



**EMERGENCY PREPAREDNESS & RESPONSE
SECTOR EVALUATION REPORT
(2008-2012)**

FINAL REPORT

August 2012

**Prof. Eltighani Elamin
Dr. El Fadil Ahmed Ismail
Mrs. Fadwa Hassan Ibrahim**

Table of Contents

<i>Preface</i>	4
<i>Acknowledgement and Disclaimer</i>	5
<i>List of Glossary, Acronyms and Conversion Factors</i>	6
<i>Executive Summary</i>	8
1. BACKGROUND AND INTRODUCTION	11
1.1 Introduction.....	
1.2 Scope of the Formative Evaluation Assignment	
1.3 Overview of NCA Darfur Program and the Scope of EPRU Work	
1.4 Geographical Scope and Coverage.....	
1.5 Current status and context.....	
2. EVALUATION METHODOLOGY AND APPROACH	15
2.1 Overview of the Methodological Approach.....	
2.2 The Data Assessment Methods and Coverage	
2.3 Templates and Interviews Design	
2.4 Information Assessment and Analysis.....	
3. EPRU REPORT FINDINGS & DISCUSSIONS	18
3.1 NCA DP EPR Strategic Planning, Early Warning & Program Information	
3.2 Coherence of NCA EPRU Sector program with regional and national strategic plans	
3.3 Survey Assessment and Stakeholders Analysis, Results and Discussion	
3.4 Evaluations of IDPs Beneficiaries in South/Central Darfur.....	
3.5 Relevancy and appropriateness	
3.6 Efficiency.....	
3.7 Effectiveness	
3.8 Coverage and scope.....	
3.9 Impact.....	
3.10 Sustainability of program.....	
4. GAP ANALYSIS FINDINGS	28
4.2 Needs of IDPs by Camp and State.....	
4.3 Program gaps and priority settings	
4.4 Institutional capacity and resource mobilization	
4.5 Partnerships and coordination mechanisms	
5. ANALYSIS OF NCA’S PREPAREDNESS FOR EMERGENCY RESPONSE	30
5.1 Policy and system efficiency in emergency response.....	
5.2 Procedures used in distribution and delivery approach	
5.3 Appropriateness and Relevance of Program	
5.4 Coverage of the program	
5.5 Timeliness and Effectiveness of the Program	
5.6 Efficiency of the program	
5.7 Connectedness and Coherence of the Program	
5.8 Impact of the Program	
6. ANNOTATIONS OF EMERGENCY RESPONSE SUPPORT SYSTEMS	36
6.1 Human resources	
6.2 Logistics, procurement and distribution systems	
6.3 Coordination within NCA DP sectors and partners.....	
6.4 Public relations and information dissemination	
6.5 Administration and finance	
7. PROGRAM SWOT AND PEST ANALYSIS	38
8. SUMMARY OF THE LESSONS LEARNED	39

9. CONCLUSIONS, RECOMMENDATIONS AND WAYFORWARD.....	40
9.1 Summary Conclusions	
9.2 RECOMMENDATIONS.....	
9.2.1 Strategic planning, policy and advocacy	
9.2.2 Staff organizational knowledge and capacity in EPR	
9.2.3 Institutional capacity, management and human resources	
9.2.4 Partnership and coordination	
9.2.5 Assistance to IDPs, populations affected by disasters	
9.2.6 Sector specific recommendations (Zalingie and Garsilla branch offices).....	
10. References.....	44
11. Annexes.....	46
Annexes A: List of interviewees.....	
Annex B -1: General Pool of questions for both interviews and report writing purposes.....	
Annex B-2: Guiding Questions for NCA Staff Members	
Annex B-3: Guiding Questions for Community Beneficiaries/ IDPs	
Annex C: Essential stakeholders and partners in South Darfur	
Annex D: Other Stakeholders in Central Darfur (Zalingie Sector).....	
Annex F-a-b: How essential stakeholders and partners look at NCA EPRU using DAC Criteria	
Annex G-1: NFIs Distributed in South Darfur from 2008 - 2012.....	
Annex G-2: NFIs Distributed in Garsilla from 2008 - 2012	
Annex G-3: NFIs Distributed in Zalingie from 2009 - 2011	
Annex H-2: Relations of EPRU Nyala with Zalingie and Garsilla	
<i>Annex I: Example of a form/cards used for NFIs distribution.....</i>	

Preface

This report presents findings of EPRU sector evaluation conducted in August 2012. The main aim of this evaluation report is to undertake a systematic and impartial examination of EPRU sector of NCA DP in relation to humanitarian action in two states of Darfur and draw lessons learnt in order to improve NCA programming, advocacy, enhance accountability with donors, and provide useful guidance for EPRU for future direction. The report intends to provide NCA DP management with information and analysis that will help in re-aligning and redesigning emergency response sector in Darfur that comes within the overall NCA interventions for effective delivery of programs. This evaluation report can best be understood when taking into consideration the changing environment of Sudan, and consequently Darfur which is currently not persuading. The economic downturn in Sudan due to exclusion of oil revenues together with effects of the ongoing conflict in Blue Nile and South Kordofan as well as other areas in Darfur implies more instability across the country. This situation has been further aggravated by high food and NFIs prices as a result of deregulation of hard currency and removal of subsidies on fuel and other food and non food items leading to an unprecedented inflation level circa 35-41% in June-July 2012.

The evaluation report has been divided into four main parts. The first part introduces the area of investigation and objective of the evaluation, its scope and describes the context of evaluation, overviews the scope of EPRU work and geographic coverage and offer some hints on context and current status of emergency work.

Full description of the assessment framework, methodological approach and technical frameworks for performing the evaluation are shown in part II whereas assessment results and discussion are given in part III. This includes over viewing and analyzing main policies and strategies, matching NCA DP EPRU Sector program with regional and national strategic plans together with a comprehensive survey assessment and stakeholder's analysis in three main EPRU sectors in south and central Darfur, namely Nyala, Zalingie and Garsilla sectors. Gaps and priority needs of IDPs by camp and state are studied and NCA EPRU System is examined through intra agency evaluation for efficient and effective emergency responses.

To achieve this goal, a qualitative mode of inquiry was used in this formative evaluation including stakeholder analysis, focus groups discussions, nominal group techniques, observational techniques and input-output analysis. The evaluation used DAC criteria, which involved a wide range of techniques that examined the relevancy, appropriateness, efficiency, coverage, and effectiveness of NCA EPRU emergency response programs as well as its impact. Whether EPRU partnership with NGOs and UN partners is connected and coherence was also examined together with program quality, sustainability and replicability of the EPR program in other areas. The evaluation also identified gaps and set priorities in a new context that requires institutional reforms and resource mobilizations to improve overall NCA performance. Indeed, the study gives a new outlook and paves the way ahead for NCA EPRU to work in Darfur.

Acknowledgement and Disclaimer

The consulting team expresses their deepest gratitude of thanks to all those who kindly gave their scarce time and provided essential information/documents during the numerous meetings held with NCA DP staff in Nyala, Zalingie and Garsilla. Other stakeholders, HAC, SCC, WV, UNOPS, LCU, OCHA and UNHCR. Also, special words of thanks for sharing with us their experience and providing necessary information in humanitarian aid during the evaluation mission in Nyala, Zalingie and Garsilla. Attempts to list all the contributors to this report are made as an annex and our apology is given in advance for those who have not been mentioned in name. Names of Sheiks and participants in FGDs by IDPs' camps have been intentionally passed up -with our sincere apologies and respect for them- for some known reasons to readers. However, names of sheikhs which appear in the list include only head of sheikhs in each camp as contact persons who represent the IDPs.

Yahia of EPRU and Zuhail of M&E deserve to be thanked for the preparatory efforts they made to make the field visits successful and also for the nice companionship across the board to all visited sites in Nyala, Garsilla and Zalingie. The assistance received from Martin Ebao in shaping the questionnaire drafts to a readable and practical form merits immense acknowledgment. The evaluation team would also like to acknowledge the generous hospitality and considerable support received from NCA national and international staff in Nyala, Zalingie and Garsilla. Special thanks go for Mr. Abdel Muneim Fadul Suliman by Orange House for the generous hostage before and during Ramadan.

Proudly, having said all the above, the findings and discussions inside this report remain the responsibility of and reflect only the opinions and thoughts of the consultants and does not necessarily reflect the views of NCA or its partners.

List of Glossary, Acronyms and Conversion Factors

ACT	Action by Churches Together International
ALNAP	Active Learning Network for Accountability& Performance in Humanitarian Action
CAP	Consolidated Appeal Process (UN)
CBO	Community Based Organization
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee
DP	Darfur Program
DRC	Danish Rescue Committee
DRRC	Disaster and Risk Reduction Committee
EPRU	Emergency Preparedness Response Unit
FAO	Food & Agriculture Organization
FDG	Focused Group Discussion
FFW	Food For Work
GBV	Gender Based Violence
GoS	Government of Sudan
H&N	Health and Nutrition section
HAC	Humanitarian Aid Commission (Government of Sudan)
HEA	Household Economy Approach
HF/VHF,	High Frequency/Very High Frequency
HH	Household as an IDP unit that averages between 5-6 persons
HIV	Human Immunodeficiency Virus
HQ	Head Quarter
HR	Human Resources
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IMS	Information Management System
IOM	International Organization for Migration
LCU	Logistics & Coordination Unit (UN)
LFA	Logical Framework Analysis
LRRD	Linking Relief, Rehabilitation and Development
M&E	Monitoring and Evaluation
NCA	Norwegian Churches Aid
NFIs	Non Food Items
NGOs	Non-Governmental Organizations

OCHA	Office for the Coordination of Humanitarian Affairs (UN)
ODCB	Organization Development and Capacity Building section
ODI	Over Seas Development Institute
OECD	Organization for Economic Cooperation and Development
PDM	Post Distribution Monitoring
PEST	Political, Economic, Social and Technological
PRA/PLA	Participatory Rapid Appraisal and Participatory Learning Approach
RRT	Rapid Response Team
SCC	Sudan Council of Churches
SDG	one pound (Sudanese currency)
SMEs	Small and Medium Enterprises
SWOT	Strengths, Weaknesses, Opportunities and Threats
ToR	Terms of Reference
UN	United Nations
UNAMID	United Nations African Mission in Darfur
UNDP	UN Development Program
UNEG	UN Evaluation Group
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNJLC	United Nation Joint Logistics Centre
UNOPS	United Nations Office for Project Services
WASH	Water, Sanitation and Hygiene sometimes referred to as WATSAN
WFP	World Food Program
WV	World Vision (international NGO)

Executive Summary

This report assessed NCA EPRU's response in relation to the overall EPR program's impact and outcomes using the DAC criteria for evaluation with the aim to see whether own organization efficiency standards in providing assistance during emergency response are met or and also to know whether NCA standards and responses are appropriate, timely and relevant to the situation of Darfur or otherwise.

Judged against its specific fund resources with unlimited demand; the EPRU's contribution and impact and outcome in the overall relief response targeting new arrivals has been almost exclusively highly effective and efficient under given constrains. NCA EPRU has profoundly met its own standards for providing immediate responses at the start of the crisis and continued on the same level of excellence despite the limited resources at its disposal.

Interesting to note in the evaluation is that the overarching objective of the EPRU sector together with other NCA DP sectors have contributed to the livelihood safety net of IDPs and the hosting household families as well through increased access to NFIs, like kits, blankets, Jerry cans in addition to health & sanitation tools and clean water. However, the outreach to the most vulnerable people in central and south Darfur observed to be constraint by the small quantities of NFIs distributed, despite the fact that EPRU program coverage is currently the biggest in the area. As the coming situation is foreseen, which might get worse, EPRU is to be prepared by strengthening its technical and operational capacity and by increasing the number of its emergency staff, building its capacity and more important by fixing a better configuration when/if NCA is to be restructured.

At the operational level, results of the DAC evaluation criteria showed high relevancy and appropriateness for NFIs in all visited camps -at varying levels- but in all ranged from good to excellent. However, still quantities distributed are insufficient in terms of coverage and it targets only poor of the poor, special groups, fire and flood incidences. In 2012, this has accounted for circa 5% for most replenishment cases to about 20% in few camps nearby villages, but remained within the rigorous verification and distribution process. However, the quality of distributed NFIs is annoying and threatening the sustainability of the program for the low quality of items distributed; particularly plastic sheets, mats and Jerry cans.

Other than NFIs, analysis of beneficiary needs and priority settings showed expanding and changing needs overtime to include requirements suitable for recovery and development phases rather than absolute NFIs emergency responses. Such needs include income generating activities, in addition to education and health services.

The stakeholder analysis supported above arguments where a need to broaden the way EPRU currently handle emergency responses is sensitized and suggestions went for adopting an integrated and holistic approach in emergency that embraces concepts from emergency to recovery and development. To make this a reality, all NCA sectors -as WASH, Health and Nutrition sectors, ODCB, etc.- are to be involved in the discussion of and also the reforming of the 'new body' rather than to confine EPRU work to just NFIs' distribution. For the time being, EPRU has to continue its work as a sector until NCA examines for the evaluation proposal that EPRU is to be mainstreamed within other sectors with a new look. However, the way how NCA handles transition to early recovery with EPRU as a sector requires a separate in-depth study.

Though most beneficiaries who are main stakeholders in south Darfur (Bilel, Mershing, Manawashi and Dumma) and central Darfur as Zalingie (camps) and Garsilla (camps) appreciated the role of NCA which made life easier for them, nevertheless, they think EPRU should by now given attention to real IDPs needs as small and medium enterprise activities (SMEs) for income generation. As a matter of fact NCA cannot go for ever only in IDPs emergency and innovative means and ways such as SMEs and FFW (Food for work) programs can be thought of.

In brief, the results of the evaluation criteria can be summarized as follows:

Appropriateness and Relevance of Program

EPRU believes that distribution of NFIs is still relevant in Darfur context (2012) for the situation is still unpredictable, however, there are many new arrivals as a result of recent clashes between the army and rebel movements. However, decrease in relevancy of NFIs overtime is attributable to change in needs of IDPs towards recovery and development items as electricity, mud-brick houses, schools, agricultural tools for cultivation in the neighborhood, etc. However, appropriate delivery of activities, require broadening the handling of the emergency concept by EPRU to involve other sectors as WASH, Health and Nutrition sectors etc., which would ultimately improve NCA performance rather than being confined to distribution of NFIs. By virtue this requires an integrated holistic approach in emergency that embraces concepts from emergency to recovery and development.

Coverage of the program

Despite the wide NCA program coverage to IDPs in central and south Darfur over the past five years.), nevertheless, quantities distributed and number of HHs reached, etc. is declining over time. This is mainly due to shortage in budgets and donors shift towards other national and international concerns. However, there is a significant impact of security concerns and restrictions on travel which have made access to some geographical areas difficult.

Efficiency, timeliness and effectiveness of the program

Time taken to deliver required services and cost per unit involved are two essential elements in the distribution of NFIs. Evaluation results found delivery of NFIs was timely and effectively performed. There is a very good logistics support system and efficient management structures for distribution of NFIs. Moreover, standard procurement procedures are followed by NCA EPRU as well as optimal use of human resource by EPRU and NCA.

Connectedness and Coherence of the Program

Evaluation results showed excellent coordination between EPRU and its partners. This is to say, EPRU was using systematic procedures following HAC and other UN policy instruments to deliver humanitarian assistance in a cohesive and effective manner. However, pursuit of connectedness is sometimes intricate given low government presence, systems and structures, and capacity.

Impact of the Program

The overall impact of NFIs was highly significant for new arrivals and relatively good to IDPs, despite the fact that replenishments cover very narrow strata of IDPs, namely fire cases, groups affected by floods and poorest of the poor.

For NCA EPRU to move ahead, the following recommendations deem necessary and need to be given top priority:

Technical and operational capacity of NCA and EPRU needs to be upgraded by introducing relevant institutional organizational structures supported by appropriate staff with good experience in emergency responses and livelihoods. However, a new approach in emergency that optimizes actual and potential resource uses requires consensus to be reached through workshop discussions.

Training and upgrading of field staff in branch offices is essential to have access to technical know-how in a planned, systematic way to develop their skills' base, particularly in emergency planning, monitoring and evaluation. Here it's important to focus on the strengths of the individual staff so as to inspire their creative capacity development through learning rather than training. The World Bank

Institute (www.WBI.ORG) offers excellent E-learning courses on capacity development which could be contacted for this purpose (the lead consultant can facilitate this link).

Formation of a dynamic and challenging NGO groups to promote (as real partners) improved livelihoods such as income generating activities for the displaced –with less emphasis on emergency assistance aid– and diversify early recovery responses to grab new opportunities for peace after years of conflict.

The study suggests that NCA EPRU is to undertake a public relations approach to disseminate information on its activities based on the study findings and be complemented with experts' views in mass media. However, few suggestions on coordination with other NCA sectors as human resource and logistics section are embedded in the study where appropriate. Important is, NCA has to upgrade its entire information management system and data base for early warning signals and be linked to UN database and or other international NGOs for information sharing.

1 BACKGROUND AND INTRODUCTION

1.1 Introduction

This report presents the analysis and findings of EPRU sector formative evaluation commissioned by NCA Darfur program in August 2012. The main objective of the evaluation was to assess the overall contribution of Emergency Preparedness and Response (EPR) Sector to the Norwegian Church Aid - Darfur Program (NCA-DP) overall goal; “to relieve human suffering and mitigate effects of armed conflict and displacement on those IDPs and communities in south and central/west Darfur most affected by violence and unrest; and mutually develop the capacity of national partner agencies involved in that concern”. In addition to the sector specific objectives, the evaluation report is meant to provide NCA DP management with information and analysis that facilitates re-aligning and redesigning emergency response sector in Darfur. The report is meant to suggest remedies towards re-defining overall NCA interventions for effective delivery of humanitarian emergency responses.

The need for humanitarian support in the form of NFIs remains a question mark to the rationale and justification for EPRU sector transition. Hence, the question posed and shall be one of our primary concerns in this evaluation assignment is whether emergency is still remaining relevant for humanitarian agencies in Darfur or whether an option, otherwise, as more focus on early recovery and development activities is essential.

1.2 Scope of the Formative Evaluation Assignment

The evaluation was carried out in two states of Darfur (Central and south Darfur) though specific to NCA EPRU sector whose main focus was on Non Food Items (NFIs¹), yet, synergies with other sectors² of NCA DP has been the primary focus. The scope of the evaluation is designed to serve the NCA DP management purposes hence covers a wide array of stakeholders from IDPs, government institutions (HAC), UN partners to other national and international NGOs.

To achieve these aforementioned goals, the evaluation report has detailed the impact of EPRU work and documented lessons learnt in implementation. Even though its history began in early 2004, nevertheless, the evaluation span has covered the activities of the EPR Unit over the period 2008-2012, which demonstrates the scope and capacity of NCA DP EPRU emergency contributions to the humanitarian situation in Darfur since then. Again, and albeit the fact that EPR Unit is confined to the NCA Emergency Preparedness Response Sector with main focus on NFIs, the report has considered its liaison and synergies with other NCA DP sectors³ in addition to other national and international UN partners.

1.3 Overview of NCA Darfur Program and the Scope of EPRU Work

NCA DP is part of a large international relief program commenced by the international community in 2004 following the Darfur crisis which started in 2003. The program is supported

¹ NFIs include but not limited to utensils/kits (cooking sets as bowls/plates, cups, spoons, etc.), mosquito nets, plastic sheeting, plastic mats, washing soap, sleeping mats, blades or machete/knife shovels or spades, blankets and jerry cans. However, only some of these items are distributed according to need.

² Despite the wide range of activities NCA is currently performing in Darfur, the design of data collection tools will be limited to EPRU sector only, in this case NFIs support.

³ Which include Water and Sanitation, Health and Nutrition, School Support, Agriculture and Livestock, Early Recovery, Protection and Psychosocial Support, Emergency Preparedness Response, Organizational Development and Capacity Building, Coordination and Partnership with relevant Initiatives in the area

through Action by Churches Together International (ACT) and Caritas Internationalis (Caritas). While the former is the network of Protestant and Orthodox Aid and development agencies worldwide the latter (Caritas Internationalis) is the international confederation of Roman Catholic relief and development agencies. Both ACT and Caritas networks are working together in a joint response to the Darfur crisis through Norwegian Church Aid (NCA) which implements the program on behalf of the two networks. However, the Norwegian Church Aid (NCA) is a member of ACT and provides the legal basis for the operation in Sudan. The term “NCA Darfur Program” (NCA DP) is used to describe all activities supported by the joint ACT/Caritas network under the auspices of NCA. NCA DP program is therefore a multi-sector operation managed by NCA working jointly with two national implementing partners namely, SudanAid and Sudan Council of Churches (SCC) (NCA 2011-b).

NCA DP has implemented activities in south and west/central Darfur targeting both IDPs and conflict affected host communities since July 2004. The program covers sectors such as; Water and Sanitation, Health and Nutrition, School Support, Agriculture, Early recovery, Protection and Psychosocial support, Emergency Preparedness/Response and Organizational Development and Capacity Building (NCA ToRs document). The time span of EPR Sector extends beyond the scope of the evaluation period as the project started in July 2004 as a coordination unit for humanitarian emergency response for NCA-DP. The primary objective of the sector was/is to ensure that conflict affected people in south and west/central Darfur receive timely quality humanitarian assistance which guarantees their dignity, safety and wellbeing.

At the start of the program, all Non Food Items (NFIs) were procured from NCA headquarters in Oslo and distributions were conducted by the SCC and SUDU (NCA partners⁴). In these circumstances, the EPR sector provided humanitarian support in form of NFIs to estimated annual average of 60,000 households in both South and West Darfur. The latter has now been divided into two states, west and central Darfur states.

Most of the beneficiaries of this assistance included; IDPs, new arrivals/displacements, fire incidence cases, flood cases, winterization replacement, and vulnerable persons. The EPR Sector works closely in collaboration/coordination with HAC, INGOs, UN and other agencies operating in the program target areas.

Functionally, ERP Sector sets aside fund resources for unforeseen emergencies (Quarterly EPRU Reports 2009). This fund is used to purchase NFIs, provide water, assemble an emergency response team or cover any other costs that might be incurred in responding to a sudden emergency within the program areas of operation (NCA 2011-b). The sector retains a buffer stock of NFIs for unforeseeable new emergencies on annual basis. For instance, the buffer stock increased to 5000 NFI kits in 2011 to reflect the trend of increased displacement that were witnessed during 2010. The sector distributes replenishment NFIs to existing caseloads in camps in coordination with UNJLC twice a year. In western Darfur, it's important to note that, EPR sector is the primary distributor of such assistance in Zalingie camps (NCA 2011-b).

1.4 Geographical Scope and Coverage

Following the establishment of EPR Sector in July 2004 as a coordinating unit for emergency humanitarian response for NCA DP, the first assessments were conducted by NCA in areas of

⁴ The NCA program vision is undertaken through a partnership between Norwegian Church Aid (NCA), the Sudan Council of Churches (SCC) and SudanAid (Caritas Sudan). However, relationships with other national NGOs and CBO's has also been developed but it is envisaged that these will be contract-based relationships rather than the close partnership that exists between members of the ACT and Caritas networks (NCA 2010 & 2011-b)

Mershing, Manawashi, Otash, Bielel, and Muhajeria in south Darfur; as well as Zalingie and Garsilla in west Darfur, currently central Darfur (NCA 2011-b). However, in late 2007 and early 2008, new indicators for tribal conflicts started to arise as conflict began to be multi dimensional⁵. Near the beginning of 2008, EPRU work began to be more systematic and field operations began to respond to community needs. At this time, the EPRU started looking at population movements and settlements as a basis for its operation within Darfur.

Table 1 shows the distribution of IDPs' camps covered by NCA DP and population by state, locality, and administrative unit in 2012. Population wise, Table 1 shows similar distributions of IDPs in south Darfur (in IDP camps of Mershing, Manawashi, Dumma and Bielel) compared to Zalingie area (IDP camps of El Hesaheisa, El Hemedia, Khamsa Dagaieg, Tayba and El Salaam) in central Darfur to be in the range between 115,000-118,000 persons. However, IDPs in Garsilla area (camps of Geda, Ardeba, Jabalein and Deleige) in central Darfur accounted for circa 74,000. Worth to note is that, our field survey information of 2012 showed total IDPs in the two states covered by NCA to about 361,000 with an increase by 17% in population number when compared to WFP figures which amounted to 308,000 (Table 1). For further analysis of total number of population reached by EPRU sector from 2008-2012, please refer to annexG-1, 2, and 3

Table 1: Distribution of IDPs camps covered by NCA by state, locality, and administrative unit, 2012

	locality	Administrative Unit	Camp or Village	Population *	% Per Locality	
South Darfur	Mershing	Mershing	Mershing	39000	34%	
		Manawashi	Manawashi	16863	15%	
		Dumma	Dumma	17500	15%	
	Bielel	Bielel	Bielel	42000	36%	
	Total			115363	100%	
Central Darfur	Zalingie	Zalingie	El Hemedia	43805	37%	
			El Hesaheisa	43178	36%	
			Khamsa Dagaieg	11429	10%	
			Tayba	5000	4%	
			El Salam	15000	13%	
		Total			118412	100%
	Wadi Saleh	Garsilla	Geda,	10001	13%	
			Ardeba,	9450	13%	
			El Jabalein	8666	12%	
		Delaig	El Salam (Deleige)	31955	43%	
Um Khair		Um Khair	14023	19%		
	Total			74095	100%	
	Grand Totals			307870		
Field survey data 2012 verified and cross checked by WFP* information as obtained from OCHA						

1.5 Current status and context

The situation in Darfur in general remains precarious with more displacements and movement of displaced people in El Deain locality in South Darfur. There were disagreements between WFP

⁵ In an interview with El Fadil of EPRU sectarian reporting was known where the classic Arab versus non-Arabs clashes has developed to include Arabs vs. Arabs clashes or non-Arabs vs. non-Arabs where camps for Arabs were made separate from others to avoid conflict escalations. Despite this fact, relations between all displaced in camps, be them Arabs or non-Arabs, were and are still good.

and community leaders in Kalma and Bielel IDPs camps as a result no food distributions were carried for a period of time as the camp leaders refused verification to be carried in these camps. Factional fighting was reported in Jebel Marra between groups who support alternatively against the Doha peace process. This fighting resulted in displacements of IDPs to Nertiti in west Darfur. The most worrying factor is the factional fighting within IDPs camps which had for most times been peaceful in the past. This fighting is known to have been caused by clashes between pro and anti Doha factions and resulted in violence, injuries and fatalities in Kalma and El Hemedi camps.

The government has reaffirmed that returns will be voluntary. However, EPRU Nomad populations are not included in these estimates and will be subject to assessment (NCA 2011-b). Returns in general could result in NCA being called upon to assist and also to ensure that people moving back to their villages have basic NFIs, and the need to humanitarian support and NFIs in particular remains fundamental (NCA DP 2010 & 2011). Over the years 2010 and 2011, more than 268,500 and 208,892 people respectively were reported displaced and received humanitarian support as a result of intermittent armed clashes and inter-tribal fighting, although less than half of this number was verified by humanitarian community due to restrictions on access for humanitarian workers (NCA DP 2010 & 2011).

2 EVALUATION METHODOLOGY AND APPROACH

2.1 Overview of the Methodological Approach

The evaluation employed participatory Rapid Appraisal and Participatory Learning Approach (PRA/PLA) tools and techniques were used throughout this evaluation exercise (interviews, focus group discussions and observations, triangulation, transect walk, proportional piling, etc.) to collect and analyze primary data at the beneficiaries and stakeholders' level as well as secondary information.

The report used the OECD/DAC evaluation criteria of appropriateness/relevance, effectiveness, efficiency, coverage, results, sustainability as a nucleus of the evaluation methodology. Besides, the methodology has inclined comparing actual performance indicators to anticipated standard indicators set in the EPR Sector Logical Frame and/or project design document as well as the verified deviations from the objectively verifiable (standard) indicators). The selection of camps was based on sites where NCA camps are located and where also security situation permits..

2.2 The Data Collection Methods and Coverage

Three methods were used for data collection are namely: a) Direct primary information: by visits to NCA DP Head Quarter in Nyala and branch offices in the two states via interviews with staff and field staff aware of information at the time of the emergency response, b) indirect primary information: by interviews with beneficiaries (IDPs) and local representatives; interviews with project staff expatriates and nationals); meeting with local authorities, groups of beneficiaries, humanitarian agencies, and other stakeholders, and c) secondary information analysis: Analysis of project monitoring data or of any other relevant statistical data from finance, logistics, the WASH, Health and Nutrition, etc.

For indirect data collection, standard and participatory evaluation methods are used (NCA Nyala HQ interviews and FGDs with beneficiaries (Table 2), key informants and sheikhs/community leaders). A one day workshop was held in Nyala to present preliminary findings and also verifies stakeholders' position along the influence-and-interest grid.

Table 2: Number of participants met in each FGD (By Category)

State	Camp name	Sheikhs*	Women group	Youth group
Total beneficiaries met	10	105	27	38
South Darfur	Bielel	17	8	
	Mershing	8	5	3
	Manawashi	17	6	5
	Dumma	5		
Central Darfur Zalingie area	El Salam	9		
	El Hemedia	11		
	El Hesaheisa	13		
Central Darfur Garsilla area	Gablain	25	8	30
	Jeda			
	Aradeba			
*Sheikhs and Community Leaders are almost likely same persons. Disaster Reduction Committee (DRC) is mostly representing sheikhs while some are independent Missing information either not available during survey time in fieldwork (agriculture) or schooling/teaching				

2.3 Templates and Interviews Design

Templates and survey questionnaires are developed in such a way to provide answers to the different questions raised by the ToRs. This step is followed by an identification procedure for

targeted stakeholders. Four types of interviews were designed to meet the ToRs objectives (Annex B1 to B-3) and include:

Informal structured one-on-one meetings: with relevant Officials at Nyala, Garsilla and Zalingie, meetings with NCA and EPRU local field staff, local authorities and oversight bodies in the rural Localities /Districts (agents of the Ministry of Social Affairs and Humanitarian Aid Commission); with key members of NCA senior management staff at the Field Office level; and with specific staff of other INGOs and UN agencies working in EPR Sector target communities/areas;

Focus group discussions (FGD): in this type of interviews the general and community opinions and beliefs in the areas of IDPs camps were assessed. Small groups of 5 to 10 participants (typical stakeholders (Table 2) were brought together to discuss the issues/concerns of EPR Sector In addition to generating new data, the evaluation drew on existing NCA internal data and reports, and key external reports. The consultancy evaluation is conducted in accordance with the Sphere⁶.

Obtained information was validated and triangulated for the sake of coherence and relevance of the field findings by the valuation team. Additional information from secondary sources was also assessed and quality of data was described in a transparent manner by assessing the strengths, weaknesses, and sources of information. Data gaps were identified and filled in where appropriate. Information is assessed to perform three types of analysis and these include Activity Preference Analysis, GAP Analysis for Strategizing EPR Sector future Working Plan and SWOT Analysis for Strategic Best Practices and New Interventions.

2.4 Information Assessment and Analysis

i) Activity (NFIs) Preference Analysis

A pair wise analysis is conducted using a focused group discussion with selected 5-10 participants in each area visited to see the preferences of the (IDPs) in the selected camps in aforementioned localities/districts. Drawings representing the EPR program main activities implemented by the EPR Sector intervention were considered to make the preference process easier and enjoyable for the participating IDPs. The results from this preference experimentation are expected to lead to strategizing the future work of the NCA in South and Central/West Darfur States and other parts of Greater Darfur as it tells us which activities should expand and promote and which activities should contract or stop.

ii) GAP Analysis for Strategizing EPR Sector future Working Plan

In this evaluation process GAP analysis was used as an evaluation tool to help in comparing EPR Sector actual performance with expected performance that have been stated in the program document. More specifically, GAP analysis provided a foundation for measuring investment of time, money and human resources required to achieve each specific outcome of EPR Sector and hence revealing areas that can be improved in the future.

⁶ Humanitarian Charter and Minimum Standards in Disaster Response - commonly referred to as the Sphere Standards, setting standards for quality and accountability. The Sphere Project is an initiative to define and uphold the standards by which the global community responds to the plight of people affected by disasters, principally through a set of guidelines that are set out in Sphere Standards. Sphere is based on two core beliefs: (1) that those affected by disaster or conflict have a right to life with dignity and therefore a right to protection and assistance, and (2) that all possible steps should be taken to alleviate human suffering arising out of disaster and conflict (NCA 2011-a).

iii) SWOT Analysis for Strategic best Practices and New Interventions

The evaluation mission went into a series of depth investigations using the SWOT analysis⁷ for each of the EPR Sector current activities and suggested new options where applicable. The analysis helped in identifying the internal and external factors that are favorable or unfavorable to achieving any of the program outcomes. As shall be seen later, the strengths, weaknesses, opportunities and threats for each activity carried out by the EPR Sector will be noted down with some explanation of these analytical elements using the SWOT tool.

iv) Stakeholder Analysis for Performance Management and Coordination

Stakeholder analysis is a tool used to assist in decision-making support where various stakeholders have competing interests, resources are limited, and stakeholder needs must be appropriately balanced. In this evaluation, the assignment looked at the alternative activities carried out by the EPR Sector in terms of looking at who is involved and affected⁸. The Stakeholder Analysis identified the key stakeholders in the EPR Sector and evaluated their interests in and expectations from the Sector. It looked at how their interests may affect the EPR Sector activity performance and identified what the EPRU program needs from them.

⁷ The SWOT Analysis is a strategic planning method used to evaluate the Strengths, Weaknesses, Opportunities and Threats involved in a course of action, in this case the four main activities carried out by the EPR Sector mentioned earlier in the background.

⁸ A key stakeholder is any person or organization that can be positively or negatively affected by, or have an impact on the EPR Sector's success. Here we don't just mean who is affected by the initiative interventions – but who will be affected by the solutions.

3 EVALUATION MAIN FINDINGS & DISCUSSIONS

3.1 NCA DP EPR Strategic Planning, Early Warning & Program Information

To examine NCA DP EPR approach, the report has tried to provide empirical evidence of NCA's preparedness for emergency response in conflict environments; and transition from relief concerns to rehabilitation, early recovery and development. Evaluation interviews with NCA staff and IDPs beneficiaries in July 2012 showed undecided need for early recovery in areas of health and education as well as entrepreneurial income generating activities⁹. Though conditions are still unstable, NCA has to start drawing a clear vision and methodology on how to conduct such a change in the evolving context of Darfur. Of course emergency lines should continue since donors focus on that and NCA cannot move away or go further without donors' assistance.

Nowadays there are numerous early warning information systems that look at a wide range of emergency response and/or food insecurity/livelihoods¹⁰ and give early warning indicators. However, NCA has to strengthen both its regional level systems and the ones established at the camp/village or locality-based information systems to focus more closely on localized conditions and the coping behaviors particular to those IDP camps within reach. The idea is to produce viable, relevant and credible information for use in responding to short-term emergencies as well as contributing to longer-term development programming. However, what needs particular attention in the NCA's 2010-2015 strategic vision is how to establish program and management¹¹ systems that respond to dual track purposes (emergency & early recovery and development) as the current one is of limited value since it is not well-linking the livelihoods programs to emergency response mechanisms, whether funding or identification and implementation of appropriate responses (for similar ideas see FAO 2007).

To this point, the ongoing NCA strategic vision as stated in the NCA documents (NCA 2011-a), particularly the NCA DP strategy implemented by EPRU sector for responses to humanitarian need seems absolutely relevant and appropriate for three main reasons, first for its coherence with other humanitarian interventions in the areas of IDPs camps, second for its coherence with humanitarian needs, and third for the unpredictable situation and ever escalating conflict between GoS and rebels in Darfur.

However, it is imperative that strategic partnerships, communication and coordination mechanisms between NCA, SCC & other national organizations are well established. However, the latter partners and co-workers require up-scaling of both quality of staff and number to perform the mentioned activities on behalf of NCA efficiently and effectively.

Worth to mention in this respect is that, a reasonably broad/multi-sectoral forum is already existing in Nyala with commitment by key stakeholder agencies for collaborative responses to analysis and planning process. Consequently, collaboration and information-sharing among information-collectors as UN and other NGOs is crucial to maximize resource uses, avoid

⁹ In an interview with UN OCHA in El Fasher (2010) Khojali and Hansen (2010) noted that the demand for public infrastructure, jobs and income generating activities rather than for survival support among former and current IDPs is growing. Khojali and Hansen went further to prefer a grants-based income-generating activity to the so called microfinance as a recovery/development tool which need be used with care in attempts at rebuilding a war torn society (Khojali and Hansen, 2010).

¹⁰ The idea is to design a documentation and information systems as for humanitarian principles per se in order to improve implementation of the NCA programs.

¹¹ systems that articulate an integrated management, information system and assessment mechanisms that fulfill the overall NCA strategy

duplication of efforts, and have access to the most comprehensive set of indicators¹² to consistently monitor and analyze the situation in Darfur. Such synergy seems necessary to bridge the gap between development and relief and to effectively reduce or curtail the need for emergency responses.

3.2 Coherence of NCA EPRU Sector program with regional and national strategic plans

The GoS strategy in Darfur capitalized on the verity that humanitarian relief in Darfur has been necessitated by the emergency of mass displacement. Relief, however, by definition can only be a temporary measure, not a permanent feature of life. It is therefore a top priority for the government to re-orient humanitarian relief towards indigenization and shift efforts from dependency towards development and self-reliance for the people of Darfur (GoS, 2010).

HAC's national strategic plan went on the same line of thinking that "...for supporting the establishment of robust solutions in Darfur, partner-donors' efforts/interventions responding to the situation are to focus not only on the humanitarian, but also to support the recovery, which must be the laid foundation to development (HAC undated document). To achieve this goal, HAC's strategy¹³ is destined to supporting the returnees with productive assets and availing basic services and main basic infrastructures for the people to resume their normal life and pursue sustainable livelihoods activities including long-lasting peace and protecting their environment (Ibid, undated). On the ground these strategies remained only on paper and little of it has gone into implementation, and IDPs regard it as an uncertain jump into the middle of nowhere.

Over the past years (2008-2012) Emergency Preparedness Response Sector of the Norwegian Churches Aid has played a significant role in the former three states of Darfur leading and/or supporting short-term humanitarian responses¹⁴. As a result, NCA EPRU strategy has capitalized on improving preparedness and coordination; mitigating disaster impact at the household level; and strengthening capacity of both staff and IDPs communities to respond to/cope with new emergencies (NCA EPRU annual reports). To attain these strategic lines of commitment, NCA has developed a stronger partnership with NGOs than it has with government in terms of distribution of NFIs as emergency responses. However, the relation with HAC is only procedural but remains essential for exchange of information and other security concerns. Worth to note is that the strategies of most national and local NGOs fall between these two paradigms and mostly depend on their agreement or disagreement to each paradigm and also on their capacity to perform declared objectives in accordance to donor's and/or government support exclusively.

¹² For more information on these indicators see Emergency Preparedness & Response Handbook (CRS, 2002)

¹³ These strategic visions do not vary much from NCA strategies except in priority setting, advocacy and timeliness of targets. The only difference between the two strategies rely on the fact that NCA realizes and understands IDPs worries that return to former villages is unlikely possible under the existing risks/threats of violence/attacks.

¹⁴ The question of ownership and linkages is essential for the NCA strategy in general and EPRU in particular: whether all NCA sectors/staff are to engage in the process (field-based, national, emergency, operational officers and technical staff); whether established NCA stakeholders engage in the process (communities, national and international NGOs, governments, technical institutions, other UN agencies and donors); or whether all NFIs actors in the two states of Darfur engage in the process.

The linkages: as what will be the relationship to other sectoral strategies, where they exist (such as the Consolidated Work Plan in Sudan); how will it complement or contribute to NCA's Medium Term Priority Framework (MTPF) together with other UN planning processes.

Conclusion on how program match with national plans

There is a clear difference between NCA EPRU plans/strategies which focus on IDPs and improving preparedness and coordination; mitigating disaster impact at the household level; and the government (HAC) plans/strategies that focus on supporting the returnees with productive assets and availing basic services and main basic infrastructures for the people to resume their normal life and pursue sustainable livelihoods activities at homes.

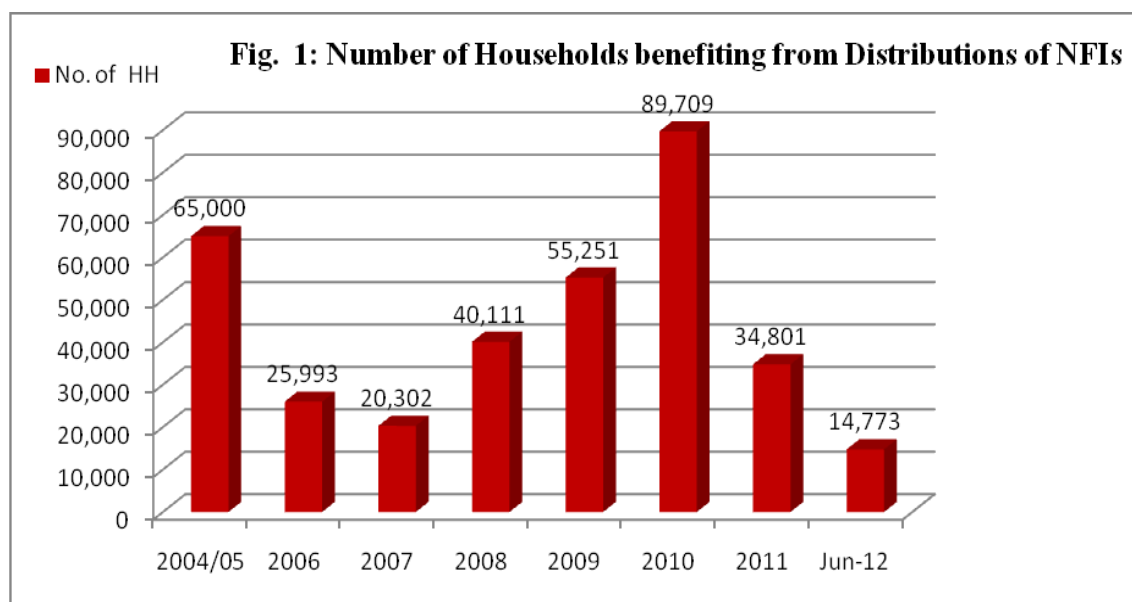
3.3 EPRU Beneficiaries, Stakeholder Analysis and Discussion of Results

Fig.1 in the next page gives an overview of the number of households/beneficiaries that benefited from distributions of NFIs in south and west/central Darfur over the period (2004-2012). The peak was shown in 2010 where total number of displaced covered by NCA EPRU in both south and central Darfur amounted to 130,364. However, only a portion of this figure is covered by replenishments according to NCA policy. Details on items distributed for south Darfur, Garsilla and Zalingie of central Darfur are given as an annex (Annex G-1 to G-3) respectively.

In all camps, NCA distributed NFIs during the rainy season which was mainly plastic sheets, Jerry cans and soap while blankets and plastic mats were distributed during winterization. NCA EPRU used to conduct assessment first and then verifies information by its staff and a carbon copy of final number of beneficiaries is given to NCA with a carbon copy to sheikhs. Every sheikh receives his allotted quantity and distributes it under supervision of NCA stamped and or signed (Annex I).

3.4 IDP Beneficiaries in South/Central Darfur

For an effective evaluation, the team decided to visit four camps in south Darfur where NCA EPRU focus its NFIs distributions; namely Bielel, Mershing, Manawashi and Dumma IDPs camps. All these camps are within south Darfur state and spread in two localities, Bielel and Mershing locality. In Garsilla of central Darfur, beneficiaries in three camps were interviewed through FGDs while FGDs were made for IDPs El Salam, El Hemedia, and El Hesaheisa in Zalingie (Table 2).



Source: information of 2004-2007 taken from NCA (NCA 2011a) and of (2008-2012) from EPRU annual reports

The information obtained from beneficiaries was analyzed and categorized to reflect the EPRU relevance, impact, effectiveness, efficiency, and sustainability (Table 3). Surprisingly, respondents showed same score for all DAC criteria indicators, 90% for program relevancy, efficiency, effectiveness, impact and coverage. Worth to note is that, information collection and analysis has been transparent and actual for participants in the FGDs. Participants in Table 2 -and in all camps of IDPs- gave NCA EPRU excellent to full grade for all DAC criteria. In this connection, the reader will also find an analysis of EPRU support services when come to system's evaluation in next sections.

Other information which helps understanding the context of IDPs camps was also illustrated. For instance, an overview on the population, camp administrative structure there in and concerns in relation to EPRU activities while details on evaluation and opinions of beneficiaries on NCA EPRU are shown in text where appropriate. Since score(s) given by IDPs revolve around same one figure (90%), we shall focus on highlighting the peculiarities and justifications in addition to recommendations by corresponding camp where appropriate. The reader will find particular recommendations following each DAC criteria.

Table 3: How beneficiaries look at NCA EPRU using DAC Criteria

IDPs camps	Relevancy	efficiency	Effectiveness	Coverage	Impact
Bielel	90%	90%	90%	90%	90%
Mershing	90%	90%	90%	90%	90%
Manawashi	90%	90%	90%	90%	90%
Dumma	90%	90%	90%	90%	90%
Performance South Darfur	90%	90%	90%	90%	90%
El Hemedial	90%	90%	90%	90%	90%
El Hesaheisa	90%	90%	90%	90%	90%
El Salaam	90%	90%	90%	90%	90%
Garsilla three camps	90%	90%	90%	90%	90%
Performance Central Darfur	90%	90%	90%	90%	90%
Overall performance*	90%	90%	90%	90%	90%

3.5 Relevance and appropriateness

Relevance is concerned with assessing whether the program/project is in line with local needs and priorities of IDPs as well as donor policy (Prolog Consult 2007). At the beginning of the crisis in 2003 till 2007, NFIs distributions were found extremely relevant where every household received a set of utensils/kits (cooking sets as bowls/ plates, cups, spoons, etc.), mosquito nets, plastic sheeting, plastic mats, washing soap, sleeping mats, jerry cans at the prescribed amount determined by the assessment surveys and verifications. Overtime, the relevancy began to decrease as new needs aroused, still NFIs are 90% relevant. However, new arrivals usually get full set of cooking sets, plastic sheets, plastic mats, blankets, soap, mosquito nets, and medical cotton for women and bumpers for kids.

Typical NFIs which are not distributed to IDPs in all surveyed camps include spades and blades (shovels known as *ezmeel* double-head), empty jute or plastic sacks to be used in flood control and in graves making are also few items. Besides the usual NFIs, the sheikhs and members of DRRC in all camps in south and central Darfur (Bielel, Manawashi, Dumma, El Hemedi, El Hesaheisa and El Salam as well as the three camps in Garsilla) admitted relevancy of NFIs but claim insufficiency of quantities distributed.

Most of the sheikhs/community leaders in DRRC made their priority preference need as plastic sheets, then blankets, jerry cans and mosquito nets. Voices shouted with thanks to NCA for NFIs but they need more to cover all needy people. DRRC reported diseases such as diarrhea due to lack of soap, in addition to spread of child cough and malaria, etc. Additionally, quantities of NFIs distributed in recent years reduced and dropped to about 5% only in 2012. Despite these shortcomings, respondents agreed on a significant change in the livelihoods of IDPs as a result of NCA EPRU interventions after program started.

Investigations by evaluation team showed that, in few cases, the sheiks sometimes sell the plastic sheets when they are not enough and purchase soap and distribute it to the needy IDPs. For instance, Sheikhs in Bielel IDPs Camp agreed on that, when NFI like plastic sheets and some kit items are meager and do not match with beneficiaries priorities, they were usually sold in order to meet other needs as school fees and medical drugs.

Apart from above, education and schooling is considered a boring headache to IDPs. For instance, there is only one school in Bielel camp in which 2100 pupils gather. Classes are crowded where about 120 pupils (on average) are squeezed in one class sitting on mats with almost no stools to sit on. The situation is as sad as IDPs say stop this meager NFIs and build schools for our children. The same claims were repeated by other camps to give education and health more attention by NCA. Although the mandate of evaluation mission focused mainly on EPRU Non-food items, nevertheless respondents in camps burst into recommendations (shopping list) that touch their real needs and some may be a concern of other sectors in NCA DP program.

Worth mentioning is that, in all FGDs all participants agreed on the vital role NCA is/was playing in and withdrawal from services provision will be ruing to IDPs. When thoroughly analyzing the recommendation by IDPs, we observed a shift in demand to early recovery and development needs, particularly education and health services. This could be used as an indication of irrelevancy of given services compared to needs.

Most of respondents in this IDPs camp call for health programs and more attention to child nutrition programs as well as improvement of water supply through maintenance of damaged handy water pumps. Sheikhs requested provision of special mats to mosques in the camp. On

side of education and schools, official authorities refused to build permanent schools for IDPs and the available ones are of local materials that require annual maintenance and plastic sheets. The camp leaders showed a need to train women on handicraft and upgrade of current skills. This type of assistance used to be made by Mercy Corps before expulsion in 2009.

On the health sector much has to be done in most camps particularly Garsilla camps. For example, government campaigns for inoculation against childhood diseases have stopped long time ago. NCA was operating small clinic and has handed it over to local authorities. Priority needs look as follows: plastic sheets, mosquito nets and then jerry cans. Mosquitoes spread violently and no combat campaigns. To make sanitary measures more effective, spades, *dardaga*, *ezmeels*¹⁵, need to be provided by EPRU for every camp in collaboration with WASH sector.

The joint DRRCs demand preschools in camps as currently there is no preschool learning for children in most camps and they need it to a great extent. Along same line of education needs, help is to be given to poor and orphans who cannot pay school fees (45 SDG) and therefore some of them left school. DRRC also suggests change of schooling calendar time to be off during the rainy season for they cannot cross the *wadis* when floods occur.

Conclusions

- Current NFIs are highly relevant to IDPs needs since they target the most needy groups, fire and flood incidences
- Inclusion of NFIs as spades and blades (shovels known as *ezmeel* double-head), empty jute or plastic sacks to be used in flood control and in graves making.
- Additional things needed by IDPs in most camps included soap, cloths for all groups and mosquito nets for pregnant and lactating women.

Recommendations on relevant needs other than NFIs:

- Medicines and drugs for clinics and other hygiene substances.
- Schools and school fees for orphans and poor.
- Gas-ovens to replace fire-wood which is destructive to environment. Since wood is brought from far distances, women were/are usually subject to insults or harassment/abduction as well as children abuse.
- Distribution of small and medium income generating enterprises (SMEs) as sewing machine, macaroni machines, milling machines, and the like.

3.6 Efficiency

Efficiency measures the outputs – both qualitatively and quantitatively – achieved as a result of inputs (Ibid 2007), which generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used. Taking this simplest definition of efficiency, EPRU was seen as 90% efficiency in the eyes of most IDPs. However, other sectors can give a better view of the term efficiency when looked from financial perspective.

During the evaluation, the team found that NCA EPRU follows a standard procedure for distributing NFIs to IDPs in all camps covered by NCA in the two states of Darfur including Bielel IDPs camp. The distribution procedure can be summarized in simple words as follows *a)* do assessment, *b)* make verification through EPRU team and then *c)* distribute to beneficiaries in presence of sheikhs and other partners –when needed- with signature/ hand thumb stamp of any household/beneficiary on special card designed for that purpose (Annex I).

¹⁵ Blades or machete/knives shovels or spades,

Notwithstanding the high efficiency with which IDPs see EPRU activities, it worth to highlight on the quality of process of distribution in terms of procedures, verifications and distributions, this does not necessarily entail good quality of NFIs. Most of IDPs claim of low quality of plastic sheeting and mats. As a matter of fact, EPRU has a good quality of internal organization of an agency as well as a good capacity to deliver NFIs in time and place with few shortcomings in Zalingie and Garsilla where delays occurred.

3.7 Effectiveness

Effectiveness, on the other hand, measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs (Ibid 2007). Implicit within the criterion of effectiveness is timeliness. Most IDPs appreciates the quick response of NCA EPRU during floods and fire incidence. For instance, Sheikhs in El Salaam camp evaluated EPRU as 90% effective as DAC evaluation criteria (Table 3). One of the Sheikhs went further to say, *'the good in NCA is quick response in emergency of fire incidence and wind blow and the bad is few quantity of NFIs given and harsh verifications which do not consider the humanitarian needs'* (See Sphere principles).

However, new arrivals receive timely assistance based on assessment and verifications. For instance, 456 Households arrived in El Salaam camp in 2012 and have received full package of NFIs, while more are still coming to this camp due to conflict escalation at their villages

Conclusions

- EPRU is working efficiently and effectively (timely), and the frequent delays are either restrictions by authorities and/or security reasons.
- Rapid emergency response from NCA EPRU is reported by beneficiaries and distributions of NFIs focus only on fire incidences, floods and wind damages.

3.8 NFIs Distribution Coverage in Camps

At the beginning of the crisis (2003-2007) IDPs received complete sets from NCA, circa 100%. According to NCA policy, quantity reduced, to 50%, 25% to 5% over three successive years for most IDPs camps. Worthy to note is that, coverage indicates to those verified only. For this reasons, however, coverage may range between 5%-25% compared to total number of IDPs.

In 2012 the NFIs distributions in Dumma, Manawashi, and Mershing distributions were cut to only 25% of assessment's numbers where one plastic sheet can be shared by 4 household and usually they give it to one who in turn compensates the three for 25 SDG each. Despite the substantial number of IDPs in Zalingie and Garsilla camps, distributions of NFIs were cut to only 5% of IDPs and even this is targeting the poor of the poor, floods and fire incidences (Fig.2 and Fig. 3).

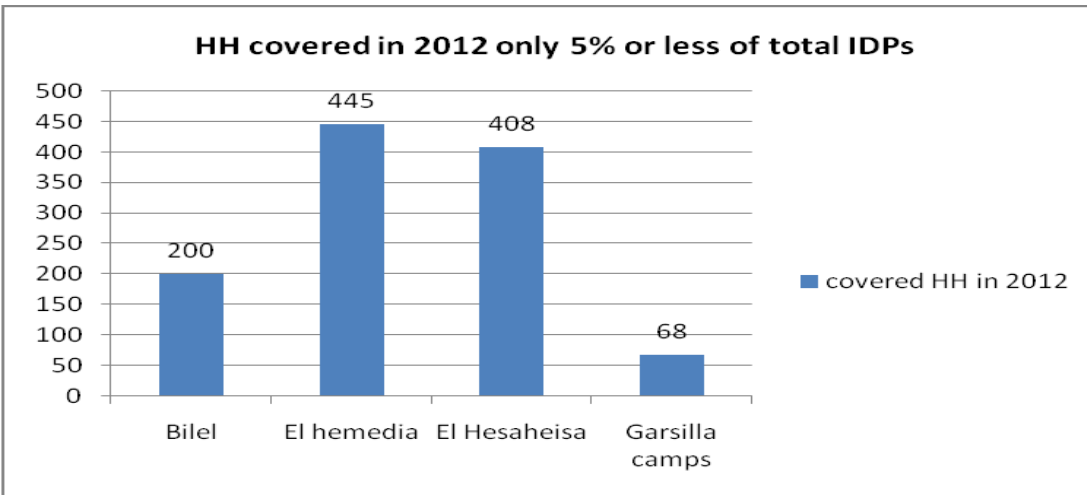


Fig 2: Number of Households covered by NFIs distributions till August 2012

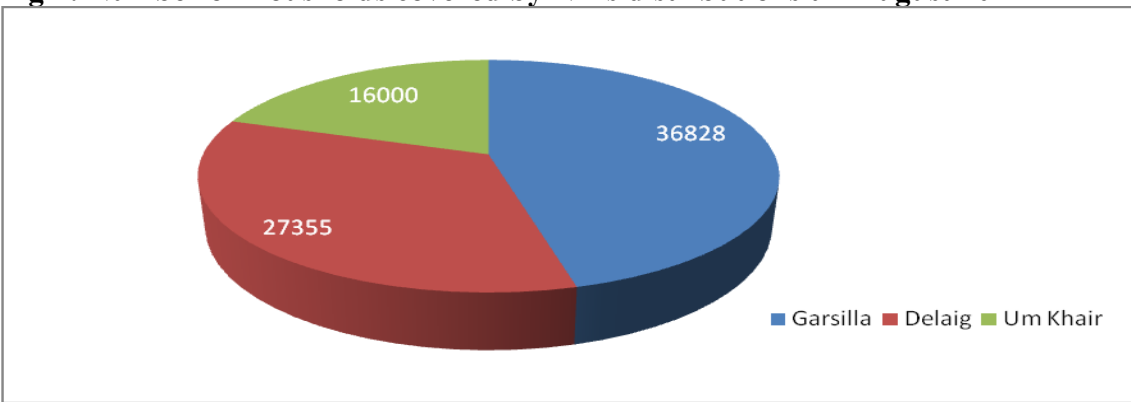


Fig. 3: Number of IDPs by Garsilla, Delaig and Um Khair administrative Units

No INGO, other than NCA, is currently working in NFIs distribution in these camps, and if the latter is expelled IDPs will be suffering a lot. In Dumma, most important NFIs are blankets and plastic mats in winter whereas mosquito nets and jerry cans are of respective importance during autumn. Noteworthy is the fact that, UNICEF stopped providing soap to IDPs since 2010 and only NCA is now on work and this is why NFIs distributed by NCA EPRU has good impact on IDPs. The IDPs urge NCA to strongly intervene and work in health sector by providing health extension services (extension woman/man), as well as sanitation and water supply.

However, geographical coverage of NCA EPRU is broad as mentioned elsewhere in this text, though some camps as Delaig and Um Khair in Garsilla area were not reached during the survey assessment. Regarding volume of distributions, it has been found that new arrivals usually receive a full set of NFIs and are usually distributed as per household depending on average size of 5-6 persons. In particular, each household gets a set of cooking sets, one plastic sheet, two plastic mats, 2 blankets, soaps, 2 mosquito nets, and medical cotton for women and bumpers for kids. For instance, full sets of NFIs were distributed to IDPs in El Salaam camp which was recently established in 2010 and included plastic sheets, plastic mats, blankets, cooking set mosquito nets soap and jerry cans with 100% coverage.

Currently, the NFIs distributions are not given for replenishments¹⁶ of all IDPs; rather focus on the most need groups, poor of the poor, floods and fire incidences. For instance, in 2012 the

¹⁶ NFIs are usually meager and fall beyond demand. In this case the Sheikhs submit their needs to EPRU and EPRU makes verifications and tell the sheikhs what it has in stock, negotiate with them about quantity when the sheikhs

quantity of plastic sheets distributed is meager (no NGOs other than NCA are in the field of NFIs distribution) and is sufficient for only 200 HH i.e. less than 5% of total households in Bielel camp. However, jerry cans distributed to HH in 2012 are enough for all 200 HH, while one mosquito net is given for targeted household which amount to 200 HH. Another example is given by Hesaheisa camp where the quantity of NFIs replenishments has been reduced drastically to cover only 5% of households.

Conclusions

- Coverage is influenced by limited funds and availability of NFIs,
- Other than the poor of the poor, most of the NFIs distributions focus on flood, fire incidences and wind damages.
- Of the main factors that affect wide coverage by NFIs distributions is security situation as well as restrictions by authorities (No-Go-Areas)
- DRRC recommends inclusion of special needy people as blinds, disabled, orphans and widows apart from their 5% quota.

3.9 Impact

Impact assessment usually looks at the wider effects of the program/project be it social, economic, technical, and environmental as well as on individuals, gender- and age-groups, communities and institutions. In this case no distinction is made between intended and unintended, positive and negative, macro (sector) and micro (household) levels since they in all affect the IDPs community.

The overall impact of NCA EPRU program was well acknowledged (90%) but still quantity of distributed NFIs is insufficient (Table 3). Beneficiaries in all surveyed camps think the EPR NFIs distributions is not only having potential impacts on their lives but their livelihoods would be endangered if NCA dropped out or expelled from humanitarian assistance, particularly NFIs. To improve impact on IDPs communities the question of quality of the NFIs is to be considered since recent plastic sheets, mats and other items is of low quality and can last for a short period of time usually less than 6 months only.

Conclusions

- The community leaders recommended an increase in quantity of NFIs and also be of good quality.
- To increase impact, all services other than NFIs as schools, health and water supply, need be integrated under one program
- Most of the impact on livelihoods can be attributed to NCA EPRU, however, EPRU sometimes avail funds to other NCA sectors as WASH and H& N to undertake some activities
- Expulsion of NCA from humanitarian assistance, particularly NFIs, would catastrophic to IDPs since NCA domain of work is potentially large.

3.10 Sustainability of program

The question of sustainability in case NFIs distributions, -as a possibility of continued long-term benefits- is not absolutely valid and some modifications to suit emergency situation need be made. This is because most NFIs are of short term nature and transition to early recovery or development is sooner or later vital. For this reason most of NFIs, other than cooking sets, are of

agree on it EPRU staff then bring it to the camp for distribution, otherwise not. In this way they avoid problems in camps

short term durability, particularly plastic sheets and plastic mats. Moreover, quality of plastic items is usually low and may not be cost effective at all when bought from local market.

Despite appreciation of IDPs to NCA EPRU for improvement in health and hygiene as a result of NFIs distributions, nevertheless, their quality should receive high consideration if they were to be sustainable. This is not only confined to NFIs but also to education and health establishments. For instance, SCC and SUDU made clinics and schools with non-durable local material that soon collapsed. Another example given by Manawashi IDPs who showed that schools were built of local material and they require plastic sheets in every rainy season as students sometimes go home for several days till classes get dry.

4 GAP ANALYSIS FINDINGS

4.1 Prioritization of IDP needs

4.1.1 Needs of IDPs by Camp and State

When asking IDPs about their priority needs, in terms of offers they get from international community and NGOs, the best answer we have got is from one of sheikhs who said “*we do not have alternatives, we have to accept what they give us and ask for more; beggars cannot be choosers*”.

However, most priority needs of IDPs focused on plastic sheets, jerry cans and mosquito nets respectively during the rainy season while plastic mats, blankets and soap for winterization (Table 4). IDPs demand good quality plastic sheets and plastic mats of larger sizes (1.5m*3m) rather than the current one of (1m*1.5m) size. Details on quantities distributed by item and area are left to annexes (Annex G-1, G-2 and G-3).

Table 4: Priority needs of IDPs by camp and state

State	Camp	First priority		Second priority		Third priority	
		Rainy season	winter	Rainy season	winter	Rainy season	winter
South Darfur	Bielel	Plastic sheet	blanket	Jerry cans	P. mats	Mosquito net	soap
	Mershing	Plastic sheet	P. mats	Mosquito nets	P. mats	Cooking sets	soap
	Manawashi	Plastic sheet	P. mats	Jerry cans	blanket	Mosquito nets	soap
	Dumma	Plastic sheet	blanket	Mosquito nets	P. mats	Jerry cans	soap
Central Darfur Zalingie	El Salaam	Plastic sheet	P. mats	Jerry cans	blanket	Mosquito nets	soap
	El Hemedi	Plastic sheet	blanket	Jerry cans	P. mats	Mosquito net	soap
	El Hesaheisa	Plastic sheet	blanket	Jerry cans	P. mats	Mosquito net	soap
Central Darfur Garsilla	Garsilla camps	Plastic sheet	blanket	Jerry cans	P. mats	Mosquito net	soap

As a matter of fact, the evaluation team has discovered that, priority needs in relation to NFIs is not only a function of *need* but also function of *price* of the distributed NFIs. For instance, the price of plastic sheet, jerry can and soap in 2012 is almost 110 SDG, 10 SDG, and one SDG respectively. For this reason, some beneficiaries tend to have the items of highest value. For example, some beneficiaries tend to sell a plastic sheet for 110 SDG and buy a low quality plastic sheet for 25 SDG and purchase with the remaining sum other needs.

When taking EPRU work in conjunction to other sectors, respondents made much emphasis on health and education in terms of their real priorities/needs, particularly preschool learning as it can be considered as the forgotten story in activities of NGOs including NCA. On the ground, evaluation team has also observed that, the links between the situation analysis made by EPRU and the response plan are, however, not clearly articulated; or fall beyond community expectations from the EPRU sector. This is because; it is only the NCA that is available at those IDPs camps to provide services in such emergency context and also due to the meager quantities distributed in relation to needs.

4.1.2 Program gaps and priority settings

The overall performance of NCA EPRU sector has revealed many gaps in NFIs distribution and has recommended some changes in priority settings for the majority of IDPs and consequently for NCA. Some of these gaps will be mentioned in this section where appropriate. This is

because NCA is the main player in NFIs covering south and central Darfur¹⁷. Moreover, NCA took exclusively the responsibility of distributing almost more than 50% of NFIs in Darfur. Almost all fire, flood incidences in south Darfur are covered by NCA. The following sections shall make a debriefing on the institutional capacity and resource mobilization in NCA and foresee how partnership with stakeholders and coordination mechanisms need be made to make the program successful.

4.2 Institutional capacity and resource mobilization

During the analysis, the evaluation team revealed that NCA EPRU has good institutional capacity in terms of staffing, local knowledge and experience in Darfur region to conduct relevant and appropriate responses. Moreover, there also exists an actual and potential need for upgrading the institutional capacity of national partners as SCC (but not local partners, as Fathia for Peace and Development, which need extra upgrading in terms of skills and financial capacity) to address both emergency and recovery/development issues in Darfur¹⁸. NCA EPRU and other NCA sectors have technical and operational capacity and expertise (WASH, H&N, Livelihoods and Capacity Building sections) which all function and support the role of EPRU.

External training of staff in branch offices in a planned, systematic way to develop their skills' base, particularly in emergency planning, monitoring and evaluation is essential. However, the current organizational structure and institutional frame of EPRU tends to centralize lines of command which does not adequately recognize the potential contribution of decentralized branch offices and staff and other sections of the organization resulting in non conducive horizontal and/or vertical linkages between sections and sectors at all levels thus undermines the organization's effectiveness and credibility with stakeholders and partners.

4.3 Partnerships and coordination mechanisms

NCA EPRU has to expand its network of partnerships, to include NGOs concerned with delivery of livelihoods assets like SMEs and other income generating activities by linking its emergency operations with other NGOs and government services through appropriate partnership agreements. As NCA is committed with UN and HAC in planning and coordinating emergency responses and mechanisms in Darfur region it can play a proactive role through EPRU in NFIs distributions as well as few livelihoods programs. Multi-agency forums that promote information sharing and develop partnerships among agencies concerned with humanitarian emergencies need be appreciated (for more information on UN agencies see annexes C, D, E, and F-b).

¹⁷ As mentioned earlier, NCA DP capacity to conduct NFIs distributions is potentially high where 65-80% of NFIs operations in central Darfur (Zalingie and Garsilla) are undertaken by NCA. Almost all beneficiaries who are main stakeholders in south Darfur (Bilel, Mershing, Manawashi and Dumma) and in Central Darfur as Zalingie (camps) and Garsilla (camps) highly appreciate the role and conduct of NCA which made life easier for them.

¹⁸ The approach of Solidarity Team for Emergency Partnership (STEP) can be revised to suit Darfur context (CRS 2002)

5. ANALYSIS OF NCA'S PREPAREDNESS FOR EMERGENCY RESPONSE

5.1 Policy and system efficiency in emergency response

NCA EPRU has qualified human resource in head quarter and branch offices, good logistics with storage facilities and warehouses for NFIs. The NCA system, of which EPRU is part and parcel, is fairly organized in management and good in coordination with UN and other agency sectors (See annexes F-a, H-1 and H-2). In addition, NCA planning process is regular and systematic and can be judged as relatively good¹⁹ since plans and priorities are fixed. Communication process is very good, as NCA has satellite phones, mobile HF/VHF but weakness at branch offices been frequently observed. The agency follows standards in job descriptions, appropriate staff and have strong security follow-up with weekly security news letter.

Time is an important element in systems analysis for it indicates effectiveness of execution and desired impact. In Darfur context, timeliness of the EPRU response to each area of operation/activity depends on a number of factors of which security situation, security restrictions, and natural hazards -as environmental conditions- are only some.

Despite the oversight associated with every beginning, as lack of documentation and proper assessment procedures and verifications due to pressing conditions, the evaluation mission has also arrived at the following conclusions on technical responses of EPRU in terms of match with Sphere and other humanitarian principles:

Technical response of EPRU in terms of assessment, verification and distribution of NFIs in relation to the needs are appropriate to a larger extent (90 percent). This includes:

Appropriateness of needs assessment methodology, verifications and distributions in all NCA camps in the three sectors of south Darfur, Zalingie and Garsilla of central Darfur with a total grade of 90 percent.

Full involvement of beneficiary communities (Sheikhs and/or DRRCs) in need and to some extent in verification (80-100%) assessments. Such involvements were found useful and have avoided problems of insufficient quantities of NFIs and also build confidence through being transparent with DRRC committees and IDPs' communities.

Of the main drawbacks of EPRU/NCA is the poor documentation and information management system at the start of the project. However, the current information system in NCA also requires some improvements to allow easy access and easy retrieve of information and data for each sector and across other sectors. The Development of appropriate monitoring tools as those of UN agencies is vital for EPRU for it strengthen partnership with UN agencies as OCHA/UNHCR/UNGLC. Improvement should include software(s) that allow sharing of relevant data and information as well as feedback loops:

- Between NCA Headquarters in Oslo and Khartoum office (HQ-HQ)

¹⁹ There are appropriate monitoring tools, have motorcycles, handy radios and good communication system between NCA head quarter in Oslo and Khartoum, Khartoum and HQ in Nyala, Nyala and field operations and also field to field level. Of course some leakages exist in the system but remain manageable.

- Between NCA Nyala and Field Offices in Garsilla and Zalingie (HQ-Field) through biweekly meetings. However, a score of 85 percent was reported, due either to absence of filed visits as also due to fight incidences, restrictions by authorities, or cancelation of UN flights.
- Between programs and bases in the field (Field-Field). This has got a score of 85 percent. In turn, field officers also face same constraints e.g., government cannot allow movement for weeks without giving an explanation.

5.2 Procedures used in distribution and delivery approach

The general procedure used in distribution of NFIs and the delivery approach is in conformity to standards, with few violations but remain minor (Annex I). The procedure can be summarized as follows:

Primary assessment survey, verification process, quantifying the NFIs to be released to households followed by determination of a secured place to be used as distribution centre. Community Sheikhs are involved in assessment and staff makes the verification for names and residence before bringing the NFIs.

Distribution is usually made by NCA staff in presence of informants (to check and identify people's identity) and NFIs receiver usually signs or stamps on receipt of agreed upon NFIs in a structured format (Annex I). Observations showed that women are close to tell the truth than men who might have other hidden agenda.

In every camp there are Disaster Reduction Committee (DRC²⁰) formed from sheikhs and/or youth/women and some community leaders/elites. Most of them seem are of variable efficiency and require additional training in DRRC work. An efficient DRRC usually organizes and distributes the NFIs in the presence of EPRU staff after being issued by HAC. In case UN agencies are donators they are sometimes present at assessment/verification and even distribution. The transparent process of distribution ensures lives of staff as deadly accidents for EPRU staff were reported in Zalingie sometimes ago.

In few cases, EPRU NCA coordinates with other sectors of NCA (as WASH sector) to solve problems of negatively affected stakeholders. For instance, EPRU tend to establish hand water pumps for non-displaced communities by the neighborhood villages so they allow safe pass of water tanks to the IDP camps. This was found useful to have smooth delivery of NFIs to IDPs camps. Again, arrangement made by EPRU in collaboration with NCA education sector to establish permanent school in particular places, was another example, although EPRU regulations do not permit establishment of permanent schools.

Sometimes, EPRU receives requests from HAC and LCU in addition to partners (as SCC and SudanAid) to perform some assessment on their behalf. For instance, response to requests for assistance (NFIs) from HAC and some local NGOs as Nor El Salaam, El Husna EIKheiria, and Fathia for Peace and Development was found helpful in smoothing the relationship with HAC and contributed much in facilitating procedures of HAC for many NCA activities.

5.3 Appropriateness and Relevance of Program

At the start of emergency response program, proper needs assessment was made by Oslo HQ and results showed that NFIs were 90 % relevant to the needs of IDPs. To examine program

²⁰ Composition of the DRRC usually varies across camps and camp tribal composition. The DRRC is usually composed of 15 Sheikh and community leaders including women and youth groups of each sector in the camp (8 men and 7 women). The survey showed that the sheikhs are themselves the DRC members.

relevancy over period 2008-2012, the evaluation team decided to make an initial rapid assessment on the overall performance of the EPR Unit at Nyala taking only two parameters, namely relevancy and timeliness of response to NFIs needs over the period 2008-2012 (Table 6). This was made through an oral investigation with the EPRU staff prior to commencement of the secondary data on reports. This was also thought to allow comparison of information while conducting the field survey assessment in camps at different localities. The results of the pre assessment shown in Table 6 demonstrate a decline relevancy of NFIs overtime from 2008 to June 2012.

Table 5: EPRU Staff opinion on NFIs relevancy and timeliness over the period 2008 -2012

Parameter	Years and relative %				
	2008	2009	2010	2011	2012 (till June)
Relevancy	90%	90%	80%	60%	70%
Timeliness	90%	90%	80%	60%	70%

Source: EPRU NCA, Nyala HQ

However, evidence of change in beneficiary needs overtime poses the question of relevancy consequently. The decrease in relevancy of NFIs overtime is attributable to change in needs of IDPs towards recovery and development items as electricity, mud-brick houses, schools, agricultural tools for cultivation in the neighborhood, etc. Second reason is that LCU made an assessment following which NFIs distribution dropped to 25% of previous distributions, particularly the camps in rural areas whereas town camps are left with only 5% of previous distributions. These findings have been further verified by the study analysis where appropriate. EPRU believes that distribution of NFIs is still relevant in Darfur context (2012) because the situation in Darfur is still unpredictable.

Although there are variations in availability, effectiveness and timely use of emergency stocks across Nyala, Zalingie and Garsilla warehousing, nevertheless a range of 70-90% is given across the three evaluation parameters, which was quite good. However, appropriateness of logistical support provided takes 90 percent per program area and similarly (90%) per coordination level. The evaluation team concluded 70-85 percent appropriateness to be in compliance with logistical procedures for procurements (for some delays in Zalingie office) and 90 percent stock use, supervision and management. Worth to note is that, the quantities of NFIs dispersed is usually not that much and can be easily managed.

Boarders of south Darfur with Republic of South Sudan -where many rebel movements are hosted- are unstable, particularly after Higlieg dispute and claims are still challenging. Important is that, some IDPs cannot return back to their homes as non natives have settled on land and can by no means live peacefully together unless the whole issue of peace is settled down. In brief, the EPRU thinks emergency is still there and they are planning for it as long as there is conflict between rebels and government. The evaluation team is of the opinion that, long term planning for recovery and development could be started but keeping an eye on emergency.

On the other hand, there are many cross cutting issues across NCA sectors and with other INGOs and focus will be on those related to the evaluation objectives such as gender, environment and HIV/AIDS, human rights, Gender-Based Violence (GBV) and protection.

For NCA to mainstream gender in reducing the risk to disasters steps are to be taken by integrating the concerns of women and men in policies and programs to prevent and mitigate disasters. This aspect was seen weak in most DRRCs which are mostly gender biased. However,

NCA can penetrate the norms and traditions by focusing on empowering women groups through SMEs and other income generating activities.

The environmental issues are also weak in NCA EPRU program, as most focus is on distribution of NFIs. Distribution of gas ovens can lever burden on forests and restore the vegetation cover. Despite their prioritization within overall NCA policies, cross-cutting issues as gender and environment²¹ are not effectively managed through the EPRU program response as there was little or no evidence of nominated staff being trained and supported to act as focal points in addressing these particular issues.

5.4 Coverage of the program

Despite the tremendous efforts NCA EPRU made over the past five years, coverage of the program in terms of quantities distributed, geographical areas, and number of HHs reached etc., has been declining over time. Replenishments cover no more than 5% and 25% of HHs in camps nearby towns and villages camps respectively even if assessments and verifications recommended 20-35% of IDPs coverage²². This is mainly due to shortage in budgets and donors shift towards other national and international concerns. However, there is significant impact of security concerns and restrictions on travel which have made access to some geographical areas difficult.

5.5 Timeliness and Effectiveness of the Program

Effectiveness of program considers whether the EPRU within the NCA DP achieved its objectives or not. Most of the NCA EPRU sector interventions as drawn and presented in the ex-post Logical Framework were largely achieved and subsequently surpassed result of the NFIs inputs funded by its donors, the activities carried out and outputs produced through NCA DP EPRU's interventions. Starting from a condition of relative un-preparedness in 2004, the EPRU staff rallied from moderate to good responder within few years time. Within the last five years (2007-2012) the EPRU is delivering effectively NFIs program outcomes to a substantial number of beneficiaries at various IDPs camps, and other villages despite danger and difficulties of access. The EPRU has not only settled down its own NFIs distribution programs in a timely manner but also enabled other partner NGOs, including HAC, international NGOs to do so.

Timeliness and appropriateness of communication platforms in NCA is generally good with some variation and bottlenecks at periphery stations as Zalingie and Garsilla. For instance, while internet facility is very good in Garsilla and Zalingie, slow speed in downloads from web sites is apparent in Nyala. This is attributable to the recent policy cuts in internet budget which has slowed down internet communication both internally and externally resulting in an overall slowdown of administrative efficiency. Other communication means as HF (handy for short distances)/VHF and telephone/Satellite telephone, got a score of 60-85% percent, depending on location. In general low figures relate to periphery stations. Although staff claims integration of lessons learned from previous emergency responses (e.g. Chad famine, Haiti earthquake,

²¹ Khojali and Hansen (2010) cited that “the use of wood and kerosene for lighting causes serious health, environmental and income problems for poor communities. Solar Aid, a new and fast-growing non-profit organization, estimates that there are 200 million kerosene lamps in Africa, with each one generating approximately a tone of CO2 over 10 years. It wants to replace all of them with solar lamps by 2020, either through its own operations or in partnership with others”.

²² The percentages indicating coverage (DAC criteria) reflects actual coverage by NCA EPRU with respect to assessment and verifications.

Pakistan floods at a good level, but this figure is only subjective and can be very relative to situations and contexts.

5.6 Efficiency of the program

Given the considerable constraints under which EPRU is/was working, and there is sufficient evidence to make positive judgments on the overall efficiency of EPRU's response emergency situations. A number of points/remarks are of importance when handling efficiency criteria of the NFIs in EPRU programs. The *first* point is NCA EPRU used a participatory approach where a DRRCs and/or Sheikh's Committee categorize beneficiaries as 'poor', 'very poor' or 'poorest of the poor' and the latter category is usually targeted by the assistance according to need. Moreover, NCA was able to raise funds and make quick intervention in areas of NCA EPRU, presumably as a result of its good history and track record with major donors and staff's long experience in NFIs distribution. This ensured that the disciplines and sectors were/are efficiently well managed. This does not deny the fact that, there are incidences of inefficiency in the acceptance, tracking and eventually distribution of some NFIs, notably by Zalingie office where NFIs were handed over weeks after rainfalls whereas it may have been under greater demand at the beginning of autumn. Reasons are obvious and relate to security situation and restrictions. Currently, there a fair logistics and an efficient management of NFIs are reported.

5.7 Connectedness and Coherence of the Program

The term connectedness²³ is widely used in emergency literature and refers to sustainability, coherence and coordination of programs and projects (Care 2005). In this concern, the EPRU has good links with HAC and successful efforts to collaborate with and support national NGOs (SCC and SudanAid), UN agencies as OCHA, UNHCR, UNGLC and some other local government partners. Despite the strong presence of NCA over three states of Darfur, more efforts will be needed to link coherently with local government institutions of similar interest in emergency responses. EPRU made significant efforts to both consult with them and support their representatives in planning and executing the emergency response. NCA has good existing relationships with government bodies/representatives from HAC that described their partnerships with NCA very positively.

Coordination on the other hand is the systematic use of policy instruments to deliver humanitarian assistance in a cohesive and effective manner (ODI 2006). However, pursuit of connectedness is difficult given low government presence, systems and structures, and capacity.

5.8 Impact of the Program

The report looked at the impact of EPRU programs with their wider effects on IDPs as individuals, by gender- and age-groups, communities and institutions in terms of social, economic, technical, and environmental effects. In this evolving context all kinds of impacts whether intended or unintended, positive and negative, macro (sector) and micro (IDP household) were analyzed and summarized below. More difficult is to determine whether changes that have taken place are the result of the intervention or of some other factor or forces.

The overall impact of NFIs was highly found to be significant for new arrivals and relatively good to IDPs and replenishments cover very narrow strata of IDPs, namely fire cases, groups

²³ Connectedness has been adapted from the concept of sustainability –the idea that interventions should support longer-term goals, and eventually be managed without donor input (ODI 2006)

affected by floods and poorest of the poor. Although out of scope of this evaluation, there is remarked change in the attitude of IDPs and livelihoods. This was evident by an increased number of women's participation in camps activities and management and also increased education level in camps and increased awareness with health and hygiene. Though subjective, almost 50% of the observed change in camps can be attributed to NCA interventions. However, the EPRU contributed by 25% to such changes whereas other NCA sectors shared the 25%. Other partners (like other International NGOs, community leaders, government bodies, CBOs and youth and women groups) share the 50% change in livelihoods of IDPs. Worth to note is that, many factors affecting EPRU NCA's performance were not under its own control

Understanding the fact that, donors since 2008 are no longer interested in emergency and they request for recovery and development plans, NCA began to focus accordingly on some activities in schools, water supply by establishing hand water pumps, water tanks and digging wells as was the case with nomads in need of water, particularly in '*Damra*' areas . A further step is also made to make some capacity building and training programs for IDPs to increase awareness in general health, HIV/AIDS, and hygiene matters by releasing sanitary pads, soap, bags jerry cans, etc. results on impact cannot be strictly specified due to data lack. However, focus group discussions arrived at a relatively high impact ranging between 70-90% score points.

Interesting to uncover is that, the EPRU approach changed to include nomads and non-targeted groups in its plans for one reason or the other. From 2011 onwards this close win-win strategy with HAC and Nomads changed their passive views towards NCA and became closely collaborative and friendly.

6 ANNOTATIONS OF EMERGENCY RESPONSE SUPPORT SYSTEMS

6.6 *Human resources*

The EPR Program Staff are concerned with NFIs service delivery and the sum in number is six skilled persons only. And usually tend to hire casual labor to perform activities. NCA has recently recognized proactively the significant potential in national staff of both genders and the EPRU staff has been *sudanized* from few expatriates²⁴ in 2007 to fully national staff in 2009²⁵.

When examining EPRU's human resources capacity to undertake the timely response, it is important to keep in mind that the right skilled staff with adequate conflict/emergency programming background is few in terms of number. Beginning of 2004 till 2007, the high turnover of expatriate staff working in NCA as well as nationals transferred the generation of knowledge to new comers. Though there are only six including the coordinators but are of good experience and familiarity with Disaster and Risk Reduction management, however, other team members require additional skills in report writing and assessment to undertake emergency response programs. There were some gaps in skills and experience if mitigated would have made the process smoother and potentially more effective.

6.7 *Logistics, procurement and distribution systems*

A significant development over the past five years has been made in EPRU-logistics presence in the camps through the mobilization of the available resources for emergency assistance. The Logistics Section by NCA keeps adequate track records of items distributed, so determining a precise breakdown of total costs and expenditures is possible but information need to be computerized to facilitate data retrievals, aggregation and analysis.

Needs assessments -whether inter-agency or location specific- is usually followed by proper logistical arrangements (including tendering, ordering, purchasing and transport) but few drawbacks can be overcome and mostly out of NCA control. As was already mentioned, coordinating the delivery of NFIs from warehouses, storage of items to managing the on-site distributions require close monitoring both during and post-distribution including the use and quality of donated NFIs. However, the type of shelter items often include plastic sheeting or tarpaulins which wear out within same year and this makes replenishments quite frequent. However, not all NFIs needed by IDPs are distributed to them -either lacking or not being assessed-, this include hammers, shovels, spades, axes, nails and ropes. No school kits were distributed (viz. notebooks, rulers, pencils, pencil sharpeners, pens back-packs/bags to carry books, etc.). More important is that personal hygiene is low for not receiving sufficient soap quantities²⁶.

²⁴ Inclusion of key/experienced national staff in emergency response systems & structures is vital. For instance, till 2009/2010 tendency was to have expatriates but now most staff become national, for instance at the beginning about 36 expatriate now 9 only.

²⁵ The entire NCA Support Staff is huge (e.g. Logistics=90, Administration=65, HR=60, and usually they refer to NCA policy and/or Sudan Labor Law, IT Communication Focal Person= 70, Security Focal Person=80) and others who are helpful in implementation, procurements, tendering, etc.

²⁶ For personal hygiene international standards talk about: Each person ideally receives once a month: 250g of bathing soap, 200g of laundry soap. Sanitary materials for menstruation for women and girls. 12 washable nappies/diapers (where they are commonly used) for infants and children up to the age of two (for more information see Camp management toolkit). Source: Finance, NCA

6.8 Coordination within NCA DP sectors and partners

Coordination of NCA DP Nyala HQ with branch offices in Zalingie and Garsilla and also with partners and stakeholders is good but need improvement, particularly branch offices. For instance, there is good coordination and communication with field officers e.g. communications with copy carbons to head quarter and sometimes briefing with Skype. Weaknesses on the other hand, appear in constraints with HAC (travel permits, security clearance, and restrictions/intervention. Delay of work for lack of banks at branch office areas cause delays in releasing funds for contractors. There is only one bank in Zalingie in which transactions are time consuming and cause frequent delays in work.

Despite the good coordination mode of EPRU with other NCA sectors, still there is little coordination guidelines to guide collaboration between all branches, this open windows of like and dislike to pursue work. On the other hand, participation of EPRU staff in key UN cluster groups and other inter-agency coordination initiatives/meetings is acknowledged by UN partners and considered satisfactory. For instance, EPRU is highly involved in interagency meeting of OCHA whether weekly and/or biweekly meeting lead by LCU/ ES/NFIs. Also EPRU is involved in UNHCR bi/weekly meetings as well as security briefing from UNAMID for its importance in EPRU staff movement.

6.9 Public relations and information dissemination

Despite the good achievements NCA EPRU has made (and is still making); most activities are not known to public. Public relations to market these achievements to others are important, particularly newsletters, pamphlets and leaflets as well as integration of new social media outlets as CBOs, youth groups, women organizations (Fathia PDO and Nour El Salaam Organizations are few examples, etc.) need to be explored. Though, some of them work efficiently, yet have been politicized as government fronts/umbrella from national congress and they compete with other civil societies in donations.

6.10 Administration and finance

The evaluation mission was not in a direct position to provide a comprehensive audit analysis for the activities of the EPRU sector to provide reliable feedback on financial performance. However, the available information in this regard can permit for some few recommendations to NCA DP management, particularly with respect to the effective management of the EPRU and the economic use of resources (cost effectiveness); the soundness, adequacy and application of the financial and operational systems, procedures and internal controls, with regard to EPRU and related sectors are to standards. Worth to note is that, the achievement in first quarter of 2011 is very low because of delay in budget approval which was made in late February. Delay of fund also affects the program activities (For more reasons see EPRU Reports). Interesting to come across, is that EPRU constitute between 9% and 11% of total NCA budget.

Table 6: EPRU Financial Budget Composition compared to other sectors

	2008	2009	2010	2011	2012
EPRU Funds USD	1,032,532	691,614	1,042,303	1,544,547	1,292,848
% to total NCA budget	9.08	6.24	10.29	13.16	11.10

7 PROGRAM SWOT AND PEST ANALYSIS

The table below summarizes the strengths, weakness, opportunities, risks and threats (Table 7) which are self explanatory and indicative to real strengths, weakness and draws attention to risks and threats before the EPRU program activities.

Table 7: Strengths, weaknesses, opportunities and threats in relation to NCA EPRU work

<p><u>Strengths</u></p> <ul style="list-style-type: none"> ▪ Vision/ commitment of NCA ▪ Strength of organization and staff who are knowledgeable about the context of Darfur ▪ Good relationship with authorities ▪ Pre-planning and pre-positioning ▪ NCA has also gained credibility through its coordination with HAC and other national, international NGOs as well as UN emergency bodies in Darfur to function as a neutral player this is why many NGOs (local and international) are interested to strengthen practical partnerships with NCA on the basis of common interests in the areas of emergency response. ▪ Good presence/history (not expelled) ▪ Confidence national/international stakeholders ▪ Credibility beneficiaries/communities ▪ Holistic/Integrated approach ▪ National partners/ownership/sustainability 	<p><u>Opportunities</u></p> <ul style="list-style-type: none"> ▪ NCA has developed a very competent and committed local staff with good quality and capacity ▪ Some Arab countries may act as donors to NCA program particularly those following Doha Peace Agreement. Their donations might serve livelihoods of IDPs ▪ Government through ministry of agriculture undertaking programs in support of food security (linking Food Security & Humanitarian Integrated Phase Classification (IPC) to offer huge potential and technical developments as well as generating appropriate technical and financial resources. ▪ There is a good community based knowledge ▪ Liaise with LCU of WFP and UNHCR in providing NFIs ▪ Joint assessment and distribution
<p><u>Weaknesses</u></p> <ul style="list-style-type: none"> ▪ Limited coverage in geographical location and access ▪ NCA work can be affected by authorities by restricting movements ▪ 	<p><u>Threats and risks</u></p> <ul style="list-style-type: none"> ▪ Security and disorders ▪ Restrictions by authorities ▪ EPRU work is classic and traditional , in tribal areas where should be no discrimination ▪ The risk is stolen stocks and sell off some NFIs ▪ Insecurity/restrictions access ▪ Strategic analysis/coordinated response limited ▪ Humanitarian ‘Roadmap’/leadership missing ▪ Government. controls humanitarian agenda ▪ Human Rights/Protection/GBV
<p><i>Information obtained from different sources</i></p>	

8 SUMMARY OF THE LESSONS LEARNED

The lessons learnt in the EPRU case and the recommendations made have to be regarded as a blue-print for planning of EPRU's mitigation against preparedness for future responses to disasters.

Perhaps the most significant lesson learnt from the evaluation is whether the current structure of NCA/EPRU would achieve declared objectives. While the current emergency response structure may have been necessary at the time for NFIs distributions, widening of concept to embrace other NCA sectors it appears to have better output and even impact than the current one. Recommendations associated with the lessons learned are left to next section. Worth to note is that, the lessons showed below are not exhaustive and may not be chronologically of same importance.

Continuous spoon feeding creates dependency and the potentiality in local community in terms of contribution/share in emergency responses. This lesson draws attention to early planning for a clear exit strategy, as signs of transition to early recovery are still not clear in the complex context of Darfur.

Preplanning for procurement planning one or two months ahead save time and efforts

Voluntary work by DRRCs leads to discourage them after a while if not accompanied by incentives (in kind or cash). For instance, the DRRCs which were used to be very efficient during the period 2008-2010 have now been dismantled or weakened and reason is lack of incentives.

Blankets are not soft and wool made which does not match with environment, we require the soft ones as winter is not that much. IDPs learned that the quality of NFIs is of importance since they are durable and cost effective. For instance, plastic sheets of 2004 are still good and durable till now whereas the current ones last for less than six months.

IDPs are not much concerned with workshops or training but concerned with distributions. If you want to make a successful meeting make it just before NFIs distribution where people gather spontaneously. However, try to avoid making assessments or meetings during times of periodic market days of each village (periodic markets viz. Sunday, Monday, Saturday markets, etc.)

Proper organization of camp in terms of layout (road and pathways) is essential. Most camps were originally villages lacking proper lay outing and whoever new comers can stay wherever appropriate and start building with local material if any and some of plastic sheets given by NGOs.

Unlike in South Darfur there is a demarcation between the camps and hosting villages/courts in central Darfur. This made camps manageable and assessment and verifications more efficient.

The diversity of the EPRU unit from different parts of Darfur and Sudan adds flavor to the organization and enriches its performance. However, problem of having only local staff without expatriates reduced prompt feedbacks and follow ups, and so affect responses.

Of the lessons learned is that, the role of EPRU is beyond the scope of their current practice, and there should be a broader vision to emergency responses.

9 CONCLUSIONS, RECOMMENDATIONS AND WAYFORWARD

9.6 Summary Conclusions

The analysis revealed coherence and match of NCA EPRU Sector programs with regional and national emergency plans. Moreover, findings concluded relevance and appropriateness of the NCA EPRU strategy for the response according to the EPRU Log- Frame and found coherence of NCA EPRU with humanitarian interventions in terms of NFIs as well as coherence and relevance of the program to humanitarian needs at the start of interventions prior to the evaluation period (2004-2007).

The EPRU program has substantial impact on IDPs in all camps and improved their livelihoods by providing shelter, sanitary kits and plastic sheets and mats for schools. Distributions of NFIs were found to be timely according to EPRU periodical assessments and verification processes. EPRU staff is/was doing tremendous efforts effectively and efficiently under the given security situation and restrictions by authorities.

On the ground, NCA EPRU has been found to have positive quick response for ad hoc and urgent emergency messages within given resources. Results of DAC evaluation criteria showed high relevancy and appropriateness for NFIs in all camps. In terms of coverage, NCA EPRU has a wide coverage of IDPs and NFIs distributions are fairly conducted according to NCA policy. Quality of NFIs is, however, annoying and quantities distributed are insufficient and target only poor of the poor, special groups, fire and flood incidences and this accounted for no more than 5% in most replenishment to about 20% for few lucky camps nearby villages. Other than NFIs, analysis of beneficiary needs and priorities showed expanding and changing needs overtime to include requirements considered in early recovery and development phases rather than absolute emergency responses. Such needs include income generating activities, as well as education and health services.

The current information and documentation system in NCA EPRU requires substantial improvements to cope with current changes in Darfur context if new vision and mission are thought of.

Over the past years, NCA has represented itself as a key partner among other players in humanitarian works in Darfur and gained trust and confidence of stakeholders, local and international NGOs, UN agencies in addition to government institutions as it has never been expelled by authorities and always has the capacity to respond quickly and effectively to emergency challenges. The evaluation team has also found consensus among NCA staff on the need to broaden EPRU emergency response to involve other sectors as WASH, Health and Nutrition sectors etc., in a holistic approach to improve NCA performance rather than be confined to distribution of NFIs.

9.7 Recommendations

General and sector specific recommendations and the way forward are summarized below to make drawing policy implications for NCA EPRU easier. However, recommendations already given in previous sections will not be repeated here.

9.7.1 Strategic planning, policy and advocacy

revisions and inducement of an integrated holistic approach in emergency that embraces LRRD concepts of Linking Relief (emergency) to Recovery and Development which is currently beyond the scope and capacity of EPRU and should be induced from upper echelon of NCA with

a new vision and/or mission to emergency responses. This requires shift of NCA strategy to work as a one-team in an interdisciplinary/ multidisciplinary is essential along with a new integrated approach, vision and mission in emergency preparedness. Accordingly, emergency interventions are to be implemented as a team work that involves all sectors rather than a single-sector intervention. Adopting above strategy, EPRU NCA DP has to continue advocating donors and the UN agencies for a greater proportional share of humanitarian funding to focus on livelihood interventions for displaced people in a wider sense. Along with this NCA DP should think out of a sound exit strategy from emergency to livelihood programs with specific time and deadlines, allocations of responsibilities and details on handover to government local authorities and/or development agencies with adequate availability of funding post-response programs.

The new vision (and mission) need be followed by EPRU necessitates revising some strategies and concept of emergency by means of involving other livelihoods sectors as WASH, Health and Nutrition sectors etc. so as to maximize impacts. This requires restructuring of NCA EPRU -or even NCA- and let distribution of NFIs just a section. For this purpose, two workshops need to be organized to confer such a vision one in Nyala and another in Khartoum for more discussion and endorsement. Until that action realizes, EPRU should lead all assessments in all NCA sectors, plan for a new data-base, organize training and capacity building for staff (to be lead by ODCB section) and liaise and coordinate with other NCA subsectors to lead activities of SMEs and income generating activities. In brief EPRU, in its newest form should be prepared for distribution of seeds and small agric tools\equipments and increase budget and maneuverability to move across other sectors with a holistic and wider emergency perspective.

9.7.2 Staff organizational knowledge and capacity in EPR

To achieve recommendation (a) above, EPRU NCA must recognize capacity building and training as key elements for high-quality emergency preparedness and response. This entails that NCA has to develop the technical and operational competences of its staff through regular training and capacity building in areas where lack is prominent. By such regular capacity building, NCA can ensure that its entire staff, be it national or international, can respond effectively and efficiently to emergency situations with high flair of professional knowledge, skills and attitudes to carry out duties and responsibilities. For appropriateness of pre-departure training & briefing²⁷ some sort of organization is needed to include staff from other NCA sectors in training in their relevant emergency disciplines.

9.7.3 Institutional capacity, management and human resources

NCA EPRU has to keep strong technical and operational capacity and expertise together with relevant institutional capacity and appropriate staff with good experience in emergency responses. Adoption of a new approach in emergency, as mentioned earlier, would optimize resource of actual and potential institutional capacity of either other NCA sectors or national partners as SCC after upgrading in terms of skills and financial capacity to address both emergency and recovery/development issues in Darfur. Training and upgrading field staff in branch offices is essential to have access to technical know-how in a planned and systematic way to develop their skills' base, particularly in emergency planning, monitoring and evaluation.

On the other hand, local capacity and the quality of local staffing is one of the key factors of success or failure of interventions. Therefore, a review of human and fund resources is required by EPRU in each locality/state in view of NCA priorities, the portfolio of programs and the

²⁷ There is a plan for training for all staff, area of weakness and recommendation to be internally in Khartoum or externally trained (Ethiopia Kenya Uganda etc), and where to be the training

recommendations of this evaluation to develop a more diversified skill and gender basis in NCA DP and partners. This will require a significant upgrading of the aforementioned institutions' own capabilities if excellence is to be achieved, particularly for the SCC and SudanAid.

As national staff in NCA forms the bulk of management and play a greater role in decision making and coordination than was previously the case, more role and space should be allocated for senior national positions when NCA is restructured to accommodate a premium role of EPRU with new perspectives. In this case, support of information system of value to emergency as well as early recovery and developmental understanding along with humanitarian responses should be given high priority. This also holds true in supporting connectedness of activities where nature of partnerships (particularly with SCC and SudanAid), need to be revised so that other national NGOs can learn from this experience. However, the extent to which local NGOs capacities could be accepted as partners is to be examined to ensure that effects of interventions are not lost. Important in HR management is existence of proper information system, which is low in NCA EPRU. In fact, Information Management System (IMS) in NCA-DP is diverse and could be improved and internally shared within staff relevant to EPRU activities to ensure that the organization get the most out of its system.

9.7.4 Partnership and coordination

NCA EPRU has to implement a more strategic approach to partnerships by identifying government partners as research centers, extension services, training institutes that have technical competences which NCA can make use of or strengthen and/or draw upon and link with non-governmental partners with complementary skills to support relevant program responses.

HAC recommends that EPRU should look at returnees as well as IDPs. In this regard, NCA EPRU has to coordinate and consider HAC rules and regulation when selecting national partners to avoid silly mistakes of the national NGOs as failure to meet or fulfill HAC requirements means license termination of any NGO. Moreover, NCA should not respond to individual applications/requests without referring to HAC. HAC usually makes restriction for such actions. Furthermore, NCA EPRU should send reports to the Emergency Preparedness Section in HAC rather than sending them to the section of Organizational Affairs.

9.7.5 Assistance to IDPs, populations affected by disasters

Most of the beneficiaries using EPRU NFIs assistance include IDPs either new arrivals or displacements targeted with replenishments, acknowledged the role and impact of NCA EPRU on their livelihoods and they appealed for revising the package given to them in terms of quality and quantity.

Involvement of beneficiary communities Sheikhs and or DRRCs in needs assessments and to some extent in verifications will avoid problems when quantities of NFIs are insufficient as well help building confidence through being transparent with DRRC committees and IDPs communities.

Evaluation interviews with beneficiaries revealed an unresolved need to early recovery than absolute emergency responses in areas of health and education as well as entrepreneurial income generating activities. Such needs include income generating activities as well as education and health services. Though conditions are still unstable, NCA has to start drawing a clear vision and methodology on how to carry out such a change in the evolving context of Darfur. Below is a list of recommendations made by IDPs:

- Introduction of gas ovens to replace fire wood, which is brought from far and neighboring camps and wood gathering used to endanger women (abduction).
- Introduction of drought oxen-driven plows for cultivation by neighborhood.
- Special care to be given after plastic sheets for schools and also cloths for pupils at school age, notebooks, sharpeners, etc for children is highly needed.
- Schools need be made by permanent materials than currently the case with local non-durable materials.
- There is a need for vocational training for youngsters, SMEs.
- Increase audio visual activities to solve psychological problems.
- Provision of transport means as motorcycles for the Shiekhs as well as incentives support in kind (or cash incentives) to supervise camp activities.

9.7.6 Field office recommendations (Zalingie and Garsilla branch offices)

Finance and standard procurement procedures need continuous improvement, even though simplicity for speed has enabled greater efficiency at early program stage. There is need to develop emergency procedures and staff guidance for the future, particularly Sub-Offices in Zalingie and Garsilla same as to Nyala Head Office. There are concerns by sub-offices that purchasing and delivery of NFIs ordered from Khartoum is taking too long time.

Human resource and optimum use of EPRU staff in all EPRU offices where the concern has been spoken loud that: NCA staff in Nyala is now remaining with workload relatively less than previous years, and there is inequitable distribution of staff among sectors/ offices resulting in system's malfunctions. Despite this fact, restructuring of NCA as a whole and EPRU in particular to meet agency overall objective need to be discussed for more improvement in efficiency

There is a need for RRT (Rapid Response Team) in EPRU NFIs distribution same as in WASH activities

Establish a coordination forum in Zalingie with all partners to organize and coordinate information sharing, which is currently not the case

EPRU has to develop its assessment and report writing skills for current staff to the international standard. This will keep partnership tight and strong and reduce time lag in revisions and verifications.

Proper documentation and data base to attract donors.

10 References

1. Independent Evaluation of CARE's Humanitarian Response to Flooding Resulting from Tropical Storm Jeanne in Haiti (North-west and Artibonite Provinces). Final Report made by John Wilding, Jacqueline Wood, and Yves-Laurent Regis March 2005 (Care (2005));
2. Emergency Preparedness & Response Handbook. Published by Catholic Relief Services, Program Quality and Support Department. November 2002. Catholic Relief Services 209 W. Fayette St. Baltimore, MD 21201-3443 U.S.A. CRS (2002)
3. Humanitarian aid for the most vulnerable populations in Sudan. Global Plan 2006. European Commission Directorate-General for Humanitarian Aid-ECHO ECHO/SDN/BUD/2006/01000 December 2005; ECHO (2005)
4. ELD (2010); Project Proposal Writing ELD training material internet source www.eldtraining.com
5. Evaluation of the FAO Emergency and Rehabilitation Assistance in the Greater Horn of Africa (2004-2007). Final Report made by Nigel Nicholson, Olivier Cosséem, Nisar Majid, Hadera Gebu, Michael Mutale, Narathius Asingwire. The Food and Agriculture Organization; FAO (2007)
6. The Government of Sudan Ministry of Humanitarian Affairs Humanitarian Aid Commission Humanitarian Assistance Strategy in Darfur Final Draft, 28th Nov 2010; HAC 2010
7. Darfur: Towards a New Strategy for Achieving Comprehensive Peace, Security and Development; GoS (2010)
8. Support for Recovery and Development of Darfur: Brief note. Ministry of Humanitarian Affairs Humanitarian Aid Commission (HAC); HAC (undated)
9. Enhancing quality in HR management in the humanitarian sector. A practical guide Handbook2. By People In Aid 2004; Henry, James (2004)
10. Evaluating Socio Economic Development, SOURCEBOOK 2: Methods & Techniques Formative evaluation. Internet source accessed July 2012 (Internet, 2003)
11. Microfinance Assessment Consultancy to Darfur, Sudan .Final Report. Prepared By: Abdelmajid Khojali A& Lene M.P. Hansen. Commissioned By the Feinstein International Center of Tufts University, IOM and UNDP Sudan, June 2010; (Khojali and Hansen 2010)
12. Appeal Sudan – Darfur. Norwegian Church Aid Darfur Programme ACT/CARITAS APPEAL SDN111–EA 21/2010 (NCA Darfur Programme 2010)
13. NCA EPRU(2008-2012). NCA EPRU Quarterly Reports from 2008 till July, 2012
14. NCA (2011-a). Review Norwegian Church Aid – Darfur Programme .Final report. Nordic Consulting Group Fr. Nansenspl. 4, 0160 Oslo
15. Appeal Sudan - Darfur . Norwegian Church Aid Darfur Programme ACT/CARITAS APPEAL SDN121–EA 30/2011 (NCA Darfur Programme 2011-b)
16. An independent evaluation of Concern Worldwide's emergency response in North Kivu, Democratic Republic of Congo. Responding to displacement with vouchers and fairs. Instructed by Sarah Bailey of Humanitarian Policy Group (hpg). Overseas Development Institute, London. September 2009; (ODI 2009)

17. Evaluating humanitarian action using the OECD-DAC criteria. An ALNAP guide for humanitarian agencies. Overseas Development Institute. London, March 2006 (ODI 2006)
18. Towards A Formative Evaluation Tool. Dissertation submitted to the Faculty of the Virginia Polytechnic Institute and State University in partial fulfillment of the requirements for the degree of Doctor of Philosophy in Curriculum and Instruction. Blacksburg, Virginia; (Ogle, Gwendolyn J. 2002)
19. Evaluation Of Humanitarian Aid by and for NGOs. A guide with ideas to consider when designing your own evaluation activities. An independent review financed by the Directorate-General for Humanitarian Aid. The opinions expressed in the review do not necessarily reflect the policies of the European Commission; (Prolog Consult 2007)
20. The Kosovo Refugee Crisis .An independent evaluation of UNHCR's emergency preparedness and response. United Nations High Commissioner for Refugees Evaluation and Policy Analysis Unit. EPAU/2000/001 February 2000 Case postale 2500 CH-1211 Geneva 2 Dépôt Switzerland (UNHCR 2001)

11 Annexes

Annexes A: List of interviewees

South Darfur		
Name	Occupation/post	Address
Padraig Maccarthy	Head of Operations, NCA Darfur. Currently deputy director of Nyala Office	092 2056665 E. Mail : hso@ncasudan.org
El Fadil Abdalla Ahmed	EPRU Coordinator, Nyala	NCA DP 0915733032 epru1@ncasudan.org
Yahia Mohmed Ali	EPRU senior officer, Nyala	NCA DP 0911249162 epru4@ncasudan.org
El Fadil Rahama Ahmed	HAC, Emergency Director, Nyala	091122327
Yousif Salih Bilal	Office in charge (OIC). UNHCR, UNDOP formerly WFP LCU, Nyala	yusuf@unops.org 0912264637
Mohmed El Goni	UN OCHA, Nyala office	elgoni@un.org 0912160338
Zakaria Abdalla Zakaria	Logistics officer acting program officer,	SCC Nyala 0919020986
Ismail Abas Ismail	HIV/AIDS officer, SCC, Nyala	SCC, Nyala 0912551135
Arkano Ismail Shana	Education officer SCC, Nyala	SCC, Nyala 0991004725
Osman Haron Osman	WASH coordinator, NCA	NCA Nyala 0114903552
Mohmed Abdlkareem El Safie	Peace Building coordinator NCA, Nyala	NCA Nyala 0912183549 ppncoord@ncasudan.org
Tag Elsir Ahmed Musa	Logistic Coordinator, NCA, Nyala	NCA Nyala 0912161592 nyalalogsofficer1@ncasudan.org
Mubarak Ibrahim Abdella	Finance Coordinator NCA, Nyala	NCA Nyala 0915628694 financemuba@ncasudan.org
Abdel Moheim Fadul Suliman	HR Human Resource Manager NCA, Nyala	NCA Nyala 0122327436 snrhoff@ncasudan.org
Pride Magwali	Head Programs, NCA, Nyala	NCA Nyala 0918077000 hoprogrdarfur@ncasudan.org
Martin Ebao	M&E Coordinator; NCA Darfur Program	me@ncasudan.org 0924067657 & 0901170544
Shirantha Perera	Capacity building coordinator, NCA Nyala	NCA odebdarfur@ncasudan.org
El Amin Suliman Ibrahim	Deputy Health and Safety (HSO), Nyala	NCA Nyala 0915402254
Sief El Din Adam Musa	Head of Sheikhs, Bielel IDPs camp	Nyala, Bielel Camp. Bielel administrative unit/locality. 0915584909
Mohmed Sief El Din Ismail	Head of Sheikhs Mershing	Mershing IDPs camp 0903290326
Musa Abdel Rahman	HAC, Mershing and Elwohda locality commissioner	HAC, Mershing 0913919061
Logman Ahmed Elhag	Youth group leader, Mershing	Mershing 0964428551
Gafar Adam Abdel Aziz	Youth group(member), Mershing	Mershing
Omda Rahama El Nur	World Vision north sector coordinator (WV)	World Vision, Mershing (WV) 0911112151
Mohmed Salah El Din Fadul	Head of Sheikhs Manawashi	Manawashi, 0902351915
Haron Ahmed Mahmoud	Youth group leader, Manawashi	Manawashi , 0914689230
Adam Ahmed Eisa	Head of Sheikhs in Dumma	Dumma, 0929874213
Central Darfur, Zalingie		
Mustafa Ali Hari	HAC commissioner Zalingie	Zalingie
Abu Baker Hasan Khatir	HAC, Head of Organizations Affairs, Zalingie	Zalingie 0917058211 0121183195
Felix Omuu	OCHA, Humanitarian Affairs officer, Zalingie	Zalingie 0912167460 omunu@un.org
Adam Yahia	OCHA Zalingie	OCHA Zalingie
Nur Eldin Mohmed Abdel	OCHA Zalingie	OCHA Zalingie

Nur		
Alexander Kishara	UNHCR, Head of Field Office	UNHCR Zalingie
Omer Musa	UNHCR, Senior Protection Associate	UNHCR Zalingie
Gudwin Wire	UNHCR, Associate Field Officer	UNHCR Zalingie
Mustafa Ali I.	NCA, Field Coordinator, Zalingie	Zalingie, 0912828509
Abu Baker Abdelka	NCA Health and Nutrition Section, Zalingie	Zalingie 0915307551
Abdelhalim Ibrahim Saleh	NCA, HR/Administration	Zalingie, 0912197512
Idris Adam Adam	NCA, Radio Communication, Zalingie	Zalingie 0924439361
Abaker Adam Jadalha	NCA, logistics Zalingie	Zalingie 0911252172
Salah Ibrahim Abdalah	NCA, logistics Zalingie	Zalingie 0912866826
Abdela Abdelgabir	NCA, logistics, Zalingie	Zalingie 0918094182
Adma Haroon Mohmed	NCA, Finance Zalingie	Zalingie 0121187637
Abulgasim Sidig Ibrahim	NCA, Finance Zalingie	Zalingie 0917053036
Jamal Yousif Abdelbagi	NCA, ICT , Zalingie	Zalingie 0911344854
Mohmed Ismail Adam	NCA, Nutrition Zalingie	Zalingie, 0126352805
Mukhtar Idris	NCA, WASH Zalingie	Zalingie
Muzalil Alzubair Mohmed	NCA, EPRU senior staff, Zalingie	Zalingie 0926827515 & 0911206461
Adam Aldoom Mohmed	Head of Shiekhs, Al Salam Camp, Zalingie	Zalingie 0111130505
Elshefee Abdellah	Head of Shiekhs, Hamedia camp Zalingie	Zalingie 0923244201
Haroon Adam Abdelshafie	Head of Shiekhs, Hasaheisa camp Zalingie	Zalingie
Central Darfur Garsilla		
Mohmed Adam Mohmed	Field Coordinator (FC), NCA, Garsilla	Garsilla, fegarsil@ncasudan.org 0129200904
Saad Abaker Ibrahim	Finance sector, NCA Garsilla	Garsilla, 0122711158 admsuppgarsila@ncasudan.org
Abdulhalim Hamed Hassan	WASH, NCA, Garsilla	Abdelhalim.hamid@yahoo.com 0124139975
Idris Adam Izzedin	Logistic admin officer NCA, Garsilla	0112420540
Fatima Idris Abdellah	WASH, NCA, Garsilla	cmhp1garsila@ncasudan.org 0144348646
Adam Yahia Abdella	HSO, NCA, Garsilla	hsogar@ncasudan.org 0127680376
Adam Juma Arbab	WASH NCA, Garsilla	hppagarsila@ncasudan.org 0113906554
Mohmed Ahmed Mohmed	EPRU officer, Garsilla	epru3@ncasudan.org 0911317606
Ahmed Ali Nourain	HAC commissioner Garsilla	0123807038
Ibrahim Abdel Kareem Mohmed Salih	Head of Sheikhs in three camps of Garsilla (Gablain, Jeda and Aradeba)	0111545966 or 0904085840
Adam Ishag Zakaria	Head of youth group Garsilla	0111330198
	Head of women group Garsilla	
Source interview and FGDs		

Annex B -1: General Pool of questions for both interviews and report writing purposes

1. Section a: RELEVANCE (assessing appropriateness of EPR sector design to program and beneficiaries)
 - a) Are you aware of NCA EPRU sector work here? Briefly describe main activities implemented
 - b) How appropriate and relevant were activities implemented to target community / beneficiaries?
 - c) Was the delivery approach in line with local needs and priorities, targeting right areas, people with right interventions? Has NFIs gone in wrong directions (markets, corruption, exchange and why?)
 - d) Do you think NFI work is still relevant in Darfur context? Why? When yes, to what extent?
 - e) Do you think activities implemented are consistent with needs of the beneficiaries? To what extent?
 - f) How well were community needs identified and addressed? Give grades or percent
2. Section b: IMPACT (Examining achievements and impact of EPR sector against specific objectives and overall goal of NCA DP)
 - a) In your opinion, have expected outcomes occurred -intended and unintended, positive and negative? Give examples
 - b) What changes in the lives of beneficiaries have been observed as a result of EPR sector interventions? Give examples
 - c) Can observed changes (in attitudes, capacities, institutions, etc.) be linked to NCA EPR sector interventions? Why?
 - d) Are there other factors, partners or stakeholders contributing to the observed changes? give examples
3. Section c: Efficiency (assessment of resource utilization and extent to which it affected the EPRU sector implementation) (Report writing purposes, cost benefit analysis)
 - a) In your opinion, were activities cost-efficient?
 - b) How reasonable were resources utilized?
 - c) Was project management responsive to changing conditions on ground (including beneficiary demands)? Give examples
4. Section d: Sustainability (Assessing management and potentials for program ownership and continuity) (Report writing purposes, some areas)
 - a) Do you think EPRU sector work will continue if NCA pulls out of this place? Why? Explain with examples
 - b) Are sector results, achievements and benefits likely to be durable? Why?
 - c) What enabling factors influence sustainability of sector activities?
 - d) Will community emergency response groups continue to exist after NCA operations? Why? Give examples
5. Section e: Effectiveness (Assessing EPR sector coordination and emergency response management) (Report writing purposes, some areas)
 - a) In your opinion; were the needs of community/beneficiaries identified and addressed at times of need?
 - b) Are there management structures in place, operational to support EPR? and how do these structures work together at different levels?

- c) Was the program implemented well by the existing infrastructure, staff and institutional arrangements in place?
 - d) Was there sufficient attention given to overall emergency policy issues.
 - e) To what extent have the objectives been achieved?
6. Section d: Community participation and ownership potentials
- a) Did community participate in selection of beneficiaries?
 - b) Were there any prior announcement of time and types of NFIs to be distributed?
 - c) What were the three most important/essential NFIs described by beneficiaries?
 - d) Were the beneficiaries satisfied with the distribution process?
 - e) What were the most needed NFIs that are not distributed?
 - f) What were the common diseases affecting beneficiary households over the last months
7. NCA capacity in emergency response(Report writing purposes)
- a) Are there management structures in place, operational to support EPR? and how do these structures work together at different levels?
 - b) Was the program implemented well by the existing infrastructure, staff and institutional arrangements in place?
 - c) Was there any attention given to policy issues, international standards and guidelines followed?
8. Section e: Lessons learnt: (Report writing purposes)
- a) What organizational and operational lessons can be drawn?
 - b) How can they be incorporated into ongoing activities?
9. Section f: Findings & Recommendations: (Report writing purposes)
- a) What are the main successes & failures of the project so far?
 - g) What were main findings and recommendations from your point of view?
 - b) What are the proposed changes needed for improvement and how can they be addressed?
 - c) Which changes / actions are needed for appropriate and successful implementation?
 - d) What changes should NCA make to EPRU sector for improvement?

Annex B-2: Guiding Questions for NCA Staff Members

1. Are you aware of NCA EPRU sector work/activities? Briefly describe main activities implemented by the sector
2. How relevant are these activities implemented to target community / beneficiaries? Give examples
3. Do you think NCA has enough capacity to respond to emergencies adequately, in a timely manner? Give examples, and describe the existing emergency response mechanisms in place.
4. Is NCA EPRU delivery approach in line with local needs and priorities of beneficiaries?, targeting right areas, with right people? Give examples
5. How does your sector relate or coordinate with EPRU sector? Give clear areas of collaborations
6. Do you think NFI work is still relevant to NCA Darfur program in Darfur context? Why?
7. Do you think activities implemented were consistent with needs of beneficiaries?
8. How well are community needs identified and addressed? Describe the process involved
9. In your opinion, have expected outcomes occurred -intended and unintended, positive and negative? Give examples
10. What changes in the lives of beneficiaries have been observed as a result of EPR sector interventions? Give examples
11. Can the observed changes (in attitudes, capacities, institutions, etc.) be linked to NCA EPR sector interventions? Why?
12. Are there other factors, partners or stakeholders contributing to the observed changes? give examples
13. How do you think EPRU sector should be improved to maximize impact? Give examples
14. What recommendations would you give to NCA, on the future of EPRU sector?

Thanks for your patience and sparing time to speak to us.

Annex B-3: Guiding Questions for Community Beneficiaries/ IDPs

(Women groups, DRRCs, Sheikhs, Men groups, vulnerable groups, Youth, Camp leaders, host communities, schools etc)

1. Are you aware of NCA EPRU sector work in this camp/community? Briefly describe main activities implemented
2. How did you (community) participate in selection of beneficiaries? Describe the process involved
3. Please describe the assessment and distribution process of NFIs. Who are the people involved in both? And what is their role? Give examples for both
4. Are there any prior announcement carried out by EPRU to alert beneficiaries on time and types of NFIs to be distributed? Give examples
5. What type of NFIs was distributed by NCA EPRU sector? List them; were these the most needed by beneficiaries? Why?
6. What is the role of community/beneficiaries in assessments and distributions? Give examples of roles and responsibilities
7. What were the three most important/essential NFIs distributed to beneficiaries?
8. Were you (beneficiaries) satisfied with the distribution process?
9. What were the most needed NFIs that are not distributed? Give examples
10. What were the common diseases affecting you (beneficiary) households over the last six (6) months
11. What changes in your lives (of beneficiaries) have been observed as a result of EPR sector interventions? Give examples
12. Can observed changes (in attitudes, capacities, institutions, etc.) be linked to NCA EPR sector interventions? Why?
13. Are there other factors, partners or stakeholders contributing to the observed changes? Give examples or give examples of what could continue and why you think so?
14. Do you think EPRU sector work will continue if NCA pulls out of this place? Why? Explain with examples
15. Do you think the work of DRRC will continue to operate if NCA pulls out of this place? Why?
16. What recommendations would you give to NCA EPRU sector for improvement?

End, thanks for your patience

Annex C: Essential stakeholders and partners in South Darfur

This section overviews the opinion of stakeholder and partners on NCA activities in relation to EPRU. Using DAC Criteria, the section shows how other essential stakeholders and partners look at NCA EPRU. A summary of the evaluation results is given in Fig. A and details in Table A.

The overall results of the analysis are summarized by Fig. A and show very good relevancy of NFIs to beneficiaries (91%), with high coverage to targeted IDPs (86%) and efficiency and effectiveness in the range of 76% and 79% while impact observed by partners and other institutions amount to 84%.

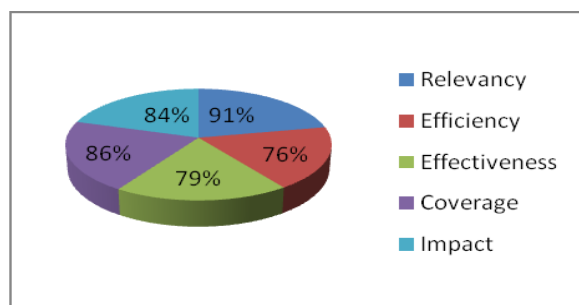


Fig. A: DAC criteria and beneficiaries evaluation

partners' and stakeholders' institutions other than IDPs beneficiaries, which shall be dealt with in a separate section. The institutions covered in Nyala include HAC, UN OCHA, LCU/UNGLC, UNHCR, SCC as well as two local NGOs. The table gives opinion of people met during the survey visits to their respective institutions and can by no means represent the official views of the institution itself. However, the value judgments by the respondents, which indicate high relevancy, efficiency, effectiveness and impact, can be used as primary indicators of progress/or failure so as to improve the performance of the EPRU sector in future (Table A).

Table A: How essential stakeholders and partners in Nyala look at NCA EPRU using DAC Criteria

Institution	Relevancy	Efficiency	Effectiveness	Coverage	Impact
HAC, Nyala	90	90	90	90	90
UN OCHA, Nyala	90	70	80	90	80
LCU/ UNGLC, Nyala	90	50	70	90	80
SCC Nyala	100	90	60	60	75
UNHCR Nyala	90	50	70	90	80
FATHIA PD ²⁸ (NGO)	90	90	90	90	90
NOUR ESALAM ²⁹ (NGO)	90	90	90	90	90
Overall performance	91%	76%	79%	86%	84%

An analysis by institution/partner is given below where appropriate. Institutions are ranked according to dates of interviews made.

Humanitarian Aid Commission (Government of Sudan)

HAC is the responsible government institution for coordinating the humanitarian affairs in Sudan and as such is the main partner in all NCA activities. Before 2007, HAC³⁰ claims a low level of coordination with NCA (only through NCA reports) and in some cases drops to 40%. For this reason, HAC is 50% aware of NCA activities for the lack of proper information exchange between HAC and NCA. Currently, the coordination has substantially improved (Table A).

²⁸ Fathia Organization for Peace and Development (local NGO), based in Nyala

²⁹ Nour Esalam Organization (local NGO), based in Nyala interview with El Saier Ahmed Ebdel,

³⁰ In an interview with HAC Director Nyala Office (El Fadil Rahama Ahmed) 16-7-2012

Though HAC is a government institution, however, of the opinion that emergency is still relevant as many clashes are still ongoing creating new arrivals to IDPs camps.

Although distributions of NFIs are relevant to IDPs needs by almost 90% and distribution system is appropriate to a large extent, nevertheless, the EPRU response to HAC emergency calls usually takes about 2-3 weeks. HAC is now pleased that NCA gives some kind of support to affected towns and localities, other than IDPs when emergencies occur. The overall impact, effectiveness and efficiency of NCA in NFIs distributions reached about 90% still more NFIs are needed.

Office for the Coordination of Humanitarian Affairs (UN OCHA)

The office of coordination of humanitarian affairs (UN OCHA³¹) appreciates the role of NCA in reducing the pressure on UN GLC by distributing NFIs to a wide range of beneficiaries in IDPs' camps. This type of coordination among NGOs and with UN agencies is required to avoid duplication of NFIs distributions as was previously the case in areas of Mershing. From Table A, OCHA sees EPRU as 90% relevant to program objectives and 90% for NFIs distributions but 80% in timely response to emergency situations. This is attributable to security restrictions and dependence on national counterparts which reduced NCA EPRU efficiency and effectiveness to 70% and 80% respectively. However, NCA impact is seen as very good (80%) and can be improved if above mentioned constrains are relaxed.

OCHA sees the Sudan Council of Churches (SCC), being of international standards, as one of the strongest NGO partner to NCA for it has capacity to conduct NCA work jointly or on their behalf. Although NCA is adopting the concept of emergency preparedness response but is strictly confined to NFIs distributions, while can reach other emergency areas as provision of zinc roof for schools, clinics, etc as well as many other emergency spots side by side with distributions with NFIs. Being the weakest in terms of attention to, OCHA suggest specifying a portion of NFIs (plastic sheets, stools, plastic mats, etc,) for schools' emergency.

The United Nations Office for Project Services & UN High Commissioner for Refugees (UNOPS/UNHCR)

The United Nations Office for Project Services (UNOPS³²), which is dedicated to implementing projects for the United Nations System, international financial institutions, governments and other partners in the aid world, has a profound role in distribution of NFIs in Darfur and it works closely with NCA and UNOPS in distribution of NFIs. In early 2012, UNHCR started reassessing the emergency shelter and NFI sector to meet future requirements taking into consideration the likelihood that a large proportion of the IDPs now displaced and living in urban and semi-urban areas in Darfur may not return permanently to their places of origin.

The UN High Commissioner for Refugees -through UNOPS³³- has emergency distributions as well as seasonal distributions and the latter is done either during the rainy season or winterization. Its NFIs are distributed to partners covering almost more than 13 camps in Darfur. The coordination with NCA is good and they have biweekly meeting involving partners as NCA

³¹ Interview with Mohamed El Goni of UN OCHA on 8-8-2012

³² UNOPS was established in 1974 as part of the United Nations development program (UNDP) and became an independent, self-financing organization in 1995. The UNOPS mission is "to expand the capacity of the united nations system to implement its peace building, humanitarian and development operations"

³³ An interview with Yousif Salih Bilal. Officer in charge (OIC) UNHCR, UNDOP formerly WFP LCU, Nyala dated 16-7-2012

EPRU, LCU, UNOCHA and other International NGOs. This forum meeting is for information sharing and distribution, reporting about situation and the like. Sometimes UNOP/UNHCR has access to NCA warehouses in case urgent NFIs distributions are required.

UNOPS/UNHCR perceives NCA NFIs distributions as highly relevant for it distributes life saving items. However, UNOPS showed some remarks on the identification and verification processes NCA EPRU usually follow to give it a score of 50-75% whereas distributions were/are excellently done as seen by Table A (90%). Moreover, improvement in staff reporting skills³⁴ and qualifications is required for better performance. The NCA EPRU activities are likely sustainable (70%) for the question of quality and coverage are nagging. Despite this observation, the NCA EPRU distributions of NFIs still have significant impact on IDPs/beneficiaries particularly in cases of floods³⁵, fire incidence and most vulnerable people. For instance, almost 1200 families were maintained from fire cases last year (2011). However, NCA carried out its own NFIs transportation and this make it easier for UN particularly the LCU.

Sudanese Council of Churches (SCC)

SCC is the strongest partner of NCA after withdrawal of SUDU (2009) and SudanAid (2012) and its activities cover south, west and central Darfur states. The SCC usually focuses on education, peace building and raise awareness of HIV/AIDS besides women empowerment programs viz. Gender Based Violence (GBV). Additional capacity building programs are supported by UNDP and currently with Caritas and core funding comes from NCA. Moreover, the SCC contributes to conflict resolutions between pastoralists and cultivators, used to provide some vaccinations to nomads' cattle, and distributes TVs Radios and sport tools to people in IDPs camps. The SCC managed to organize competition between sport teams and digging water wells, etc. Worth to note is that SCC took over from SUDU and SudanAid which were NCA partners before expulsion.

The SCC links with NCA in various program activities and with EPRU providing support to training workshops in HIV/AIDS (2-3 workshops were held in Mershing and Garsilla). The agency is also active in provision of IC material, etc. and plans are made with NCA to conduct workshops to local communities and EPRU is willing to support. Worth to note is that, SCC capacity building programs is also supported by UNDP and currently with Caritas and core funding comes from NCA. However, the EPRU sector has links with SCC education office through provision of NFIs as plastic sheets for schools covered by SCC although there is no education sector in EPRU.

The SSC coordination and cooperation with NCA EPRU sector is moderate (Table A). The shares of NCA with SCC in different sectors are variable; circa 50% to education, 60% to HIVAIDS, and 60 % to capacity building. Response efficiency and timeliness of EPRU to SCC requirements is very high (100%) in HIVAIDS by sending message through training workshops but moderate in education assistance. However, the overall impact of NCA on SCC project can be judged as good on education, HIVAIDS and capacity building.

World Vision (WV an example of NGO working in NCA domain)

³⁴ The quality of reporting in NCA varies and depends on who write the report.

³⁵ Improper alignment of camps make effects of floods and hence health consequences more severe.

As it is the case in humanitarian work in Darfur, each NGO has its lines of territory and WV³⁶ usually coordinate with NCA in sectors other than distribution of NFIs. WV is aware of what NCA is doing in same domain but is not our partner. There are biweekly meeting with UNGLC to coordinate humanitarian affairs among NGOs. World vision has interest in what NCA is doing is about 80% but has only 25% influence as WV just make reports for NCA to come and assess the situation and the latter distribute NFIs. WV own experience showed that the Sheikhs themselves is a threat to proper assessment, verification and distributions, however, this is not usually the case in camps where NCA is working. During the discussion the evaluation team shared views with World Vision on NCA activities in the Mershing area and following remarks require attentions:

- NCA should make proper targeting as WV experience showed that sheikhs do not stick to selection criteria and this creates gaps in delivery which in turn brings doubts and prejudice to implementers.
- NCA should strengthen its monitoring and evaluation process and do more precise verifications before distribution.
- Monitoring and evaluation should be following the distribution without delay and not after a long grace period. Experience showed that, if M&E is not timely done information gap will exist. Moreover, timely monitoring will help in timely responses for IDPs needs.
- WV used to make its verification by taking 20% of population when it is large and almost exclusively all the targeted group when number is small and manageable.

In the view of WV on NCA work in domain of Mershing following comments can be used to improved performance in future:

- Do not leave selection for the sheikhs for some deceitful events might happen.
- The human and material resources do not match with the wide area of coverage

Humanitarian Aid Commissioner (HAC) in Mershing Locality

The evaluation team observed an extremely cooperative relationship between NCA and HAC³⁷ at the level of Mershing locality. NCA usually receives information from HAC when there are new arrivals and the former makes its own assessment and verification then distribute NFIs to IDPs. It is only NCA which is providing NFIs to IDPs camps in the locality of Mershing. However, other NGOs as SCC (NCA partner) and World Vision are working in sectors other than NFIs distribution. For instance, WV is working in water supply, child and gender development, piece building, education, health, and nutrition and distribution of food health.

Overall evaluation of HAC at Mershing locality to NCA at that level is very good as a total score of 85% overall performance in terms efficiency, relevancy, timely response and impact. HAC at Mershing is of the opinion that withdrawal of NCA from provision of services in Mershing will end up in total collapse of services gained so far.

Strong in NCA as seen by HAC in Mershing is its commitment and immediate response to IDPs' needs, particularly during fire incidence and distributions include both the displaced and original settlers which is highly appreciated by the host community³⁸. Limited quantity distributed is considered as a weakness in the EPRU programs. Authorities think that, the education and health

³⁶ Interview with Mr. Omda Rahama El Nur World Vision Coordinator, Mershing (22-7-2012)

³⁷ Interview on 22-7-2012 with Mr. Musa Abdel Rahman HAC Commissioner in Mershing Locality

³⁸ By the way, Mershing settlers do not like to use the word 'displaced people' for the new comers and consider them as part and parcel of their community

by NCA is not that much despite the fact that most of the IDPs affected by the conflict are from the Northern Sector of South Darfur who are in bad need of such assistance. In this respect, HAC calls NCA to move towards income generating activities in Mershing, as improved goats for milk, and yoghurt, sour yoghurt (known as *roub*) besides other SMEs as drying fruits and vegetables.

Annex D: Other Stakeholders in Central Darfur (Zalingie Sector)

Zalingie lies in central Darfur and represent the capital city of central Darfur State. The evaluation team visited main stakeholders and partners as government institutions (HAC commissioner) and UN agencies as OCHA and UNHCR. However, no LCU office is there in Zalingie as it is based in El Geneina. Opinions on performance of EPRU are shown in Table B whereas evaluations by beneficiaries are shown on a separate table, elsewhere. The overall score given by relevant partners in Zalingie is in the range of 78% for efficiency and effectiveness of the EPRU program to 90% relevancy and an impact of 80% but less coverage circa 62% (Table B). Worth to note that, three camps were visited and information obtained shall be displayed where appropriate. The following section shall present an analysis of the information obtained from partners and shall follow.

Table B: How essential stakeholders and partners in Zalingie look at NCA EPRU using DAC Criteria

Institution	Relevancy	Efficiency	Effectiveness	Coverage	Impact
Values expressed in percentage terms (%)					
HAC, Zalingie	80	80	80	80	80
UN OCHA, Zalingie	100	80	80	100	85
UNHCR Zalingie	90	75	75	5	75
Overall performance	90	78	78	62	80

Humanitarian Aid Commission (HAC), Zalingie of central Darfur)

In Zalingie exists an intimate relationship between HAC and NCA in humanitarian work? Mr. Mustafa³⁹, the HAC commissioner, is a knowledgeable person and well acquainted with NGOs effort in the region as he has formerly worked with UNHCR, OXFAM, and other NGOs and seconded to establish the HAC office in west Darfur state in 2004. As the state of central Darfur is newly established it definitely requires more time to establish its own information database and physical infrastructure.

Good relations always exist between NCA and HAC. HAC usually oversee/supervise the IDPs camps and NGOs working in its territory usually provide HAC with information on activities performed on monthly basis. HAC is considered a partner with NCA and its role is to facilitate NCA work and administrative procedures on behalf of government authorities and communication is usually through reports.

Despite the small quantities distributed over camps, the overall performance of EPRU in Zalingie ranked very good to excellent in terms of efficiency, effectiveness, coverage and impacts to almost 80% each (Table B). Before 2007, HAC had representatives in distribution of NFIs but

³⁹ An interview with HAC Commissioner Mustafa Ali Hari dated 25-7-2012. Mustafa is a resource person in humanitarian affairs. He requested NCA to have a copy of the report when finalized. A separate interview with Organization Affairs Mr. Abu Baker Hassan Khatir of HAC & Mr. Khalil Ahmed Hadabawe of administration section was organized for detailed information on HAC/NCA relationship on same day 25-7-2012.

this presence had stopped as IDPs disallowed the presence of authorities (HAC⁴⁰ and Security) in IDPs camps. Worth to note is that, most education and health services to IDPs camps in Zalingie formerly made by Mercy Crops and DRC (Danish Rescue Committee) were stopped since expulsion together with other 13 NGOs in 2009.

HAC regulations state that, in case there is any problem with NFIs distributions in the IDPs camps, sheikhs ought to complain to HAC authorities first which in turn pass it to NCA. Likewise, when NCA has any complaints with Sheikhs they go to HAC, which in turn arrange with police authorities to solve the problem. In the usual way, the bottom up procedures according to HAC management structure starts by the Procedures' Section, to the section of organizations affairs which in turn pass it to the Emergency Preparedness Section to the HAC commissioner.

HAC authorities suggested some recommendations to improve partnership with NCA as follows:

- Increase supply of NFIs and improve quality of NFIs as they almost last for one year.
- Insertion of hosting community in NFIs distributions.
- Liaise and exchange data and information on IDPs, current situation and prospects with HAC.
- Expand sanitation and health care (pesticides and insecticides spray and cover water pools),
- Initiate literacy programs for younger and elders in IDPs camps
- Distribution of plastic sheets to schools as well as provision of stools for pupils (at least one or two classes/school).

Office for the Coordination of Humanitarian Affairs (UN OCHA⁴¹, Zalingie)

OCHA based in Zalingie, Nertiti and Garsilla is a close partner to NCA in Central Darfur and has high interest (90%) and also influence (90%) on NCA EPRU as the latter cannot make NFIs distributions without OCHA permission (Table B). OCHA is pleased with NCA partnership which is doing fine in NFIs distributions. Assessments and verifications are made by OCHA and NCA jointly and implementation is left to NCA. However, OCHA makes monitoring and evaluation for the NFIs distributions, that is Post Distribution Monitoring (PDM).

OCHA sees many challenges facing NCA/OCHA partnership. For instance, needs are well identified but not responded to for many reasons on side of donors, beside restrictions and security troubles. The formation of proper functioning committees and capacity building of local community is another challenge. Noteworthy is that, UNHCR shares only 10% of NFIs distribution (2008-2011) while NCA burdens the bulk circa 90%.

NCA EPRU has high relevancy (100%) in NFIs distribution, with a relatively less efficiency (80%) and effectiveness (70-80%), but high coverage for replenishments (100%) and overall impact is very good (Table B). Despite these encouraging figures on NCA EPRU activities, NCA need to be more prepared in terms of stocks and stockpiling to respond to emergencies at any time. Strong in NCA is that they have a prepared team that conducts assessment jointly (by outsourcing from other sections 'Nafir') with other partners.

⁴⁰ Before 2007, HAC used to coordinate with camps in health and sanitation committee in addition to the camp security committee

⁴¹ Information obtained from Fleix Omuu (OCHA Field officer), Adam Yahia and Noreldin Mohmd Abdel Nur are OCHA associate officers. Interview dated 25-7-2012

Lessons learned and recommendations given by OCHA will certainly improve the EPRU emergency responses when seriously embarked on. OCHA suggested:

- An increase in number of EPRU staff in Zalingie as current one is few (only two persons) in order to address Emergency Preparedness Responses in its fullest sense not only NFIs distributions.
- Particular attention need be given to upscale staff capacity and skills in humanitarian principles as the current scale is above moderate. Staff needs more training in *humanitarian principles* in order to improve efficiency to the required standards.
- Though very difficult in the context of Darfur, NCA need to look at storage, stocks and stockpiling by making standing agreement with suppliers to supply NFIs. The problem with this point is security situation and armed robbery.

UN High Commissioner for Refugees (UNHCR Zalingie)

NCA is the implementing partner of UNHCR⁴² which uses UNOPS (based in Nyala, Genuina and El Fasher) to dispatch NFIs through the CH pipeline and the very recent dispatches were in April 2012. Since April 2012 UNHCR has no stockpile of NFIs to distribute. UNHCR has good relations with all partners, particularly NCA EPRU. Through the interagency verifications (OCHA, UNHCR and LCU), UNHCR provide what it has and distribution is usually made by NCA. However, NCA has its own stock and constitute the bulk in distributions.

Number of EPRU staff NCA is small and this may be attributable to reduction of distributions to only 5%, i.e. for replenishment only. Still many challenges facing distributions of NFIs as road conditions, security and authority restrictions, nevertheless NCA are doing meaningful work to IDPs irrespective of quantity distributed (Table B). However, it's time for NCA to undertake a dual track policy one for emergency and the successive one to improve services for early recovery and development. Like OCHA, UNHCR tend to increase quantity of NFIs to beneficiaries to a permissible limit as 5% distributions is not enough for vulnerable in camps. Moreover, provision of sustainable shelter material in terms of quality and durability and expanding coverage to areas of returnees' will be meaningful. NCA will achieve timely responses if storage facilities (by building warehouses) are made in Zalingie to have good stocks of NFIs.

Annex E: Other Stakeholders in Central Darfur (Garsilla Sector)

HAC commissioner Garsilla of Central Darfur

The relationship between HAC⁴³ and NCA EPRU in Garsilla is very cooperative and there is good coordination with NGOs working in the area. HAC holds a monthly meeting (HAC meeting) with all NGOs working in humanitarian affairs and usually receives monthly report from every NGO working within HAC territories where lessons learned and experiences are shared among NGOs and HAC as a main partner. For this reason, HAC evaluates the EPRU sector in Garsilla as quite relevant (99%) in NFIs distributed, (90%) timely, 90% efficiency, moderate coverage and almost 95% direct impact. For instance, last floods assessments in August 2012 verified about 2000 HH in need of NFIs and the NCA has NFIs for only 300 HH (15%). Therefore, HAC suggested an increase in the number of staff for EPRU and also quantity distributed.

⁴² UNHCR, Zalingie an interview with field officer Alexander Kishara, Omer Musa and Gudwin Wire field office associates

⁴³ Interview with Mr. Ahmed Ali Nourain HAC Commissioner Garsilla dated 6th of August 2012

Although HAC policy is to encourage returnees for voluntary return, people refused to return back for they enjoyed the benefits in camps as services and the government does not provide much services as NGOs usually do. HAC appreciates on behalf of authorities the role of NCA in making small slaughter house in Garsilla but called for more programs in solar water pumps. HAC recommends for NCA to go more in health reclamation through strengthening WASH sector programs for more water supplies, establishment of water tanks and conduct regular mosquito combat campaigns as well as helping WEST (HAC government partner) to maintain water pumps in Garsilla. However, NCA in Garsilla has nothing to do in schools because it has no education section in Garsilla but they used to offer some extension lessons and workshops in health care through EPRU and WASH.

Annex F-a: How NCA sections look at NCA EPRU using DAC Criteria

All NCA administration staff	Relevancy	efficiency	Effectiveness	Coverage	Impact
Values expressed in percentage terms (%)					
NCA EPRU Nyala	90	70-90	70-90	70-90	80-90
NCA EPRU Zalingie	100	90	moderate	moderate	good
NCA EPRU Garsilla	90	50-60	70	low	85
NCA logistics Nyala	70-100	70	70	70	70
NCA logistics Zalingie	An overall average range of 70-90% for all DAC indicators				
NCA logistics Garsilla					
NCA H&N sector manager Nyala					
NCA H&N sector manager Zalingie	An overall average with a range of 70-90%				
NCA H&N sector manager Garsilla					
WASH Nyala	90	75	70	low	80
WASH Zalingie	An overall average range of 70-90% for all DAC indicators				
WASH Garsilla					
Security and safety Nyala					
HR Nyala	90	90	90	90	90
Finance Nyala	90	70-80	70-80	70-80	70-80
NCA Peace building sector manager	75	80	60	25	60
NCA M&E coordinator	good	good	good	good	good
ODC section	50-80	50-60	50	60	70
Overall performance	50-90	50-90	50-90	low-90	60-90

Annex F-b: How essential stakeholders and partners look at NCA EPRU using DAC Criteria

Institution	Relevancy	efficiency	Effectiveness	Coverage	Impact
Values expressed in percentage terms (%)					
HAC: Nyala	90	90	90	90	90
HAC: Zalingie	80	80	80	80	80
HAC: Garsilla	99	90	90	60	95
SCC partner/ Nyala	100	90	60	60	75
Avg. performance	92	88	80	73	85
United Nations UNOCHA/Nyala	90	70	80	90	80
United Nations UNOCHA/Zalingie	100	80	80	100	85
United Nations UNOCHA/Garsilla (n.a)					
United Nations UNHCR in Nyala	90	50	70	90	80
United Nations UNHCR in Zalingie	90	75	75	5	75
United Nations UNHCR in Garsilla (n.a)					
United Nations LCU/ Nyala	90	50	70	90	80
INGOs: World Vision in Mershing	good	good	good	good	good
INGOs: World Vision in Manawashi	good	good	good	good	good

FATHIA PD (NGO)	90	90	90	90	90
NOUR ESALAM (NGO)	90	90	90	90	90
Overall performance	92	78	80	77	84

n.a indicate no existence of UN agency in Garsilla. World Vision gave an overall good score for all DAC criteria

<i>Annex G-1: NFIs Distributed in South Darfur from 2008 - 2012</i>					
Items	2008	2009	2010	2011	2012
Plastic Sheets	34268	19529	23,863	13,933	7039
Plastic Mats	34268	19529	21,989	32,511	3494
Jerry cans	68,536	39058	47,726	27,866	14078
Blankets	68,536	39058	36,198	42,702	6988
Mosquito Net	34268	19529	14,209	10191	3494
Sanitary Pad			14,209	10191	3494
Washing Soap	514,020	292,935	213,135	152,865	52,410
Cooking Set	34,268	34,268	14,209	10191	3494

<i>Annex G-2: NFIs Distributed in Garsilla from 2008 - 2012</i>					
Year	2008	2009	2010	2011	2012
Plastic Sheets	6048	3152	4,320	4,405	1,986
Plastic Mats	6048	3152	1348	6728	1,086
Jerry cans	12,096	6,304	8640	4,405	3,972
Blankets	12,096	6,304	1,348	4,076	2,172
Mosquito Net	6048	3152	1348	2,076	1,086
Sanitary Pad	6048	3152	1348	2,076	1,386
Washing Soap	90,720	47,280	20,220	31,140	16,290
Cooking Set	6048	3152	1348	2,076	1,086

<i>Annex G-3: NFIs Distributed in Zalingie from 2009 - 2011</i>			
	2009	2010	2011
Beneficiaries	20,961	58914	10,644
Plastic sheet	20961	32137	1935
Plastic mats	846	49782	18475
Mosquito Net	846	588	921
Blankets	1018	42462	19,260
Jerry can	41076	106389	3429
Washing soap	123,345	79,100	13815
WomanToab	0	5,678	2430
Cooking set	846	5124	1935
Sanitary Pad	0	0	258

Annex H-1: EPRU sector Relations with other NCA Sectors at Nyala

NCA WASH (Water and Sanitation, and Hygiene Promotion Sector)

NCA WASH (water and sanitation, and hygiene promotion sector), provides services from an emergency platform with some recovery services, where EPRU identifies needs and WASH provides the services. Though, closely working together, the criteria of WASH and EPRU intervention is a little bit different among the two i.e. conceptual gaps exist between EPRU and WASH as the former looks at IDPs emergency responses through NFIs distribution and the latter broadens its perspective to involve services of recovery or development nature. From WASH perspective, EPRU NFIs distribution is highly relevant since WASH avails the assets necessary for health (cooking sets, soap, etc.) and the unit makes the distribution. As a matter of fact EPRU and WASH integrate each other, especially jerry cans, soaps, mosquito nets and plastic mats.

WASH looks at EPRU distributions as cost effective in Nyala, however, scattered camps and accessibility to other regions/localities requires extra costs which make distribution less efficient to range between 75% and 90%. Despite the many constraints their distributions in Nyala is almost 70% timely where funding has decreased. Noteworthy is that, WASH usually obtain assistance from different agencies as CIDA (in solar cells), ECHO, UNCHF, and BMZ & DKH (German donors).

Relations to Peace Building Sector (PBS)

The PB sector was established in 2007 and is concerned with behavioral change in attitude and skills of IDPs and provides social support by focusing on psychological and social extension for IDPs in camps via activities that lever the burden on those affected by war (theatre, traditional healers, income generating activities and other livelihood projects). The sector is also concerned with building peaceful relation among tribal constituents through workshops , open animal track routes , establish hand water pumps, heifers , rehabilitation programs for nonemployees youth and elders, elders schooling, and illiteracy programs.

As far as the relationship between the two sectors, the PB looks at EPRU as 75% relevancy, 80% timely in NFIs distributions to IDPs but its response to finance the PB training workshops is only 25%. This is attributable to many reasons as natural conditions viz. rainfall, security situation and restrictions, lack of material, etc. However, EPRU impact is circa 60% as PB is seeing it. Besides, the funds provided by NCA, PB usually liaise with national partners as SCC, SudanAid, and 'Mubadloon' initiators to finance its activities in addition to funds coming from UNCHF (Common Humanitarian Fund of UN).

Relations to Logistics and Coordination Section (LCS)

The role of the Logistics and Coordination starts following the EPRU assessment of needed items. The LGC then makes a *procurement plan*, sets dates and time for procurements to reach beneficiaries at right time and place. Quality specification and prices are specified during the procurement planning. Such planning processes usually start a month earlier to distribution.

Distribution plans (also sub-distribution plans) at branch offices start following the procurement plan where the number of beneficiary families is determined. In case there are new arrivals a full set of NFIs is usually considered. *Distribution permissions* are then taken from HAC and a feedback report will be received from the DRRC after each distribution and the report usually include remarks on quality and quantity distributed beside other information. There is a joint

committee that supervises purchases and is headed by logistic section and includes: finance, administration, logistics, and EPRU; one person each.

LCS considers the distributed NFIs over the period 2007 to 2012 as highly relevant to beneficiary needs. However, timeliness is a variable element affected by many intermingling factors as availability of stocks, delay in purchase of NFIs, road and security conditions as well as authority permits⁴⁴. Cost effectiveness depends on the market situation (Ups and downs in prices) that affects NFIs purchases. Depending on any of these factors overall distribution efficiency will fall in the range between 70%-100%. Noteworthy is, most of IDPs complaints focus on food items rather than NFIs.

Relations to Finance Section

Every year, the Finance Section usually requests the EPRU to provide its plan in order to design the Finance Budget Templates for EPRU accordingly and sent them to Khartoum Head Quarter to be set for donors' appeals. There is a regular board meeting in London which discusses the budgets and approves them and sent them back to sectors for implementation. For EPRU general appeal the donors usually from CHF, CIDA and Spanish (this year). Each donor has his own conditions for donation⁴⁵ that should appear in the financial reporting system.

The EPRU together with the Logistics Section make their detailed plans and provide a financial and auditing report for donors according to per agreed upon conditions. The financial section also makes follow up for fund allocations to meet the fund deadlines in order to avoid being dropped by not meeting deadlines. The section usually give permits to EPRU to work whenever the budgets are/were signed by donors and not wait till donors transfer money to NCA accounts.

In some cases, the finance section makes frequent revision to make sure that NFIs stocks are available. After budget review, EPRU sometimes make requests for things not included in the originally approved budget and the section responds to such issues (unexpected quick emergencies, fire incidences, urgent HAC requests, etc.) when appropriate. Some UN agencies as UNGLC frequently give NFIs in kind (not in money terms) but all the financial transactions appear in NCA budgets as cash transfers (debts and credits). The section's own remark on performance of EPRU is considered quite imperative where sector activities are scored as 90% relevant, 75-80% timely distributed, with an efficiency and effectiveness in the range between 75-80%.

Relations to HR/Administration

The main role of Human Resource and administration section is to give advice and advocacy to NCA in legal aspects and ensuring implementation of NCA policy as well. The section also explains service conditions to staff, distribute and explain leaflets and newsletters which come from Oslo, particularly for international staff. Most staff has both reasonable internal and external training.

HR looks at EPRU program and support staff as 90% relevant and appropriate. Overall DAC criteria have same range. Recruitment of national staff is according to regulations and interviews were made in presence of HAC and in compliance with HR procedures in terms of job

⁴⁴ Particularly in areas of Muhagria and Labado where frequent clashes usually occur. However, overall impact of the distributed NFIs fall in the range of 70% to 80% due to limited quantities (See warehouse stock report)

⁴⁵ Some of the conditions specify particular area(s) and period for donation, and the section tells EPRU where to allocate these funds as to the conditions

description (100%) including salary scales and conditions⁴⁶. However, the recent cuts in number of EPRU staff in 2011/2012 (and also in all other sectors) optimized human resource to work as a team work.

Relations with Organization Development and Capacity Building Section

ODC section is concerned with organization development and capacity building of both NCA staff and also partners of NCA as SCC and other NGOs. The unit comes as a request from partners to upgrade capacity of SCC, SUDU (expelled 2009) and SudanAid (expelled in April 2012). The ODC started *sudanization* of staff and build capacity of partners in accordance to NCA policy.

From an organizational perspective, OCD pleads EPRU at Nyala to revise its emergency preparedness responses/concept to be holistic and relevant to current emergency approaches by training all NCA staff to be ready for any type of emergency concerns, particularly the ones related to their disciplines. In other word, EPRU instead of being confined to distributions of NFIs, it should upgrade capacity in WASH emergency, Sanitation emergency, education emergency and so on i.e. do all tasks from emergency perspective. To do this, whole NCA needs to be restructured towards a broad emergency preparedness response as it is currently the case in Sire Lanka⁴⁷, a country which is more or less similar to Sudan-Darfur context or even worse. In addition, EPRU in Nyala needs to undertake a drastic change in concept and practice to match with its branch units in Garsilla and Zalingie which are doing fine as one group with other sectors.

Despite aforementioned remarks current EPRU program is 80% relevant to NCA DP but seems of 50% relevant in terms of NFIs distributions. Poor quality of plastic sheets contributed to low relevancy as government imposes taxes and custom duties on high quality imports. Moreover, dependency on UN agencies left the EPRU at 50% timely responses and reduced efficiency and effectiveness to only 60%. However, NCA cannot make large stocks to reduce dependency on UN for fear of being stolen or theft cases. In general, above constraints when added to the many others left the impact of NFIs distributions be around 70%.

Relations to Monitoring and Evaluation (M&E) Section

M& E looks at EPRU as a motherboard of all other sectors along with donors' appeals which focus on emergency responses. However, main challenge is that, M&E and also NCA are not certain as when to move out from emergency to early recovery and development for the unpredictable context of Darfur under current constraint of budgets limitation. For this reason, EPRU log-frame will still stick to NFIs together with NCA partners and stakeholders as OCHA, UNHCR and HAC (Annex F-b). The quality and quantity of NFIs will remain an issue and more discussion will be needed to arrange for exemptions from taxes by government.

In response to evaluation questions, M&E agreed that documentation of achievements as well as having adequate and reliable information from relevant sources is a challenge and this made vulnerability and risk assessments more difficult besides the external factor as restrictions, security conditions, road conditions, and insufficient supplies from UNICEF and LCU. Beside,

⁴⁶ Before 2008, grades and scales were not coping with and now everything is in order. Minimum salary wage 200 SDG (2006) for unskilled and now the duty worker minimum wage is about 385 SDG/ month. The unskilled workers include cleaners, security guards and Volunteers and Community workers. The radio operators and security men are considered semi-skilled.

⁴⁷ In Sire Lanka there are civil units in the army and police with focus on emergency only and they used to help emergency NGOs in distributing NFIs or even food items to beneficiaries during crisis.

M&E section attributed delays in deliveries to transport problems, which has been managed through inter agency committees by doing the distributions after making verifications with partners. However, other sectors relate delays to insufficient quantity, restrictions and stock management bottlenecks.

Relations to Health and Safety (HSO) Section

From its mandate, HSO is to secure national and expatriate staff, approve clearance and secure trucking travels (cars and personnel) to destination areas. HSO usually applies the Standards Operation Procedures for Safety (SOPS⁴⁸). For EPRU trips to camps more than 20 km way from main station, UNDSS (United Nations Department for Safety and Security Standards⁴⁹) is usually applied. Prior to EPRU staff movement to distribute NFIs to far areas, security situation analysis is carried out and approved and monitoring is usually made in coordination with HAC (Procedures Section) and the trip is monitored by radio from communication rooms.

⁴⁸ Other duties of HSO include securing guest houses and offices and supervising medical evacuations. In case of emergency, the radio room will be the crisis management room through crisis management team.

⁴⁹ UNDSS tends to make a daily report on situation in Darfur accumulated into a weekly and quarterly report (CSA). It also determines the No-Go-Area when there are military operations.

Annex H-2: Relations of EPRU Nyala with Zalingie and Garsilla

EPRU office in Zalingie and Garsilla is technically linked to Nyala but administratively supervised by the respective field officers/coordinators. Both units in Zalingie and Garsilla has a small in number of staff, two persons in Zalingie and one in Garsilla, and in case of prompt emergency responses they hire casual labor, volunteers or borrow from other NCA offices.

Relations with Zalingie Field Office

EPRU in Zalingie maintains good relations/links with NCA WASH section. To perform some of its activities, EPRU Zalingie borrows car and sometimes staff from WASH while the latter makes use of EPRU assessments. There are claims of unjustifiable delay in delivery of NFIs from Nyala to Zalingie office where take sometimes weeks and weeks. As such, procurement efficiency to Zalingie falls within average of 45-50%. For instance, plastic sheets few times came in mid autumn instead of early autumn because of security situation and also restrictions.

Operation-wise, 65% of operations in relation to NFIs are performed in Zalingie while the remainder (35%) in Nyala (south Darfur). Though the bulk of NCA activities are in central Darfur (almost 65% to 70%), yet current NCA stock in Zalingie is poor circa 300 plastic sheets. NFIs are sometimes distributed to psychologically disordered person in Zalingie and also some HAC needs.

EPRU partners in Zalingie are UNHCR and UNGLC which provide minor quantities of NFIs. NCA staff in Zalingie field office thinks that, NCA strategy has to change to early recovery programs suitable for Darfur context, accompanied by government interventions in peace and security domains.

Challenges include centralization of EPRU work in Nyala and EPRU in Zalingie cannot move in absence of budget and there should be equitable distribution of human and financial resources between EPRUs' south and central Darfur proportionately according to volumes of IDPs and other agreed upon criteria. The communication system in Zalingie has been reported as poor as radio and handy phone sets are outdated and batteries last for only 2 hours (ideally 12 hrs) and satellite phones are insufficient(only 15% of staff has handy sets). The restructuring of NCA EPRU towards a new outlook to emergency would an advantage to NCA. The office recommended expanding EPRU activities to involve income generating activities and livelihood projects in coordination with relevant sectors. However, it has been observed the 'no existence' of peace building or livelihoods sections in Zalingie.

Relations with EPRU Branch office in Zalingie

The EPRU in Zalingie started in November 2008 and effectively in early 2009. Areas of operation in Zalingie (coverage area of NCA) include one camp in Traig area and Nertiti in Jabal Marra Area which include Northern camp, southern camp and Garsilla. The unit implements all EPRU plans and coordinates effectively with other sectors. In Zalingie EPRU usually works very closely with logistics section and warehouse management. The unit coordinates with the radio room for fleet and travel permits to nearby areas. The unit has recently done initial assessments with WATSAN and HN sectors. When EPRU intends to undertake an assessment, partners are usually called on and work is done jointly with the DRRC. At the camps' level, a training workshop was held for training DRC leaders as well as NCA partners as Sudanese Red Crescent on disaster management and Sphere principles.

As in many NCA camps, full package is given only for new arrivals, and replenishment is for already known IDPs is limited to needy vulnerable groups. For vulnerable the distributions

follow the UN criteria for distribution. In Zalingie, replenishment is made twice a year, one during the rainy season and gives 2 jerry cans per verified HH and one plastic sheet/HH while 2 plastic mats per HH and 2 blankets /HH are given in winter time for verified HHs. Noteworthy is that cooking sets usually last for many years and do not need frequent replenishment. Worth to note is that 80% of NFIs for new arrivals is provided by UNGLC while fire incidence, wind blows is covered by NCA.

No NGOs other than NCA is currently working in Zalingie. Although UNGLC and LUC are our partners but impact and appreciations go for NCA, for it shares the bulk of NFIs. Situation in Zalingie is not safe and this lead to subsequent delays which might extent for 2-3 months. Delays may also arise from authorities through restriction of movement.

An assessment was made for WATSAN in El Hesaheisa camp and full package was given. In addition, a water pipeline was made in camp together with a dressing room. However, most important three items include mosquito nets, plastic sheets and blankets. It has been observed that NCA plastic sheets could hardly complete one year while UNGLC plastic sheets can last for six months. Interesting to note is that, displaced Arabs have good experience in managing plastic sheets compared to non-Arabs. Coverage for replenishments (by UNHCR+LCU+OCHA) showed a gradual reduction to 95% in 2009 during the rainy season and in winter of same year they received only 30% of amount needed. In 2010 this has again dropped to only 10% and now has been reduced to only 4% in 2012.

Under given replenishment quotas which range between 5 percent and 25%, the EPRU office in Zalingie considered its work as 100% relevant. Timeliness is always questionable as UNGLC is not always fulfilling commitments timely and sometimes delays occur for days and weeks. For instance, delays from Nyala take 1-2 weeks and long time delays occurred for 45 days in 2008 and this is attributable to delay in procurements. Moreover, delay of NCA NFIs from Nyala to Zalingie take a maximum of 2 weeks while delay of LCU from Genuina to Zalingie takes 3 to 4 weeks.

Implementation of distributions is efficient because EPRU have a sensitization meeting (ERC, DRRC and Community leaders). Most important items include plastic sheets, mosquito nets and jerry cans. Other important NFIs but not delivered by NCA include plastic garadel for bathing and soaps for wash and cleaning. Overall impact of NFIs distribution is tangible and huge gap will exist if NCA drops out.

Relations with Garsilla Field Office

All NCA staff in Garsilla is circa 54 persons that serve NCA activities in Garsilla. Only two sectors are working in Garsilla, namely, WASH and EPRU and the livelihoods sector will start in September 2012. Although there is a need to move to early recovery still emergency is needed but more integration among NCA sectors is essential. For this reason, current staff is enough as can borrow additional staff from other sectors to work as one team in emergency cases. The main office in close contact with EPRU in Garsilla is the WASH (water supply, sanitation and health and hygiene promotion)⁵⁰. WASH take from EPRU NFIs as Abarig, soap, *Dafarat* for nails smoothers/sharpeners, hygiene kits as Garadil, as well as support in health campaign as washing of cooking sets. All NFIs are considered necessary for behavioral change towards health promotion. EPRU usually give full sets for new arrivals, crisis as fire incidences and flood but no

⁵⁰ Information obtained through a focus group discussion with seven of NCA office staff in Garsilla. Information obtained is related to EPRU work (Annex G)

replenishment. Staff in Garsilla is of opinion that, EPRU NCA need be restructured and change some programs to involve new activities. This is because EPRU make interventions sometimes with WASH, Peace building and livelihoods sectors and one could hardly see a difference.

WASH and EPRU make together the assessment and distributions and the latter item appear in EPRU report as achievements. Weak in EPRU is small staff, as there is only one person who does everything. EPRU hires casual labors to help when needed. In case of emergency all sections work together as one team. EPRU does not have a car and usually rents some when they need and sometimes they take the administration car. On the other hand, EPRU has good relations with LCU. And the latter makes frequent delays in procurements and also they give small quantities of NFIs which are not sufficient to need. This points out to *a)* adherence to the Sphere standards in distributions of NFIs and the fact that EPRU is working below that level for the meager quantities it has and *b)* call for workshops to raise awareness in sphere standards, as what is applied now is certainly below 50% of what need be known. This forced the communities to sell items and purchase other items in need of.



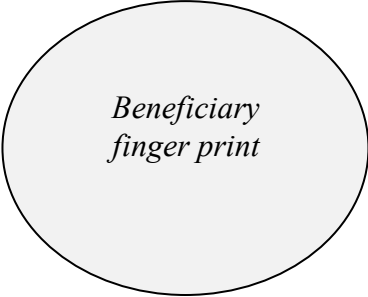
Although EPRU work falls within 90% relevancy, 85% timeliness, 70 % efficiency, 60% effectiveness and 85-90% impact, the less efficiency and effectiveness arise from in-transparency between vulnerable HHs (widows or orphans), sheikhs and EPRU and this jeopardizes everyone's' effort. However, the communication system in Garsilla has to be maintained to a reasonable standard, both the HF (Kodan) and VHF in order to meet demand. For instance, of the 11 handy set radios only 4 have good batteries and 8 new batteries are needed. The aerial antenna is in trouble and coverage dropped from 57 km to be only for few kilometers within Garsilla. Transportation is also problematic at critical time and staff thinks trucks available in Nyala can be mobilized to Garsilla for NFIs distributions and also for other sectors' work. Currently, there are no movement restrictions from HAC to Delaig and Um Khair however security situation is still unpredictable

Relations with EPRU Branch office in Garsilla

The EPRU started in Garsilla in 2008, and EPRU staff is only one person and the unit focus on emergency only and this limits its activities to NFIs and we need to look at other types of activities. Main duties NFIs distribution as jerry cans, plastic sheets mats, mosquito nets and washing soap. However, EPRU delivered some items as Dardagat, kawarig and ezmeels and focus more in training DRC (15 member) on how to conduct emergency responses as well as training on HIV awareness. Fortunate is that EPRU works with other sectors as (WASH) as one team as it has few human resource. For instance, EPRU has rebuilt a fallen class in one of the schools. Interventions are also made in schools of Garsilla only when emergency case occurs. All NFIs cover the new arrivals, vulnerable and fire flood incidences or heavy rain damages.

Same procedure is applied as in all areas: assessment, verification and distribution. Poor quality of NFIs raises the question of sustainability particularly plastic sheets which last for less than 6 months. No NGO other than NCA is working in Garsilla and the only one at work (Inter SoS) has been evacuated in June 2012. LCU sent NFIs by trucks from Nyala to Delaig camp and um khair.

Annex I: Example of a form/cards used for NFIs distribution

			
<p>Emergency Preparedness and Response Unit Non food items distribution card</p>			
State	<i>West Darfur</i>	Locality	<i>Zalingie</i>
Location	<i>El Hemedia camp</i>		
Beneficiary Name	<i>Halima Mohmmmed Adam</i>		
Registration Number			
Distribution Date	<i>07/12/2011</i>		
Items Received	Quantity	Documentation	
Plastic sheet	1	 <p><i>Beneficiary finger print</i></p>	
Plastic mats	1		
Jerry cans	2		
Cooking set	1		
Mosquito net	1		
Blankets	2		
Washing soap	15		
Sanitary pad	package		
<p>Card issued by.....</p> <p>Date of issuance.....</p>			