

ICLA as Technical Service Provider

Terms of Reference

1 Background Information

The Norwegian Refugee Council (NRC) is an international humanitarian organization helping people forced to flee. Through its programmes, NRC addresses immediate humanitarian needs, prevents further displacement, and supports durable solutions. The Information, Counselling and Legal Assistance (ICLA) Core Competency (CC) is a specialised legal protection programme targeting displaced and conflict-affected populations and is operational across all 40 NRC Country Offices (COs).

It provides legal aid in the form of information provision, counselling, and legal assistance to allow people to claim rights and seek redress for rights violations, and undertakes advocacy, capacity development, and coordination activities to remove legal, systemic, or practical barriers so that displaced persons are free, unhindered, and protected to claim their rights and seek remedies. In this way, ICLA works with others to address both immediate legal protection needs and longer-term development and peace objectives.

The ICLA CC works on six specific thematic areas: housing, land, and property (HLP) rights; legal identity; legal stay; employment law and procedures; government legal procedures and policies for registration of internally displaced people; and access to essential services.

The Global development Strategy (2022 – 2026) for ICLA identifies technical service provision as a workstream to be further explored. Over the years, ICLA has refined its technical legal expertise on several thematic focus areas such as HLP rights, legal identity, and employment law and procedures. These thematic areas have proved to be requisites for other sectors to realise their outcomes. HLP rights have become a central feature in Livelihoods and Food Security (LFS), Shelter and Settlements, WASH programming, and demining actors have also turned to ICLA for technical assistance on HLP rights. For instance, successful implementation of food security or agricultural initiatives hinges upon a nuanced comprehension of access to land and corresponding land rights. It allows project participants not only to gain access to vital land resources but also empowers them to secure a foundation for sustainable livelihoods.

Beyond HLP rights, there are other legal thematic focus areas that constitute prerequisites for humanitarian programmes to realise their outcomes. For example, setting up a business involves navigating often complex registration and regulatory processes and might be dependent on having or acquiring other documents, such as identity documents or work permits. When it comes to education, many contexts highlight the absence of civil or identity documentation, such as birth certificates, as an obstacle to accessing education or obtaining educational certificates.

Many of these sector actors lack sufficient expertise in these legal thematic areas and ICLA is often called upon to provide technical legal services to those other sectors, internally and externally, integrating legal components in their sector response.

The ICLA CC is providing technical services to other CCs or programme sectors within NRC (in the form of integrated programming) and this technical legal service provision is also happening to some extent with external actors in a variety of ways.

There is no official definition of what technical legal service provision is within NRC, but we are using the following as a working definition: the provision of support to other organisations or entities (both non-governmental and governmental) to address a specific need or problem in the form of legal or policy advice or legal services to their project participants.¹ This does not include legal or administrative services to other organisations such as real estate contracting (i.e. office premises) or labour law issues related to their staff.

This way of working is aligned with NRC's role as an 'enabler' which envisions a reduced role for NRC as a direct service provider and an increased role as an

¹ For example, NRC provides specific legal support to an agreed-upon number of project participants of another organisation/entity, financed by the other organisation.

empowering, facilitating agent, capitalising on existing (local) capacity.² For this consultancy, we are looking at technical legal service provision to both national and international organisations or entities.

2 Objectives and Scope of Work

2.1 Objective

The overall objective of this consultancy is to assess the potential for NRC's ICLA Core Competency to evolve as a technical service provider in the legal aid space—both within the humanitarian sector and in support of local systems. This includes understanding the current landscape, identifying demand and market potential, and proposing viable models for how NRC could deliver such services in a principled and sustainable manner.

2.2 Scope of Work

To ensure a comprehensive analysis based on learning and evidence, the consultant is expected to follow the below approach:

1. Landscape and Market Analysis

- Map **existing technical legal service provision undertaken by NRC's** ICLA teams to external actors across COs, including thematic focus, modalities, and target audiences.
- **Identify real-world examples or case studies of similar models used by peer organisations or actors** (e.g. INGOs, CSOs, private sector, development agencies, donors) currently providing technical legal service provision within the humanitarian and development sphere, including:
 - Thematic or sectoral focus of their assistance
 - Delivery models and funding mechanisms
 - Geographic or institutional reach
- **Assess demand and appetite** for such technical legal services externally, including:
 - Key legal needs of humanitarian actors and local systems
 - Thematic areas of highest relevance or unmet demand
 - Willingness and ability to pay for legal services

2. Typology and Design Options

² NRC's Framing Paper – Engaging local systems and actors

- Develop a **typology of potential service delivery models** for technical legal service provision, ranging from light-touch advisory to embedded partnerships, contracted service provision or other.
- **For each model, outline:**
 - Capacity and skills required (team structure, scale, competencies)
 - Pros and cons, risks, and mitigation strategies
 - Cost analysis (e.g., financial investment, implementation effort) and benefit analysis (e.g., efficiency gains, scalability, innovation potential)
 - Implications for MEAL and how activities would be tracked and reported

3. Business Models

- **Apply the developed service delivery models to NRC** to act as a technical legal service provider to external (national/international) actors across the humanitarian and development sphere. This should include identifying viable legal, governance, and financial (cost and income) frameworks through which NRC could provide ICLA expertise in a sustainable and principled manner.
- **For each business model scenario, outline the following elements:**
 - **Governance:** What legal and operational structure would be required (e.g. internal NRC unit, hosted/shared model, or externalised spin-off).
 - **Financial structure:** Implications for staffing, partnerships, funding modalities (fee-for-service, framework agreements, etc.).
 - **SWOT analysis:** Opportunities and constraints to scale.
 - **Local systems:** Assess how these business models could enable NRC to support local systems and national legal aid actors.

2.3 Methodology

The consultant will be asked to consider the following steps and approaches:

Discovery Phase (Scoping Step 1 and 2)

- Desk review of key documents, including NRC Programme Policy, Partnership Strategy, legal and governance frameworks.
- Interviews with relevant NRC staff to collect existing internal examples of technical legal service provision, surface early insights, and clarify strategic priorities and constraints.
- Desk review, consultations and interviews with external stakeholders to identify real-world examples and develop a typology of delivery models.

Discovery Report

- Report presenting the findings and analysis, and the developed delivery models with design options and corresponding real-world examples. Each

proposed delivery option should be accompanied by a brief rationale explaining its assumed relevance and potential applicability for NRC.

- Discussion of the report with the NRC Steering Group to decide on the models and scope for the development of business model scenarios for NRC.

Analysis Phase (Step 3)

- Comprehensive assessment of each of the selected service delivery types (governance, financial structure, SWOT analysis, support to local systems).
- Reference to relevant real-world examples in case there is any learning or good practices from their implementation.

Final Report

- Detailed report synthesising the findings from the analysis phase. The report will provide clear recommendations for each business model scenario's feasibility and (strategic) implications for NRC.

3 Deliverables and Implementation Schedule

Key Deliverables

- Brief inception report after inception meetings, including list of stakeholders for interviews/consultations and timeline
- Discovery report and presentation for discussion with NRC Steering Group
- Draft final report and presentation for discussion with NRC Steering Group
- Final report

Proposed timeline

The consultancy needs to take place within the period of September 15th, 2025, to December 30th, 2025.

4 Institutional and Organisational Arrangements

NRC will own the intellectual property rights to all materials submitted by the consultant under the contract. The consultant must therefore ensure that he/she has possession of any materials provided to NRC as a part of the deliverables. The rights to reproduce the report will fall to NRC and its contracted agent. NRC will be free to reproduce the materials at will and to grant reproduction rights.

Duties of the consultant(s):

- Lead and coordinate the assignment including being responsible for:
 - Desk review.
 - Identify external stakeholders for interviews and consultations.
 - Preparation and facilitation of interviews/consultations with NRC staff and other external stakeholders as agreed upon with NRC.
 - Deliverables (including addressing NRC questions/comments).
- Ensure the timely submission of the above-mentioned deliverables.

Reports/documents should be submitted in Microsoft Word format, in UK English. All text should be unformatted. Graphs or other graphical devices should be editable (i.e. not pictures). All references must be cited according to convention, and detailed in a bibliography, using the Harvard system as set out in the [UNESCO Style Manual](#). All verbatim quotations must appear in quotation marks and must not be of excessive length. All data collected under the consultancy must be submitted with the deliverables, in a widely recognised format such as Microsoft Excel.

Everything submitted to NRC must be the original work of the consultants. Any plagiarism in any form, or any other breach of intellectual property rights, will automatically disqualify the consultant from receiving any further payments under the contract by NRC, and NRC will seek to recover any payments already made.

Duties of NRC:

- Accompany and support the consultant.
- Ensure proper inception meetings with the consultant(s).
- NRC will provide the consultant with the relevant documents for the desk review.
- Identify key NRC staff to be interviewed and organise their introduction to the consultant(s).
- Support with the identification of external stakeholders to be interviewed or consulted.
- Participate in interviews as relevant.
- Review and feedback to the draft deliverables.
- NRC will bear the consultancy fees.

5 Qualifications of the Consultant(s)

NRC seeks expressions of interest from people with the following skills/qualifications:

- Advanced university degree in law, social studies, political science, international relations or relevant field of study.

- Minimum 7 years of proven experience in conducting programme evaluations and strategic/organisational reviews in humanitarian settings, including displacement settings.
- Demonstrable experience related to legal aid, access to justice and rule of law in humanitarian settings, including in displacement settings.
- Familiar with traditional humanitarian and development donors as well non-traditional funding streams such as commercial contracts etc.
- Understanding of humanitarian principles, standards, and code of conduct.
- Strong analytical and writing skills with proven experience in producing high quality research with ability to present complex information in a simple and accessible manner.
- Fluency in English both spoken and written. Knowledge of French or Spanish is an asset.

6 Application process and requirements

Proposals should be submitted **by 9 September 2025** strictly through the following email address: katrien.ringele@nrc.no.

Failure to meet the closing date and manner of submission will result in the proposal being rejected.

Applications should include the following:

- CV of the consultant(s).
 - Cover Letter outlining consultant experience in similar work.
 - Evidence/Sample of related previous consultancy reports/ evaluations similar in nature (no more than 5000 words).
 - Technical proposal outlining the consultant's understanding of the assignment and proposed approaches.
 - Budget proposal, detailing consultancy fee and number of days.
 - Any costs related to procurement and provision of equipment, material, services required to complete the consultancy should be included in the fees. No additional costs shall be charged separately.
 - Legal and Administrative Information.
 - Company registration number or consultant tax ID.
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NORWEGIAN
REFUGEE COUNCIL

www.nrc.no

Norwegian Refugee Council
Postboks 148 Sentrum
0102 Oslo, Norway