
UNICEF Madagascar

TERMES DE REFERENCE
EVALUTATION

Project title: Evaluation of FIAVOTA Emergency Cash Transfer Programme
Location: Antananarivo – Madagascar/work remotely
Period: September 2017- December 2019
Contract type: LTA/consultancy
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1. Context

Madagascar is one of the poorest and most fragile countries in the world. 81.8% of the population lives on less than US\$1.90 per day. The population is very young with 48.7% of the 24 million inhabitants under 18 years of age. Madagascar has the second worst rates of nutrition in the East and Southern Africa region for children under five: 36.8% of children are underweight and 49.2% suffer from stunting.

Madagascar's recurrent political crisis in the last decade has greatly affected the country's development and deteriorated standards of living. Its impacts are felt almost in all areas: political, socio-economic, and cultural and security, damaging the legal, social norms and cultural values and thereby contributing to the extreme impoverishment of the population. UNICEF-Madagascar has been actively working with national partners and donors to improve the situation of the poorest girls and boys and in 2015, by technical support from UNICEF and the World Bank, the Government approved the **National Social Protection Policy with the aim to reduce vulnerability of families**.

UNICEF has partnered with the World Bank and Government of Madagascar to support the design and scaling up of social protection interventions to improve the situation of the poorest and most vulnerable families. In mid-2016, the first national cash transfer program, TMDH¹, was launched in five of Madagascar's 22 regions (including one in the south). It targets 38,000 of the poorest families with under-5 and primary school-age children.

Madagascar's « Grand Sud² » houses a population of 1.6 million people. It is in an ongoing cycle of humanitarian emergency. The region is extremely dry and only receives on average 500mm of rain per year. Several evaluations conducted between March and April 2015 confirmed the severity of the drought. Screening of 196,271 children (over 80% of the children in the South) showed that the number of children under five requiring nutritional support had doubled from an estimation in early 2015. The progressive worsening of the situation has been noted since October 2015 with the onset of El Nino, which caused a drastic deficit in rainfall which continued to affect all districts in the South

¹ Transfert Monetaire pour le Development Humain TMDH – Cash Transfer for Human Development

² Made up of the regions of Androy, Anosy and Atsimo Andrefana, of seven districts and 104 communes

until February 2016. Crop planting in the off-season in June 2015 and the main planting in October and November both failed.

In October 2016 a humanitarian response plan was put into place by the government in partnership with the Humanitarian Team. It targeted 850,000 people in need of humanitarian assistance including 221,400 children. One element of the multi-sectoral response was Cash Transfer.

UNICEF's and the World Bank's FIAVOTA cash transfer programme's specific objectives are 1) to combat the ongoing worsening of the state of child malnutrition through a combination of cash and nutrition; 2) to enable a rapid recovery of the population. According to the 2017 baseline study, 83.3% of the registered beneficiaries live from agriculture (compared to 76.8% nationwide). The households targeted have a dependency rate of 170% (compared to 120% for the South and 97.8% nationwide). 54.1% of the population have poor nutrition (compared to 9.1% nationwide). And the rate of Global Acute Malnutrition among children is 9.7% compared 6.9% nationwide.

The program provides cash transfers, livelihood recovery grants and nutrition services to the poorest households in the most drought-affected communities of the regions of Androy and Anosy³. It reaches 68,000 of the poorest households (of which 58,000 in the first year) in five out of eight districts covered by humanitarian assistance. Households are chosen via a process of targeted selection⁴, focusing on mothers with children under five.

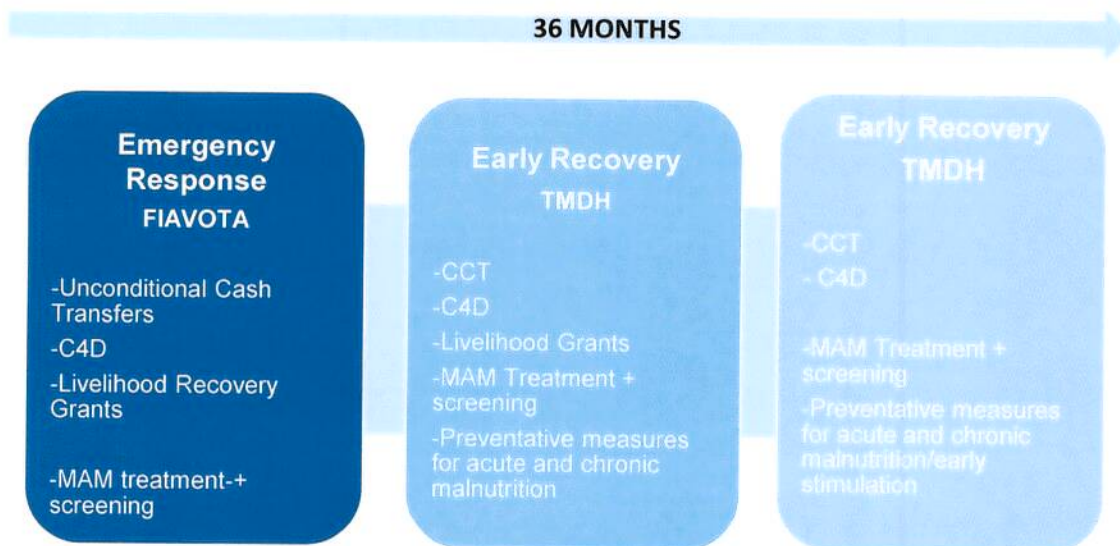
The first year of the project refers to an emergency response and second and third year to an early recovery phase. The Figure 1 below, shows the transition from emergency response to early recovery and mitigation through safety net and nutrition services⁵. Financial support for the program is provided by the World Bank (about 35 million US\$) and UNICEF (about 5 million US\$).

³ A UNICEF nutritional assessment was used for the geographical targeting of drought-affected communes/districts with the highest rates of child malnutrition. Mothers with children under five were registered by using community nutrition site registers. A livelihoods grant complements the cash transfer to enable families to undertake small-scale income-generating activities. In addition, the program is complemented by accompanying measures and a communication for development strategy.

⁴ The targeting is geographically based using well defined criteria: classification of communes according to degree of malnutrition, existence of operative SEECALINE sites (treatment centres), security and accessibility criteria and geographic location. The list of beneficiaries has been conceived so as to be integrated into a computer database.

⁵ IDA-WB. 2016. Proposed credit/grant from the crisis response window for the social safety net project.

Figure 1: From Emergency Response to Early Recovery



The program is coordinated by the Ministry of Population, Social Protection and Women (MPPSPF), and implemented by FID (Fonds d'intervention pour le Développement) with local CSO and service providers. The FID has a regional and district-level presence and collaborates with various offices, "socio-organizers" and transfer agencies for the implementation of the programme.

2. Purpose, Objectives and scope of Evaluation

After a year of implementation, the program has reached 56,614 families out of 58,000 targeted and will soon shift to a conditional cash mode (CCT) as planned. A joint formative evaluation is planned to assess its performance, analyze any necessary adjustment and improve social protection programs in general.

The first user of the Evaluation is MPPSPF, which coordinates all social programs and actions. The results will help in **designing social protection mechanisms in general and responses to emergencies in particular. Another** direct user of the evaluation is the FID, which need a broader coverage of the monitoring system. In this way, the results of the formative evaluation should enable FID **to assess progress more accurately in relation to results and then make possible operational adjustments to the different aspects of the program.**

For UNICEF and World Bank, as a formative evaluation, results will have **a learning rather than an accountability purpose.** At the end of Evaluation, the Government of Madagascar, UNICEF, the World Bank and partners should have an improved understanding of how the Emergency and Early Response Cash Programs impacted households, women, their children, the local economy, and communities.

More specifically, the following questions should at least be answered by the mid-term and the final evaluation⁶:

Criteria	Questions
Relevance and coherence	<ul style="list-style-type: none"> • How relevant was the response for households affected by the drought/humanitarian situation? • How relevant was the program in meeting local government/leaders' needs and priorities? • To what extent was the program aligned to policies and strategies in Madagascar? • To what extent was the program aligned to UNICEF's country office programmes in Madagascar? • How well did it coordinate with other cash transfer programmes? • How did beneficiaries transition from the unconditional to the conditional programme?
Effectiveness and key assumptions	<ul style="list-style-type: none"> • Were the planned objectives and outcomes of the project achieved? • Has there been any differentiated effects with regards to gender of children? • What are the effects of the program on child nutrition? • What are the effects of the program on women and intra-household allocation/decision making? • How has the livelihoods grant impacted the productivity at the household level? • What has been the impact of the program on livelihoods, consumption, production, savings and revenues? • Was the programme's communication strategy pertinent and effective?
Impact	<ul style="list-style-type: none"> • What are the effects/impacts of the program(s) on outcomes for children (nutrition, education, child labour, and general well-being)? • How have the cash program and its components improved the capacity of poor families to build resilience and recover from the drought? • What are unpredicted impacts, positive or negative at Household and Community level?

⁶ Amendment may be required at inception phase of midterm and final evaluation

3. Methods

The evaluation must comply with United Nations Evaluation Group (UNEG) norms and standards. The evaluation will be a joint evaluation between UNICEF and World Bank and be based on a participatory approach. The evaluation team will be composed of two consultants (individual or a team), from UNICEF and the World Bank. An Evaluation Committee⁷ has been set up to ensure ownership of the Evaluation and its results. The participative approach means the Evaluation Committee will play an active role at the inception phase and formulation of recommendations.

The evaluation is expected to use mixed methods. The quantitative part will use quasi-experimental design methods in addition to a before-and-after comparison for mid-term. An analysis of panel between mid-term and end-term for both treatment and control groups is proposed at the final evaluation. Evaluation committee is currently working on identifying this control group. Because of seasonality mid-term and final rounds must both be held in December. The qualitative part will be based on documentation, beneficiary focus groups and individual interviews with the program's stakeholders.

Monitoring data are also available in the Management Information System (MIS) developed and managed by FID. Coordination will be required with a parallel qualitative research/evaluation.

4. Expected results and products

As a participative evaluation, the consultancy is expected to contribute to the design of the programme; to ensure quality assurance of the evaluation of the FIAVOTA cash transfer program; and to be responsible for the report writing within UNEG and UNICEF adapted standards of evaluation reports. It will require the following products:

1. An inception report outlining the key questions set up in a coherent Evaluation matrix, methodology for mid-term and endline to respond to it, data collection tools (questionnaires, focus group guidelines, manuals), analysis plan, detailed schedule
2. Pre-test, training and data collection reports
3. Mid-line report⁸
4. Endline report⁸

5. Timeline and proposed disbursement of payments

N°	Product	Proposed timeline	% of total payment
1	Inception report	September 2017	20

⁷ Composed of representatives of the stakeholders (MPPSPF, FID, ONN, UNICEF, World Bank)

⁸ Structure to be defined with UNICEF and partners, with policy notes and infographics plus PPT of main results (French and English) and presentation to stakeholders

2	Training and Pilot report for midterm	October – November 2017	10
3	Mid-line report and Policy note/infographic on mid-line	February 2018	30
4	Final evaluation report, presentation and Policy note/infographic on end-line	April 2019 ⁹	40

6. Dissemination

The evaluation will be disseminated nationally and internationally. The consultant/s is/are expected to do at least two presentations to the technical committee during the process of conducting the evaluation.

Based on the findings, the contractor in consultation with the technical committee will produce a short (3-5 page) policy note on program impacts on households, local economies and communities. The note will outline the main findings of the evaluation and make recommendations for the design of scale-up to achieve maximum results related to household welfare.

7. Supervision and ethical clearance

The consultancy is under the supervision of the Chief of Social Policy, Research and Evaluation at UNICEF Madagascar and the Evaluation Committee will technically validate deliverables and the evaluation reports. In addition, as per UNICEF Madagascar SOPs on evaluation, an internal committee (TARC) will review and provide comments.

The evaluation will need ethical clearance and must comply with UNEG and specific UNICEF's norms and ethics. During the inception phase, risks and mitigation measures should be identified and documented.

8. Qualifications :

Team leader:

PhD in Public Policy, Economics or related discipline;
At least 8 years of experience working on development and impact evaluations from which at least 5 years' experience in Sub-Saharan Africa. Experience in Madagascar is an advantage.


At least 5 years' experience working in social protection and cash transfer programs.
Familiarity with UNICEF's mission and social protection framework

Team members:

One person in the team at least should be able to understand and speak fluent French and preferably knowledgeable of the Malagasy context.

⁹ Idem

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