# Independent Evaluation: Sexual and Reproductive Health in emergencies pacific programME

# Terms of Reference

# INTRODUCTION

These Terms of Reference (ToR) outline the approach to an independent evaluation of the *Sexual and Reproductive Health in Emergencies Pacific (SRHiEP) programme*. This three-year program (2018-2021), which was granted a No Cost Extension to August 2023 due to the impact of COVID-19, is funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and implemented by the International Planned Parenthood Federation (IPPF). The evaluation will be undertaken within the period January to March 2023.

# BACKGROUND

New Zealand is committed to empowering women and girls and advancing gender equality globally. The SRHiEP programme upholds global commitments made during the 2016 World Humanitarian Summit in Turkey. During this summit, New Zealand committed to strengthening disaster preparedness and response capacity of local and national responders under the localisation agenda. Further, the programme supports implementation of New Zealand’s Aid Programme Investment Priorities (2015-19) namely: (i) focusing on strengthening resilience and response capacity; and (ii) acknowledging that women and girls are disproportionately affected in crises and require tailored interventions to mitigate inequalities and address SRHR related issues. The SRHiEP programme is also well aligned to the 2022 NZ Government Humanitarian & Disaster Management Four Year Plan namely: i) supporting humanitarian action that recognises and addresses the particular needs of women and girls, including their sexual and reproductive health and rights ii) supporting disability-inclusive humanitarian action; and iii) promoting inclusion and protection of people with diverse gender identity, expression and sexual orientation. The programme is also closely aligned with the ***Pacific Reset*,** by focusing on advancing the long-term health, gender equity, and human rights of people in Kiribati, Cook Islands and Tuvalu, and aligning with existing Joint Commitments for Development. Likewise, the SRHiEP programme aligns through its focus on long-term resilience building and preparedness against natural disasters and climate change.

The SRHiEP programme is delivered in partnership between IPPF and its locally owned and led Member Associations (MAs) in New Zealand, Kiribati, Cook Islands and Tuvalu. As the lead partner, IPPF – through its experienced Humanitarian teams in Suva and Kuala Lumpur –work in tandem with the MAs, providing capacity building and supportive supervision and enabling them to become leading national SRHR agencies in crises.

The overall goal of the SRHiE programme is to improve access to life-saving SRHR services for crisis-affected populations in all their diversity through implementation of the MISP for reproductive health in crises. The overarching purpose of the programme is to contribute to reducing SRH-related mortality and morbidity, SGBV, HIV and STI transmission, and unintended pregnancies in Kiribati, Cook Islands and Tuvalu, all of which are affected by disasters. SRHiEP has four core outcome areas:

1. enabling environment - policy and funding environment is increasingly supportive of SRHR in humanitarian settings
2. preparedness - increased national capacity to coordinate implementation of the MISP in crises
3. emergency response - the Minimum Initial Services Package (MISP) for reproductive health in crises is implemented in an emergency in timely manner in cooperation with partners
4. Management support - SRHiEP is well managed by highly competent staff.

The SRHiEP grant agreement is for three years (late 2018 to August 2021), with a No Cost Extension (NCE) approved for an 18-month period, through to August 31, 2023. The agreement states that one mid-term review of the programme to be conducted by an external consultant. This was originally scheduled for the mid-point of the programme, however, due to the impacts of COVID-19 and the subsequent granting of a NCE, the MTR is now taking place in late 2022.

# purpose and intended use of the evaluation

The purpose of the evaluation is to:

1. provide an independent assessment of the progress towards the SRHiEP goals/outcomes
2. assess the effectiveness of SRHiEP at all levels of implementation from Member Associations, key national partners, beneficiaries etc
3. identify any issues relating to the implementation of the Activity and delivery of Outputs and steps to be taken in order to address the issues
4. assess risk management and risk mitigation measures
5. recommend how implementation can be improved, both for the remainder of the programme period and any potential phase 2
6. recommend whether a further phase of the activity should be considered

The outcomes and recommendations of the evaluation will benefit MFAT in its grant management role, assessment of performance, achievement of high-level objectives, and consideration of any potential phase 2 of the SRHiEP programme. Equally, the outcomes and recommendations should benefit IPPF, particularly in enhancing its impact, effectiveness and efficiency at all levels of SRHiEP implementation.

IPPF will be response for overall management and administration of the evaluation. This will include contracting, briefing the evaluation team; managing feedback from reviews of the draft report; and liaising with the evaluation team throughout to ensure the evaluation is being undertaken as agreed.

# EVALUATION SCOPE

### The entirety of the SRHiEP programme is included in the evaluation scope. This is defined in the grant agreement, design update, and programme documentation (e.g. monitoring and evaluation framework, risk management framework, annual workplans, etc).

The evaluation will also consider the impact of SRHiEP implementation within the broader context for SRHR preparedness and response in humanitarian contexts. This includes, but is not limited to:

* its contribution to New Zealand Aid Programme Investment Priorities
* its contribution to IPPF’s broader objectives (e.g. *Humanitarian Strategy 2018-2022*; *Business Plan 2018-2022; Niu Vaka Pacific Strategy 2019-2022*)
* the extent to which SRHiEP interacts in a complementary way with other programs (e.g. the Australian-funded SPRINT 3 & 4 programs) and partners (e.g. UN organisations, NGOs, etc).

### Evaluation of SRHiEP impact and performance should cover the time period from the commencement of SRHiEP in February 2019 up to the time of the evaluation being undertaken. Recommendations should cover implementation of the current grant NCE (to 31 August 2023) and any potential phase 2.

# Key evaluation questions

Key evaluation questions are outlined in Attachment A, structured around MFAT’s DAC quality standards for evaluation. This list will be modified/refined during the development and finalisation of an evaluation plan by the consultant.

# Composition of the evaluation team

# The Evaluation Team will consist of one independent consultant with expertise in monitoring and evaluation, humanitarian action, SRHR and GBV.

# Evaluation techniques and data collection

The evaluation will apply a variety of mixed-method evaluation techniques such as desk review, meetings with stakeholders, small-group discussions, field visits, informed judgement and scoring/rating techniques. The evaluation will be based on analysis of qualitative and quantitative evidence to establish findings, conclusions and recommendations in response to specific questions.

**Desk Review**

The Desk Review of program and relevant contextual documents will indicate a number of initial findings that may lead to fine tuning of the evaluation questions and plan. A preliminary list of documents for desk review is at Attachment B. MFAT and IPPF will be responsible for making available key documents, both proactively and at the request of the consultant.

**Consultation and stakeholder engagement**

Open and transparent consultations will underpin the evaluation. In addition to consultations with nominated MFAT and IPPF personnel, consultations will be made with key partners (e.g. IPPF Member Associations, UNFPA, Australia DFAT, community members in the 3 priority countries etc). A preliminary list of key informants is available in Attachment C.

Selected key stakeholders may be given an opportunity to input on the draft report, which will be circulated for comment. All comments will be taken into consideration by the evaluation consultant in preparing the final report.

**Travel / field visits**

The consultant will travel to Wellington (MFAT & FPNZ), Suva (IPPF Pacific humanitarian team and regional humanitarian partner organisations) and the 3 SRHiEP countries (Cook Islands, Kiribati & Tuvalu). During field visits, the evaluation consultant will meet with IPPF Member Association personnel, government officials, and community members (if possible) in one-to-one and small group settings. The location and number of the field sites will be representative in terms of SRHiEP’s scope and range of activities and illustrative of both successes and challenges.

# CONSULTING SERVICES, DELIVERABLES AND SCHEDULING

**Desk review and evaluation plan**

The consultant will conduct a rapid desk review and initial set of consultations via email and/or phone/Zoom with IPPF and MFAT personnel to provide an initial assessment of the outcomes and results achieved by SRHiEP and clarification of evaluation questions. The consultant will draw on the desk-review and these initial consultations to develop a draft Evaluation Plan.

The final Evaluation Plan (approved by MFAT) will build on and supersede these Evaluation TOR as appropriate, identifying what is feasible and appropriate to assess the program and to make recommendations on future implementation of SRHiEP. The Evaluation Plan will include:

* an evaluation design that describes an appropriate methodology for the evaluation within the time and resources available
* sub-questions for key evaluation questions, addressing cross cutting issues as necessary
* proposed data collection and analysis process, including the sampling strategy and key informant categories both in New Zealand and internationally
* the consultation process will be flexible and include face-to-face, one-to-one and small group interviews, teleconferences and email with key stakeholders
* challenges/limitations to achieving the evaluation objectives and how these will be addressed
* draft itinerary and target dates for deliverables.

The consultant is accountable for ensuring that the evaluation and all evaluation documents, including the TOR, evaluation plan and evaluation document meet MFAT’s [Evaluation Operational Policy](https://ippfglobal.sharepoint.com/sites/Connect-CO/Programmes/HN/TeamDocuments/ProgrammesRestricted%20Projects/SRHiEP%20-%20MFAT/Mid-Term%20Review%202022/Evaluation%20Operational%20Policy_external%20(mfat.govt.nz)) (2020).

**Reporting and publication requirements**

The Consultant must provide the following documents/reports within the indicated timeframes:

1. Evaluation Plan, jointly agreed by the Consultant, IPPF and MFAT in line with MFAT’s [Evaluation Operational Policy.](https://ippfglobal.sharepoint.com/sites/Connect-CO/Programmes/HN/TeamDocuments/ProgrammesRestricted%20Projects/SRHiEP%20-%20MFAT/Mid-Term%20Review%202022/Evaluation%20Operational%20Policy_external%20(mfat.govt.nz))
2. A near-final draft of the Evaluation Report in line with MFAT's Evaluation Operational Policy for MFAT and IPPF review. The Evaluation Report structure and length will be determined in the Evaluation Plan.
3. A final Evaluation Report by 31 March 2023, incorporating consideration of feedback on the draft. The final draft will be subject to MFAT peer review, revision by the Consultant, and then approval by MFAT and IPPF.

**Indicative timeframe**

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| **Task/Deliverable** | **Timeframe** |
| Desk review | by 18/01/23 |
| Draft Evaluation Plan provided for approval by MFAT and IPPF | by 20/01/23 |
| Undertake data collection and field visits | by 17/02/23 |
| Teleconference with IPPF and MFAT after each country visit | As per travel schedule |
| Provide draft evaluation report to MFAT and IPPF | by 10/03/23 |
| Finalise Evaluation Report based on the feedback received | By 24/03/23 |
| All deliverables finalised and accepted by MFAT | 31/03/23 |

# INDICATIVE BUDGET

**Consultant days:** approx. 20 - 25 days

**Flights:** Wellington, NZ, Cook Islands, Suva, Kiribati, and Tuvalu. (IPPF will organise and pay for all flights).

**Per diems & accommodation** for travel based on IPPF daily rate (IPPF will be responsible for organising and paying accommodation & provision of per diems)

**ATTACHMENT A**

**Preliminary list of key evaluation questions**

Based on New Zealand’s policy statement on International Cooperation for Effective Sustainable Development (ICESD) and DAC Quality Standards for Development Evaluation. *This list will be developed and refined as part of the Evaluation Plan.*

**Relevance**

* *Is this still the right thing to do?*
* *Is SRHiEP supporting MFAT/NZ Government priorities, as reflected in, for example, the Aid Programme Investment Priorities and the Humanitarian & Disaster Management Four Year Plan?*

**Effectiveness**

* *Are we achieving the outputs and outcomes that we expected at this stage?*
* *Is the SRHiEP programme effectively implementing the SRHiEP activity design?*
* *What have the key successes of the Activity been to date?*

**Efficiency**

* *Is the investment making appropriate use of New Zealand’s and other partners’ time and resources to achieve objectives?*

**Impact**

* *What positive and negative changes were produced by the investment, directly or indirectly, intended or unintended?*
* *What impact is SRHiEP investment having beyond its specific program objectives? E.g. in global engagements, mainstreaming humanitarian across IPPF, etc.*

**Ensuring Sustainability**

* *To what extent will benefits endure after New Zealand’s contribution has ceased?*
* *How is SRHiEP operating across the humanitarian – development continuum?*
* *What are the main lessons learned around ensuring sustainability of the benefits and outcomes through this Activity and how will this guide implementation moving forward?*

**Monitoring and evaluation**

* *Is an M&E system generating credible information that is being used for tracking progress, management decision-making, learning and accountability purposes?*
* *Is the results framework fit for purpose?*

**Gender**

* *Is the investment making a difference to gender equality and empowering women and girls?*

**Inclusion**

* *Is the investment making a difference to people living with disability and people who are marginalised and underserved?*

**Protection & Human Rights**

* *Is the investment protecting the safety, dignity and rights of affected people?*
* *Is the investment in accordance with a rights-based approach to humanitarian programming*

**Connectedness**

* *Is the investment delivered in a way which supports recovery, climate change resilience and long-term development? Is New Zealands’s approach coordinated and complementary?*

**ATTACHMENT B**

**Preliminary list of documents for review**

* Context documents
  + [NZ Humanitarian & Disaster Management Four Year Plan](https://www.mfat.govt.nz/assets/Aid/4YPs-2021-24/Humanitarian-4-year-plan.pdf)
  + [IPPF Humanitarian Strategy](https://www.ippf.org/resource/humanitarian-strategy)
  + IPPF Niu Vaka Pacific Strategy (I & II)
  + IPPF Strategic Framework (2019 – 2022) & (2023 – 2028)
  + IPPF Business Plan and 3-year Financial Plan (2019-2021)
  + [MFAT Evaluation Operational Policy (2020)](https://www.mfat.govt.nz/assets/Aid-Prog-docs/Tools-and-guides/Evaluation-Policy.pdf)
* SRHiEP programme design, grant and strategy documents
  + SRHiEP activity design document
  + SRHiEP grant agreement
  + SRHiEP Results Framework, Risk Management Matrix, Programme Implementation Plan
* SRHiEP progress reports
  + 2018 – 2022 reports (9 reports)
* Other documents as and when identified by consultant, MFAT and IPPF

**ATTACHMENT C**

**Preliminary list of key informants**

*This list will be developed and refined as part of the Evaluation Plan.*

Wellington

* MFAT – Partnerships, Humanitarian and Multilateral Division
* FPNZ – Executive Director and International Programme Manager

Suva

* IPPF Humanitarian team
* UNFPA
* UNOCHA
* Pacific Disability Forum
* Pacific Sexual & Gender Diversity Network

Cook Islands

* CIFWA
* EMCI
* MoH
* Cook Islands National Council of Women
* Ministry of Internal Affairs (INTAFF)
* Te Tiare Association/ Pride CI
* CI National Disability Council
* NZ High Commission

Kiribati

* KFHA
* Office of the President - NDMO
* MHMS
* MWYSSA-Women's Development Division
* Ministry for Internal Affairs
* Te Toa Matoa (DPO)
* BIMBA (LGBTQI+ organisation)
* NZ High Commission

Tuvalu

* TuFHA
* MoH
* Gender Affairs Department (Office of the Prime Minister)
* Dept. of Climate Change & Disaster
* Fusialofa Association (DPO)
* Tuvalu Pina Association (Transgender Organisation)
* NZ High Commission