

TERMS of REFERENCE REAL TIME EVALUATION of the HAITI EARTHQUAKE RESPONSE

1. SUMMARY

- a. **Purpose:** This RTE seeks to assess the effectiveness and efficiency of the coordination and management systems of the Haiti earthquake response operation, focusing on both relief and early recovery concerns. It will provide a snapshot of the current situation, including real-time feedback and learning to the Federation in Haiti, the Zone, the headquarters in Geneva and to the members of the partner National Societies in the operation.
- b. **Audience:** This RTE will be used by the Federation in Haiti, the Zone, and in the headquarters in Geneva and it will inform all the RC/RC stakeholders involved in the Haiti earthquake operation.
- c. **Commissioners:** This RTE has been commissioned by the USG of the Disaster Reduction, Response and Recovery Division, IFRC, Geneva
- d. **Reports to:** The RTE team leader will report to a 3-person management group comprised of representatives of the Geneva secretariat and the zone office in Panama.
- e. **Duration:** approx 30 days
- f. **Timeframe:** Between 6 April 2010 – 7 May 2010
- g. **Location:** Haiti, Dominican Republic, Panama and Geneva (Switzerland)

2. BACKGROUND

An earthquake measuring 7.0 on the Richter scale hit the Caribbean nation of Haiti on 12 January 2010 at 4.53 p.m. (local time). The earthquake primarily affected the populations of the Sud-Est, Sud-Ouest, Nippes and Ouest provinces of the country, wreaking havoc on an already poor and vulnerable nation. The earthquake caused extensive damage to the nation's infrastructure and in particular to critical government and administrative functions in the major cities. Approximately 200,000 people are thought to be dead and 300,000 injured. A further 1.2 million are in spontaneous settlements.

Lack of shelter and sanitation are the biggest threats, particularly as we approach the rainy and hurricane seasons. There are also major contextual challenges affecting the response in terms of the capacity in country, the damage to the country's core infrastructure and government, the pre-existing poverty, the lack of space and the logistics of the operation. As a result, the relief phase will be extended for longer than usual (up to 12 months) and it will take time to hand over to the recovery and reconstruction.

The International Federation now has an Emergency Appeal for the Haiti earthquake for CHF CHF 218.4 million launched on 9 February. This makes it the biggest single country response in the history of the Federation. The aim is to reach 300,000 beneficiaries using the skills and resources of over 400 delegates, 33 partner National Societies and 21 ERU deployments and a 29 person FACT team to support the Haiti Red Cross response. The Federation also now coordinates the Emergency Shelter Cluster, having taken over from the International Organisation of Migration (IOM) on 10 February.

This scale of the operation throws up a number of management and coordination challenges for the Movement and in response to this a Movement coordination framework is being set up, outlining forums for engagement at a senior or strategic management, operational management and technical management levels. Within this framework there are regular meetings between the different parties of the Red Cross and Red Crescent Movement. A Movement Coordinator has also been appointed to facilitate this process. A major partner meeting was also held in Montreal on 9 and 10 February to agree the way forward at the highest levels and a statement of commitment to assist the people and NS of Haiti was agreed.

The Federation is holding this RTE because of its commitment to carrying out a high quality operation in terms of speed, efficiency and effectiveness and a commitment to accountability to beneficiaries needs, as well as to the donors to this operation. Due to the scale of the disaster, the number of external actors, both within and outside the RC, and the significant levels of funding, there will be a need for high levels of accountability and scrutiny in this operation and there will be international attention on the response and recovery operation in Haiti.

3. EVALUATION PURPOSE AND SCOPE

The International Federation is committed to ensuring quality assurance, standards and a strong culture of lesson learning in its disaster response and, as such is committed to carrying out Real Time Evaluations (RTEs) in the wake of all major disasters requiring an international response. This evaluation is being carried out in the relief phase of the operation and has the following purposes:-

1. To examine the efficiency and effectiveness of the management and coordination systems used by the Federation at all levels and highlight any gaps or bottlenecks. The RTE will feed back real time information to managers at field and headquarters levels to help them improve management and coordination and it will make recommendations to assist decision-making on the ground, in the Zone and in Geneva. As the relief phase in Haiti is likely to continue for up to twelve months it is important that this review feeds into the ongoing relief operation to improve delivery.
2. To analyse the current operation and situation in Haiti, in order to identify relevant opportunities, challenges and risks and to assist the Secretariat management in Geneva, Zone and country level to plan for future programming, especially the early and longer-term recovery and rehabilitation of the affected population.
3. To use its snapshot of the operation to identify the main lessons to be learned for the teams on the ground, for the Secretariat's management at each level and for the wider organisation.

The evaluation will focus on the combined Federation response (Secretariat and NS) from the onset on 12 January until the time the evaluation team arrives in Haiti. It will consider links to ICRC activities, but will refrain from pronouncing on those activities. The RTE will not focus on the impact of the operation. It would also not look in detail at the work of each sector of the operation but would rather take an overall look at the operation overview and what has and had not worked. In relation to lesson learning and extrapolating these lessons across the wider Federation, the unusual scale and circumstances should also be taken into account. Geographically, the RTE would focus on the operation in Port-au-Prince, but would also ensure it covers other operational centres such as Jacmel, Leogane and Carrefour.

4. EVALUATION OBJECTIVES AND KEY QUESTIONS

The RTE will focus on:-

- a) the effectiveness, efficiency, timeliness and appropriateness of the **assessment, planning and management processes and systems** put into place, from the outset and as the context / needs evolved, including identification of critical gaps and bottlenecks. And how this supported the timeliness and adequacy of the overall response;
- b) the adequacy of **coordination**, both with internal and external actors; and
- c) an analysis of the **risks and challenges** facing the operation.

Key Issues and Questions

Outlined below are the issues that the RTE will focus on, and within these some guiding questions on which the team will base its work. It is recognised that the team will not be able to address all of these questions in detail but will be guided by these questions:

Assessment, planning and management systems

- How timely and relevant were the different plans, appeals, and management reports?
- To what extent have plans been developed based on thorough, participatory needs assessments and if not, what were the constraints?
- How timely and effective was the response against the needs and stated objectives? What management or other factors explain why the response was/was not delivered in an effective and timely manner?
- How have recovery considerations been incorporated into planning and relief interventions?
- How effective were the systems to mobilize resources – financial, human resources, communications/media, logistics etc.? How adequate is the mobilization of human resources? And what challenges were faced in delivering the appropriate support? Was the Federation's operational structure well geared to deliver timely, efficient and effective disaster response?

Coordination

- How timely and effective is the coordination system within the Federation (Secretariat and NS actors)? How well is the the structure functioning for both relief and recovery?
- Were the roles, responsibilities and expectations at each level clear (Geneva, Zone, and country)?
- How efficient and effective was the coordination of the Movement's global tools, particularly the large scale mobilization of ERUs?
- How useful were the the International Federation's Principles and Rules in Disaster Response and what did the field need in terms of practical support to aid coordination?
- How effectively has the Federation coordinated with external actors, particularly the UN (the cluster system), the Government, the military and the international and national humanitarian community?
- How has the role of neighbour governments / military forces and the NSs' auxiliary role in relation to them had an impact on the operation?

Risks and challenges

- To what extent have critical gaps been identified and addressed in a timely way? What main factors helped or hindered the response (security events, infrastructure, procedures, access, etc.)?
- What gaps or bottlenecks still remain? Are there plans in place to address these already or is this an area that still needs to be addressed?
- Taking a snapshot of the situation in Haiti, what are the most serious risks or challenges facing the operation? What mitigating factors could be brought in to address these?
- In relation to the Federation operation and the Secretariat management and coordination, what challenges or threats are faced? And what opportunities are there to address these?

5. METHODOLOGY

The RTE will be held in two phases – the first set of preparations and field visit will be held within the initial three months of the operation to examine the first response phase and inform subsequent implementation. The second evaluation visit will be held towards the end of the year to look at the follow up on the findings, recommendations and lessons of the first review and agree the final conclusion / recommendations of the RTE team on the operation. The present ToR are only valid for the first RTE field visit and report and further work will be done to agree the team and ToR for the second phase.

A management group will be set up to manage and support the RTE. It will comprise a representative of the Americas Zone Office, one from Disaster Services Department (DSD) and one from Performance and Accountability Department (PAD). The management group will discuss and agree the initial scope, workplan and timeframe of the RTE, with the RTE team, will support the and oversee the RTE process and will ensure agreement on the final report. It will have a role to quality assure the process.

The team will be fully briefed in Geneva, Panama, Santo Domingo and Haiti. During the course of the RTE they will fully engage with staff from the country management team, and the management at all levels. They will also meet with all other Movement actors in country. The team will not only focus on Port au Prince, but also visit Carrefour, Jacmel, Leogane, etc.

In country it will also meet with other actors, such as UN agencies, the Government, INGOs and NGOs, the military and other relevant actors and will include beneficiary perspectives as appropriate.

The team will be sensitive to the significant workload of the various teams and ensure that demands on those teams are kept to a minimum. A small team of people will be earmarked to support the RTE team on practical matters in Geneva, Zone and at country level, but while they are in country they should aim to be as self sufficient as possible.

The RTE forms part of an overall “Performance & Accountability Framework for Haiti” managed by the Zone, and as well as the RTE process, there will be other monitoring, review and evaluation processes that the RTE should be aware of and consider as informing their findings. This includes a series of exit surveys, run through survey monkey on the internet to interview all exiting staff and volunteers. This is a pilot and will look at wider feedback on the operation and its effectiveness / appropriateness. The RTE team should also consider other evaluations of the operation and end of mission reports / debriefs from teams such as the FACT / ERUs etc. The team should also look at the work of the Recovery Scoping Mission (RSM) and of the Recovery Assessment Team (RAT).

The team will report its preliminary findings to the in-country team and the Zone before leaving the region. The team leader present the key findings in Geneva within two weeks of the return from the field. A draft report will also be submitted within two weeks of the team’s return from the field, upon which the country, Zone and Geneva management will have one week to comment. The report will then be finalized to be shared by Secretariat senior management with agreed stakeholders. A consolidated management response will be provided within two weeks (including a plan for managing the follow up to the RTE). This will go towards informing a second RTE mission.

The second RTE mission will take place approximately six months later and will follow a similar process and timeframe and will have a separate ToR. The second mission will follow up on the recommendations and lessons from the first RTE and will assess the effectiveness and relevance of the recovery and rehabilitation.

6. EVALUATION DELIVERABLES

The RTE team will deliver the following:

Inception Report – The inception report be a scoping exercise for the RTE and will include the proposed methodologies, data collection and reporting plans with draft data collection tools such as interview guides, the allocation of roles and responsibilities within the team, a timeframe with firm dates for deliverables, and the travel and logistical arrangements for the team. This will also consider feedback to date from the “exit surveys” of returning staff carried out on the internet. The scoping exercise will allow the team to gather initial information and draw first impressions of key issues to be covered.

Debriefings / feedback to management at all levels – The team will report its preliminary findings to the in-country and Zone teams before leaving the region and will take on board any pertinent comments or corrections. The team leader will present the full report to Geneva management within two weeks of the return from the field.

Draft report – A draft report, identifying key findings, recommendations and lessons for the current and future operation, will be submitted within two weeks of the consultants’ return from the field. The country, Zone and Geneva management will have two weeks to comment.

Final report – The final report will contain a short executive summary (no more than 1,000 words) and a main body of the report (no more than 10,000 words) covering the background of the intervention evaluated, a description of the evaluation methods and limitations, findings, conclusions, lessons learned, clear recommendations. It would 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 two weeks after receipt of the consolidated management feedback.

All products arising from this evaluation will be owned by the Federation. The team leader and / or members will not be allowed, without prior authorization in writing, to present any of the analytical results as his or her own work or to make use of the evaluation results for private publication purposes.

7. EVALUATION MANAGEMENT and TIMETABLE

The RTE has been commissioned by the USG DRRR and will be managed by a management group (see section 5). The management group will oversee the conduct and quality of the evaluation. The team leader will report on progress or challenges to the management group. The preliminary and final reports will be submitted through the management group, who will ensure the quality of the report providing input if necessary. The management group will submit the report to the USG DRRR, who will oversee a management response and will ensure subsequent follow up.

| Indicative timetable for the RTE process | | |
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| Hiring of Consultants / Contract signed | Early April | |
| RTE team to scope out RTE process/timeframe and submit inception report | Early to Mid April | |
| Desk Review and Study of Documents | Early to Mid April | |

ToR for Haiti Earthquake (3) – 3 March 2010

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| Mission Briefings in Geneva & Panama | Mid to end April | |
| RTE in Haiti and Santo Domingo | End April to mid May | 15 days |
| Debriefings in Haiti, Panama and Geneva | Mid May | |
| Presentation of draft report | End May to early June | |
| Finalization of first phase report | Mid June | |
| Total Working Days for Consultants for first phase | | 30 days |

8. ETHICAL STANDARDS

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of the people and communities involved and to ensure that the evaluation is technically accurate and reliable, is conducted in a transparent and impartial manner, and contributes 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:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
3. **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.
4. **Impartiality & Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
6. **Accuracy:** Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation 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. EVALUATION TEAM COMPETENCIES AND QUALIFICATIONS

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The management group will select the members of the evaluation team, which will comprise three to four persons, including a team leader, up to two international staff and at least one regional or national team member.

The team members will have the following skills and experience:

- Demonstrable experience of conducting evaluations of humanitarian programmes and in particular of experience of leading or working on the evaluation of a recent major disaster;
- Good knowledge of strategic and operational management of humanitarian operations and an ability to provide strategic recommendations to key stakeholders;
- One person in the team with a good knowledge of Haiti;
- One person in the team with knowledge of support services systems,
- Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions, make recommendations and to prepare well-written reports in a timely manner;
- Excellent writing and presentation skills in English and French (Spanish language capacities would be an asset);
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10. APPLICATION PROCEDURES

Interested candidates should submit their application material by 7th April 2010 to Chihiro Sato (chihiro.sato@ifrc.org). Application materials should include:

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

Applicants may be required to provide examples of previous written work similar to that described in this ToR. Application materials are non-returnable and we thank you in advance for understanding that only short-listed candidates will be contacted.