

TERMS OF REFERENCE FOR INSTITUTIONAL CONTRACTORS

Evaluation of UNICEF Humanitarian Response to the 2021-2022 L2 Drought Crisis in the South of Madagascar

Summary	
Purpose of Assignment	<p>The evaluation of UNICEF humanitarian response to the 2021-2022 L2 drought crisis in the South of Madagascar is expected to have a strong learning purpose on several fronts:</p> <ul style="list-style-type: none"> • providing a feedback loop, both programmatically and operationally, into the sustained phase of UNICEF's response to the L2 emergency that will end on 15 July 2022. • Informing the direction of longer-term humanitarian and development efforts of UNICEF in the Grand South, by reviewing and suggesting adaptations to post-L2 strategies and actions. • Identifying lessons to strengthen resilience of households and communities in the Grand South, and the future preparedness and response of UNICEF Madagascar Country Office (MCO), the Government, as well as key partners. • Supporting the learning of MCO, the Regional Office (RO) and Headquarters (HQ) vis-a'-vis the future activation of emergency procedures, and related operating processes, specifically in contexts of protracted natural disasters. <p>The secondary purpose of this evaluation is to strengthen UNICEF's accountability to affected populations, partners, and donors supporting the response at large.</p>
Location of Assignment	Antananarivo, Madagascar, with travel to affected areas in the southern parts of the country
Duration of contract	5 months
Start date	From: Mid-May 2022 To: Mid-October 2022
Languages	<ul style="list-style-type: none"> • French: main language for the conduct of the evaluation and the delivery of all evaluation deliverables • English: additional language required to review some background documentation, participate in regional/global emergency meetings, write the executive summary (evaluation report) and the evaluation brief (stand-alone document of 4 pages)
Reporting to:	Evaluation Section, UNICEF Eastern and Southern Africa Regional Office (ESARO)
Estimated Budget and Code:	\$150,000 Grant: SM229930; WBS: 2670/A0/07
Is consultancy assignment in the approved AWP	Yes
If, Yes, attach copy of the approved page	Attached
If No, attach approved NFR/Justification for the consultancy	

1. Background and Justification

Introduction

In accordance with the coverage norms of UNICEF's Evaluation Policy 2018, short-term level 2 (L2) emergencies must be evaluated at least once. Such L2 evaluations are conducted by the Evaluation Section of the respective UNICEF Regional Office, in consultation with respective UNICEF Country Offices. Accordingly, the *“Evaluation of UNICEF Humanitarian Response to the 2021-2022 L2 Drought Crisis in the South of Madagascar”* will be managed by the Evaluation Section of UNICEF's Eastern and Southern Africa Regional Office (ESARO), under the overall oversight of the ESARO Regional Director, and in close collaboration with the UNICEF Madagascar Country Office (MCO). Quality assurance will be provided by UNICEF's Evaluation Office (EO), which reports directly to UNICEF's Executive Director, which is functionally independent within the Organisation. The evaluation will be conducted in accordance with the provisions of UNICEF's 2018 Evaluation Policy and the norms and standards of the United Nations Evaluation Group (UNEG).

The evaluation of the UNICEF ongoing humanitarian response to the L2 is expected to begin in Mid-May 2022, after the peak of MCO's intensive response to the L2 and before the end of the L2 “Sustain” phase (15 July 2022). The decision to adopt a more retrospective approach, as opposed to real-time, was made in August 2021 by the Evaluation Section of ESARO, in consultation with MCO. Considering the various challenges related to the context of the initial humanitarian response (COVID-19; international travel restrictions; start of the new country programme; etc.), it was decided to give the initial humanitarian response some time to take hold before launching the evaluation. UNICEF declared a Corporate Emergency Level 2 Scale-up Procedure for the South of Madagascar, from 16 July 2021 to 16 January 2022, covering the ten districts most affected by the drought. On 17 January 2022, the L2 was extended into a “Sustain” phase until 15 July 2022. As MCO implements the last part of the L2 response and organises post-L2 strategies and actions, the evaluation is expected to provide a structure for reflection and learning on the response and longer-term humanitarian-development support to the Grand South.

These terms of reference present a brief description of the 2021-2022 drought crisis and its effect on children's rights in the South of Madagascar; an overview of the components of the UNICEF's response since the activation of the Corporate Emergency Activation Procedure (CEAP) in July 2021 and its 6-months extension in January 2022; the scope, the objectives and key questions for the evaluation; the evaluation methodology; plans for stakeholder involvement; roles and responsibilities; evaluation process including timeline and deliverables; and the desired qualifications of the evaluators.

Situation overview

Madagascar is a large island nation located in the south-western part of the Indian Ocean, just off the south-eastern edge of the African continent. Madagascar is the fifth-largest island in the world. Its population, predominantly young and rural, was 27.5 million in 2020¹. About half of the population is younger than 18 years old, 43% is under 15, 15% is under 5, and four out of five Malagasy live in rural areas². The country counts nearly 14 million children, of whom 9.4 million (67.1%) were living in multidimensional poverty in 2018, and 11.6 million (82.9%) were living below the monetary poverty line³. Children face many deprivations due to the challenging humanitarian and development context.

Overall, the country is ranked 159 out of 165 in terms of progress to achieve the 2030 Sustainable Development Goals⁴, and the island is particularly prone to natural disasters, such as cyclones, floods, and droughts. On average, the country

¹ [World Bank Climate Change Knowledge Portal | Madagascar](#)

² [UNICEF Madagascar Multiple Indicator Cluster Survey, 2018](#)

³ [UNICEF Briefing Note | The potential impact of the COVID-19 pandemic on children in Madagascar \(2021\)](#)

⁴ [The Sustainable Development Report | Madagascar](#)

experiences three cyclones per year⁵. Furthermore, the country is affected by regular health outbreaks (such as plague, measles, and polio), and facing the widespread direct and indirect impacts of the 2020-2022 COVID-19 pandemic. Children are especially impacted by the consequences of containment and restrictions, as well as the economic crisis at the national and global levels.

In 2021, the chronic drought in the south of Madagascar became an acute one, as rains failed, an entire growing season was decimated, and nearly 1.5 million people became food insecure⁶. Furthermore, UNICEF estimates that due to the drought, in 2022, about 500,000 children under 5 years will suffer from acute malnutrition, and 110,000 will be severely malnourished⁷. Following the decrease in food production and the rising levels of food insecurity – and that over 1,130,000 people were concerned by crisis (IPC⁸ Phase 3) and emergency (IPC Phase 4) levels and 14,000 people were in famine-like conditions (IPC Phase 5) – **UNICEF declared a Corporate Emergency Level 2 Scale-up Procedure for the South of Madagascar, from 16 July 2021 to 16 January 2022, covering the ten districts most affected by the drought.**

While the worst-case situation of famine has been averted during the first phase of the humanitarian response (July 2021 to January 2022), 49% of the population in the South of Madagascar is still food insecure (1.47 million) while entering the lean season (January to April 2022). While the Severe Malnutrition Assessment (as of 6 December 2021) showed some improvement across South Madagascar (10 out of 10 districts surveyed were assessed in Level 2/Alert), it is expected that during the period from January to April 2022, 7 out of 10 districts will fall again in phase 3/severe with an increased risk of morbidity in children. **Therefore, the UNICEF Emergency Management Team (EMT) meeting held on 10 January 2022 recommended that UNICEF extends the L2 declaration in the South of Madagascar until 15 July 2022.**

Brief chronology of the drought crisis

The IPC of Acute Malnutrition analysis which was conducted in June 2021 projected that 500,000 children were at risk of acute malnutrition between May 2021 and April 2022, including 390,000 moderate cases and 110,000 severe cases depending on food security support and evolution of the meteorological situation.

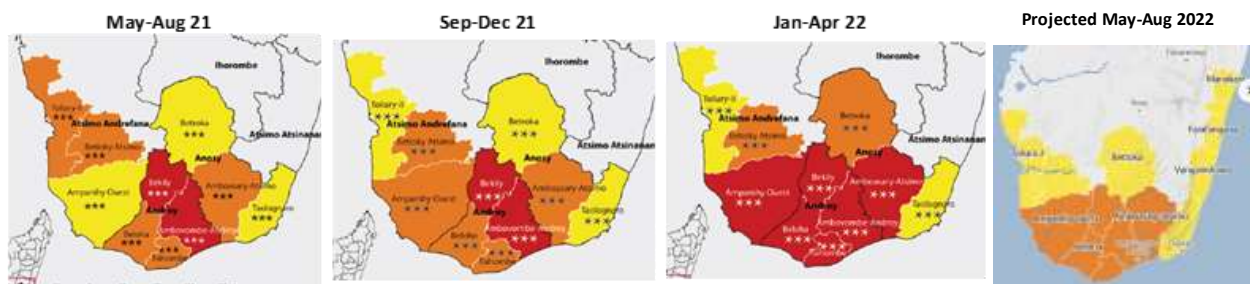


Figure 1. IPC Acute Malnutrition analysis for ten drought-affected districts in Southern Madagascar (source: [IPC Analysis Portal for South Madagascar](#))

The IPC Acute Malnutrition results were informed by different data sources, including the joint UNICEF, WFP and the Government’s SMART and food security survey of April-May 2021. This survey especially showed a progressive deterioration of the situation between November 2020 and April-May 2021 in both nutrition and food security indicators, as shown in the figures below.

⁵ [World Bank Climate Change Knowledge Portal | Madagascar](#). In January and February 2022, two powerful cyclones, Ana and Batsirai, have struck Madagascar. They have caused loss of life, population displacements and major damages.

⁶ [UNICEF’s Humanitarian Action for Children \(HAC\) appeal, 2022](#).

⁷ [UNICEF HAC, 2022](#)

⁸ The Integrated Food Security Phase Classification (IPC) is a multi-partner initiative for improving food security and nutrition analysis and decision-making. By using the IPC classification and analytical approach, Governments, UN Agencies, NGOs, civil society and other relevant actors, work together to determine the severity and magnitude of acute and chronic food insecurity, and acute malnutrition situations in a country, according to internationally recognised scientific standards. [IPC Analysis Portal for South Madagascar](#) (food insecurity and acute malnutrition)

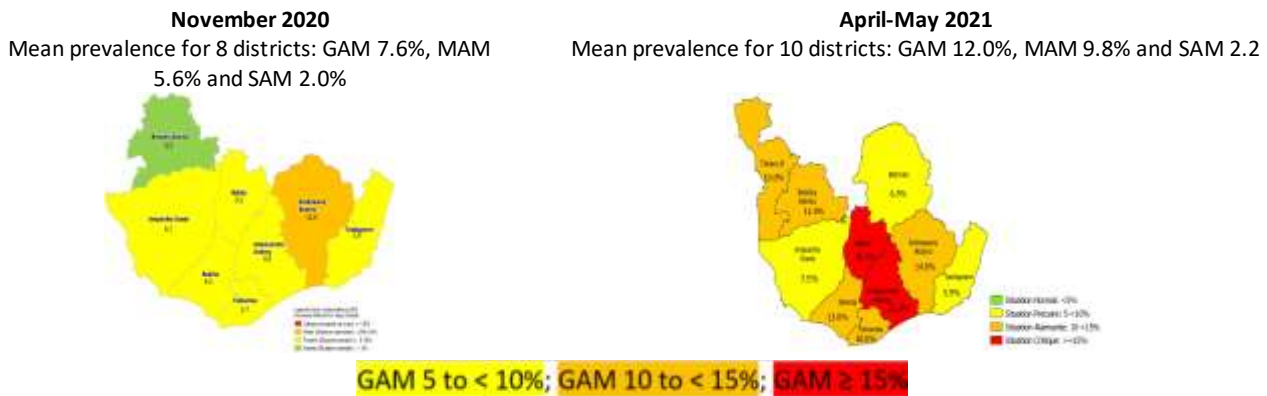


Figure 2. Trends of global acute malnutrition (GAM) prevalence per district between November 2020 and April-May 2021 (Source: SMART survey April-May 2021)

The first UNICEF EMT meeting held on 12 August 2021 indicated that the continued degradation of the nutrition situation was associated with the delayed initiation of food assistance (in some areas) and delayed cash transfer support, caused by an initial lack of funding for scaling up the response. This resulted in insufficient coverage in many districts, as half-food ration and insufficient cash amounts did not cover households' basic needs.

The continued below-average rainfall and water shortages in 2021 also created challenges to access safe drinking water and adequate sanitation and hygiene services for the most vulnerable people and in many public service locations (health centres and schools). Since many communities could not access clean water, they used more expensive or more polluted water (unprotected holes in riverbeds, unprotected wells, surface water, etc.), which further impacted children's health and nutrition status. Forty thousand children were admitted with severe acute malnutrition (SAM) in the south of the country from January to June 2021. This number was more than three times the amount admitted during the same period in the previous year.

The UNICEF Madagascar response plan to the drought in the southern region (October 2021) indicated that about 1.7 million people were lacking basic access to safe water and sanitation in the South of Madagascar. The proportion of the population drinking water from unimproved sources ranged from almost 50% of the population in Ambovombe to close to 70% in Betroka. Sanitation and hygiene conditions were poor in all drought-affected districts, with only 7% of the population accessing basic sanitation and 10% washing their hands with soap and water. Generally, the lack of availability of clean water, poor quality of groundwater and poor maintenance of existing water infrastructures have significantly increased the impact of water deficits. Furthermore, groundwater in coastal areas of southern Madagascar has too high salinity to be drinkable. In dry periods, families must walk many kilometres per day to fetch water and prices are reaching up to US\$ 0.5 per 20 litres jerrican.

The UNICEF Madagascar response plan to the drought (October 2021) indicated that the combined impact of critical food insecurity and precarious WASH conditions was expected to have important spill over effects on nutrition, health, education, and protection indicators. It further indicated that the multi-sectoral effects of the drought crisis in South Madagascar could potentially exacerbate pre-existing gender inequalities and jeopardise the progress made to advance women and girls rights.

The UNICEF EMT meeting held on 10 January 2022 warned that, while it considered the first phase of the humanitarian response overall effective, and averted the risk of famine, the situation would remain critical in the following months, and require an intensive integrated response until April 2022, and then scaling down/reinforcing/transitioning/preparing lower impact crisis until July 2022. Accordingly, UNICEF Madagascar updated its response plan to the drought crisis for the next six months and beyond, defining response targets/programme modalities until July 2022 and detailing preparedness, resilience, and systems strengthening longer-term strategies.

To date, nearly US\$15.7 million of the \$31.1 million (50%) requested has been mobilized by UNICEF Madagascar for the South (see below table)⁹. Considering the funding gap, the protracted nature of the crisis, and UNICEF Madagascar’s focus on the humanitarian-development nexus approach, a sizeable amount of regular resources and development resources have also been allocated (in addition to below funds) to support the achievements of the response set targets.

Funding Requirements (as defined in Humanitarian Appeal 31 December 2021)						
Appeal Sector	Requirements	Funds available			Funding gap	
		Funds Received Current Year	Carry-Over	Total	\$	%
Nutrition	7,650,000	8,635,152	1,686,085	10,321,237	-	0%
Health	7,000,000	471,145	406,069	877,214	6,122,786	87%
WASH	9,900,000	2,596,686	217,465	2,814,150	7,085,850	72%
Education	2,100,000	182,381	-	-	2,100,000	91%
Child Protection, GBVIE and PSEA	1,500,000	345,000	97,873	442,873	1,057,127	70%
Communication for Development	1,500,000	76,403	83,686	160,090	1,339,910	89%
Cash-based transfers	1,430,000	607,250	136,784	744,034	685,966	48%
Cross sectoral / Cluster coordination	-	241,802	93,633	335,435	-	0%
Total	31,080,000	12,973,438	2,721,595	15,695,033	15,384,967	50%

UNICEF humanitarian response

The initial L2 response strategy built on lessons learned from the multiple droughts faced by Madagascar in the past – particularly in 2016, 2018 and the response to the ongoing situation that started in 2020. It was based on the worst-case scenario of famine, and outlined the need for timely action, based on unhindered access and, where possible, contingent upon security, and the sustained presence of partners. The details of sectoral activities and targets of UNICEF initial and updated response plan, as of October 2021, and as of February 2022, are respectively summarized in annexes 1 and 2 of these terms of reference.

Humanitarian Leadership, Coordination and Strategy

UNICEF and its partners have committed to work in unison¹⁰, using multisectoral humanitarian interventions (nutrition, food and cash distributions, health, WASH, child protection – GBV and PSEA¹¹, social and behaviour change, etc.) until the next harvest (beginning of the second quarter in 2022). Such multisectoral interventions have been designed to target the most vulnerable/affected communities (i.e., pockets of malnutrition classified as emergencies by the Nutritional Surveillance System) and adapt as much as possible to the very different local contexts from one site to another while ensuring a strong geographical convergence between the different interventions.

⁹ Source: UNICEF Madagascar presentation at the Emergency Management Team meeting on 10 January 2022. Please note budget figures in the table were extracted from the Humanitarian Appeal (HAC). Therefore, funding requirements covered all humanitarian actions in the South (drought, cyclones, and COVID-19). However, no funds received covered recent cyclone responses.

¹⁰ Bureau du Coordinateur Résident des Nations Unies |

https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/mdg_18_11_2021_grand_sud_appel_eclair_revise.pdf |

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¹¹ Protection from Sexual Exploitation and Abuse (PSEA) is not a programmatic area. While responses to PSEA fall under GBV services, PSEA is integrated into all components of UNICEF’s programming responses across all sectors. Reducing SEA risks in all sectors; prevention measures; developing safe and accessible reporting channels and providing survivor assistance are all part of addressing PSEA.

UNICEF's role in humanitarian leadership, coordination and strategy is reflected through its work on Clusters. UNICEF currently co-leads the nutrition (with the National office of Nutrition - ONN), WASH (with the Ministry of Water, Hygiene and Sanitation - MEAH), education (Sectorial Group of Education with Ministry of Education - MEN) and social protection clusters. UNICEF coordinates the cash response to the drought. In collaboration with the various members of the Cash Working Group (CWG), UNICEF and partners are implementing the Joint Plan prepared by the CWG and the Food Security Cluster (SAMS), covering about 900,000 people with monthly humanitarian cash transfers to ensure that the most appropriate form of assistance (food, cash, or hybrid) is provided to the most drought-affected households. Finally, UNICEF supports access analysis and mapping, as an active member of the CRIC (Reflexion Committee on Emergency led by the National Office for Risk and Disaster Management, BNGRC, with support of OCHA). OMS leads the health cluster, and the Catholic Service Relief (CRS) leads the child protection sector.

2. Purpose & Objectives of the evaluation

The purpose of the evaluation is twofold. First, it will have a strong learning purpose on several fronts:

- providing a feedback loop, both programmatically and operationally, into the sustained phase of UNICEF's response to the L2 emergency that will end on 15 July 2022.
- Informing the direction of longer-term humanitarian and development efforts of UNICEF in the Grand South, by reviewing and suggesting adaptations to post-L2 strategies and actions.
- Identifying lessons to strengthen resilience of households and communities in the Grand South, and the future preparedness and response of UNICEF Madagascar Country Office (MCO), the Government, as well as key partners.
- Supporting the learning of MCO, the Regional Office (RO) and Headquarters (HQ) vis-a'-vis the future activation of emergency procedures, and related operating processes, specifically in contexts of protracted natural disasters.

The secondary purpose of this evaluation is to strengthen UNICEF's accountability to affected populations, partners, and donors supporting the response at large.

In line with the dual learning and accountability purposes, the evaluation is expected to generate actionable recommendations on how to best plan for the post-L2 phase, strengthen longer-term H-D efforts in the Grand South, and prepare for future protracted, and/or climate-change related emergencies. The evaluation's objectives will thus:

- Assess UNICEF's response to the 2021-2022 drought crisis in the South of Madagascar vis-a-vis issues of appropriateness/relevance, effectiveness, coverage, connectedness, and coherence (coordination/partnerships).
- Assess the extent to which UNICEF adhered, where relevant, operationally and programmatically, to the Core Commitments for Children in Humanitarian Action (CCCs).
- Examine the extent to which UNICEF effectively responded to the needs of the most affected women, children and populations in timely manner, identified gaps, constraints, and strategies for medium and longer-term programming.
- Assess the level of preparedness of MCO, including the extent to which emergency preparedness and procedures enabled MCO to respond effectively. This should include reviewing the extent to which UNICEF has incorporated lessons learned from responses to previous droughts; as well as whether and how the Emergency Preparedness Platform (EPP), Standard Operating Procedures (SOPs), Human Resources (HR)/surge capacities, Supply prepositioning, data and monitoring systems, social protection/shock responsive systems that were established have enabled MCO to respond.
- Examine the extent to which MCO considered gender equality and disability inclusion during the response, including how UNICEF has been gender-transformative and disability-inclusive across its efforts and sensitive to the needs of the most vulnerable groups affected by the emergency (e.g., communities in hard-to-reach areas;

persons with disabilities; female headed-households; adolescent girls; separated or unaccompanied children, etc.). Along these lines, the evaluation should be informative about the ways in which the 2021-2022 drought has affected different categories of people and the extent to which UNICEF has, in turn, incorporated this knowledge as a key driver of its response.

By documenting what MCO has done well so far, identifying key gaps and the areas that will require more focus (in terms of efforts and funds), the evaluation is also anticipated to have an instrumental role in supporting UNICEF fundraising efforts for the post-L2 phase/longer-term plans in the Grand South.

Per OECD DAC standards¹², the evaluation objectives and questions will determine the application of criteria. The criteria will be fully agreed upon once the evaluation questions are firmed up during the inception phase, thereby allowing them to be contextualised¹³.

The evaluation will provide structure for reflection and learning. The primary audience of this evaluation is UNICEF's management and staff at the field, country, regional and HQ levels involved in the response to the 2021-2022 drought crisis. Secondary audiences include the larger community of partners (governmental, UN agencies and other implementing partners); populations affected by the emergency, the Executive Board and interested member states; donor agencies that support emergency programmes with technical and financial resources at all levels, among others. Finally, the evaluation report and its summary brief will be publicly available on UNICEF's Country Office and Regional Office website page.

The approach will draw on elements of humanitarian and developmental evaluation, generating learning that can be used in UNICEF's longer-term support plans to the Grand South and emergency preparedness. The evaluation will be:

- Flexible, creating space for new evaluation questions, methods, analysis, and feedback during the inception phase.
- Driven by questions and issues confronting MCO's response strategy and management.
- Designed to capture system dynamics and surface innovative strategies and ideas (“what works”).
- Designed to describe which solution and response MCO has put in place to respond to the emerging and evolving needs (for instance, using real-time assessment methods - “how it works”)
- Generating information/briefs/reports to inform and document the response.

3. Description of the Assignment

Scope of the evaluation

Institutional scope: While noting the major role played by other UN agencies (such as WFP, FAO, WHO, OCHA, etc.) and partners in the drought response, this evaluation is focused on evaluating the work of UNICEF MCO and its downstream partners in responding to the drought crisis. However, such an evaluation needs to consider the wider framework of the response, including that of the government counterparts (both at national and sub-national levels), the UN system as a whole, the donor community, the international non-governmental organisations and national civil society organisations and agencies involved in the response, in analysing the respective role UNICEF MCO plays in this response mix and the related expectations of stakeholders in regard to UNICEF's response.

Within UNICEF, the evaluation will focus on the response to the drought implemented by MCO. However, it will also assess interactions, roles, responsibilities, support and expectations from the UNICEF East and Southern Africa Regional Office (ESARO) and UNICEF's headquarters in New York and UNICEF's Supply Division in Copenhagen (in relation to emergency supplies and procurement services provided).

¹² OECD. 2010. Quality standards for development evaluation.

¹³ OECD/DAC Network on Development Evaluation. Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use.

Programmatic scope: The UNICEF Madagascar 2021-2022 Drought in Southern Regions Response Plans (initial and updated versions of which key activities and targets are presented in annex 1 and 2) underline that UNICEF has been prioritising an integrated nutrition, health, and WASH response, supported by shock-responsive social protection, C4D (social and behaviour change communication) and operational support interventions in drought-affected areas in Southern Madagascar focusing on providing life-saving services to avert famine. The response is further strengthened by interventions in the areas of education and child protection.

The evaluation will focus on the relevance, effectiveness and efficiency of the programmatic response, the success or failure of convergence between sectors, the comprehensiveness of the response regarding identified needs, the uptake of innovations in emergency response, the level of internal coordination contributing to success or failure factors, the role of Operations in supporting programme delivery, and the level of community engagement across the response. The evaluation will evaluate the quality of external coordination and partnership, level of integration and complementarity of actions vis-a-vis various actors such as the public sector, UN system, donor community and civil society organisations involved in response to the drought in southern regions. Using appropriateness, effectiveness, and connectedness/coherence criteria, the evaluation will also consider the response to longer-term impacts and the humanitarian-development nexus approach.

Geographic focus: The evaluation will focus on the ten (10) most crisis-affected districts in the Androy, Anosy, and Atsimo Andrefana regions, as well as capital city where advocacy and coordination mechanisms are centralised. At the inception phase, the evaluation team will establish a methodology and approach for sampling and visiting affected localities where UNICEF provides its emergency response. Additionally, the evaluation will evaluate the level of geographic convergence of UNICEF's sectoral approach, when this convergence is a programmatic requirement.

Time frame: The evaluation will consider the entire span of the drought crisis emergency response of UNICEF in Madagascar between November 2020 and July 2022. It will more specifically cover the initial period of the L2 emergency procedure, from 16 July 2021 to 16 January 2022, and the extended/sustained period of the L2, from 17 January 2022 to 15 July 2022. Besides, considering the slow onset of the drought crisis and that “weak signal” were received as early as November-December 2020, the evaluation will need to describe briefly how early warnings were dealt with.

Indicative evaluation questions

In line with the objectives of the evaluation, the following table lists a set of general overarching questions and a more specific set of sub-questions, that will guide the evaluation. They will be fine-tuned, revised and reduced, as deemed appropriate, to ensure relevance and utilization of the exercise once the evaluation team is onboard and the Evaluation Reference Group is established.

Evaluation Criteria	Overarching Evaluation Question	Sub-questions
<p>Relevance/ Appropriateness</p> <p><i>The extent to which the response was in line with local needs and priorities</i></p>	<ul style="list-style-type: none"> • To what extent did the response meet the needs of the country and drought-affected communities, including the most vulnerable? To what extent was the UNICEF's response designed in a coherent manner (aligned or complementary to priority actions of Government and other partners)? 	<ul style="list-style-type: none"> ○ To what extent was UNICEF's response aligned with and tailored to the needs of the most affected populations? ○ To what extent was the response informed by/driven by evidence (situation analysis, needs assessments, data systems, surveys, etc.)? ○ To what extent were gender and equity/human rights standards considered throughout the UNICEF's response? ○ To what extent was the initial response by the CO and RO informed and enabled by elements of preparedness in place prior to the crisis? ○ How integrated was UNICEF's approach across key sectors when addressing key priorities? ○ How consistent has the response been with core principles of humanitarian action? ○ How coherent was UNICEF's response with the priorities defined by the Government? To what extent was the response

		<p>designed to complement activities of other humanitarian partners operating in affected areas?</p> <ul style="list-style-type: none"> ○ To what extent affected populations were involved in needs assessment, informed about the response and provided mechanisms to provide feedback? If complain mechanisms were set up, to what extent UNICEF acted upon the feedback of affected populations?
<p>Effectiveness</p> <p><i>The extent to which the response achieved its purpose, or whether this can be expected to happen on the basis of the outputs</i></p>	<ul style="list-style-type: none"> ● How effectively has UNICEF responded to the L2 crisis in Madagascar? To what extent has UNICEF achieved/is achieving its intended results, and within the planned timeframe? (Consider HAC, response plans, monitoring, adherence to CCCs, etc.) 	<ul style="list-style-type: none"> ○ How sound/realistic/feasible were planned targets and to what extent were they based on situation analysis and updated as new information became available? ○ What factors contributed to success and what factors constrained UNICEF's success? (Consider emergency supply prepositioning; HR surge; fundraising; communication w/donors and NatComs)? What roles had MCO, the RO and HQ had in this? ○ How timely was the response? ○ To what extent did the emergency preparedness planning influence MCO capacity to respond?
<p>Coverage</p> <p><i>The extent to which the response reached major population groups facing life-threatening suffering wherever they were</i></p>	<ul style="list-style-type: none"> ● To what extent was the affected population, adequately identified, targeted, and reached by UNICEF and its partners? 	<ul style="list-style-type: none"> ○ How successful has UNICEF been in reaching the most vulnerable groups (families and communities in hard-to-reach areas; people with disabilities; unaccompanied/separated children; pregnant women etc.?) ○ How successful has UNICEF been in ensuring youth participation during the response?
<p>Connectedness¹⁴</p> <p><i>The extent to which activities of a short-term emergency nature were carried out in a context that takes longer-term and interconnected problems into account</i></p>	<ul style="list-style-type: none"> ● To what extent did UNICEF's response contribute to the longer-term goals of enhancing prevention of future similar emergencies, mitigation of negative effects of future natural hazards (resilience/sustainable solutions) and preparedness? 	<ul style="list-style-type: none"> ○ How successfully have longer-term considerations been incorporated into planning and relief interventions? Which strategies or approaches were chosen to ensure a link between emergency response and long-term programming (includes consideration of climate change)? Which lessons should be considered for future, protracted and/or climate change related crises? ○ To what extent was UNICEF's response specifically contributing to improving the resilience of local government systems and their capacity to prepare, respond and mitigate the effects of future, protracted and/or climate-change emergencies? ○ To what extent has the response set the groundwork to contribute to the humanitarian-development nexus?
<p>Coordination / Partnership (at national/decentralized levels)</p> <p><i>The extent to which humanitarian assistance was delivered in a cohesive and effective manner</i></p>	<ul style="list-style-type: none"> ● How effective has UNICEF been with regards to collaborating and coordinating with partners in responding to the emergency? How effectively and efficiently has UNICEF coordinated its response both internally and externally (with key actors, such as other UN Agencies, CSOs and developing partners, national and local governments)? 	<ul style="list-style-type: none"> ○ How effectively has UNICEF led and/or participated in cluster coordination? ○ To what extent were considerations of comparative advantage applied in implementing the response and, as applicable, longer-term efforts? ○ How well did UNICEF support the Government at different levels in coordinating the response? And clusters/national nongovernmental partners? ○ How effective and inclusive was the CO in coordinating the setup of and delivery of new stations at the centre of the crisis?

While gender and other equity dimensions (such as disability inclusion) will need to be carefully considered under the above evaluation criteria and indicative questions, below are specific queries of interest:

¹⁴ Connectedness can be conceived as the equivalent of the sustainability/ criterion applied to humanitarian action.

- What were/are the specific gender and disability inclusion dimensions of the emergency?
- What specific challenges or good practices have arisen in working with vulnerable groups?
- Were activities and practices (including assessments, innovations etc.) implemented based on ethical principles (respect for autonomy, beneficence, non-maleficence, justice)?

The evaluation questions and sub-questions identified above are the jumping-off point for the evaluators to further develop/validate during the Inception Phase of this evaluation and then transition to the Implementation Phase. During the Inception Phase, the evaluators will identify key questions to answer rapidly, and demonstrate the evaluation ability to secure quick/early wins and added value for learning and adaptive management.

Evaluation approach and methods

The approach and methods of this evaluation will need to provide a reliable assessment of UNICEF's response to the drought crisis in Southern Madagascar regarding its relevance/appropriateness, effectiveness, coverage, connectedness, coordination/partnerships, with a specific consideration on its adaptivity to changing conditions and the complexity of the country context.

The first phase of the evaluation (Inception Phase) will focus on the selection of priority evaluation questions using participatory approaches. The second phase (Implementation Phase) will focus on responding to all priority questions to address the learning and accountability purposes of the evaluation.

For the Inception Phase, any form of engagement, including data collection, will need to be a light-touch as much as possible. In this phase, the evaluators will also rely heavily on a desk review of existing secondary data and documentation such as SitReps; Humanitarian Appeals; rapid needs assessments; monitoring indicators and reports (SMART surveys; trip reports; etc.); moment of reflection documentation (March 2022); analysis of funding information, HR and supply data; assessment of MCO preparedness and contingency plans reflected in the Emergency Preparedness Platform (EPP), etc. Other data sources include geospatial data, RapidPro, Google analytics and social media analytics.

Throughout the Implementation Phase, the evaluators will conduct a range of activities, including staff interviews, focus group discussions, observation, and process monitoring, as per the evaluation questions agreed during the Inception Phase. The evaluators will collect and analyse data, feed it back to stakeholders in engaging formats, and document any adaptations that are made by UNICEF. The expectation is that the evaluators would engage with staff to discuss, reflect, and incorporate findings into key decision-making processes. This requires a commitment of time from the response team staff as well as a willingness to permit the evaluation team access to meetings, emails, and other relevant data.

To guarantee inclusion, accuracy and credibility of the evaluation's findings, primary data collection and subsequent analysis will be sex and age-disaggregated, to the extent possible. Data collection should further attempt to gather the views of the diverse universe of stakeholders/social groups affected by the intervention, particularly the most vulnerable (e.g., hard-to-reach communities; households that have encountered significant destruction of assets and livelihoods; resettled communities; people with disabilities; unaccompanied/separated children; etc.).

Finally, the evaluators will need to carefully consider the context of the response, including COVID-19, government's priorities, global response environment in Madagascar to contextualise data, priorities, and partnerships.

Data collection methods

The evaluation will use a mixed methods approach to answer the evaluation questions as outlined above. Triangulation of many data sources and types will be needed. Like the questions, the methods may change or be employed differently in order to be utilisation focused. In general, data collection would include:

- Document Review (including relevant emails, memos, and other existing data such as field mission reports)
- Key Informant Interviews

- Observation/listening during meetings, calls, strategy sessions
- Process Monitoring
- As needed, other methods could include chronological event mapping (crisis and response), FGDs, online surveys, etc.

Analytical methods are likely to include:

- Qualitative Data Analysis
- Quantitative Data Analysis
- As needed, other methods could include data digest sessions, process mapping, forcefield analysis, and/or other approaches.

An evaluation matrix will be developed to demonstrate how the evaluators plan to answer each evaluation question and sub-questions, including data sources, methods, and products that will be developed for each.

To the extent possible, these methods will be adequately supported through qualitative methodologies such as observation, including participating in (observing) emergency meetings, holding focus group discussions and key informant interviews with a purposive sample of stakeholders i.e. affected community members and leaders (including young people); UNICEF staff at country/regional/HQ levels; Government representatives; implementing partners; development and humanitarian partners and other UN agencies. While the expectation is that much of the data collection will be done in person/field work, due to the ongoing COVID-19 pandemic, the evaluation may need to employ virtual data collection approaches and tools in some cases, for instance, phone interviews, virtual focus group discussions, and online surveys, among others.

Evaluation Products and Use

To ensure the work is as useful as possible, the evaluators will employ iterative loops to feed information into decision-making process whenever possible. Learning products will be focused on the needs of key decision-makers and will be designed to be useful and usable. The exact nature, format, and scope of each product will be finalised with relevant decision-makers and users during the Inception Phase. Some potential products to facilitate use will include:

- Options memos documenting potential pathways forward and their implications.
- Decision logs recording which decisions were made (or not made) and the rationale for why the selected action was taken (or not taken).
- Presentations during Country Management Team or Emergency Management Team meeting to facilitate the validation of evidence-based recommendations.
- Human stories that describe the response in a more personable way.
- Infographics or other data-driven references.
- Document Archive on SharePoint.

4. Deliverables, timelines, and payment schedule

The work plan below presents an illustrative timeline for assessment activities that would span a period of approximately five months (mid-May 2022 until mid-October 2022). The evaluation will be launched in mid-May 2022 with the inception phase. The evaluators will be working closely with the response team and conduct observation and preliminary interviews, undertake document review and explore possible approaches that will yield credible and timely evidence. Importantly, during this phase, key evaluation questions will be prioritized using a participatory approach with the Evaluation Reference Group. The development of the inception report/implementation plan will signal the end of the Inception Phase.

Inception Report/Implementation Plan will:

- Present the final set of evaluation questions and sub-questions.
- Describe the process used to prioritize each evaluation question, and sub-question during the inception phase.
- For each question and sub-question, identify data to be collected and sources, including plans and tools for analysing and synthesising across sources and methods, including the use of triangulation.
- Present a detailed work plan, specifying the organisation and time schedule with defined observation and interview times (and clear limits designed to not overwhelm response staff).

The deliverable **1** for this activity will be an Inception Report/Implementation Plan with a summary, key annexes and a PowerPoint presentation. The Inception Report/Implementation Plan (not including annexes) should be no longer than 20 pages. UNICEF ESARO will submit the evaluation protocol and tools to Health Media Lab Institutional Review Board (IRB) for Research Ethics Review and Approval. The evaluators will respond to all queries by the IRB and adapt protocol/instruments as deemed necessary.

As the evaluation transitions into the Implementation Phase, the evaluators will conduct a range of activities, including staff and partners interviews, observation/listening, field visits, and complete the desk review. The evaluators will work closely with key actors in the response. Throughout this period, the evaluators will collect and analyse data, feed it back to stakeholders in engaging and useful formats.

The degree to which questions are answered will depend upon priorities, timelines, and information available. The evaluators should aim to make progress against all priority evaluation questions within this timeframe.

The work plan below is indicative and is intended to be further fleshed out during the inception phase.

	M	J	J	A	S	O
Inception phase						
On-board evaluators / meetings with members of the response team						
Prioritize evaluation questions with ERG / develop evaluation design and matrix						
Submit draft version of inception report / implementation plan	①					
Address IRB queries on ethical standards and revised evaluation protocol and tools as deemed necessary						
Address questions of Evaluation Reference Group (and UNICEF internal and external quality assurance review feedback) on inception report / implementation plan						
Submit final version of inception report / implementation plan		②				
Implementation phase						
Data collection						
Provide “emerging findings” feedback						
Provide options on way forward / document						
Consolidate and conclude						
In-depth data analysis, and identification of key evaluation findings and lessons learned						
Submit draft version of evaluation report				③		
Workshop with Evaluation Reference Group on key findings, lessons learned and recommendations						
Submit Final Evaluation Report, PPT and Evaluation brief						④

- ① Report of max. 20 pages (not including executive summary and not including annexes) and draft PPT for presentation of evaluation plan to ERG: **payment of 25% of value of contract**
- ② Report of max. 25 pages (including an executive summary in French and in English of 2 pages each, and not including annexes) and final version of PPT on evaluation design: **payment of 35% of value of contract**
- ③ Report of max. 50 pages (not including executive summary and annexes) and draft PPT for presentation of evaluation findings, lessons learned and recommendations to ERG: **payment of 25% of value of contract**
- ④ Report of max. 60 pages (including an executive summary in French and in English of 5 pages each, and not including annexes), evaluation brief (4 pages in French and English), and final version of PPT on evaluation findings, lessons learned and recommendations, and **payment of 15% of value of contract**

5. Management arrangements and quality assurance

The evaluators will be recruited and report to the ESARO Evaluation Section under the overall oversight of the ESARO Regional Director. For the day-to-day management of the evaluation, the Evaluation Section will appoint an Evaluation Manager who will be accountable to the Regional Evaluation Adviser. Quality assurance will be provided by UNICEF's Evaluation Office.

UNICEF Madagascar will appoint an Evaluation Focal Point who will act as the primary liaison with the Evaluation Manager and will facilitate the evaluation process at the country level.

An Evaluation Reference Group will be established to ensure ownership from relevant stakeholder groups of the evaluation process, provide expert advice, inputs and support to the evaluation as the evaluation unfolds. The reference group will have the following responsibilities:

- Provide inputs in the inception phase to influence the approach of the evaluation, and, where necessary, provide information and institutional knowledge as key informants;
- Support the work of the evaluation team by facilitating connections with key informants and ensuring the team has relevant reference documents;
- Review selected evaluation products (implementation plan, monthly reports and final report) and provide written comments to the evaluation team through the evaluation manager;
- Where feasible, contribute to the post-evaluation management response, action plan and dissemination strategy.

ESARO will assure the quality of the evaluation and guarantee its alignment with UNEG Norms and Standards and Ethical Guidelines and provide quality assurance checking that the findings are evidence-based, conclusions are relevant/rooted in findings and proposed adaptations and recommendations are useful and actionable. All major deliverables will be reviewed first by ESARO (zero draft) and then by the Evaluation Reference Group and the Evaluation office (EO). The evaluators will be responsible for ensuring that recommendations for quality improvement of the deliverable(s) are fully addressed. The Final Evaluation report will also be submitted to the Global Evaluation Reports Oversight System (GEROS) for final quality assessment with feedback provided to ESARO and MCO on the quality of the evaluation.

The evaluators shall adhere to the following UN and UNICEF norms and standards and are expected to clearly identify any potential ethical issues and approaches in their proposal. Guidance documents mentioned below are those that the evaluators are expected to comply with:

- United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System 2016;¹⁵ (including impartiality, independence, quality, transparency, consultative process);

¹⁵ UNEG Norms and Standards for Evaluation, 2016. Available at: <http://www.unevaluation.org/document/detail/1914>

- Ethical Guidelines for UN Evaluations;¹⁶
- UNICEF Ethical Guidelines and standards for research and evaluation;¹⁷
- UNEG guidance on integrating human rights and gender equality and UN System-Wide Action Plan (UN-SWAP) on gender equality;¹⁸
- The United Nations Disability Inclusion Strategy;¹⁹
- Relevant ALNAP guidance for evaluation and real-time evaluations of humanitarian action;²⁰
- Results-Based Management principles (Theory of Change applied in the Emergency should be determined by the Evaluation Team).

6. Location and Duration

Location: Antananarivo, Madagascar, with travel to drought affected areas in the southern part of the country.

Duration: mid-May 2022 to mid-October 2022 (5 months).

7. Qualification Requirements

Team Composition and responsibilities:

The evaluation will be conducted by a four-person team, including one team leader (international experience), one senior consultant (international experience), and two national consultants. The evaluation team should have demonstrated experience in all key response areas (child nutrition, child and maternal health, WASH, education in emergencies, child protection in emergencies, GBViE, PSEA, social protection, social and behaviour change, and operations), and be gender balanced. **An institutional contract will be made.**

Required Qualifications:

Team Leader, international experience (1)

- Extensive experience (a minimum of 15 years) in emergency response required. Extensive knowledge of UNICEF's programmes in emergency contexts, including the Core Commitments to Children (CCC), and of UNICEF's corporate emergency procedures highly desirable.
- A minimum of 10 to 12 years of experience in conducting and managing multi-disciplinary humanitarian evaluations, including emergencies for UNICEF, other UN agencies and/or other international partners at the global, regional and/or country levels. Proven experience leading evaluations and teams of consultants. Previous experience of evaluation and research in Madagascar would be a strong advantage.
- Knowledge of latest methods and approaches in humanitarian evaluations, especially participatory methods and accountability to affected populations (including young people).
- Knowledge of qualitative and quantitative methods.
- Excellent oral and written communication skills in French (the entire evaluation process will be conducted in French language and all evaluation deliverables will be submitted in French). Good oral and written communication in English (some background documentation will be English; evaluation team leader will need to

¹⁶ UNEG Ethical Guidelines, 2020. Available at: <http://www.uneval.org/document/detail/2866>

¹⁷ UNICEF Procedure on Ethical Standards in Research, Evaluation, Data Collection and Analysis, 2021

¹⁸ <http://www.uneval.org/document/detail/1616>

¹⁹ UN Disability Inclusion Strategy, 2021. Available at: <https://www.un.org/en/content/disabilitystrategy/>

²⁰ <https://www.alnap.org/system/files/content/resource/files/main/alnap-evaluation-humanitarian-action-2016.pdf>

participate in regional/global emergency meetings in English; executive summary and evaluation brief will be required in French and in English languages).

- Experience with the ethics of evidence generation; experience collecting data from vulnerable groups, children and young people; familiarity with ethical safeguards.

Senior Consultant, international experience (1)

- Experience (a minimum of 8 to 12 years) in emergency response required. Knowledge of UNICEF's programmes in emergency contexts, including the Core Commitments to Children (CCC), and of UNICEF's corporate emergency procedures preferred. Technical expertise relevant to UNICEF's emergency operations in Madagascar (Nutrition, WASH, etc.) a strong advantage.
- A minimum of 7 to 10 years' experience evaluating humanitarian action.
- Knowledge of qualitative and quantitative methods.
- Experience with the ethics of evidence generation; experience collecting data from vulnerable groups. Familiarity with ethical safeguards
- Excellent ability to communicate and write in French and English.

Senior National Consultants (2)

- A minimum of 6 to 8 years' experience evaluating humanitarian action.
- Familiarity with UNICEF's emergency response, including the Core Commitments for Children, programmatic and operational aspects.
- Experience in primary data collection in crisis-affected communities, including leading focus group discussions and participatory methods (including young people).
- Qualitative data analysis skills.
- Experience in programme monitoring.
- Experience with the ethics of evidence generation; experience collecting data from vulnerable groups; familiarity with ethical safeguards.
- Excellent ability to communicate and write in French.

8. Assessment of proposals process and methods

Interested and qualified evaluation firms are requested to submit within deadline one technical proposal and one financial proposal as stipulated in the Request for Proposal published by UNICEF Supply in the United Nations Global Marketplace (UNGM).

Technical proposal should be concise (max.15 pages, excluding annexes), and address the following areas:

- Evaluation experience of the evaluation firm related to thematic (evaluation of humanitarian action in the field of children's rights) and geographic areas of the evaluation, max. 3 pages
- Experience and qualifications of lead evaluator (principal investigator) and other evaluation team members (include CV in annexes); max. 3 pages
- Proposed approach to meeting the deliverables outlined in these terms of reference, methodology and implementation plan; max. 5 pages
- Description of other key personnel (include CVs in annexes); max. 2 pages
- Any other issues relevant to the Terms of Reference; max. 2 pages

Financial proposal should include all eligible costs (fees, international and field travel expenses, etc.) of the evaluation team. The evaluation partner is also expected to work independently and regular overhead costs relating to office space and equipment should be included in the financial proposal. The arrangement of necessary human

resources including research assistants, enumerators and data entry personnel must be well defined and costed in the proposal. Please note that travel cost shall be calculated based on economy class travel, regardless of the length of travel, and costs for accommodation, meals and incidentals shall not exceed applicable daily subsistence allowance (DSA) rates, as promulgated by the International Civil Service Commission (ICSC).

Below are the criteria that will be used to assess the proposals:

Assessment of proposals for conducting the Evaluation of UNICEF Humanitarian Response to the 2021-2022 L2 Drought Crisis in the South of Madagascar		Scores
FINANCIAL	Financial offer is cost-effective	30
	<ul style="list-style-type: none"> Narrative explanation of the proposed budget to ensure all costs and their rationale are clear 	10
	<ul style="list-style-type: none"> Financial offer is consistent with the methodology and implementation plan 	20
TECHNICAL	Overall suitability of evaluation firm and team to conduct the evaluation	40
	<ul style="list-style-type: none"> Proposed evaluation team has experience, with good track records, in conducting similar evaluations (evaluation of humanitarian action in the field of children's rights), preferably with UNICEF or other UN agencies, and preferably covering Madagascar. Evaluation team is gender balanced. 	10
	<ul style="list-style-type: none"> Proposed team leader has experience leading evaluation teams and humanitarian evaluations 	5
	<ul style="list-style-type: none"> Proposed team members have both quantitative and qualitative expertise, linked to the proposed methodology 	5
	<ul style="list-style-type: none"> Proposed team members are familiar with UNICEF's emergency response, including the Core Commitments for Children, programmatic and operational aspects 	5
	<ul style="list-style-type: none"> Proposed team members have proven expertise in child rights, equity and gender sensitive analysis 	5
	<ul style="list-style-type: none"> Proposed team members are all fluent in French and team leader and co-team leader are also fluent in English 	10
	Overall suitability of methodology and implementation plan	30
<ul style="list-style-type: none"> Proposed methodology demonstrates understanding of scope and permit good triangulation of evaluation findings 	20	
<ul style="list-style-type: none"> Implementation plan demonstrates feasibility of evaluation within 5 months period 	10	

9. Endorsements and Approval

Prepared and finalised

Carole Tronchet Pradhan *30/03/2022*

(Requester's Name) Date

Reviewed

Urs Nagel
Regional Adviser, Evaluation *30/03/2022*

Chief of (Section) Date

Reviewed

Konady Kone **30.03.2022**

Supply and Logistics Manager Date

Authorised

Mohamed Malick Fall 
Head of Office (RD or Rep)/Dep Rep **01 April 2022**

Date

Annex 1: Activities and targets of UNICEF initial response plan (16 July 2021 to 16 January 2022)

Information in the table below is retrieved from UNICEF Madagascar 2021 Drought in Southern Regions - Response Plan (Version October 2021)

2021 Response Plan (Version October 2021)			
	RESULTS TARGETS	STATUS AS OF JUNE 2021	TARGET JULY – DECEMBER 2021
Nutrition	Number of children aged 6 to 59 months with severe acute malnutrition (SAM) admitted for treatment	40,118 SAM children were admitted for treatment	60,000 SAM children were admitted for treatment
	Number of people provided with safe water	171,000 people	300,000 people
WASH	Number people provided with hygiene promotion and WASH kits	14,000 people	300,000 people
	Number of women and children receiving emergency health services	52,000	200,000
Health	Number children receiving individual learning materials and improved learning	1,000	160,000
	Number of schools supported for EIE	0	450
	Number of schools with school feeding programs	0	249
	Number of schools with teachers receiving cash by the MEN	0	2,000
CP, GBV, PSEA	Number of children reached with psychosocial support	6,773 (3,337 boys & 3,436 girls)	1,200
	Number of women, girls and boys accessing gender-based violence risk mitigation, prevention or response interventions	7,306 (4,748 women and 2,558 adolescents)	23,000
Social Protection	7,000 emergency-affected households provided with monthly humanitarian cash transfers to support access to basic services. The “Toseke Vonje Aigne” has been increased from 80,000 to 100,000 MGA (USD 26) in July 2021 (Corresponding to 50% of the food ration, action until May 2022).	Not available	7,000 households
C4D	# of people reached with messages on access to services	Not available, action in progress	800,000
	People participating in engagement action (for social and behavioural change)	150,000	80,000

Annex 2: Activities and targets of UNICEF updated response plan (17 January 2022 to 15 July 2022)

Information in the table below is retrieved from UNICEF Madagascar 2021-2022 Drought in Southern Regions - Response Plan (Updated Version March 2022)

2022 Response Plan (Version March 2022)			
	RESULTS TARGETS	STATUS AS OF DECEMBER 2021	TARGET JANUARY – MAY 2022
Nutrition	Number children aged 6 to 59 months with severe acute malnutrition admitted for treatment	60,349 SAM children were admitted for treatment	40,000 children suffering from SAM could be admitted for treatment between January and May 2022
WASH	Number people provided with safe water	390,000 people	465,000 people
	Number people provided with hygiene promotion and WASH kits	30,000 people	500,000 people
Health	Number of women and children receiving emergency health services	282,500	140,000
Education	Number of boys and girls (including children with disabilities) reached with individual education learning materials	155,000	350,000
	Number of schools supported with education teaching and learning materials	450	2,000
	Number of schools accessing school feeding programs	249	249
	Number of schools supported with cash transfers and number of teachers	0	2,000
CP, GBV, PSEA	Number of children reached with psychosocial support	6,773 (3,337 boys & 3,436 girls)	8,000
	Number of women, girls and boys accessing gender-based violence risk mitigation, prevention or response interventions	7,306 (4,748 women & 2,558 adolescents)	23,000
Social Protection	7,500 households (37,500 people, including approximately 22,500 children) receive regular and timely monthly humanitarian cash transfers	Not available	7,500 households
C4D	# of people reached with behaviour change and use of services messages through interpersonal communication approaches	647,000	480,000
	People participating in engagement action (for social and behavioural change)	8,150,000	n/a
	# of people who transmit their feedbacks and questions through available mechanisms	Not available, action in progress	12,000