

TERMS OF REFERENCE

COUNTRY STRATEGY EVALUATION

SUDAN 2018-21

Key Information at glance about the evaluation	
Title of the Evaluation:	Country Strategy Evaluation
Country:	Sudan
Timeframe Covered:	2018-21
Type of Evaluation:	Country Strategy Evaluation
Evaluation commissioned by:	UNHCR Evaluation Service

1. Introduction

UNHCR's country operations around the world aim to work effectively to pursue protection and solutions, to support the inclusion of internally displaced, refugees and stateless people in national and local services, and to contribute to societies and economies, especially, in refugee hosting countries.

To help inform learning and strategic planning processes, UNHCR's Evaluation Service (ES) began rolling out Country Strategy Evaluations (CSEs) in 2019.¹ CSEs focus on UNHCR's strategic positioning, comparative advantage, organizational results and performance and partnerships over a period of 3-5 years. They have a strong emphasis on learning and are intended to be forward-looking in their orientation. As UNHCR is corporately rolling out three-to-five-year Multi-Year Strategy-Plans (MYSP) at country level, and UNHCR in Sudan will transition into a MYSP by 2023, the CSE in Sudan is commissioned to support the planning process² that will commence in November-December 2021.

These Terms of Reference lay out the background for the CSE in Sudan, its overall objectives, its purpose, scope, intended users, and envisioned methodological approach that will guide the design and implementation of the evaluation. Details on the Call for Proposals and team qualifications are included at the end of the ToR.

¹ The terminology for these evaluations changed in 2020 from Country Portfolio Evaluations to CSEs, in order to align them to the MYSP. Completed CSEs include Angola, Afghanistan, Iraq, and Morocco. At the time of writing, CSEs are being planned in Uganda, Myanmar, Mexico and Zambia.

² CSE planning processes are defined in five steps with conduct of a situation analysis in Nov-Dev of the penultimate year before a MYSP plan is launched; establishment of strategic visions and priorities alongside a planning scenario in relation to which a Theory of Change will be developed; development of a Results Chain that summarises UNHCR's intervention plan and assumptions; establishment of an M&E Framework; and a Resource and Management Plan (UNHCR RBM Webinar for RBs and HQ 2020).

2. UNHCR Corporate Context

There are more than 80 million people of concern to UNHCR around the world³—refugees, stateless persons, returnees, and IDPs affected by conflict — a number which has more than doubled over the past two decades. The historic level of displacement has highlighted the need to revisit some of the traditional approaches to the provision of protection and assistance as well as the search for solutions.

The adoption of the New York Declaration in September 2016 ushered UNHCR and partners into a new era of collaboration, as States agreed to address and resolve refugee flows through a new model—the Comprehensive Refugee Response Framework (CRRF)—that places the rights, interests and potential of refugees and of their hosts at the heart of a multi-dimensional response extending beyond humanitarian action. Building on lessons learnt through the practical application of the CRRF, the Global Compact on Refugees (GCR) provides a platform through which UNHCR can reinforce existing and build new partnerships to improve responses to refugee situations. Furthermore, important developments linked to UN Reform, the Sustainable Development Goals (SDGs) and Agenda 2030 are also fundamentally reshaping the way in which UNHCR works.

At the global level, there has been an appetite for new approaches that go beyond traditional humanitarian action, and in UNHCR, as elsewhere, the impetus of working on the triple nexus has gained importance. The 2030 Agenda for Sustainable Development, adopted by world leaders at the UN General Assembly in September 2015 with its commitment to ‘leave no-one behind’ provides a powerful basis for the inclusion of refugees, the internally displaced and stateless people in economic development planning, as well as in all other measures taken by states to achieve the SDGs.

In January 2019, the High Commissioner announced that UNHCR would move its Regional Bureaux to the field, setting in motion a far-reaching and consequential transformation for the organization⁴. With a second line role, Regional Bureaux are defined by oversight and provision of technical support to country offices, and by setting regional strategies and priorities, managing performance and compliance, and identifying and monitoring emerging issues and risks. Furthermore, the new Regional Bureaux are anticipated to become critical hubs for collaboration and strategic engagement and for addressing cross-cutting operational challenges. By mid-2020, the new decentralised organizational structure was largely in place with the following vision in mind:

- Ensure more effective protection to refugees and people of concern in ways that promote the exercise of fundamental rights, facilitate access to opportunities and assistance, and empower them to seek their own solutions.
- Respond faster and in a more flexible way, especially, at the onset of emergencies.
- Align with UN system reform and engage more with the UN Country Teams towards collective outcomes.
- Better integrate regional dynamics into annual and multi-year strategic planning and work more effectively with regional stakeholders, sister UN agencies and partners development actors and private sector interlocutors, towards inclusion of refugees and others of concern within host communities.
- Ensure consistent support to country offices (Cos), including the ability to course-correct as new challenges and opportunities emerge, translate global priorities into regional and country specific strategies, and foster greater programmatic integrity

³ UNHCR’s Global Appeal 2021 is available at: <https://www.unhcr.org/globalappeal2021/>

⁴ UNHCR has seven Regional Bureaux, which were previously located within Headquarters in Geneva. The Regional Bureau for the East and Horn of Africa and the Great Lakes (EHAGL) covers Sudan and is based in Nairobi, Kenya. UNHCR Update on Decentralisation and Regionalisation (2020): <https://www.unhcr.org/5d1b87787.pdf>

and value for money⁵.

In line with these transformative developments, UNHCR is also undertaking ambitious internal change management processes. These changes include but are not limited to establishment of revitalised visions for Human Resources, Data Management, and Results-Based Management and decision-making processes. To this end, evaluations of UNHCR's COs can provide much needed evidence to inform adjustments and implementation of the above-mentioned transformations.

In addition, 2020 marks an unusual year in which all operations globally were affected by the COVID19 pandemic. Beyond the obvious health implications, restrictions on cross-border and internal movements, decline in economic activity, and social distancing associated with the COVID19 response have not only affected UNHCR's ability to deliver to POCs, but have also had a profound impact on the lives of POCs and the communities and Governments that host them.

3. UNHCR's Country Operation in Sudan

Operational Context

With a population of roughly 43 million,⁶ Sudan borders Libya and Egypt to the North, Chad to the West, the Central African Republic to the South-West, South Sudan to the South, Ethiopia to the South-East and Eritrea to the East. Since its independence in 1956, Sudan has been a country ridden by internal conflict and a country impacted by conflicts in neighbouring countries both of which have led to forced displacements. In addition to the strain of conflicts, Sudan is prone to the effects of climate change and natural disasters such as draught and floods, the most recent example being the 2020 flooding that left thousands homeless and led the Government to declare a 3-month state of emergency.

During the past decades, significant events of particular relevance to displacement in Sudan refer to the civil war in Sudan and the 2005 peace agreement⁷ that paved the way for the secession of South Sudan in 2011, which, for Sudan, was accompanied by important economic losses associated with oil revenues, reduced economic growth, inflation and associated violent protests⁸. In December 2013, the civil war broke out in South Sudan that left thousands killed and generated over an estimated 2.2 million South Sudanese refugees and asylum seekers in the region⁹, including in Sudan¹⁰. The secession and the conflict in South Sudan have generated different cohorts of South Sudanese refugees in Sudan, i.e., people who remained in Sudan after the secession and people fleeing the 2013 civil war.¹¹

Furthermore, the conflict in Darfur that erupted in 2003 with the Sudan Liberation Movement/Army and Justice and the Equality Movement rebel groups that took up arms against the government of Sudan left roughly 300,000 people dead and more than an estimated 2.7 million displaced¹². The conflict in Darfur led the UN Security Council to approve the establishment of a joint African Union – United Nations Peacekeeping Mission in Darfur (UNAMID) initially mandated with a timeframe of 12 months that has since been extended and finally terminated on 31st of December 2020. However, despite the presence of UNAMID, tensions in Darfur have prevailed and periodically escalated with

⁵ UNHCR Update on Decentralisation and Regionalisation (2020): <https://www.unhcr.org/5d1b87787.pdf>

⁶ The WB reported total is: 42, 813, 238 million WB. Open Data 2020: <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=SD>

⁷ Also referred to as the Naivasha Agreement.

⁸ The WB in Sudan – An Overview: <https://www.worldbank.org/en/country/sudan/overview>

⁹ As of October 2020, Sudan was hosting an estimated 814,750 refugees of South Sudanese origin. UNHCR Fact Sheet October 2020.

¹⁰ See UNHCR on the South Sudan Emergency: <https://www.unhcr.org/south-sudan-emergency.html> and the Council of Foreign Relations – the global conflict tracker: <https://www.cfr.org/global-conflict-tracker/conflict/civil-war-south-sudan>

¹¹ UNHCR 2018-20 Protection and Solutions Strategy.

¹² Relief web: Displaced in Darfur, Ahmed H Adam, April 2018. <https://reliefweb.int/report/sudan/displaced-darfur>

different degrees of severity. On the 16th of January 2021, conflicts broke out in Darfur, once again, which led to displacement of 97,826 people and several hundred dead and injured¹³. Also, in the South- and West Kordofan and the Blue Nile¹⁴ states conflicts and tensions prevail, and the security situation remains volatile¹⁵.

Furthermore, in November 2020, with the outbreak of violence in Ethiopia, thousands fled across the border to Sudan, leading to the opening of an additional two camps in the East of the country where the Government of Sudan hosts, mostly, Eritrean¹⁶ refugees who have lived in Sudan for decades¹⁷. The historic presence of conflicts in Sudan and the surrounding countries¹⁸, provide a challenging operational environment that calls for flexibility in strategic design, and protection and durable solutions that span humanitarian, and protracted needs and that are operationalized on the humanitarian development and peace nexus.

The history of conflict has led, not only, to forced displacements, but, also, a fragile economy that went into recession in 2018¹⁹ with soaring inflation rates, a growing national debt, rising poverty levels, food prices and food insecurity, all of which culminated in an uprising in December 2018 with the removal of president El-Bashir from power in April 2019²⁰. After 30 years in power with Islamic rule, a transition Government with a military-civilian Sovereignty Council was established in July 2019 and Abdalla Hamdok was sworn in as Prime Minister in August 2019 for a transitional period before general elections will be organised by the end of 2022 where the establishment of a transitional Legislative Assembly is also expected²¹.

Under the transitional Government, Sudan has become a secular state. It has moved from having a Lower Middle-Income Status to a Lower Income Status, and it started negotiations with international finance institutions on an economic reform package²² where payment of arrears to International Finance Institutions remains of concern. In 2019, US sanctions against Sudan were lifted and, in December 2020, Sudan was removed from the State Sponsor of Terrorism list²³.

The 2018 South Sudan peace deal with the forming of a unity government in February 2020, together with the August 2020 Juba Peace Agreement between Sudan's Revolutionary Front (SRF) and the Transitional Government mark important changes that have provided for establishment of a joint commitment between the Governments of Sudan and South Sudan towards a road map for solutions and protection of forcefully displaced people including IDPs, Refugees and Returnees.

¹³ UNHCR Situation Up-date 10, 16 January 2021.

¹⁴ See, e.g., the Kordofan Operational Fact Sheet 2021 or UNHCR Fact Sheet News and Stories:

<https://www.unhcr.org/news/latest/2011/9/4e6626346/20000-sudanese-flee-ethiopia-escape-fighting-blue-nile-state.html>

¹⁵ Please refer to footnote number 14.

¹⁶ Sudan also host refugees from Syria and Yemen. Furthermore, it is located on a migration route for mixed migrants from the Horn of Africa travelling through Sudan to Libya and the Mediterranean, in recent years, enroute to Europe. The East of the country has historically been a location for mixed-migration arrivals. For more information on historic migration patterns see also: Darfuri migration from Sudan to Europe, Jaspars and Buchanan-Smith, ODI, August 2018.

¹⁷ UNHCR Protection and Solution Strategy 2018-20.

¹⁸ Including in the Central African Republic and Chad.

¹⁹ The percentage annual growth rate in Sudan had fallen steadily between 2003-2018 (in the mid 1990ties, it was -5.5, but rose to 6.3 around 2003). Furthermore, during that same period, the estimated population size went from an estimated 27.2 million to 41.8 million and the inflation rate grew almost 500 percent. WB Country Profile:

https://databank.worldbank.org/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=SDN

²⁰ WB Macro poverty Outlook 2020, WB in Sudan – An Overview: <https://www.worldbank.org/en/country/sudan/overview>

²¹ Please refer to Electory Institute for Sustainable Democracy Election Calendar 2020: <https://www.eisa.org/calendar2020.php>

²² On 21.02.2021 Sudan announced a managed flotation of its currency. See, e.g.:

<https://www.theguardian.com/world/2019/may/09/where-is-our-money-sudan-currency-crisis-deepens>

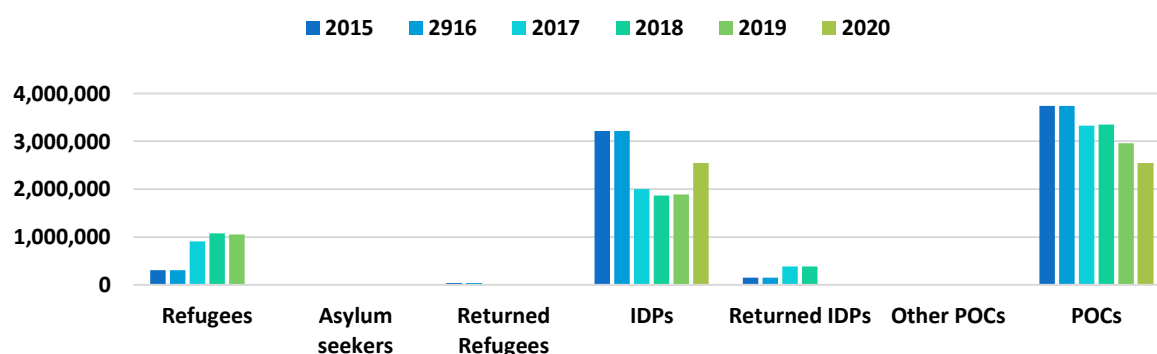
²³ Sudan currently ranks 170 out of 189 countries on the 2019 Human Development Index (UNDP Human Development Report 2020) and 174 out of 179 countries on the 2020 Corruption Perception Index: <https://www.transparency.org/en/cpi/2020/index/nz>

As the UNAMID mandate ended in December 2020,²⁴ the Sudanese transitional Government will assume the primary responsibility for the peace process, and for facilitating the delivery of humanitarian assistance, and supporting the mediation of intercommunal conflicts. At the request of the Government, the UN, through the Country Team and an UN Integrated Transition Assistance Mission in Sudan (UNITAMS) will support the joint military-civilian Sovereign Council in governance reform, and its efforts to resolve the country's deep economic crisis²⁵. The provision of UNITAM's support has been established under four mandate objectives²⁶, namely to: 1) Assist the political transition progress towards democratic governance in the protection and promotion of human rights and sustainable peace; 2) Support peace processes and implementation of future peace agreements; 3) Assist peacebuilding, civilian protection and rule of law, in particular, in Darfur and the Blue Nile and South Kordofan²⁷; and 4) Support the mobilization of economic and development assistance and coordination of humanitarian assistance.

Persons of Concern: Figures

As of October 2020, an estimated total of 1,069,536 refugees were in Sudan of which an estimated 320,925 were living in camps.²⁸ Of the total, 814,750 were of South Sudanese origin, 120,825 of Eritrean origin, 93,497 of Syrian origin, 20,605 from the Central African Republic, 13,500 from Ethiopia and the remaining from Chad and elsewhere. Since October, the total number of refugees has grown with the influx of Ethiopians that has added another 60,764 to the October figures²⁹. As of 31 December 2020, Sudan had an estimated 2,552,174 IDPs. According to figures from October 2020, an estimate 1.5 million IDPs were living in the Darfur states in camp site³⁰. Table 1³¹ below provides an overview of POC numbers during the last five years in total irrespective of their location. Annex 1 provides an overview of the total number of refugees and IDPs per state and of IDPs and Refugees living in camps or camp-like settlements.

Table 1. PoC numbers 2015-20



Legal Aspects

Being a state party to the 1951 convention, the 1967 protocol and the 1969 Organisation for Africa Unity convention, and adopting an asylum act in 2014 that recognized voluntary repatriation, local integration, and resettlement to third countries, Sudan has a history of providing protection and

²⁴ <https://dppa.un.org/en/mission/unitams>

²⁵ UNHCR Overview of Refugees and IDPs in Sudan - Per State December 2020 and UNHCR October 2020 IDP and Refugee overview.

²⁶ Please refer to the UN Security Council Resolution 2524 (2020), adopted on 3 June 2020.

²⁷ Also referred to as "the two areas".

²⁸ UNHCR IDP and Refugee Camp overview October 2020.

²⁹ Of the 60,764 33, 943 have been settled in camps. UNHCR 4th February 2021, Ethiopia Situation Daily New Arrivals.

³⁰ Annex 2: UNHCR Oct. 2020 Overview of IDPs and Refugees.

³¹ Data presented in Table 1 derives from UNHCR's operational portal. The numbers from 2020 was generated by the country office as it was preparing to populate the operational portal data for 2020.

assistance to refugees. In 2020, however, changes to the otherwise liberal policy for refugees from Arab countries relating to residency and other requirements has created a degree of uncertainty to Syrians, Yemeni, Iraqi and Palestinians who otherwise enjoyed freedom of movement, choice of residence and access to social services.³²

Government Commitments

Sudan is an IGAD member state committed to promoting regional cooperation and integration and to supporting efforts in achieving peace, security, and prosperity. In December 2019, at the Global Refugee Forum, the Sudanese Government made pledges to the Global Compact for Refugees (GCR) that form important milestones for the status of refugees and, also, IDPs in Sudan today (please refer to Box 1 below). However, with a structural adjustment programme (2017), rising poverty levels, economic recession, natural disasters and ongoing conflicts, and, most recently, the Covid19 pandemic, the resources required to implement commitments, find durable solutions and protect refugees and other displaced populations have been limited.

Box 1. Government GCR pledges

- | | |
|---|--|
| 1. Continue to maintain and implement an open-door policy for refugees | 6. Integrate refugee education in national education system in a gradual manner |
| 2. Develop solutions for the root causes of forced displacement | 7. Create and enhance an enabling environment for return of refugees and IDPs and facilitate their reintegration |
| 3. Facilitate humanitarian access to affected people | 8. Adopt self-reliance policy for refugees and host communities |
| 4. Facilitate movement for refugees | 9. Facilitate work for refugees |
| 5. Integrate health services for refugees in National Health System in a gradual manner | |

Annex 2 provides a timeline of main historic events.

Strategic and Operational Overview

UNHCR's main strategies in Sudan during the period under evaluation mirror the operational environment and refer to the annual operation plans and main strategy documents as follows: 1) the 2018-20 Protection and Solutions Strategy; 2) the 2020 Strategy Re-set; and 3) the Strategic Directions 2021-22, a high-level guide that outline UNHCR's areas of operation, strategic priorities and broad objectives and Interim Strategy for the transitional period 2021-22 after which UNHCR in Sudan will move into a MYSP³³. The Strategic Direction and Interim Strategy documents are expected to be finalised in March-April 2021 and to inform development of UNHCR's next Solutions and Protection Strategy. For this reason, a brief overview of the 2018-20 Protection and Solution Strategy and the 2020 Strategy Re-set is provided below.

Aligned with UNHCR's corporate 2017-21 Strategic Directions, the Protection and Solutions Strategy 2018-20 in Sudan had a strong focus on protection. It set out to ensure that international standards for protection were met, upheld, and applied to UNHCR's POC. It presented 11 strategic priorities, or visions, and five cross-cutting approaches all of which is summarized in Table 2 below³⁴. Complementary to the Solutions and Protection Strategy, were the 2017-19 Multi-year Humanitarian

³² UNHCR Protection and Solution Strategy 2018-20.

³³ In addition to these main strategy documents, UNHCR has developed separate strategies for WASH (2021), Health (2021), Education (2021), Livelihoods (2019-23), Shelter and non-food Items (2021), and Sexual and Gender-based Violence (2021), child protection (2021), SAFE interventions (2021).

³⁴ UNHCR in Sudan has not developed Theories of Change for its strategies, however, set output and outcomes and indicators are established in its operational plans and reported through the corporate information system.

Strategy, the 2020 Humanitarian Response Plan, and the Sudan Country Refugee Response Plan 2020 all of which emphasize the need to implement humanitarian assistance with a link to longer-term development.

Table 2: Summary of 2018-20 Protection and Solution Strategy

Objective: International standards of protection are met, upheld and applied to all POCs to UNHCR in Sudan										
Strategic priorities										
1. POCs at risk of SGBV have access to comprehensive prevention and support services, including case management services, legal aid, health, psychosocial and other support services	2. Displaced children in Sudan are protected from violence, exploitation and abused, and are supported to reach their full potential.	3. Asylum-seekers and refugees have equitable and timely access to registration, and transparent and quality RSD procedures.	4. Refugees' basic needs are met through access to quality public services within national service systems.	5. All refugees in Sudan have access to quality basic, secondary and tertiary education	6. POCs are empowered to address their own protection needs	7. Refugees have equitable and transparent access to expanded durable and dignified futures	8. Trafficking incidents are reduced and POCs have access to the information and protection services they need to make informed choices about onward movement.	9. Persons at risk of statelessness are systematically identified and assisted in obtaining nationality documentation and relevant protection services	10. Vulnerable IDPs receive protection, material assistance and support in a context of safety and dignity.	11. Returning refugees have access to protection and assistance upon their return to Sudan.

Cross-cutting Strategic Approaches defined as:

1) Accountability to Affected Populations; 2) Age, Gender and Diversity; 3) an out-of-camp assistance approach - emphasizes the need to move out of emergency and pursue longer-term solutions for Southern Sudanese refugees settled outside of camps; 4) a commitment to mirror the GCR working on a humanitarian-development nexus; and 5) increasingly assesses the opportunities that targeted cash-based interventions present.

With the establishment of the transitional Government in Sudan, UNHCR, defined a strategic Re-Set in 2020 mirroring the possibility to work with the Government to support durable solutions, the peace process and to increase focus on IDPs. With the strategic Re-Set, UNHCR defined an operational platform for support with which UNHCR increasingly pursued a whole-of-Government and area-based approach. The Platform focused on: 1) policy work as support to the Juba Peace Building Agreement and establishment of solutions for both IDP and Refugees; 2) community-based-protection; 3) community support projects with investment in basic infrastructure and community services to enhance protection, provision of access to services and reintegration; and 4) protection of new arrivals and protection in mixed movement focusing on protection from refoulement and systematic access to national asylum procedures. The strategy Re-Set is summarised in Table 3 below.

Table 3: An overview of the Protection and Solutions in Sudan, Strategic Re-set 2020-21

Visions			
1. Partnerships for Solutions are built	2. Protection placed at the centre of the refugee response	3. The Global Compact for Refugees operationalised	4. Needs of IDPs addressed through rapid and effective response
Activities			
<p>UNHCR will work with the Transitional Government and key partners to:</p> <ul style="list-style-type: none"> Develop a common plan of action to advance provisions of the Sudanese Constitutional Declaration and peace agreement, which pertain to solutions to displacement. Frame durable solutions in a regional context. Play a catalytic role to raise awareness and mobilize financial and technical support from all relevant stakeholders. Systematize protection monitoring and high-quality protection. Map data and analysis to inform a range of actors in their durable solutions decision-making and programming. Engage with the Friends of Sudan, the African Union, IGAD, Multilateral Development Banks and bilateral donors to plan for and mobilize resources for safe, sustainable and dignified returns or local integration. Plan and facilitate voluntary repatriation from neighboring countries. Monitor developments and prepare stand-by capacity to respond quickly to changes, coordinating with UNITAMS. 	<p>UNHCR will:</p> <ul style="list-style-type: none"> Focus on rapid biometric registration of new arrivals, verification and documentation. Continue to empower refugee communities to implement rights-based programming in areas of: SGBV, child protection, civil documentation, support for persons with specific needs, and the nexus between migration and asylum. Improve evidence-based reporting and further streamline mechanisms for complaints and feedback, anti-fraud, and Protection against Sexual Exploitation and abuse. Scale up durable solutions programming for refugees to facilitate voluntary repatriation, expansion of resettlement, and complementary pathways. 	<p>UNHCR will:</p> <ul style="list-style-type: none"> support Sudan in drafting a phased roadmap to operationalize pledges made at the 2019 Global Refugee Forum with handover of the education and water sectors in East Sudan to the appropriate Ministries, as well as longer-term area-based interventions, which will enhance livelihoods, ensure inclusive government service delivery for refugees and host communities in out-of-camp settings, focus on minimum standards in life-saving sectors, and include refugees in national and state level development plans. 	<p>UNHCR will:</p> <ul style="list-style-type: none"> Facilitate effective protection. coordination, monitoring, analyses and advocacy. Champion the centrality of protection and leverage its expertise in areas of protection and legal analysis, durable solutions, civil documentation, Age Gender Diversity Mainstreaming and Accountability to Affected Populations for IDPs. Prioritize leadership in delivery of Emergency Shelter/Non-Food Items (ES/NFI), including by implementing more Cash Based Interventions in the sector and by providing protection sensitive packages with household solar lighting. Enhance community mobilization, peacebuilding and social cohesion, youth programming, protection monitoring, community support projects, and strong coordination leadership in the protection and Essential Services and Non-Food Items.

Partnerships, and Roles and Responsibilities

UNHCR's main Government counterpart on protection, camp management and the overall coordination of the refugee response throughout Sudan is the Commissioner for Refugees³⁵ (COR) who sits under the Ministry of Interior. At federal level, a forum for the national refugee response, the Refugee Consultation Forum (RCF) is co-led by UNHCR and the COR, while at state level, UNHCR and COR co-lead established multi-sector³⁶ Refugee Working Groups all of which involve relevant UN agencies, national and international Non-Governmental Organisations (NGOs). It is under the RCF that the National Refugee Response Plan is produced to then be included in the Humanitarian Response Plan. Furthermore, in states, with no or little IDP presence, but a refugee presence (White Nile, East Sudan, Khartoum), UNHCR currently also leads state level sector working groups.

UNHCR also collaborates with line ministries and national bodies, mostly, at state level. These include: The Ministry of Education; the Ministry of Health; the Ministry of Labour and Social Development; the Forest National Corporation; Water and Environment Sanitation. In addition, UNHCR collaborates with both national NGOs and international ones that work with UNHCR as implementing partners and that contribute to the Country Refugee Response Plan. Implementing partners include but are not limited to the Sudanese Red Crescent Society; Plan International; African Humanitarian Action; World Vision; Save the Children; Muslim Aid; World Relief Sudan; Norwegian Church Aid and the Danish Refugee Council.

UNHCR forms part of the United Nations Country Team (UNCT), which is planning a Common Country Assessment this year, and the Humanitarian Country Team (HCT) where UNHCR is responsible for Protection, Camp Coordination and Camp Management (for COVID19), and Emergency Shelter, and Non Food Items, under the IASC coordination structure for Internally Displaced People (IDPs). In addition, UNHCR co-chairs the Durable Solutions Working Group under the UNCT with the United Nations Development Programme (UNDP) and the Danish Refugee Council (DRC) where the United Nations Children's Fund (UNICEF), the Office for the Coordination of Humanitarian Affairs (OCHA), international NGOs, the Swiss Agency for Development Corporation and the British Foreign Commonwealth Development Office also sit. Together with International Organisation for Migration (IOM), UNHCR co-chairs the Counter Trafficking & Mixed Migration Working Group, and it represents the RCF at the national COVID-19 Coordination Forum³⁷. UNHCR also collaborates closely with the World Food Programme, and it has an Letter of Understanding (LOU) with (UNICEF) on areas of collaboration and coordination in relation to the refugee response in Sudan where UNICEF plays a significant role in providing WASH, education and Child protection support to refugees in out-of-camp settings³⁸.

UNHCR also engages with donors and regional partners to promote solutions and protection, most recently, with Intergovernmental Authority on Development (IGAD) in relation to the coordination of high-level meetings on solution strategies and road map between Sudan and South Sudan that will be advanced through the established IGAD Support Platform launched at the Global Refugee Forum. Donors and international partners supporting that event included the European Union (EU), and Germany (the German Society for Internal Cooperation), the Swedish International Development Cooperation Agency (SIDA) and the World Bank and UNDP.

³⁵ COR currently has two assistant Commissioners for, respectively, the Darfur States and Khartoum

³⁶ In Sudan, Clusters are referred to as Sectors. In the East of the Country, sector working groups have been established for the refugee response as opposed to the multi-sector working groups in place elsewhere.

³⁷ UNHCR Fact Sheet October 2020.

³⁸ The LOU concerns collaboration and coordination around child protection, health, education, nutrition, and wash. UNHCR and UNICEF LOU Joint Action Plan 2019.

Annex 3 provides an overview of the office structure and trends in operational expenditure during the years 2015-19.

5. Rationale, Overall Purpose and Scope

Rationale

This independent formative CSE of UNHCR's programme in Sudan has been planned to generate timely evidence that will inform UNHCR's Multi-year Strategic Planning (MYSP) process scheduled to begin at the end of 2021. It is also expected to inform UNHCR's engagement with the UNSDCF and UNHCRs work under the Humanitarian Country Team.

Overall Purpose

While CSEs are conducted for both learning and accountability reason, this evaluation has a strong forward-looking orientation and focus on learning. It will:

Provide an assessment of UNHCR's portfolio and performance in Sudan seen in relation to results and achievements, UNHCR's strategic vision and mandate, the geo-political and socio-economic environment and the needs and rights of UNHCR's POCs in Sudan.

Assess UNHCR's strategic positioning and comparative advantage in Sudan, identify promising practices and lessons (where relevant) and provide forward-looking strategic and operational recommendations that will inform prioritization, design, and strategic direction in the intermediate and longer-term including the 2023 MYSP.

The recommendations will consider how to optimize UNHCR's contributions within the framework of the GCR given the historic presence of humanitarian crisis in Sudan. Considering the 2021 Interim Strategy, the recommendations will also address, how UNHCR should prioritize its portfolio and partnerships to enhance its strategic resilience and optimize the impact of collective efforts towards protection and solutions for UNHCR POCs, and the communities that host them.

The assessment will align with **UN Norms and Standards for Evaluations** and **UNEGs Ethical Guidelines for Evaluation** (2020). The evaluation will be structured by the following OECD DAC Evaluation criteria: effectiveness (analysis of results and achievements – including drivers and constraints); relevance (analysis of UNHCR's strategic priorities, operation design and implementation seen in relation to needs and context); coherence (analysis of internal coordination and programmatic synergies and partner coordination, complementarity and harmonization) and sustainability (analysis of institutional capacities, environmental impact of results, exit strategies and the likelihood of benefits and solutions continuing over the medium and longer-term).

Scope

The evaluation scope concerns the timeframe and operational coverage including breadth and depth, the geographic coverage and stakeholder participation:

- The evaluation focuses on the period **2018-21**, however, special attention will be directed towards **the period following the revolution**, i.e., after the establishment of the transitional government in August 2019.
- It covers the **entirety of the UNHCR's portfolio** including protection and solutions as these concern UNHCR's POCs, i.e., refugees, IDPs, returnees, stateless and asylum seekers.

- The evaluation analyses and recommendations will have a strong focus on the **GCR, inclusion, the humanitarian development and peace nexus, partnerships, and strategic resilience**. Given that the operation in Sudan is large and complex, and that UNHCR has responded to numerous emergencies during the period under evaluation, it is expected that further scoping is required during the Inception Phase to **balance assessment breath with depth**.
- As the operational context has changed significantly in recent years and solutions, the GCR and inclusion are gaining importance to UNHCR's work, **UNHCR's approach to and use of partnerships warrant an in-depth look, which will require additional data collection**. The evaluation will, therefore, include in-depth evidence-based analysis of partnerships, and it will provide forward looking recommendations and concrete advice on how to prioritise and manage partnerships keeping in mind the importance of a Whole of Government Approach, diverse kinds of partnerships, e.g., fundraising partners, partner advocates and transactional and non-transactional partners e.t.c., and the need to consolidate and prioritise UNHCR's strategic focus and steer looking ahead. The in-depth look at partnership will involve a mapping and reporting of what UNHCR's Government and private sector partnership landscape look like at federal, state, and regional levels, the main players, their mandates and possible value for UNHCR. Specific questions of partnerships have been added under the main evaluation question relating to Coherence. The evaluation team will be expected to integrate the findings of the in-depth analysis of partnerships into the CSE report *and* draft a separate report (8-10 pages) on partnerships to be annexed to the evaluation report and shared with partners.
- The **geographical coverage** will reflect the detailed operational scoping conducted during the Inception Phase informed by criteria such as operational coverage, diversity of interventions and results³⁹.
- **Participation** – ongoing engagement, provision of feedback and generation of recommendations – of UNHCR staff at regional, country and sub-office levels alongside relevant partners is a requirement throughout the evaluation process and the crafting of a process designed to foster ownership of findings and recommendation is expected.

Expected Main Users and Stakeholders

The primary users of this evaluation refer to UNHCR staff in Sudan, the COR at federal level, line ministries with which UNHCR collaborates and the Regional Bureau overseeing the operation. That being said, a broad range of stakeholders have a direct stake in the evaluation because they are involved in implementation, contribute towards its longer-term objectives or benefit from contributions made. For this evaluation, an Evaluation Reference Group (ERG) will be established in the Inception Phase by the country office, ideally, with representatives from each stakeholder group listed below. The evaluation findings will be shared with other primary users and other stakeholders through UNHCR's public website.

- **The Government.** The Government of Sudan constitutes the main partner, notably, the COR, the Humanitarian Aid Commission for Sudan and the line ministries, and other government agencies with which UNHCR collaborates as described above.
- **United Nations partners.** While UNHCR works closely with UNICEF, the World Food Programme, UNDP, IOM, OCHA, it forms part of the UN country and humanitarian teams under which the International Labour Organisation; United Nations Environmental programme; United Nations Humanitarian Settlement Programme (UN HABITAT); United Nations WOMEN; UNAIDS; United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Population Fund (UNFPA); United Nations Industrial Development Organisation (UNIDO); United Nations Office of Drugs and Crime (UNODC); United Nations Office for Project Services (UNOPS); the World Health Organisation (WHO); UNAMID (until 31/12/2020) and UNITAMS also operate. As members of the country and humanitarian teams, UN partners will have access to the evaluation findings.

³⁹ For more on sampling, please refer to the section on methods.

- **Other partners** include national and international NGOs working with UNHCR in Sudan that have a direct stake in the findings and recommendations. Regional bodies and international finance institutions (IFIs) represent other, perhaps, more distant, stakeholders in the evaluations, e.g., the Inter-governmental Authority on Development (IGAD) and African Union (AU) that play important roles in the ongoing peace and solutions initiative alongside the World Bank, among other.
- **Donors.** UNHCR's bilateral and multilateral donors have a direct stake in the evaluation findings as these will account for UNHCR's performance and learning. Donors include but are not limited to: Canada, Denmark, Finland, Germany, Ireland, Japan, Luxemburg, the Netherlands, the Republic of Korea, Sweden, Switzerland, Qatar, IGAD and the European Union – without which UNHCR's direct service delivery and operational modalities would not be possible.
- **POCs.** UNHCR's POCs in Sudan are also primary stakeholders to whom UNHCR is accountable. As mentioned previously these include, IDPs, refugees, returnees, stateless and asylum seeker.

6. Evaluation Questions

The evaluation questions below have been developed based on consultations with CO staff during a TOR scoping mission in January 2021 and Regional Advisors from UNHCR's Regional Bureau in Nairobi. Additional questions have been added to explore partnerships as per the evaluations scope.

Evaluation Questions on relevance

1. To what extent does UNHCR's operation align with the needs of POCs, host communities and partner, country priorities, UNHCR's policies and mandate and main global frameworks such as the GCR and the Sustainable Development Goals?

1.1. To what extent do UNHCR's main strategies, operational design align with relevant national policies, development plans, strategies and goals including Government pledges to the GCR and commitments to the Sustainable Development Goals?

1.2. To what extent has UNHCR effectively operationalised the humanitarian-development-peace nexus approach as per the 2018-20 Protection and Solution Strategy including within the parameters of the Country Refugee Plan and the Refugee Response Plan?

1.3. To what extent has UNHCR's responded to the needs of POCs and government partners benefitting from support to capacity development during the period under evaluation?

1.4. What main factors explain the extent to which UNHCR has strategically adjusted its portfolio and response during the period under evaluation including in its response to the COVID19 pandemic?

Evaluation questions on effectiveness

2. What is the extent and quality of UNHCR's contribution to operational outcomes and main achievements?

The assessment of UNHCR's **achievements and results** (2.1-2.4) will involve an **analysis of drivers of progress and results** at different operational levels and **obstacles** to progress taking into account factors such as human and financial resource availability and country office prioritization of the same, internal and external coordination, the dynamic geo-political and social-economic context in which UNHCR operates, and UNHCR's approach and access to partners. The analysis of results will also consider implementation of UNHCR's commitments to operationalize its Age Gender and Diversity Policy. And achievements associated with policy level work and objectives states in strategy documents.

2.1. To what extent has UNHCR achieved intended output level results and targets and contributed to envisaged outcomes as these are formulated in HCR's core strategic documents and operational plans, and what, if any have been the unintended results?

2.2. To what extent has organisational reform or changes affected UNHCR ability to deliver including any adaptations to manage UNHCR's response to the COVID19 pandemic?

2.3. Given that UNHCR in Sudan is an IDP step-up country and taking into consideration both results data, other achievements, partnerships and UNHCR's strategic positioning, to what an extent has UNHCR made progress in its commitments to IDPs?

2.4. To what an extent has UNHCR contributed to inclusion of refugees and host communities into the services of the Sudanese national system?

2.5. To what extent has UNHCR supported the Government in implementing its GCR pledges?

Evaluation Questions on sustainability

2.6. To what an extent has UNHCR taken steps to ensure that benefits of results are sustainable?

Evaluation questions on coherence

3. To what an extent has UNHCR optimized its use of and engagement with partners in Sudan to deliver its vision and work on protection and durable solutions for POCs?

As mentioned, the in-depth assessment of partnerships will involve a mapping of UNHCR's partnership landscape in Sudan. Recommendations relating to partnerships will consider, if UNHCR should change its approach to partnerships, and, if so, how it should be done given the operational context in Sudan; how UNHCR may make more strategic, effective, and efficient use of partnerships in the immediate, intermediate, and longer term; and how UNHCR should prioritize its partners given the limited resources of UNHCR in Sudan to strategically engage with partners.

3.1. To what extent has UNHCR established harmonized, complementary and effective partnerships at Federal and State levels based on its comparative advantage in Sudan?

3.2. To what extent has UNHCR optimized its collaboration with UN partners including but not limited to partners like UNAMID and UNITAM and development agencies like UNDP and UNICEF to leverage protection and solutions and support implementation of GCR pledges?

3.3. To what extent has UNHCR optimized its collaboration with the private sector and other national and international players to leverage protection and solutions and support implementation of GCR pledges?

3.4. To what extent has UNHCR's pursued an All-of-Government approach?

3.5. To what extent has UNHCR's approach to and provision of technical and capacity support to the Government been targeted and effective?

3.6. What have been the drivers and obstacles to strategic and effective partnerships?

7. Evaluation Approach and Methods

Being a strategic evaluation that assesses the appropriateness of the portfolio, UNHCR's performance and overall strategic approach, the evaluation will adopt **a non-experimental design using a theory-based approach** conducive for review and analysis of strategy documents and conduct of contribution analyses. UNHCR in Sudan currently doesn't have Theories of Change associated with its strategy and main planning

documents. Therefore, the Team Leader will be required to construct a Theory of Change for the main strategy documents in use during the period under evaluation and verify these in consultations with CO staff during the Inception Mission.

The evaluation will **deploy mixed methods** including a thorough desk review that will provide the basis for development of the detailed evaluation plan provided in the Inception Phase, and it will help to ensure that any primary data collection is undertaken to complement existing secondary data only. The Evaluation Team is expected to combine the separately reported desk review with other data generation techniques such as focus group discussions, in-depth interviews, problem ranking and, rapid surveys (as appropriate) with UNHCR staff, operational partners, key interagency stakeholders (e.g. WFP, UNDP, UNICEF, etc.), the national host government and development partners including donors at federal, state and regional bureau levels and/or persons of concern. Data generated through the evaluation should reflect a human rights-based and gender sensitive approach, among other, through use of disaggregation of data by sex, ethnicity, age, disability etc. and through alignment with UNHCR's 2018 Age Gender and Diversity Policy. The evaluation will, furthermore, be guarded by the UN Ethical Guidelines and UNHCR's Data Protection Policy attached to this TOR.

Triangulation of different data sources will be expected to form part of quality assurance and data analyses strategies and **use of benchmarks and analytical frameworks** should be clarified and deployed, so assessment criteria are clear. In the assessment of UNHCR's approach to operationalize the triple nexus, benchmarking against other UNHCR operational practices is encouraged.

The approach taken should be appreciative and attend both to evaluation main deliverables and process to ensure engagement of CO staff in validation of findings and development of owned recommendations that should be actionable and strategic. To this end, validations of recommendations and findings will involve both sub-office and CO staff.

An Evaluation Reference Group will be constituted comprising 10-12 people representing selected main partners in Sudan and selected technical staff from the Regional Bureau, as appropriate. Members of the ERG will have opportunity to follow the evaluation, take the role of a sounding board commenting on main evaluation deliverables and helping the evaluation team access stakeholders during data collection. The ERG – that provides opportunity for the evaluation team to conduct a reality check on its approaches and test findings – will convene at the end of the Inception, Field Mission and Reporting Phases.

Evaluability

Documentation of the strategic direction of the CO. Because there is currently no Theories of Change for its main strategy documents that list assumptions and provide an overview of UNHCR's envisaged impact pathways and casual logic, it is possible, there will be discrepancy between CO results statements outlined in the corporate RBM system and CO achievements. The Strategic Re-Set is not accompanied by an analysis of assumptions and risks, or a contextual analyses, however, various actions plans, sector strategies and positions papers in relation to protection and solution have been developed that should complement the analysis of the main strategy documents.

Evaluations and studies. No major evaluations have previously been conducted by the CO, but a study of POC socio-economic profiles has recently been commissioned and is expected to be completed by mid-2021. Alongside participatory assessments that UNHCR regularly conducts, it may help the Evaluations Team assess aspects of relevance to needs. UNHCR has also recently, had an audit that will inform the evaluation and complementarity between the audit and the evaluation should be sought.

Results data. The audit did review results data for 2020. It is the intention that the evaluation team should be able to draw upon the audit results analysis as a basis for triangulation. Corporate results data outlining progress against base- and endline figures and targets for the years 2018-20 will also be available. Results

data for 2021 will not have been reported by the time the evaluation commences. In relation to the third strategy period starting from January 2021, the evaluation team will, therefore, primarily assess the strategic approach in terms of its relevance given the operational context and the needs of POCs and partners benefitting from capacity development support and based on partner and UNHCR staff accounts of progress. Finally, while results data is reported against the operational plans, achievements related to policy level work and strategic achievements such as engagement in new partnerships may not be fully captured through the corporately available results data, which may also be the case for qualitative aspects of capacity development support.

Institutional Memory. UNHCR has a rotation policy and only selected international staff members have been working in Sudan prior to the revolution. It will be important, therefore, to identify national and international staff who have longer-term institutional memory of the programme. Because of staff rotations, it can be expected that access to documents from before the revolutions will come with limitations.

Geographic access. In relation to recent riots, the Government declared a state of emergency in selected state, which may influence access - as may erupting conflicts in selected states, e.g., in Kordofan, Blue Nile and Darfur.

8. Organisation of the Evaluation

The Evaluation Process

Once the evaluation team is on board, the evaluation will be structured in three main phases defined by accompanying activities as described below.

The Inception Phase

Initial briefing. In the beginning of the Inception Phase a kick-off meeting will be organised where the evaluation team will meet the Evaluation Manager and the Country Office Evaluation counterpart, they will be introduced to the quality assurance procedures and there will be a discussion of the TOR. Furthermore, during the Inception Phase brief introductory interviews with staff from UNHCR's Regional Bureau in Nairobi and the CO will be organised, as appropriate, to inform the prioritization of evaluation questions and the detailed planning of the evaluation methodology as required.

A Document Review. The evaluation team will commence with a document review for which an electronic library will be established comprising relevant documentation that will be updated on an ongoing basis during the evaluation process. Documentation made available to the team may include but will not be limited to: Financial information about the operation; programme monitoring data covering the timeframe for the evaluation; corporate results data; work plans; strategic documents; action plans and position papers; management plans and strategy notes; situation analyses; relevant surveys and assessments; donor reports; ToRs for ongoing studies and Pilots that will inform the CSE; TORs for working groups; lists of implementing partners; corporate key policies, strategies and normative guidance that has informed the development of the operation; reports and studies relevant for the operational context; and Government and partner key legal and policy documents.

The document review that will be reported separately from the Inception Report, will provide a contextual analysis, and it will present an analysis of operational relevance in relation to main corporate policies, national documents, main partner documents and global frameworks. It will also present an analysis of results data, an overview of main strategy documents their complementarity, and alignments with operational planning and areas of intervention that can, in turn, inform the TOC development. The document review will, furthermore, consolidate the partnerships landscape mapping emerging findings from available documentation. The document review will be quality assured by the evaluation manager and the country office against the TOR. The dialogue between the evaluation team and to fact check the analysis.

An Inception Mission

- Once the initial desk review has been submitted, an Inception Mission to the CO will be organised⁴⁰ for the Team Leader and the consultant in charge of the Partnership component of the Evaluation. One important purpose of the Inception Mission is to introduce the evaluation and the team to CO staff and key evaluation stakeholders, including members of an Evaluation Reference Group. In addition to discussing with CO staff the practicalities of the evaluation field mission, other important purposes of the Inception Mission refer to verification of: a) the TOCs; b) evaluability vis-à-vis the planned evaluation focus and programme of work; c) the team's understanding of the chronology of external and internal events; and d) the evaluation team's overview of operational activities.

An Inception Report

The Inception Report will specify the evaluation methodology, and the refined focus and scope of the evaluation. It will include an assessment of the intervention logic and the overall evaluability, and it will clarify strategies for overcoming any limitations observed. If relevant, it will propose adjustments to evaluation questions, present data collection tools and analytical and benchmarking frameworks, and, importantly, an Evaluation Plan Matrix detailing evaluation questions, sub-questions, indicators developed and evidence identified to answer to each questions, analysis strategies and stakeholders engaged to answer each question. The evaluation team is also expected to clarify sampling criteria and strategies related to all primary data generation. In selection of states to visit, sampling criteria will, but may not be limited to, consider the following contextual and operational factors: a) the scale and type of activities and applied implementation approaches in each region; b) the concentration and type of POCs living in each state; c) the extent to which UNHCR achieved expected results in specific locations; and D) accessibility. The evaluation team is expected, furthermore, to clarify strategies for conducting analyses and disaggregation of data with a view to assess UNHCR's contribution to diverse right holder groups. In the Inception Report, the team will also explain its approach to triangulation and quality assurance of all evaluation deliverables and the division of labour between the evaluation team members. Finally, it will clarify its operationalization of the UN Ethical Standards, the data protection- and Age Gender and Diversity policy. The planning of the evaluation has to be done with flexibility in mind as the COVID19 pandemic may limit access to stakeholders, or conflict may arise that will affect access to different parts of the country. To this end, a do not harm principle will be applied.

The Inception Report that will align with UNEG standards and Norms⁴¹ will be subject to quality assurance performed by the Evaluation Manager, a review conducted by internal evaluation stakeholders and the ERG, an ethical review – should proposed data gathering involve vulnerable groups, sensitive subjects and/or use of confidential data – and, finally, an external quality assurance check. The approval of the Inception Report marks the completion of the Inception Phase.

The Field Mission Phase

The Evaluation Team will organise a field mission with full participation of all team members during which primary and, if relevant, secondary data will be collected. A separate data collection timeframe may be agreed for data collection associated with the in-depth analysis of partnerships, if required. At the end of the field mission, the evaluation Team Leader will present preliminary observations and finding to CO and SO staff, the ERG (ERG) and, if required, other stakeholders. If Government restrictions are imposed with regards to travel, these will be addressed in consultations between the evaluation team, the Evaluation Manager, and the CO.

The Reporting Phase

⁴⁰ This is subject to COVID19 restrictions and developments at the time.

⁴¹ Please refer to Annexes 6 and 7

As the evaluation team will be preparing the first draft evaluation report, it will engage CO staff in verifications of findings and validation of recommendations. If the first draft report does not pass UNHCR's quality assurance conducted by the Evaluation Manager, a second draft report will be submitted before the report be shared with CO, SO and engaged Regional Bureau staff. In addition to being reviewed by CO and SO staff and the Evaluation Manager, the first draft will also be subject to an external quality assurance and, as relevant, an ethical review. Following the first review of the draft report and the initial quality assurance, the evaluation team will incorporate the comments provided and prepare a second draft report to be shared with the ERG, the Evaluation Manager and UNHCR staff for any last comments before the report is finalized.

Once a final report has been approved, the evaluation Team Leader and senior evaluator will travel to the CO to discuss the evaluation findings and recommendations with CO staff, the ERG and, if relevant, other national stakeholders. The Team Leader will, furthermore, present the evaluation findings to relevant stakeholders from UNHCR's Regional Bureau and, if required, selected headquarter staff. The report will comply with UNHCR's reporting standards and be no longer than 50 pages excluding annexes. Upon completions of the evaluation report, it will be published on UNHCR's global website.

Timeline, Work Plan and Deliverables

The evaluation will be managed by UNHCR's Senior Regional Evaluation Office for East and Horn and the Great Lakes based in Nairobi in close collaboration with the CO Evaluation Focal Point. Table 7 below outlines the workplan and timeline.

Table 7. Timeline and work plan

Activity	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan
Desk Review	X	x							
Desk Reviewed by CO and Evaluation Manager	x	x							
Inception Mission		x							
Draft Inception Report		x	x						
Final Inception Report			x						
Report reviewed by evaluation stakeholders, ethical review and quality assurance conducted.			x						
Finalization and approval of Inception Report			x						
Field Mission including for the in-depth analysis of partnerships					x				
Main field mission and presentation of preliminary observations and findings					x				
Validation of findings, recommendations						x	x		
First draft report							x		
Quality Assurance by Evaluation Manager							x		
Report reviewed by evaluation stakeholders, ethical review and quality assurance conducted							x		
Incorporation of comments								x	
Second draft shared with partners								x	
Final Report with lessons and recommendations including an executive summary									x
Final presentations									x

9. Evaluation Team Requirements

The evaluation will be undertaken by a team of six qualified independent evaluation consultants, comprising the Evaluation Team Leader responsible for leading the team, the division of labour and quality assurance of all deliverables, a senior evaluator responsible for the in-depth assessment of partnerships, and four evaluators of whom three will be based in Sudan. Of the three evaluators based in Sudan, one will work on the partnership assessment together with the Senior Evaluator.

The team size is considered a requirement given the large scale of the operation, the numerous emergencies to which it has responded, and the additional resources required to conduct the in-depth analysis of partnerships. Furthermore, given the COVID pandemic, it is considered an advantage to have three Sudan-based evaluators in the team.

Although the contracting modality is on an individual basis, bidders are strongly encouraged to apply as a team. For these reasons, proposals from teams with prior work experiences in Sudan and East Africa and teams where the Team Leader and one or more team members have previously worked together will be considered advantageous. All work and deliverables will be in English.

The evaluation team will, ideally, be gender and geographically balanced and comprise the following characteristics: 1) demonstrated evaluation and research expertise; 2) expertise in refugee and IDP responses; 3) expertise on humanitarian operations; 4) strong understanding of the socio-political and economic context of Sudan; 5) an excellent understanding of UNHCR's protection mandate, operational platform and work on solutions and inclusion; 6) good knowledge of issues pertaining to the humanitarian-development nexus, gender and diversity sensitive programming; 7) knowledge of one or more of the sectors in which UNHCR works, i.e., education, health, WASH, nutrition, shelter, livelihoods, gender and resilience; and 8) Accountability to Affected Populations.

Further required skills and qualifications of team members are outlined below.

The Evaluation Team Leader and the Senior Evaluator will have:

- A post-graduate degree in social science, development studies, international relations, political science, or the equivalent.
- **Evaluation Team Leader:** a minimum of 15 years of relevant professional experience in humanitarian response settings and development interventions and a minimum of 8-10 years' of evaluation and research experience including as a Team Leader with demonstrated ability to plan evaluation designs and oversee application of a mixed methods approach including application of analytical frameworks and strategies. The Team Leader will have political flair, a strong understanding of the geo-political and socio-economic context in Sudan. Demonstrated work experience from Sudan is a requirement. The Team Leader will have worked with strategic planning including with Theories of Change and programmatic work of large aid organisations and will have expertise in at least one sector covered by UNHCR's work.
- **Senior Evaluator responsible for the partnerships component:** a minimum of 10 years of relevant professional experience from humanitarian and/or development settings and a minimum of 7 years of evaluation and research experience including as a Team Leader with demonstrated ability to plan evaluation/research designs and oversee application of a mixed methods approach. The Senior Evaluator will have comprehensive knowledge of partnerships and the partnership life cycle, and a good understanding of capacity development. A strong understanding of the geo-political and socio-economic context in Sudan is regarded as an asset.
- Proven track record of participating in large-scale evaluations evaluation and managing fieldwork in complex environments, preferably, in strategic evaluations commissioned by a large development donor, or humanitarian agency.
- Strong understanding of UNHCR's protection mandate and operational platform, basic needs assistance, solutions, protection, and work on inclusion.

- Excellent drafting, communication, process, and presentation skills.
- Experience in generating useful and action-oriented recommendations to senior management and programming staff.
- Experience in using Appreciate Inquiry is regarded as an asset.

Evaluation Team Members will have:

- A post-graduate degree in social sciences, development studies, international relations, or political science or the equivalent plus a minimum of 5-8 years of relevant professional experience in humanitarian and/or development settings.
- Minimum of 4 years' experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or research in humanitarian and development settings.
- Expertise in one or more sectors covered by UNHCR and outlined above.
- In depth knowledge of various data collection and analytical methods and techniques used in evaluation and operational research.
- Knowledge of humanitarian response programming, programming for protection and solutions of UNHCR's POCs.
- Excellent communication and presentation skills.
- **The three evaluators based in Sudan** will have a strong understanding of the socio-economic and geo-political situation of Sudan and a strong understanding of protection and solutions in humanitarian and development programmes.
- The Sudan-based evaluator working with the Senior Evaluator responsible for the partnership component should have an in-depth understanding of the governance structure at Federal and State levels.
- **It will be regarded as an asset if fourth international evaluator** will have a strong understanding of the operational context in Sudan.

The evaluation consultants are required to sign the UNHCR Code of Conduct, complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality requirements. The detailed Roles and Responsibility of evaluation Team members and UNHCR are outlined in Annex 4.

The Evaluation Team will be responsible for organising travel arrangements, booking hotels and setting up interviews.

10. Evaluation Team Selection Criteria

Individual consultants will be shortlisted based on the criteria above. Applicants who apply as a team will receive additional points in the selection process. Scoring in the selection process will be done on an individual basis and the Evaluation Service reserves the right to select the final team composition.

This will be a deliverable-based contract, and each consultant will be paid per deliverable as per his or her qualifications.

The following documents must be submitted:

- A short covering letter explaining:
 - If it is a team or an individual applicant applying
 - Name and contact details of the applicant(s)
 - For which of the six roles the applicant(s) apply, i.e. as: a) the Team Leader; b) the Senior Evaluator; c) the Sudan-based evaluator working with the Senior Evaluator on partnerships; d) the Sudan-based evaluators; or e) the International Team Member
 - Explain if one or more team members have worked together before

- why the applicant(s) is a suitable candidate (or team) and what value the applicant(s) bring to the team.
- CV in P11 format.
- A 2-page CV that summarises relevant experience including the sector expertise of the applicant(s) as per the aforementioned list - Applicants applying as a team will provide a 2-page CV of each candidate.
- A 3-page document (maximum) explaining:
 - the envisaged methodological approach to answer to the evaluation questions, which will include considerations on sampling, approach, data generation, quality assurance, analysis and validation, bench marking and process engagement of stakeholders.
- A written sample (max 2) of a previous evaluation, a review, a report or a publication of any kind in which the applicant(s) was a (co) author.

Applications should be sent to Evaluation Service hqevaser@unhcr.org indicating the title of the evaluation and the position they are applying for (Team Leader, Senior Evaluator, International Team Member, Sudan-based Evaluator working with Senior Evaluator on Partnership, Sudan-based Evaluator or Team application) e.g. "Application Country Strategy Evaluation Sudan – Team Leader". Applications should be submitted no later than 27 April 2021 (12pm CET).

Annex 1. An overview of IDPs and Refugees in Sudan

Annex 2. Timeline of Events

ANNEX 3. OVERVIEW OF OFFICE STRUCTURE AND EXPENDITURE TRENDS 2015-19

Annex 4. Roles and Responsibilities

Annex 5. UNHCR's Data Protection Policy

Annex 6. UNHCR's 2018 Age Gender and Diversity Policy

Annex 7. UNEG Norms and Standards for Evaluation

Annex 8. UNEG Ethical Guidelines
