TERMS OF REFERENCE (TOR)

Exit and Sustainability Strategy for the E2R Project in Adamawa State, Nigeria

1. Organization Background

The Norwegian Refugee Council (NRC) has been operational in Nigeria since 2015, providing education, WASH, shelter, Livelihoods and food security, and legal assistance to displaced populations. In Adamawa State, NRC's interventions have focused on integrated programming with deliberate focus on transitioning displacement affected population from emergency to self-reliance. addressing the needs of IDPs and host communities affected by conflict and displacement

One of the largest programs for NRC Nigeria is the Emergency to Reliance project (E2R. Funded by BHA, the project focuses providing multisectoral integrated and layered services though a consortium of actors namely NRC (Lead), IRC, DRC (active within the period before USAID stop Work Order) and JDPC. As the E2R project approaches its conclusion, it is imperative to develop a comprehensive Exit and Sustainability Strategy. This strategy aims to ensure the continuity of project impacts, facilitate the integration of internally displaced persons (IDPs) and returnees, and align with the broader state and national frameworks for durable solutions.

2. Context of Adamawa State

Adamawa State, located in Northeastern Nigeria, has experienced widespread displacement due to insurgent activities and intercommunal conflict. The state is home to over 100 ethnic groups, with agriculture serving as the main source of livelihood. While Adamawa currently enjoys relative calm, which has allowed for the development of a State Solution Plan aimed at achieving durable solutions, ongoing challenges continue to hinder recovery.

Displacement and Return: As of May 2024, the International Organization for Migration (IOM) reported that returnees constitute 41 percent of the state's population, with 862,874 individuals having returned. Internally Displaced Persons (IDPs) currently number 213,239, a slight decrease from December 2023. Surveys indicate that at least 50 percent of IDPs prefer to locally integrate. However, the Emergency to Resilience Consortium (E2R) observed that return conditions remain poor, marked by inadequate shelter, limited access to services, and minimal livelihood opportunities.

Humanitarian Needs: The 2024 Nigeria Humanitarian Response Plan estimates that 1 million people in Adamawa face critical needs, placing the state in a stress category. This aligns with findings from the IOM Stability Index and the National Bureau of Statistics. Food insecurity is a major concern; with assessments projecting Adamawa will remain in IPC Phase 3 during the 2025 lean season. The March 2024 Multisectoral Needs Assessment (MSNA) found that 94 percent of respondents had food-related needs. Among them, 32 percent cited inadequate supply, and 28 percent pointed to high food prices. In response, 19 percent requested agricultural tools and seeds, while 16 percent sought livelihood support. Nutrition concerns also persist, with 21 percent of lactating mothers unable to exclusively breastfeed.

Access to Documentation: Documentation remains a barrier to inclusion. Twenty-four percent of respondents reported having family members without identity documents, with 97 percent lacking a

National Identity Card. In addition, 38 percent noted the absence of nearby Identity Registration Centres.

Housing, Land, and Property Issues: Housing insecurity is widespread. Twelve percent of respondents reported being evicted, and 20 percent feared possible eviction. Disputes over housing, land, and property were reported by 23 percent. Rent payment remains a challenge for 87 percent of respondents, and 67 percent of tenants do not have tenancy agreements. Among landowners, 65 percent lack legal proof of ownership.

Protection Risks: Protection monitoring highlights significant risks, including gender-based violence and sexual abuse, often perpetrated by close relatives, criminal actors, or non-state armed groups. Economic vulnerability has also led to survival sex, with women and girls engaging in sex for food or income. Despite these challenges, 78 percent of respondents turn to community structures for conflict resolution, with over half expressing satisfaction with the outcomes.

3. The E2R Project

The ongoing Emergency to reliance consortium's comprehensive intervention strategy has led to notable progress in several key areas. 38% of the targeted population now has access to safe, sustainable drinking water, while open defecation has decreased by 6%. Additionally, 56% of respondents are using proper waste disposal methods. Savings groups and financial institution linkages have improved financial inclusion for the ultra-poor, and agriculture programs funded by other donors have enhanced food and nutrition security. Participants in the shelter program have reported higher self-reliance scores (2.7) compared to those in other sectors (2.1), demonstrating the effectiveness of integrated shelter support. Furthermore, providing legal documentation has reduced extortion at checkpoints, empowering beneficiaries to access essential services and rights. These achievements have significantly supported the recovery of displaced persons. However, the scope of the intervention remains limited given the vast needs of the affected populations, and the impact has been constrained by the underperformance of public sector institutions. To address these challenges, the consortium plans to scale up its efforts by strengthening governance and institutional support, ensuring the sustainability of interventions and fostering long-term resilience in the communities served.

4. Addressing Sustainability

The project design includes an integrated sustainability component aimed at ensuring long-term impact through close collaboration with the Ministry of Reconstruction, Rehabilitation, Reintegration and Humanitarian Services (MRRR&HS) and other key state stakeholders. This partnership is central to the project's goal of transitioning service delivery and program ownership to local actors beyond the project's lifespan.

However, the functionality of state institutions remains constrained by significant challenges. These include limited budget allocations and ongoing brain drain, particularly in areas severely affected by non-state armed group (NSAG) activities. Despite these obstacles, the consortium has identified critical stakeholders with the potential to sustain and scale the project's interventions.

Key state stakeholders include:

- Adamawa State Emergency Management Agency (ADSEMA)- Spearheading disaster response and recovery efforts across the state.
- Poverty Alleviation and Women Empowerment Coordination Agency (PAWECA) - Championing women's empowerment and grassroots community development.
- Rural Water Supply and Sanitation Agency (RUWASA)-Providing vital water, sanitation, and hygiene (WASH) services.
- State Ministries of Health- Delivering essential health services and supporting sustainable agricultural livelihoods.
- Ministry of Agriculture – Delivering on food security
- INGOs, LNGOs, UN - providing humanitarian and development services
- Community and traditional leaders- major gate keepers and influencers within the community
- Other stakeholders that will be found relevant for the action

The Exit and Sustainability Strategy must ensure services are transitioned into existing systems, aligned with the State Development Plan, and connected to national frameworks such as Nigeria's Durable Solutions Framework and Humanitarian-Development-Peace Nexus priorities.

5. Objectives of the consultancy

1) Develop an exit sustainability strategy for the E2R project. Key questions to be answered include:
    a. How this strategy will be integrated into state-level planning cycles.
    b. How it will inform future donor proposals, advocacy, and government policy dialogues.
    c. What accountability mechanisms will monitor its implementation?

2) Make actionable recommendations on ways to strengthen Local Ownership and Institutional Sustainability
3) Identify linkages on the MRRR&HS review under the NORCAP secondment therefore identifying gaps for NRC support and further engagement.
4) Define sustainability benchmarks for monitoring post-exit outcomes.

The E2R humanitarian project exit and sustainability plan aims to ensure a smooth transition by strengthening local ownership and service continuity across key sectors: Shelter, Livelihoods, WASH, ICLA, and Protection. Working closely with MRRR&HS and relevant MDAs, the plan will support the integration of services into existing state systems and align with the broader State Development Plan. A core expectation is to develop a locally led transition framework that enables uninterrupted access to essential services for 12–24 months post-exit, while building the capacity of local actors to manage interventions sustainably.

The strategy should emphasize robust governance and reporting: defining sustainability KPIs, assigning clear roles within MRRR&HS and other stakeholders, and promoting cross-sector coordination through multi-stakeholder platforms. It should show transparent reporting and

compliance with frameworks will support accountability and learning. The plan should also guide regular stakeholder engagement, including MDAs and community representatives, will guide adaptive implementation and ensure alignment with both humanitarian standards and long-term development goals. The plan also fosters connections between local structures and external funding or technical networks to support sustained impact beyond E2R's lifecycle.

NRC has seconded a NORCAP expert to support the institutional review and operational strengthening of MRRR&HS**.** This initiative is designed to enhance the Ministry's capacity to effectively lead the development and implementation of durable solutions, particularly through the coordination of the State Solutions Plan. Central to this mandate is the development and execution of the Exit and Sustainability Plan, which lies at the heart of MRRR&HS's core functions. The strategy development exercise could support identifying gaps that the review exercise may not address but are critical to proper exit of the consortium.

6. Risks and Assumptions

Key risks include limited government capacity and financing, new displacement waves, political instability, and weak inter-agency coordination. The consultancy assumes continued access to key stakeholders, security permitting, and political will for durable solutions implementation.

7. Methodology

The consultancy will adopt a participatory, evidence-based approach combining:

- Desk review of E2R documents, state policies, the State Solutions Plan, and national frameworks.
- Key informant interviews with MDAs, MRRR&HS, INGOs, LNGOs, traditional leaders, displaced persons' associations, and other relevant stakeholders.
- Capacity and institutional gap analysis.
- Stakeholder consultations and validation workshops.
- Co-creation of a sustainability framework with defined KPIs, coordination mechanisms, and clear roles.
- Demonstrated engagement of women, men, persons living with disability and other minority groups within the context of Adamawa.

The consultant must present a detailed methodology in an Inception Report for consortium approval.

8. Key Deliverables/Outputs

I) **Inception report** detailing the proposed methodology, finalized activity plan, implementation schedule, draft tools, and a structural outline for the final Exit and Sustainability Plan. This report must be reviewed and approved by the Consortium management unit prior to the commencement of data collection.

II) **Draft report that will include comprehensive Exit and Sustainability Plan and power point presentation** that will outline the Exit and Sustainability laid out in the draft report. The presentation will be made to the consortium and MRRR&HS.

III) **Final Exit and sustainability strategy** (maximum 25 pages including annexes), addressing the consultancy objectives, including methodology, key processes and delivery strategies, and

actionable recommendations. The report shall have incorporated comments from the Consortium team for final approval.

IV) Facilitation of validation workshops with key stakeholders to review and refine the draft Exit and Sustainability Plan.

9. Intended Users of the Strategy Plan:

The Exit and Sustainability Strategy Plan is intended for use by the MRRR&HS as the lead government agency responsible for coordinating durable solutions in Adamawa State. It will also guide relevant MDAs involved in Shelter, WASH, Livelihoods, ICLA, and Protection sectors. The E2R Consortium, including its partners and donors, will use the plan to align exit processes with sustainability objectives. Additional users include local authorities, community-based organizations, and humanitarian coordination platforms, ensuring a shared framework for continued service delivery and long-term impact.

10. Key Responsibilities

E2R Consortium's Responsibilities

The E2R Consortium will:

- Provide logistical and accommodation support to the consultant while in Adamawa and field locations.
- Provide ongoing security advice and support during field travel.
- Facilitate engagement with communities and key stakeholders involved in the Exit and Sustainability Plan.
- Provide all necessary programme documents, strategy-related materials, and contacts of relevant stakeholders in other I/NGOs and community structures.
- Review and provide feedback on the consultant's proposal, tools, Inception Report, and the final Exit and Sustainability Plan.
- Make payment upon the submission and acceptance of the final Exit and Sustainability Plan approved by the E2R Consortium Manager.

The Consultant's Responsibilities

The consultant will:

- Be responsible for the entire Exit and Sustainability Plan development process, including travel and permit arrangements, preparatory activities, stakeholder consultations, data collection, and report writing.
- Cover any taxes or statutory fees associated with the assignment. NRC shall withhold any taxes deductible in line with the laws if the land.
- Provide and manage their own working tools, including computer equipment and data analysis software.
- Submit a technical proposal with a tentative budget, including a detailed cost breakdown, by the agreed deadline.

Expected Profile of the Consultant

- A postgraduate qualification in Public Policy, Development Studies, Humanitarian Affairs, or related fields is required. Additional qualifications in Social Sciences, Livelihoods, Health systems management, and other relevant skills to the assignment will be an added advantage.
- Proven experience in developing exit and sustainability strategies, particularly in humanitarian or post-crisis recovery contexts.
- Demonstrated expertise in durable solutions, resilience building, and integration of humanitarian programmes into government systems.
- Strong understanding of the northeastern Nigeria context, especially in relation to displacement, conflict recovery, and sector-specific dynamics (Shelter, WASH, Livelihoods, ICLA, Protection).
- Practical experience working with or alongside government institutions, MDAs, humanitarian organizations and community structures in similar contexts.
- Strong capacity in conducting qualitative and participatory research, including stakeholder consultations, institutional assessments, and strategic planning.
- Excellent communication, facilitation, and report writing skills, with experience delivering presentations and leading validation workshops.

How to apply

The consultant is required to submit the following:

- Technical proposal
- Financial proposal
- Proposed work plan
- Two written samples of similar previous work
- At least three professional references

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.