

TERMS OF REFERENCE

EVALUATION OF UNHCRs L3 RESPONSE TO CYCLONE IDAI IN ZIMBABWE AND MALAWI

Key information about the evaluation	
Title of the evaluation:	Evaluation of UNHCRs L3 Response to Cyclone Idai in Zimbabwe and Malawi
Proposed Countries:	Zimbabwe and Malawi
Time-frame covered:	March 2019 to December 2019
Type of evaluation:	Centralised evaluation L3 emergency response
Date:	November 2019
Evaluation commissioned by:	UNHCR Evaluation Service

SUMMARY

1. In response to tropical cyclone Idai in Mozambique, the UN Emergency Relief Coordinator activated an Inter-Agency Humanitarian System Wide Scale-up on 22 March. UNHCR subsequently activated its own internal Level 3 emergency procedures for its response in Zimbabwe, Malawi, and Mozambique¹.
2. In Zimbabwe, UNHCR's response is focused on providing assistance and protection to some 283,000 people in need (of which an estimated 13,000 are refugees). In Malawi, UNHCR together with partners are responding to the needs of some 870,000 people, of which 87,000 were displaced from their homes.
3. In line with UNHCRs emergency² and evaluation³ policies, an internal evaluation of all level-3 emergency operations is to be conducted within 18 months of the response. The purpose of this evaluation is to assess the timeliness and effectiveness of UNHCRs response to cyclones Idai and Kenneth in Zimbabwe and Malawi⁴. The evaluation will emphasize both learning and accountability, and will be used to reinforce the organizations global approach to emergency response in settings of natural disasters. The evaluation will identify lessons and build evidence to strengthen UNHCRs future response and preparedness to similar emergencies.
4. The evaluation will provide insights and recommendations for UNHCRs operational role and ability to fulfill its protection mandate in emergencies that simultaneously address internal displacement and refugee populations. Special consideration will be given to UNHCR's role and contribution to national and regional coordination mechanisms, as well as efforts to incorporate gender mainstreaming and a rights-based approach in its response plans, including advocacy for the centrality of protection in relevant coordination fora. The evaluation will examine the extent to which UNHCR's operational response and actions were aligned to relevant policy frameworks and humanitarian response plans in Zimbabwe and Malawi. The

¹ UNHCR update June 2019, online available at: <https://data2.unhcr.org/en/documents/download/70197>

² UNHCR Policy on Emergency Preparedness and Response, online available at: <https://cms.emergency.unhcr.org/documents/11982/124166/UNHCR+Policy+on+Emergency+Preparedness+and+Response+2017/b897b23c-4d99-45f3-9632-13e2705ec717>

³ UNHCR Policy on Evaluation, online available at: <https://www.unhcr.org/research/eval/3d99a0f74/unhcrs-evaluation-policy.html>

⁴ This evaluation will not cover Mozambique due to the Inter-Agency Humanitarian Evaluation (IAHE) that was commissioned in the last quarter of 2019. IAHEs contribute to both accountability and learning across the humanitarian system, by assessing the extent to which objectives in the Humanitarian Response Plans (HRPs) and needs of affected populations have been met collectively through the efforts of IASC members.

evaluation will also provide a clearer understanding of UNHCR's role and responsibility vis-à-vis other humanitarian actors, partners, and emergency coordination mechanisms at the national, regional, and local level.

BACKGROUND

5. In March and April 2019, Southern Africa was hit by two subsequent cyclones that affected an estimated 3 million people in Mozambique, Malawi, and Zimbabwe⁵. Tropical cyclone Idai made landfall over Mozambique's city of Beira, Sofala Province on March 15, producing torrential rains and strong winds severely affecting Manica, Sofala, Tete, and Zambezia provinces. Cyclone Idai continued across land as a tropical storm, causing severe floods in southern Malawi's Chichawa, Phalombe, and Zomba districts, where some 870,000 people were affected, including 87,000 displacements. Some 1,900 people from Mozambique sought refuge in Malawi's Nsanje district. In eastern Zimbabwe, over 270,000 people were affected by flooding in Chimanimani and Chipinge districts, of which approximately 51,000 people were displaced. Approximately 6,000 refugees and asylum-seekers living in Tongogara Refugee Camp were also severely affected as flooding destroyed latrines, boreholes, and shelters⁶. The situation in Zimbabwe is further exacerbated by widespread food insecurity caused by poor crop production (2018-2019) and the country's ongoing economic crisis⁷.
6. As UNHCR was already implementing refugee operations in Mozambique, Malawi and Zimbabwe, the Office was able to join the collective UN system wide response in all the three countries promptly where UNHCR was co-leading the Protection Cluster in Mozambique and Malawi and participating actively in the Protection Sector in Zimbabwe. UNHCR also deployed emergency teams, consisting primarily of protection staff, to the three affected countries to support the response as well as to lead the Protection Clusters that have been activated by the Inter-Agency Standing Committee on 4 April to protect people with specific needs coping with the aftermath of the disaster. UNHCR is particularly concerned about the safety and well-being of women and girls, unaccompanied or separated children, disabled and elderly people living in precarious conditions in multiple makeshift displacement sites. Many female-headed households face heightened risks of exploitation and abuse as their sources of income and livelihood were destroyed by the cyclone.

OPERATIONAL RESPONSE AND CONTEXT

7. By May 2019, UNHCR airlifted some 240 MT of shelter and relief items from global stockpiles to the three countries affected to assist initially some 30,000 most vulnerable cyclone survivors. Approximately 25 staff were deployed on emergency mission shortly after the onset of the emergency⁸. Between July and August, UNHCR had distributed Core Relief items (CRI) to some 60,000 individuals in Zimbabwe, and had assisted 70,000 individuals in Malawi with CRIs to enable them to return to their homes. In Malawi, emergency clusters were deactivated on 30 June – this occurred in the context of the Government's launch of the Return and Relocation Strategy, as well as a Post Disaster Needs Assessment – both of which are aimed at supporting timely returns, recovery, and a transition to development programming.
8. In Zimbabwe, UNHCR intended to keep temporary camps functional until the end of 2019, however, Camp Coordination and Camp management (CCCM) partner funding was expected to end between July and August 2019⁹. Cluster members prepared a response appeal to cover their respective programming needs from July 2019 to April 2020. This multi-sectoral appeal was focused on food security, early recovery, and post-cyclone humanitarian needs. UNHCR focused on assisting refugees in Tongogara refugee camp, located in Chipinge district, and directed a majority of its resources towards this response. Additional resources were dedicated to IDP responses and cluster coordination elsewhere in the country. UNHCR continues to

⁵ UNOCHA, online available at: <https://www.unocha.org/southern-and-eastern-africa-rosea/cyclones-idai-and-kenneth>

⁶ UNHCR Siutaiton Update, June 2019: <https://reliefweb.int/sites/reliefweb.int/files/resources/70196.pdf>

⁷ USAID, online available at: <https://www.usaid.gov/crisis/cyclone-idai>

⁸ UNHCR Tropical Cyclone Idai (update June 2019): <https://data2.unhcr.org/en/documents/download/70197>

⁹ UNHCR TC Idai Response (update 6 August 2019):

<http://reporting.unhcr.org/sites/default/files/UNHCR%20Tropical%20Cylcone%20Idai%20Response%20Situation%20Update%20-%202024JUL-6AUG19.pdf>

undertake protection mainstreaming and PSEA training to partner organizations, as well as the construction of latrines and water infrastructure in Tongogara refugee camp in Zimbabwe. UNHCR together with UNICEF is prioritizing the issuance of civil registration documentation to Zimbabweans to ensure continued access to basic social services. In consultation with the office of the Registrar general (RG), UNHCR is working on funding mobile registration facilities in Chimanimani and Chipinge districts. There are concerns about the lack of a sustainable approach to displacements and returns, and UNHCR is advocating for clarity on mid to long-term housing plans by the Government, in order to help IDPs make informed decisions about their future. Access to information at the community level is also a concern in cyclone affected districts of Zimbabwe. Community-based protection systems need to be strengthened to ensure access to information and rights of persons with specific needs are met. The departure of technical (emergency) experts deployed to respond to cyclone Idai has left gaps, notably in the WASH, Supply, Shelter and Health sectors. This is exacerbated by low levels of staffing capacity of local partners, which has increased the risk of not completing activities started by the emergency response teams.

9. In Malawi, UNHCR has conducted post-distribution monitoring which is running concurrently with early recovery assistance. Findings indicated a need for additional relief items, farming tools, and the inclusion in Government recovery projects. UNHCR sent an Emergency Response Team that worked with other UN agencies, INGOs, and local NGOs supporting the Malawi Government. UNHCR co-led the protection Cluster with the Ministry of Gender, Children, Disability and Social Welfare for a 3-month period. As a protection partner, UNHCR works together with UNFPA on SGBV and UNICEF on Child Protection, and has implemented numerous SGBV trainings and child protection awareness campaigns in cyclone affected areas. In June 2019, the Government of Malawi ordered the closure of all IDP camps, which prompted UNHCR and implementing partner Plan International to focus on registration and the distribution of return packages consisting of CRIs.
10. Level-3 emergencies are activated in exceptionally serious situations, where consequences of the crisis exceed the existing response capacity of relevant country operations and relevant regional bureaux. These emergencies often require adaptations in UNHCR programming and are activated for a maximum of six months (September 2019) following the onset of the emergency. After the Level-3 declaration, emergency procedures and central/regional resources (human, financial, material) become available to operations concerned. Level-3 emergencies may be extended up to a maximum period of nine months, after which exceptional capacities and emergency procedures and systems will no longer be active.
11. In 2017, UNHCR introduced a new policy on emergency preparedness and response¹⁰ that replaced the 2015 Policy on Emergency Response Activation, Leadership and Accountabilities. This policy provides the framework for UNHCRs engagement in emergency preparedness and response, and is in line with UNHCR's 2017-2021 Strategic Directions to ensure protection, respond in emergencies, and promote inclusion, and durable solutions to persons of concern¹¹. The 2017 policy introduced a number of improvements, in particular it reinforces the focus on preparedness, strengthened field orientation, sharpens provisions on leadership and accountability, improves and simplifies access to human, financial and material resources, and enhances partnership and inclusivity. The policy was revised in 2019 to align with the Inter-Agency (IASC) emergency-related protocols, and to ensure consistency with recently updated guidance on emergency preparedness and response, and to reflect on the approach of the Global Compact on Refugees. The policy further lists key principles that should guide emergency preparedness and response activities, where UNHCR staff and partners should:
 - Adopt a 'whole-of-UNHCR' approach and affirm the pivotal role of country operations;
 - Place people at the centre;
 - Respect the overriding duty to 'do no harm' and act on a 'no regrets' basis;
 - Diversify partnerships;
 - Find solutions and link them to development;
 - Prioritize duty of care;

¹⁰ UNHCR policy on Emergency Preparedness and Response (2017): <https://emergency.unhcr.org/entry/124201/policy-on-emergency-preparedness-and-response>

¹¹ UNHCR Strategic Directions: <https://www.unhcr.org/5894558d4.pdf>

- Innovate.
12. UNHCR is committed to an inclusive and participatory approach to planning, and adheres to the *refugee coordination model* and *refugee response plans* in emergencies involving refugees¹². For emergencies involving IDPs, UNHCR adheres to procedures and actions laid out in the *Transformative Agenda* and the *Cluster Approach*, which are designed to improve effectiveness of humanitarian responses by focusing on leadership, coordination, and accountability¹³.

PURPOSE AND SCOPE

13. The purpose of the evaluation is to assess the extent to which UNHCR's response to tropical cyclones Idai and Kenneth was timely, appropriate, and effective in responding to the needs of affected people in Zimbabwe and Malawi. The evaluation will be used to draw lessons from UNHCR's response to the emergency, including disaster preparedness efforts, which could be used to reinforce the organizations global approaches to emergency response. As part of this process the evaluation will document innovative, or good practices, as well as inhibiting factors to the response.
14. The evaluation will provide recommendations for strengthening UNHCRs operational role and ability to fulfill its protection mandate in emergencies that simultaneously address internal displacement and refugee populations. The evaluation will assess how UNHCRs response was aligned to the Humanitarian Response Plan (HRP)¹⁴, Cluster Approaches, and emergency policy frameworks in the respective countries. Special consideration will be given to UNHCRs role and contribution to national and regional coordination mechanisms, as outlined in the Transformative Agenda. The evaluation will seek to determine whether UNHCR has been successful in its efforts to advocate for the centrality of protection in relevant coordination fora, as well as incorporate gender mainstreaming and a rights-based approach in its response plans.
15. The evaluation will emphasize both learning and accountability, and should provide valuable lessons for future emergency responses involving natural disasters. The primary audience for this evaluation is the Division of Emergency, Security, and Supply (DESS) and the country operations in Zimbabwe and Malawi. Other UNHCR Bureaux and Divisions, as well as UNHCR partners, including government and humanitarian development actors – will serve as a secondary audience.

EVALUATION APPROACH AND METHODOLOGY

16. The evaluation will be conducted by a team of independent evaluation experts. The gender balance of the team will be ensured to the extent possible, and the use of national evaluators is strongly encouraged.
17. The evaluation will employ mixed-methods (qualitative, quantitative, participatory), and information will be drawn from primary and secondary data sources, including a desk review of relevant documents, an analysis of data including financial, monitoring, and planning documents, semi-structured key informant interviews with humanitarian workers, local responders, government staff, and other relevant stakeholders, focus group discussions and a household survey with affected communities. Information from different sources will be triangulated for validation, and an in-country validation workshop with relevant stakeholders is expected to take place after data collection.
18. During the inception phase, the evaluation team will propose a detailed methodology to address key questions and sub-questions, further refining the approach, data collection tools and data analysis methods, as well as the approach to quality assurance and triangulation. The evaluation team will conduct field visits to affected areas, in particular Chichawa, Phalombe,

¹² UNHCR Refugee Coordination Model: https://emergency.unhcr.org/entry/38270?lang=en_US

¹³ Transformative Agenda: https://emergency.unhcr.org/entry/41612?lang=en_US

¹⁴ Revised in March 2019 in response to cyclone Idai.

Nsanje, and Zomba districts in Malawi, and Chimanimani and Chipinge districts in eastern Zimbabwe, including Tongogara refugee camp.

19. Furthermore, the evaluation methodology is expected to:
- a) Reflect an Age, Gender and Diversity (AGD) perspective in all primary data collection activities carried out as part of the evaluation – particularly with refugees.
 - b) Refer to and make use of relevant (emergency) policy frameworks and Emergency Response Plans.
 - c) Be based on an analysis of **(i)** the strategy and operational guidelines underpinning UNHCR's operation, and **(ii)** the main actors and stakeholders concerned.
 - d) Gather and make use of a wide range of data sources (e.g. HRPs, Country Operation Plans, Annual Reports, mission reports, country-level monitoring reports, coordination groups meetings, strategy narrative, budget and indicator reports) in order to demonstrate impartiality of the analysis, minimize bias, and ensure the credibility of evaluation findings and conclusions.
 - e) Be explicitly designed to address the key evaluation questions – taking into account evaluability, budget and timing constraints

KEY EVALUATION QUESTIONS

20. In line with UNEG norms and standards, the analytical framework for this evaluation will be structured around five evaluation criteria and questions, namely¹⁵:
- 1) **Relevance and Appropriateness:** How did UNHCRs response contribute the needs of affected populations including those of the most vulnerable groups affected, and how appropriate was this response given the operational context, nature of the emergency, and the organizations protection mandate?
 - 2) **Effectiveness and Efficiency:** How timely and effective was UNHCRs response in contributing to the goals set out in the HRP and other relevant policy frameworks, what were the facilitating and inhibiting factors, and how successful was UNHCR in fulfilling its protection objectives, particularly in the areas of advocacy and leadership through its response?
 - 3) **Sustainability:** To what extent did UNHCR take longer-term considerations and sustainability into account during its emergency planning, and how did the response affect ongoing refugee programmes in the countries of concern?
 - 4) **Partnerships:** What types of partnerships were established with international and local stakeholders, and how did these contribute to delivering assistance to affected people? How were local capacities supported and developed during the response?
 - 5) **Coordination:** How well was UNHCR able to define and fulfil its role as a lead in protection clusters, was the organizations role/responsibility towards IDPs clear to partners and stakeholders, and what lessons/recommendations can be made to strengthen this approach in future?
21. The Evaluation Team will be expected to refine the methodology and final evaluation questions/sub-questions following the initial desk review, country visit and key informant interviews undertaken during the inception phase. The final inception report will specify the evaluation methodology, will include an evaluation matrix, and will refine the focus and scope of the evaluation, including final key evaluation questions, data collection tools and analytical framework.

ORGANISATION AND CONDUCT OF THE EVALUATION

22. An Evaluation Manager will be appointed from the UNHCR Evaluation Service to: (i) manage administrative day to day aspects of the evaluation process (ii) act as the main interlocutor with the Evaluation Team (iii) facilitate communication with relevant stakeholders to ensure evaluators receive the required data (iv) facilitate communication with relevant stakeholders to ensure technical guidance on content, and (v) review the interim deliverables and final reports to ensure quality – with the support of the relevant UNHCR Country Offices, DESS, and Regional Bureaux. The Evaluation Manager will share and provide an orientation to the EQA

¹⁵ The KEQs outline in this ToR will be further refined and scoped during inception.

at the start of the evaluation. Adherence to the EQA will be overseen by the Evaluation Manager with support from the UNHCR Evaluation Service as needed.

23. The Evaluation Team will be required to sign the UNHCR Code of Conduct, complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality requirements. In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the fundamental principles of independence, impartiality, credibility and utility. These inter-connected principles subsume a number of specific norms that will guide the commissioning, conducting and supporting the use of the evaluation. This includes protecting sources and data, informed consent, respect for dignity and diversity and the minimisation of risk, harm and burden upon those who are the subject of or participating in the evaluation, while at the same time not compromising the integrity of the evaluation.
24. A Reference Group may be established with the participation of the key internal, and possibly external, stakeholders for the evaluation to help guide the process. Members of the Reference Group would be asked to:
 - Provide suggestions to identify potential materials and resources to be reviewed and key contacts to be considered for key informant interviews.
 - Review and comment on the draft inception report.
 - Review and comment on the data collection and data analysis instruments that will be developed by the Evaluation Team.
 - Review and comment on the draft final reports, validate emerging findings and conclusions.
 - Advise on the focus of the evaluation recommendations that will form the basis of the Management Response to the review.
25. Upon completion, the evaluation report will be shared with DESS and Senior Management Team in the relevant UNHCR Country Offices with the request to formulate the formal management response, which will also be made available in the public domain.

EXPECTED DELIVERABLES AND TIMELINE

26. The evaluation is expected to last 4-5 months, and is anticipated to start early January 2020 with the participation of the evaluation team in a Real Time Review workshop facilitated by the Division of Emergency, Security, and Supply (DESS) in Geneva. During this workshop, the team will have a chance to further refine the evaluation questions and matrix. The table below outlines the proposed deliverable schedules:

Table 1: Deliverable and Payment Schedule

Activity	Key Deliverable	Indicative Timeline	Payment Schedule
Inception phase including: <ul style="list-style-type: none"> - Initial desk review - Participation in RTR workshop for scoping - Inception visit to country operation and key informant interviews - EQA review on the draft inception report - Circulation for comments and finalisation 	Final inception report – including methodology, final evaluation questions and evaluation matrix.	Week 1-4	20%
Data collection phase including:	Validation workshop on preliminary findings, conclusions and possible recommendations	Week 5-9	30%

<ul style="list-style-type: none"> - Key stakeholder interviews, FGDs, and survey (in country); document reviews; field visits as required. - Validation workshop on preliminary findings, conclusions and possible recommendations (in country) - Stakeholder feedback on preliminary findings and emerging conclusions 	<p>at stakeholder workshop in country.</p>		
<p>Data Analysis and Reporting phase including:</p> <ul style="list-style-type: none"> - Analysis and write up - EQA review of draft report, circulation for comments - Stakeholder feedback and validation of evaluation findings, conclusions and proposed recommendations 	<p>Draft final report including recommendations (for circulation and comments)</p>	<p>Week 10-14</p>	<p>25%</p>
<p>Finalisation of evaluation report</p>	<p>Final Evaluation Report (including recommendations and standalone executive summary)</p>	<p>Week 15-18</p>	<p>25%</p>

EVALUATION TEAM QUALIFICATIONS

27. The evaluation will be undertaken by a team of qualified independent evaluation consultants, comprising of at least a Team Leader and one Team Member. Evaluation Teams are expected to demonstrate evaluation expertise as well as expertise in refugee response and humanitarian operations, with excellent understanding of UNHCR’s protection mandate and operational platform, and good knowledge of issues pertaining to the humanitarian-development nexus. All members of the relevant Evaluation Team must be willing and able to travel to Zimbabwe and Malawi respectively, and be able to work fluently in English. Further required skills and qualifications are outlined below:

Evaluation Team Leader

- A post-graduate or Master’s degree in social science, development studies, international relations or economics plus a minimum of 15 years of relevant professional experience in humanitarian response settings and/or development interventions.
- Minimum of 10 years’ of evaluation experience with demonstrated ability in mixed research methodologies, and an excellent understanding of humanitarian/development country operations. Experience in evaluation in humanitarian or development settings preferred
- Proven experience in successfully leading an evaluation team and managing fieldwork in complex environments.
- Technical expertise in refugee assistance, internal displacements, natural disaster response, basic-needs, and protection work. With an emphasis on durable solutions and local integration, including relevant analytical frameworks and programming approaches and standards.
- Proven track record in leading (preferable) or participating as a senior team member in previous large scale evaluations, preferably country portfolio evaluations, commissioned by a large development, donor, or humanitarian agency.

- Institutional knowledge of UNHCR’s protection mandate and operational platform.
- In-depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Experience in generating useful and action-oriented recommendations to senior management and programming staff.

Evaluation Team Member

- A post-graduate or Master’s degree in social sciences, development studies, international relations, or economics plus a minimum of 8 years of relevant professional experience ideally in humanitarian and/or development settings.
- Minimum of 5 years’ experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or operational research in humanitarian and development settings.
- Good knowledge of humanitarian response programming, relevant analytical frameworks and programming approaches and standards.
- In depth knowledge with various data collection and analytical methods and techniques used in evaluation and operational research.
- Proven expertise in facilitating participatory workshops involving different groups and participants.
- Excellent communication and presentation skills.

GUIDELINES FOR SUBMITTING PROPOSALS

28. Individuals can submit applications for either position or jointly as a team (the Team Leader and Team Member(s) together). Even in case of joint applications, the contracting modality will be individual contracting.
29. In the application, the candidates must specify if they are applying as the Team Leader or Team Member; and in case of joint applications the Team Leader and Team Member roles must be clearly specified.
30. Interested applicants are also required to submit a motivation letter (maximum 2 pages), which includes:
 - Details of how they meet the ‘Essential Skills and Experience’ outlined in the TOR, including description of past professional experience and evidence of their capacity to lead this evaluation synthesis;
 - A summary of the envisioned approach to the evaluation.
31. Interested applicants should submit two copies of their CVs: one in P11 format, and one in a personalised format of their choice.
32. Interested applicants should submit a recent sample of relevant work, publications, or research with regards to evaluations, assessments, preferably in the context of refugee response, asylum seekers, displaced populations, migration, and/or other related topics
33. Interested applicants should submit contact details for three references.

SELECTION AND CONTRACTING

34. Proposals will be assessed by a review panel on the quality and relevance of consultant qualifications. Short-listed applicants may be requested to participate in a telephone interview, or supply additional references and/or samples of work.
35. Following agreement on fees and charges, the independent consultants will enter into a standard contract with the Evaluation Service stipulating terms and conditions regarding payment and travel.

36. The consultancy is expected to be completed within **4-5 months** from the date of signing the contract. UNHCR will pay an agreed lump-sum amount according to the deliverable schedule indicated in table 1.

HOW TO APPLY

37. Interested applicants should specify their last name and first name in the subject of their email, followed by the title of the evaluation “[**Last Name, first Name**], **Evaluation of UNHCR’s L3 Response in Zimbabwe and Malawi**”. Applications should be submitted to hqevaser@unhcr.org. Deadline for the submission is **8 December 2019 (midnight CET)**. Only complete applications and shortlisted candidates will be contacted.