

TERMS of REFERENCE

INTERNAL OPERATIONAL REVIEW (IOR)

of the RESPONSE TO UKRAINE & IMPACTED COUNTRIES CRISIS

1. SUMMARY

Purpose and Scope of the Review:

The purpose of this IOR is to assess the progress made towards operational and strategic goals of the IFRC-wide response in Ukraine and the seven neighbouring countries, and to formulate recommendations to inform future programming in those countries and the wider response.

Specifically, the overall goal of the IOR is to assess:

- 1) The structural scale-up of the IFRC network to provide relevant assistance to operating National Societies during and beyond the emergency phase.
- 2) The central role of National Societies in the response (including National Society Development and Humanitarian Diplomacy) and how this was balanced with the drivers of the humanitarian imperative
- 3) Coordination across all levels of the IFRC Secretariat, wider IFRC network, as well as within the RCRC Movement and with national and external actors.

The scope is to analyse the response and the strategic approach developed and implemented for Ukraine, and all seven neighbouring countries. The global impact of the crisis and a comprehensive analysis of the impact of the response and relevance of the relief assistance provided will be beyond the scope and timeframe of this IOR. However, efforts will be made to collect feedback from the affected population to inform this IOR using a sample of 2-3 countries from this IFRC-wide response.

The primary three goals of this IOR are as stated above. However, the following two cross cutting considerations should also be looked at in all three goals:

- The influence of the regional context including working in an operation with developed countries and strong governmental actors in the countries of operation
- The adherence to the principles of the Agenda for Renewal, and the interplay of placing National Societies at the centre of our work versus the need for rapid scale up to meet emergency needs

a) Audience: This IOR will be used by the IFRC and its member National Societies, other Movement partners, the IFRC Europe Regional Office (ROE), and

Headquarters in Geneva. The report will also be made available to RC/RC stakeholders and external partners involved in the response via the [IFRC Evaluation Databank](#).

- b) Commissioners:** This IOR has been commissioned by the IFRC Regional Director for ROE and the Under Secretary-General (USG), National Society Development and Operations Coordination in Geneva.
- c) The Review team:** It has been proposed that the composition should be made up of **1 Team Leader, and 4 to 5 evaluators**, to ensure timely implementation of the evaluation, while ensuring full coverage of the 8 countries. The Review team will be supported by one focal point in each country. The Review team is to include experts from the IFRC and National Societies.
- d) Reports to:** The IOR team leader will report to a 5-person Review Management Team (EMT) comprised of representatives from the IFRC Regional Office for Europe (1 from the HDCC team, and 1 from PMER), and Geneva levels of the Secretariat (1 from the HDCC team, and 1 from PMER), as well as a National Society representative.
- e) Duration:** Up to 50 working days.
- f) Timeframe:** May – August 2022
- g) Location:** IFRC Regional Office for Europe, IFRC HQ in Geneva, and impacted countries as relevant.

2. BACKGROUND

The armed conflict in Ukraine, active since 2014, significantly escalated in late February 2022 as the armed conflict spread to most parts of Ukraine. The conflict is causing severe concern for the protection of civilians, especially in besieged cities where the evacuation of civilians has remained very challenging, as has the provision of humanitarian aid in those cities and in many areas of the country. After just six weeks of this phase of the conflict, the civilian death toll is estimated to be higher than during the eight years of the conflict centred in the east of Ukraine. Damage to essential civilian infrastructure has been significant. Across the country, estimates are that more than 90 health facilities have been damaged or destroyed while the needs of people within Ukraine continue to mount. An estimated 80,000 women are expected to give birth in the country in the three months following the onset of the latest phase of the conflict, and Ukraine's elderly population has limited access to vital medicines and services. Relatively low vaccination rates and congregating in close quarters as they seek safety means the affected population remains highly vulnerable to COVID with limited access to treatment. More than 800 school facilities have been damaged or destroyed, disrupting children's education and access to services.

Within six weeks of the escalation, an estimated 7.1 million people were internally displaced inside Ukraine. More than 4.3 million have left or been evacuated from Ukraine into neighbouring countries. Around half of this number have crossed the border into Poland. After a massive outflow of people from the country in the first weeks of the conflict, the rate at which people are leaving Ukraine has fallen. Every day that passes, the profile of the affected population inside Ukraine, neighbouring countries, and beyond is trending towards greater vulnerability. Access to medical supplies, food, water, utilities, and other vital goods and services deteriorates in many parts of the country. Those without friends and family outside of Ukraine are increasingly struggling to find accommodation. After two years of response to the COVID pandemic, health systems in neighbouring countries are struggling to meet the increasing demands of the broad array of refugees' needs. Given the nature of this emergency, people affected by the conflict will also face long-term mental health needs that existing resources will not be able to support.

The crisis is already having a global impact on food prices and availability, and those conditions are expected to worsen. Twelve per cent of the world's calories and 30 per cent of its wheat come from Ukraine and Russia, and the conflict has disrupted the spring planting calendar. Low-income regions of the world that depend on the countries' food exports are facing the threat of food insecurity as the fighting drags on.

The IFRC launched an Emergency Appeal in March 2022 to respond to the crisis. See this [link](#) for the Emergency Appeal and reports issued.

IFRC, through the Revised Emergency Appeal, aims to scale up its support to the National Societies of impacted countries with an increased budget of 550 million CHF for two years. The organization will respond to the emergency and support the early recovery of 2 million people affected through the provision of an Integral Assistance Approach through Multi-purpose Cash assistance, and the provision of services of Health & Care, Water Sanitation and Hygiene (WASH), Shelter and Housing and Settlements, Livelihoods. This will be implemented with a cross-cutting approach that includes Protection, Gender and Inclusion, Community Engagement and Accountability, Mental Health and Psychosocial Support. These areas will be supported and enhanced by the following enabling approaches: Coordination and partnerships, IFRC Secretariat Services, and National Society Strengthening.



3. REVIEW PURPOSE AND SCOPE

The purpose of this IOR is to assess the approach taken to achieve operational and strategic goals, and to formulate recommendations to inform future programming. Considering the scale of the operation, and in order to ensure that the IOR can be implemented at speed, the evaluation will focus on mainly strategic considerations (see 3 primary goals below) approached from the overall perspective of the implementation of the Agenda for Renewal, the roles of the Secretariat and the IFRC Membership, and the consideration of the political/ socio-economic context.

Detailed description of the 3 main goals:



1. Relevance, efficiency and effectiveness of delivering humanitarian services and scale-up for the intended impact within the IFRC network.

- ✓ Achieving rapid, but sustainable scale-up for meeting the needs of the affected population while working in alignment with the auxiliary role and requirement of the National Societies in their own country (including the roll out of integrated assistance).
- ✓ Assessment of IFRC's ability to scale up as one IFRC and to facilitate the transition between surge and long-term.
- ✓ Analysing the good use of the workforce and the decision on the structure built by IFRC for the emergency phase and to maintain an at-scale, long-term response.

2. The centrality of the National Society in the operation from three perspectives: how we support the NSs Auxiliary Role; how we support strengthening NSs capacities in this response; and how that has been balanced with the drivers of the humanitarian imperative.

3. The importance of coordination across all levels of the IFRC Secretariat, wider IFRC network, with ICRC and also as as an RCRC Movement; the ability of coordination with national and external actors; and the steps needed to operationalize this to improve effectiveness

4.REVIEW KEY QUESTIONS

Note

- The response to the Ukraine crisis in both Ukraine and the neighbouring countries has been complex and has been affected by the regional political and socioeconomic context. Most of the countries of operation are EU or OECD countries, equipped with relatively strong to strong administrative and social welfare systems and with high levels of HDI.
- Interplay of placing National Societies at the centre of our work versus the need for rapid scale-up to meet emergency needs

1. Efficiency and effectiveness in the delivery of humanitarian services, Scale-up for the intended impact, achieving sustainable implementation at scale:

- Did we respond as one IFRC and reach people in need with relevant assistance in a timely and effective manner? What were the limitations to reach people in need and what was the advantage of the IFRC network in reaching people in need. What areas should have been prioritized. Which areas were not considered and why?
 - How effective was our Supply Chain, Communications, Cash programming, Finance and Corporate Services and Human Resources?
 - Is the Agenda for Renewal being understood and aligned to throughout the response ? What conclusions and recommendations can be drawn to inform more effective alignment of the operation with the Agenda for Renewal commitments ?
 - Are the Principles and Rules for Red Cross and Red Crescent Humanitarian Assistance being applied and respected throughout the response ? What conclusions and recommendations can be drawn to inform more effective adherence to the Principles and Rules?
 - How well has the IFRC balanced out the response to humanitarian needs in the context with the strong role, mandate and capacities of the various National Societies in this context?
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- To what degree has the IFRC supported National Societies to put in place/use risk management initiatives, including, safe-guarding principles of action and for the security of both IFRC and NS personnel?
- Have policies and guidelines been appropriately considered and applied in the operation to ensure more participatory, safe and inclusive humanitarian action?
- How did the political and socio-economic context in impacted European countries affect the design and implementation of the interventions and the effective scale-up of the response?
- How has the response considered long-term programming and has it been able to maintain a flexible and adaptable operational plan to be able to respond to changes in context and shifts in people's needs over time?

2. National Society Development and Auxiliary Role:

- How effectively have the National Societies been able to leverage their Auxiliary Role in this response and how effectively has IFRC been able to support that?
- What were the successes, challenges and limitations to represent the Membership in humanitarian diplomacy?
- What are the successes, challenges and limitations to integrating National Society Development in the emergency response architecture in view of the ongoing conflict? How has effective NSD in Emergencies been delivered to the involved National Societies?
- How were existing strategies and capacities of National Societies part of the design of the NSD approach? What methods and approaches were used to assess existing capacities and identify priorities?
- How effectively was the IFRC able to balance the focus on the National Societies' mandates, roles and capacities with the need to deliver timely and effective assistance to those in need?

3. Coordination across all levels and stakeholders:

- What are the achievements, challenges, and limitations of coordination across this response taking into consideration the number of actors present on the ground? What steps are being taken to achieve effective coordination at country, regional and global levels, across the following areas of coordination:
 - Within the Secretariat during this response, including across the different levels, locations and teams / units of the organization
 - Between the Secretariat and the Membership to advance coordination of information and activities.
 - Between members in the Membership to advance coordination of information and activities.
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- Coordination with the ICRC in this conflict-related context
- Coordination with other actors at the national level
- Externally, towards authorities/National Governments, which are typically strong actors in the European context and more regionally with the EU and other European mechanisms such as Civil Protection
- Which coordination mechanisms were already in place and what has worked/not worked? What needs to be improved?
- How can effective coordination be best achieved for the future with the stakeholders described above? What lessons can be learned for future coordination?
- What are the opportunities and challenges of the Federation-wide approach undertaken in this operation?

5. REVIEW METHODOLOGY

The team will carry out the IOR through a series of approaches, including:

1. Secondary data analysis (Emergency Appeals, Operation Strategy, Operation Updates, in-country documents, mission reports, debriefs, etc).
2. Key informant interviews with key RCRC and external stakeholders in-country and for those who have recently left the operation; and at the Regional and Geneva levels, including interviews with key delegates involved in the earlier stages of the response.
3. Meetings and focus group discussions with RCRC and external actors, including National Society staff and volunteers, Partner National Societies in-country, etc.
4. Efforts will be made to ensure proper engagement with assisted people if feasible, in a sample of 2-3 countries with varying context and scale of impact and response. Assessing the relevance and appropriateness of assistance delivered is to be implemented with a limited scope, qualitatively, through the above mentioned sample of countries.

The IOR team will present its preliminary findings to all the in-country teams in, as well as the Europe Regional Office and Headquarters in Geneva through an online participatory meeting and/or virtual workshop (including relevant members of the surge rotations who have since left the operation).

A Review Management Team will also be set up to manage and support the IOR. It will comprise a five-person evaluation management team (RMT) comprised of Regional and Geneva levels of the Secretariat (2 DCC, 2 PMER), and a National Society representative. The RMT will support the IOR process, as required. It will be responsible for supporting and overseeing the evaluation process up to the finalization of the final evaluation report.

6. EVALUATION DELIVERABLES

Inception Report – The inception report will iterate the parameters and the workplan to operationalize and direct each aspect of the evaluation and data collection plan, including the tools and methods to be employed. It is expected that this inception report will not be longer than 4,000 words.

The Inception Report will elaborate on these terms of reference by:

- ✓ Agreeing on specific evaluation questions
- ✓ Describing how the evaluation and data collection will be carried out;
- ✓ Refining and specifying the expectations;
- ✓ Detailing the methodology;
- ✓ Drafting data collection tools (interview guides, guidance for the FGDs, etc);
- ✓ Clarifying roles and responsibilities of the team; and
- ✓ Outlining the timeframe and activities for the evaluation.

The inception report should outline the structure of the report to be submitted by the consultant; and include the consultant's expectations as to what extent the purpose of the evaluation can be achieved.

Debriefings / feedback to management at all levels – The team will present its preliminary findings to relevant stakeholders, as well as in-country teams, the Europe Regional Office and Geneva Headquarters in a participatory meeting or virtual workshop. This will allow all three levels to take on board any pertinent comments and/or to make any corrections or additions to the findings, as required before the finalization of the report.

Draft report – A draft report, identifying key findings, lessons learned and recommendations for the current and future operation, will be submitted after the data collection/analysis period.

Final report – The final report will contain a short executive summary (no more than 5 pages) and a main body of the report (expected to be no more than 20 pages) covering the background of the intervention evaluated, a description of the evaluation methods and limitations, findings, conclusions, lessons learned, and recommendations. Recommendations should be specific, feasible and evidence-based. It will contain appropriate appendices, including a copy of the ToR, cited resources or bibliography, a list of those interviewed, and any other relevant materials.



The final report will be submitted one week after the receipt of comments on the draft report and will have to be validated by the Commissioners (Regional Director Europe and USG National Society Development and Operations Coordination). Once validated, the report will be shared with IFRC senior management, wider IFRC and Member National Societies.

7. EVALUATION TIMEFRAME

Indicative timetable for the RTE process		
Desk Review and Inception Report	Early-June 2022	8 days
Data collection	Early to end-June 2022	15 days
Findings Workshops	End-June 2022	4 days
Data consolidation and analysis	End June 2022-early July	12 days
Presentation of findings, validation	Early July 2022	1
Draft report	Early July 2022	5
Final report	Mid July 2022	5
Total Working Days for Consultants	50 days	

8. ETHICAL STANDARDS

The evaluators should take all reasonable steps to ensure that the IOR is designed and conducted to respect and protect the rights and welfare of the people and communities involved. The review should be technically accurate and reliable, conducted in a transparent and impartial manner, and contribute to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and applicable practices outlined in the IFRC Evaluation Policy.

The IFRC Evaluation Standards are:

- **Utility:** Evaluations must be useful and used.
- **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost-effective manner.
- **Ethics & Legality:** Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.

- **Impartiality & Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
- **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
- **Accuracy:** Evaluations should be technically accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
- **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
- **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the review will respect the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these Principles at: www.ifrc.org/what/values/principles/index.asp

9. IOR TEAM COMPETENCIES AND QUALIFICATIONS

The RMT will select the members of the evaluation team, which will comprise of four to five persons, including a team leader. Efforts will be made to ensure gender diversity amongst the team, as well as to respect other diversity/skills criteria.

The **team leader** will have the following skills and experience:

- ✓ Proven extensive experience in being the lead in conducting emergency response evaluation (7 to 10 years).
 - ✓ Master's degree in international development, social sciences, humanitarian assistance or other related fields.
 - ✓ Good knowledge of strategic and operational management of humanitarian operations and an ability to provide strategic recommendations to key stakeholders;
 - ✓ Excellent writing and communication skills in English (reference and production of sample work required). Knowledge of written and verbal skills in Russian/Ukrainian advantageous.
 - ✓ Familiarity with the Red Cross Red Crescent Movement and its disaster management system.
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- ✓ Knowledge of European response and protection mechanisms
- ✓ Knowledge of cross-cutting issues, including protection, gender and inclusion (PGI) and community engagement and accountability (CEA) would be of interest
- ✓ Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions and to prepare well-written reports in a timely manner;
- ✓ Good team player and familiarity with working with people from different cultures/contexts.
- ✓ Experience in managing teams remotely and comfortable working with online platforms.
- ✓ Should not have been involved or have a vested interest in the IFRC operation being reviewed.
- ✓ Considering the fact, that evaluation team members are required to travel within the region, and in view of challenges experienced due to visa restrictions, preference will be made accordingly.

The consultant will provide an independent, objective, and critical perspective, and will be the primary author of the evaluation report. S/he should not have been involved or have a vested interest in the IFRC operation being reviewed, and will be hired through a transparent recruitment process, based on professional experience, competence, ethics and integrity for this evaluation.

The consultant should take all reasonable steps to ensure that the piece of work is designed and conducted to respect and protect the rights and welfare of the people involved and to ensure that the evaluation is technically accurate and reliable, is conducted in a transparent and impartial manner, and contributes to better programming, organizational learning and accountability.

The **team members** will have the following skills and experience:

- ✓ Five years of experience or more working in international relief operations and/or monitoring and evaluation.
 - ✓ Master's degree in international relations, social sciences, humanitarian assistance and/or related fields or equivalent experience is preferred.
 - ✓ Familiarity with the Red Cross Red Crescent Movement and its disaster management system.
 - ✓ Experience in carrying out interviews and facilitating focus group discussions.
 - ✓ Sound experience in data consolidation, analysis and presentation. Ability to clearly synthesize and present findings.
 - ✓ Fluent in English. Fluent in Russian/Ukrainian advantageous.
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- ✓ Should not have a vested interest in the IFRC operation being reviewed.
- ✓ Considering the fact, that evaluation team members are required to travel within the region, and in view of challenges experienced due to visa restrictions, preference will be made accordingly.

As it is an ongoing operation, it is important that the team abide by all necessary security rules and that they be sensitive to the significant workload of the various teams and ensure that demands are kept to a minimum. Efforts will be made to appoint logistical focal points at the various levels to assist with the evaluation, along with interpreters at the country level to assist with data collection and analysis.

10. APPLICATION PROCEDURES FOR TEAM LEADER

Interested candidates should submit their application material by Tuesday **14 June 2022 midnight CEST** to pmer.support@ifrc.org with **Team Leader for the IOR Ukraine and Impacted Countries written in the Subject Line**.

Application materials should include:

1. **Curriculum Vitae (CV)**
2. **Cover letter** clearly summarizing experience as it pertains to this assignment, daily rate, and contact details for three professional referees.

Applicants are required to **provide 1 example of a previous evaluation report** they have authored.

Application materials are non-returnable, and we thank you in advance for understanding that only short-listed candidates will be contacted.

