



PART OF NORWEGIAN
REFUGEE COUNCIL

Terms of Reference: Mid-Term Review of NORCAP's Nansen Programme for Ukraine 2025-2027

DATES: MAY – SEPTEMBER 2026
REVIEW MANAGER: HILDE FAUGLI
BASED: HYBRID (FIELD VISITS TO UKRAINE/MOLDOVA TBD)

1 Background information

1.1 About NORCAP

For over three decades, NORCAP has been working with partners worldwide to solve challenges in the humanitarian, development, and peacebuilding sectors to better protect and meet the needs of people at risk. NORCAP's mission is to improve aid to protect and empower people affected by crises and climate change.

NORCAPs has five strategic objectives:

1. Invest in local and national capacity and enhance participation of people at risk.
2. Protect people in crisis and conflict.
3. Promote climate action and sustainable responses.
4. Improve effectiveness of multilateral institutions and responses.
5. Promote a renewed commitment to democracy and human rights

To achieve these strategic objectives, NORCAP delivers services ranging from rapid stand-by crisis response to strategic projects, enhancing the capacity of the aid system to ensure sustainable, locally driven, and effective solutions. Its independence from agency-specific goals enables NORCAP to bring together a wide range of partners across sectors and mandates, to drive innovation and promote more effective ways of working.

NORCAP works with local, national and international partners and has a pool of approximately 1,200 highly skilled experts that can be assigned to provide solutions and to support and

strengthen the work of our partners. In 2025, NORCAP experts undertook 600 assignments with partners in 80 countries. NORCAP is the largest standby partner in the Standby Partnership Network, but in addition to supporting UN agencies, also send expertise and collaborate with national and regional authorities, INGOs and CSOs.

1.2 NORCAP's intervention

The Nansen Support Programme for Ukraine

The Nansen Programme for Ukraine is a Norwegian support programme for both civilian and military aid, with a total budget of NOK 275 billion for the period 2023–2030. Through the Nansen Programme for Ukraine, Norway is contributing vital humanitarian aid, strengthening energy security and reconstruction, supporting democracy, the rule of law and human rights, as well as ensuring there are targeted efforts to combat corruption.

NORCAP Nansen Programme for Ukraine 2025-2027

NORCAP has been engaged in the Ukraine response since early 2022. From the outset, NORCAP planned for a holistic, integrated response, based on an understanding of the crisis context and its dynamics, of the cross-sectoral challenges in Ukraine and the acknowledgement of the role of national actors in an already established national response system.

The engagement is funded by Norad, under the Nansen programme for Ukraine, with a first agreement covering 2022-2024, and a current, second grant agreement (RER 24/0010) from 2025-2027 (tentatively 56 MNOK/year).

NORCAP has since provided support to the UN-led humanitarian system, authorities and CSOs in Ukraine and Moldova. This entailed first and foremost emergency response coordination support at cluster and interagency level, technical and operational support at sectoral level, capacity strengthening and information management support for more effective cross-sectoral responses.

NORCAP's response in Ukraine and Moldova for the period 2025-2027 is developed around two main objectives:

- A. Local and national actors (including people affected by crises) in Ukraine and Moldova are at the center of humanitarian decision making, planning and response.
- B. The effectiveness of multilateral preparedness and response in Ukraine and Moldova is improved

NORCAP's response is divided into support to humanitarian surge, and strategically selected thematic responses, and include the following thematic outcome areas:

- **Humanitarian Surge:** NORCAP partners have improved capacities to respond to emerging needs and provide life-saving assistance across sectors.
- **Energy:** Improved adoption and implementation of sustainable energy solutions and environmental measures in affected areas.
- **Cash:** Enhanced use and quality of cash-transfer programming, including multi-sector cash responses, throughout the Humanitarian Planning Cycle, in the Ukraine crises response (including social protection).
- **Support to Ukrainian CSOs:** Increased organisational capacity of Ukrainian civil society in programme management, participation and leadership.
- **Protection:** Enhanced capacity of humanitarian organisations to advance their proactive protection advocacy, policy and operational objectives.

- **Support to National Authorities:** Enhanced capacity of Ukrainian state actors (national and subnational entities) to manage and coordinate humanitarian responses including policies aligned with international standards.
- **CEA:** Enhanced Community Engagement and Accountability (CEA) across the humanitarian response
- **GBV:** Increased access to services for survivors of GBV, improved GBV coordination and programming
- **Education:** National authorities have strengthened capacity to ensure quality and inclusive education in emergencies

NORCAP's approach

NORCAP is working in partnership with UN Agencies, national authorities (Moldova), INGOs and civil society organisation, assigning experts to work within partner agencies, in cluster coordination and in inter-agency roles to strengthen humanitarian response.

Since 2022, NORCAP has sent expertise to more than 100 assignments to various partners in Ukraine & Moldova as well as a few to other neighbouring countries. Under the current agreement, 43 assignments have supported 13 different partners in 2025 and 2026. At present, 25 NORCAP experts are on assignment in Ukraine and Moldova, most of these in Kyiv and Chisinau, with a few based in Dnipro and Odessa.

The largest hosting partners in 2025 were UNHCR, UN Women and UNFPA on the UN system side, and Moldovan ministries.

2 Purpose of the review and intended use

2.1 Overarching purpose

The purpose of the review is to provide an independent assessment of the program's progress towards achieving its objectives, and to provide recommendations on adjustments needed to strengthen results and impact.

2.2 How will the review be used?

Findings and recommendations will directly inform NORCAP's planning for the last year of implementation of the current Nansen programme and to inform possible future engagements.

2.3 Who will it be used by?

The primary user of the review findings will be NORCAP Head Office in planning for the future of its engagement in Ukraine. Findings can also be relevant to other key project stakeholders, including Norad as well as NORCAP partner organizations working in Ukraine and Moldova.

3 Scope and lines of inquiry

3.1 Scope:

The review will focus on NORCAP activities in 2025 and 2026, until the time of the review. The preceding period of engagement in Ukraine and neighbouring countries (2022-2024) will be considered where relevant to inform and capture learnings.

3.2 Lines of inquiry:

1. **Relevance:** To what extent are NORCAP's intervention relevant to evolving needs in Ukraine and Moldova, and aligned with the Norwegian Humanitarian Strategy and the Nansen programme's strategic objectives and criteria – especially given the combination of active conflict, long-term emergency, and early recovery conditions?
2. **Effectiveness:**
 - a) How effectively has NORCAP contributed to its two overall objectives in the Nansen programme as set out in its application for funds to Norad?
 - b) What factors have most facilitated or hindered effectiveness and system influence?
 - c) Is NORCAP's model and ways of working (portfolio composition, internal coordination and synergies, length of assignments, placement levels, partner agencies) appropriate? Are experts positioned at the best leverage points to influence localization and systemic change rather than only filling gaps?
 - d) To what extent have cross-cutting issues (e.g human rights, women's rights and gender equality, climate change & environment and anti-corruption) influenced program design, positioning of experts and intended or emerging outcomes?
 - e) Assess whether NORCAP's deployment and partnership decisions have been conflict sensitive and how adaptations to evolving conflict dynamics and access constraints have influenced emerging results.
3. **Coherence:** To what extent does NORCAP's engagement add value through complementarity and coordination with other actors in the Ukraine and Moldova response, including other Nansen-supported interventions, and where are there gaps or overlaps? The assessment should focus on NORCAP's positioning and engagement and does not require a comprehensive analysis of other actors' interventions.
4. **Impact:** Is there emerging evidence or likelihood of contributing to improved outcomes or protection for vulnerable groups?
5. **Sustainability:** To what extent are the system-level changes supported by NORCAP – fex systems development, policy reforms, coordination structure and local leadership likely to be sustained/continued after the assignments?

The lines of inquiry are intended to guide analysis across the programme portfolio. The depth of analysis for each theme may vary depending on the availability of data and the selection of case studies.

4 Methodology

The review team is expected to propose a feasible approach for conducting field visits to Ukraine and/or Moldova as part of the data collection. The scope, locations, and timing of any field visit(s) will be discussed and agreed with NORCAP during the inception phase, considering security

considerations, access, and operational constraints. **Remote modalities should be applied for parts of the data collection, and the team is encouraged to comment on how the approach would be adapted if fully remote.**

The review will use mixed methods, including document review, key informant interviews (of NORCAP staff, experts, partner contacts, expert's supervisors, cluster focal points and others), and other methods as found appropriate.

Given the breadth of the programme, the review is expected to apply a two-tiered approach. All nine thematic outcome areas should be covered through a desk-based review of existing documentation (e.g. assignment reports, annual reports, monitoring data), to ensure portfolio-wide analysis. In addition, 1–3 thematic or country case studies will be selected for deeper investigation, including targeted document analysis and stakeholder engagement. These will explore interventions that demonstrate either notable results or strong learning potential, considering also the scale of investment and maturity of the engagements - with selection criteria and final selection of case studies agreed during inception. Case studies should capture concrete outcomes where possible, as well as enabling and hindering factors, processes, innovations, adaptations, or challenges that offer insights for improving NORCAP's contribution to system strengthening, localisation, and humanitarian effectiveness across thematic areas.

The evaluator is expected to propose a methodology that is appropriate for a complex, multi-thematic programme that operates at multiple levels of the humanitarian system (national, municipal, UN coordination, and civil society) and where engagements vary in duration, scope, and maturity.

Because many results relate to system strengthening, policy influence, and coordination - often without predefined baselines or easily measurable outputs - the methodology should include approaches capable of:

- identifying and validating outcomes retrospectively,
- assessing NORCAP's contribution within multi-actor processes,
- capturing relevant case study examples across diverse thematic areas, and
- understanding enabling and hindering factors affecting results.

Theory-based approaches such as contribution analysis and outcome harvesting have been applied to reviews of NORCAP interventions earlier with good results.

Relevant project documentation will be made available to the review team, including proposal and plans, agreement, expert's mid- and end of assignment reports, quantitative experts and partners surveys, annual reports to the donor, previously developed case studies and other relevant documents.

5 Follow up and learning

A management response will be developed within one month of the review report being finalised. A dissemination plan will be developed to ensure that important learning is shared with internal and external stakeholders.

6 Management of the review

A steering committee (SC) for the review has been established, with the following members:

Steering Committee chair: Kjersti Haraldseide, Emergency, Protection & Resilience Director

Review manager: Hilde Faugli, MEL Specialist

Steering committee member: Alkistis Mavraki, Senior Regional Adviser

Steering committee member: Maia Matshikiza, Thematic Manager, Localisation
Steering committee member: Jon Rian, Project Manager

The Steering Committee will oversee administration and overall coordination, including monitoring progress. The main functions of the Steering committee will be:

- Establish the Terms of Reference of the review;
- Select evaluator(s);
- Review and comment on the inception report, discuss potential for field visits and approve the proposed evaluation strategy;
- Review and comment on the draft report;
- Establish a dissemination and utilization strategy.

7 Deliverables and reporting deadlines

The main deliverable of the assignment is a final report covering findings, key challenges and recommendations for the way forward for NORCAP's Nansen program.

Deliverables:

1. An inception report summarizing the findings from the desk review and outlining the review schedule and proposed structure of the final report
2. A draft report
3. A presentation/validation workshop
4. Final report (no longer than 25 pages excluding summary and annexes) + case studies
5. An updated power point presentation summarizing findings and recommendations (max 10 slides)

All material collected in the undertaking of the review process should be lodged with the review manager prior to the termination of the contract. The consultant will be responsible for practical arrangements and coordination during the review, in close dialogue with NORCAP when it comes to planning for potential field visits

8 Timeframe

The consultancy will take place during May to end of August 2026. The salary range for this consultancy is competitive and commensurate with experience and approach, but with a ceiling of 340.000 NOK. Key deadlines will be agreed with the consultant, but the **final report deadline is August 28th 2026**.

9 Data protection, ethics and risk management

The evaluation will be conducted in accordance with NRC ethical guidelines and policies. The selected evaluation team will be required to sign NRC's Code of Conduct and Ethical Standards Declaration.

The inception report must describe how ethical considerations will be applied throughout the evaluation, including informed consent, confidentiality, data security, and adherence to safe and inclusive principles (such as conflict and gender sensitivity and "do no harm"). All data collection and

management will comply with GDPR and NRC/NORCAP policies, and all data generated will remain the property of NRC/NORCAP. NORCAP may request spot-checks on anonymized data for quality assurance purposes.

Where field-based data collection is planned, the evaluation team must include appropriate security and contingency arrangements, as well as a fallback plan for fully remote data collection in case of access or security constraints.

10 Skills & Qualifications

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

- Experience with leading reviews and evaluations, specifically of UN organizations and/or humanitarian/emergency
- Demonstrated experience and understanding of the local context, localisation and humanitarian assistance and needs in Ukraine and Moldova.
- Understanding of humanitarian surge mechanisms, ideally with the standby partnership network and rosters/standby pools like NORCAP
- Minimum 5 years of experience working in or with the humanitarian sector at an advisor level or above.
- Strong grasp of qualitative methods
- Ability to frame findings into clear, actionable recommendations for decision-making.
- Fluency in written and spoken English. Ukrainian/Russian language skills considered a plus.

11 Application process and requirements

Application Deadline: 26 April (23:59 CET) (bids will be evaluated from this day)

Tentative interview dates: May 5-7

Bids must include the following:

- Proposal including, outline of review framework and methods, comments on the TOR, proposed time frame and work plan (bids over 3 pages will be automatically excluded).
- Proposed budget including daily rates
- CV(s)
- Examples of past work of a similar nature (evaluation report)
- Proof or registration as a consultant / sole trader / proprietor or a company in country of residence as required

Submit completed bids to norcap.bids@nrc.no by 23:59 on April 26th. The tender application should be titled "MTR – NORCAP Nansen Programme".



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