitation of permanent housing, provision of shelter non-food items (NFI), and cash-for-rent interventions. These efforts have been critical in restoring dignity and safety to families uprooted by conflict.

In the health sector, IRC has ensured comprehensive service delivery through clinical consultations, sexual and reproductive health services, and support for communicable and non-communicable diseases. Health facilities have been equipped and rehabilitated, while health workers receive regular training and supervision. Outreach efforts, including risk communication through community health volunteers, have reinforced trust and service utilization among target populations.

IRC has also led nutrition interventions, managing both severe and moderate acute malnutrition cases through outpatient therapeutic programs and targeted supplementary feeding. Integrated infant and young child feeding (IYCF) counselling, support group formation, and coordination with local health authorities have strengthened the continuum of care.

In livelihoods and economic recovery, both DRC and NRC have implemented vocational training, business startup support, cash grants, and apprenticeship schemes. Beneficiaries have also been organized into savings and loan groups, enhancing financial inclusion and household resilience. TVET initiatives and the rehabilitation of community assets are equipping individuals and communities with skills and resources for sustainable recovery.

Protection services are a cornerstone of the E2R strategy. NRC, IRC, and DRC have delivered comprehensive protection programming, including case management, protection monitoring, psychosocial support, community-based protection networks, and access to justice. Specialized services for children and survivors of gender-based violence (GBV) have been implemented, alongside community awareness and legal documentation assistance provided by NRC's Information, Counselling, and Legal Assistance (ICLA) unit.

The Justice, Development and Peace Commission (JDPC) has championed peacebuilding and social cohesion initiatives, including community-level advocacy, protection monitoring, small-scale protection initiatives, and the training of local actors to support conflict resolution and early warning mechanisms.

Agricultural support led by NRC has included training on good agronomic practices, distribution of dry season inputs and kits, post-harvest handling, and the innovative use of e-wallet systems for vendor and input management. These efforts aim to enhance food security while stimulating local economies.

Overall, the E2R Consortium's work demonstrates a strategic and people-centered approach to transitioning from emergency response to resilience-building in northeast Nigeria. The project continues to provide life-saving assistance while laying the groundwork for longer-term development, inclusion, and self-reliance for displacement-affected populations.

## 2 Purpose of the evaluation and intended use

### 2.1 Overarching purpose

The endline evaluation of the Emergency to Resilience (E2R) Consortium project as a critical learning and accountability mechanism. It is designed to generate evidence-based insights on the project's effectiveness, efficiency, relevance, coherence, sustainability, and impact across its multi-sectoral interventions.

The evaluation will assess performance against the project's stated objectives and indicators, offering an independent and objective review of both achievements and gaps.

Findings from this exercise inform learning and adapting programming, helping the consortium partners and stakeholders understand what worked well, what didn't and why. This knowledge will be instrumental in refining future humanitarian and development interventions in similar contexts, especially those operating under the humanitarian-development-peace (HDP) nexus.

In addition to learning the evaluation supports accountability to a wide range of key stakeholders including the donor (USAID/BHA), government partners, implementing organizations, and the communities served. . It will enhance transparency and results-based management by documenting project contributions and areas needing improvement.

Furthermore, the evaluation is expected to contribute to strategic decision-making across the consortium. It will generate actionable evidence that partners can use to improve the design and delivery of multi-sectoral programming. In parallel, the findings will strengthen policy dialogue and advocacy efforts, particularly on sensitive issues such as gender-based violence (GBV) prevention and response, housing, land, and property (HLP) rights, and livelihood recovery for displacement-affected populations.

### 2.2 How will the evaluation be used?

The endline evaluation will be used to assess the overall performance of the E2R Consortium project in achieving its intended objectives, outcomes, and impact. It will serve as a critical learning and adaptation support tool for consortium partners, offering a structured opportunity to reflect on what worked well, what did not, and the underlying reasons behind these outcomes.

The evaluation findings will inform evidence-based decision-making for future programming and adaptive management and strategic direction across similar humanitarian and development interventions. The findings will be shared through learning events and strategic engagements to promote knowledge sharing and continuous improvement among stakeholders.

To ensure broad utility and uptake, the findings will be disseminated through targeted strategic engagement forums. This will promote knowledge sharing, continuous improvement, and informed advocacy among implementing partners, donors, government actors, and community stakeholders.

### 2.3 Who will it be used by?

The evaluation findings will primarily be used by the E2R Consortium partners including NRC, DRC, IRC, JDPC, and BBC Media Action to assess performance and inform the design and implementation of future interventions. The donor will also use the findings to evaluate the effectiveness and impact of its funding, and to guide future funding decisions. Government stakeholders will benefit from the evaluation to strengthen coordination, policy influence, and integration of best practices. Additionally, the evaluation will be useful for other humanitarian actors working in similar contexts, who may apply lessons learned and recommendations to improve program relevance, accountability, and sustainability.

### 3 Scope and lines of inquiry

#### 3.1 Scope:

The endline evaluation will cover the full duration of the E2R Consortium project, from its inception in June 2023 through the revised end date of December 2025. The evaluation is scheduled to take place between November to December 2025. Geographically, the evaluation will cover implementation areas across Adamawa State (LGAs), where consortium partners have delivered sector-specific interventions: Yola South, Numan, Michika, and Madagali.

This evaluation will encompass the entire scope of the E2R project funded by USAID's Bureau for Humanitarian Assistance (BHA). It will assess project performance across sectors including Protection, Shelter, Livelihoods and Economic Recovery (ERMS), Agriculture, WASH, Nutrition and Health.

#### 3.2 Lines of inquiry

The endline evaluation will be guided by the OECD-DAC criteria—Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. Key lines of inquiry include:

##### Relevance

- To what extent did the initiative deliver against the needs of key stakeholders?
- Were the size, scale and approach taken for each need appropriate?

##### Coherence

- How coherent was the intervention with the needs of the target community?

##### Effectiveness

- Is the project delivering on outputs and outcomes as planned?
- Have applied activities and their delivery methods been effective? Are there aspects that could have been done differently?

##### Efficiency

- Is the project being delivered on budget? How efficient was the delivery approach?
- To what extent did the project deliver against the needs of stakeholders in a cost-effective and timely manner? Were the approach proportionate to the needs identified, and did the project make efficient use of available resources?

##### Impact

- What range of outcomes (intended and unintended) has the project contributed to?
- Is the project impacting positively on key groups and issues that have been identified as important in project design?  
How has the project influenced the stakeholder community, and what capacities has it built?

##### Sustainability

- Is there evidence that the initiative is likely to grow – scaling up and out – beyond the project life?
- To what extent are we enabling the participation of the people and communities we work with in support of effective, safe, and quality programming?
- Are there indications that project models or components may be replicated, scaled up, or integrated into local systems or policies?
- To what extent has the project prepared for the transition of services and activities to the government and local actors, and what are the anticipated challenges and opportunities for sustaining project outcomes post-closure?

## 4 Methodology

The evaluation will employ a mixed-methods approach, combining both quantitative and qualitative methodologies through a desk review and primary field data collection. Data will be drawn from existing reports, and datasets from consortium partners, BHA, other donors, and relevant research institutions, particularly focusing on WASH, Health & Nutrition, Shelter, Agriculture, Livelihoods, Labor, Employment, and Market Systems in the targeted geographic areas.

Primary data collection is expected to include the following provisional tools:

- Household surveys targeting direct project beneficiaries to assess outcomes, impact and satisfaction
- Focus Group Discussions (FGDs) with community members, women, men, children, youth, and marginalized groups
- Key Informant Interviews (KIIs) with consortium staff, government officials, community leaders, and sectoral experts
- Direct observation at selected program implementation locations to assess infrastructure quality, service delivery, and usage
- Secondary data review of project reports, monitoring data, and prior assessment reports.

Indicative sample sizes and target respondent groups will be determined during the inception phase. The final selection of evaluation locations, sequencing of activities, methodological approach, sampling framework, and tool design will be finalized collaboratively between the contractor and the E2R consortium during the inception phase to ensure contextual relevance and cost-effective delivery.

The consultant firm is expected to for OECD criteria of evaluation to assess the extent to which the project met its set objectives. Further, the Consultant firm and the contracting agency, NRC and the E2R Consortium partners will agree on steps and lines of enquiry before approving final evaluation. The consultants shall be expected to submit a consultancy proposal and inception note that will be approved in joint sitting with all partners to ensure the evaluation meets the required standards.

## 5 Evaluation follow up and learning

- A management response will be developed within one month of the evaluation report being finalised. This will be followed up and tracked by the consortium MEL Advisor and supported by the NRC country MEL lead and the consortium manager.
- A dissemination plan will be developed to ensure that important learning is shared with internal and external stakeholders

## 6 Deliverables and reporting deadlines

- Inception report (15 pages maximum) without annexes which responds to the scope of work by adding any further detail or clarification regarding the study approach, detailing the methodological plan, identification of research locations, participatory and intersectional methodology for collecting data, sampling strategy, data collection tools (Focus Group and Key Informant Interview schedules) and workplan for the evaluation complete with a time schedule. (Within 14 days of contract signature)
- Undertake desk review of the relevant program documents and secondary analysis to further inform the results interpretation.

- Datasets and fieldnotes.
- Final report (In English not more than 40 pages including annexes) within 50 days of contract signature
- Presentation of results to the Activity team; validation of findings, dissemination to stakeholders, and participation in co-creation workshops. within 60 days of contract signature

## 7 Timeframe and Reporting

The duration performance for this assignment is approximately 60 days pro-rated working days to cover from commencement to the day of final report submission.

## 8 Evaluation consultant team

The consultancy is expected to be undertaken by a reputable university research team, an international firm, or a consortium of qualified experts with proven technical expertise across the key sectors relevant to the project. International firms are strongly encouraged to collaborate with local research institutions or universities to enhance contextual understanding, promote local capacity, and foster joint knowledge production.

Interested bidders should be capable of delivering a comprehensive and high-quality assessment that reflects the integrated and multi-sectoral nature of the project's implementation. The consultants must therefore demonstrate capacities in WASH, Health and Nutrition, Shelter, Livelihoods including agriculture, and protection. The selected consultant should have a track record of working in similar contexts and be able to synthesize findings across these sectors into an integrated and actionable evaluation report. The ability to engage with stakeholders, apply appropriate methodologies, and provide strategic insights for program learning and adaptation is essential

NRC seeks expressions of interest from people with the following skills/qualifications.

- Strong experience conducting major research exercises in support of major humanitarian programmes preferably in Health, Nutrition, WASH, Protection (including Child Protection, Women's Protection and Empowerment, Protection and Rule of Law, and Protection from Violence), Shelter, and Livelihoods (including Agriculture) in complex or challenging operational environments. Prior experience in evaluating USAID-funded projects in Nigeria is highly desirable.
- Knowledge of strategic and operational management of protracted humanitarian operations and proven ability to provide strategic recommendations to key stakeholders.
- Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions, make recommendations and prepare well-written reports in a timely manner.
- Demonstrated experience in both quantitative and qualitative data collection and data analysis techniques and desk reviews, especially in emergency operations.
- Experience, knowledge and clear understanding of Nigeria humanitarian context in Adamawa state and willing to travel to deep field locations of Yola south, Numan, Michika and Madagali conduct direct standard assessment activities as well as field visits to program sites.
- Good interpersonal skills and understanding cultural sensitivities.
- Master's Degree, PhDs / Doctorates qualification with a minimum of ten (10) years of relevant professional experience in conducting similar interventions
- Qualified university research teams are particularly encouraged to submit expressions of interest.

## 9 Application process and requirements

### Assessment and Award of the Assignment:

- NRC will evaluate technical and financial proposals (include accommodation, flights and enumerators management costs) and award the assignment based on technical and financial feasibility. NRC reserves the right to accept or reject one or all proposals received without assigning any reason and is not bound to accept the lowest or the highest bidder. Only shortlisted will be contacted.
- Any sub-contracting under this evaluation consultancy will not be accepted.

### Application Deadline:

Bids must include the following:

- Cover letter: A short (maximum three pages) letter addressing the evaluation criteria.
- A detailed curriculum vitae
- For consulting firms, all the above documents must be submitted as part of the application.
  - Certified copy of certificate of registration/Incorporation
  - Certified copy of valid Tax compliance certificate.
- Individual consultants must also clearly demonstrate relevant experience in similar assignments.
- Three written samples of similar work done previously.
- The proposal includes an outline of evaluation framework and methods, including comments on the TOR, proposed time frame and work plan (bids over 3 pages will be automatically excluded).
- Financial Proposal: The financial proposal should provide cost estimates for services rendered including daily consultancy fees excluding accommodation and living costs; transport cost; stationery, and supplies needed for data collection; costs related to persons that will take part from consortium partners and government authorities during evaluation process, enrichment workshop.
- Submit completed bids to “29/NRC-NAT/NG/2025” – “Consultancy to carry out End line Evaluation for the E2R Project in Adamawa State, Nigeria”





NORWEGIAN  
REFUGEE COUNCIL

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