



Evaluation of the Development Cooperation Programme of the Finnish Red Cross 2022-2025

1. Summary

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| <p>1.1 Purpose: Evaluate the relevance, coherence, effectiveness, efficiency, impact and sustainability of the Development Cooperation Programme of the Finnish Red Cross (FRC) to understand and learn from factors and approaches that have been supportive of positive impact or causing challenges to reaching expected results.</p> <p>1.2 Audience: Finnish Red Cross (FRC), partner Red Cross/Red Crescent societies, strategic knowledge partners, Ministry for Foreign Affairs of Finland (MFA), other stakeholders.</p> <p>1.3 Commissioner: This external evaluation is commissioned by the Finnish Red Cross, in compliance with the FRC learning and evaluation framework.</p> <p>1.4 Time frame: The Evaluator will be engaged for approximately 6-8 weeks during June – September. Kick-off meeting is to be held during the week 24 (9-13th June) and inception report is to be delivered to FRC by 23rd June. The rest of the schedule is to be agreed between FRC and the Consultant.</p> <p>1.5 Location: Remote</p> |
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2. Background

The Finnish Red Cross is part of the International Red Cross and Red Crescent Movement, which consists of the International Committee of the Red Cross (ICRC), 191 National Red Cross and Red Crescent Societies and the International Federation of Red Cross and Red Crescent Societies (IFRC) as their joint Secretariat. The Finnish Red Cross (FRC) is an autonomous, civil society organisation recognized by law and acts as an auxiliary to the government. Through partner National Societies, FRC supports humanitarian and development needs in several countries across the continents.

With the funding from the Ministry for Foreign Affairs of Finland, FRC is implementing its development cooperation Programme (hereinafter "Programme") 2022-2025. The Programme promotes the Development Policy priorities of the Government of Finland priorities as well as cross-cutting objectives, contributing directly to outcomes and indicators in Priority Areas 1 Rights of women and girls, 3 Education and peaceful democratic societies and 4 Climate and natural resources. In addition, FRC's Programme links to the commitments of UN Agenda 2030 and contributes to the achievement of a number of Sustainable Development Goals. The Programme also feeds into other global development agendas, commitments and frameworks which governments have agreed on in the international forums, and helps Finland to reach their commitments related to the Sendai Framework for Disaster Risk Reduction, Universal Health Coverage and Beijing Platform for Action. The key strategic basis of the Programme is the Finnish Red Cross' Strategic framework for international aid 2030 and its vision to be an impact-driven and adaptative international humanitarian partner, whose operating principles are driven by inclusion and localisation.

Together with its partner National Societies in Programme target countries, the FRC strives for changes that contribute to strengthened resilience in health, natural disasters and conflicts of people of different genders, ages, abilities and backgrounds, enabled by inclusive and sustained local Red Cross Red

Crescent action. The FRC addresses climate change, hazards, other conditions of vulnerability as well as insufficient capacities that are threatening the resilience of individuals and communities, and give focus to key drivers of poor health in women, girls and children.

The FRC also addresses organisational challenges, such as financial dependency and weak organisational capacities that limit the role and ability of the local Red Cross Red Crescent societies to meet humanitarian needs independently and sustainably both in development and humanitarian settings. Issues related to gender, equality and disability inclusion as well as climate resilience are advanced both as targeted actions and included in this Programme as cross-cutting themes.

FRC has applied funding from the Ministry for Foreign Affairs of Finland for a new development cooperation Programme for 2026-2029. The findings of this evaluation will be considered in the planning of the next programme phase. In 2025, FRC will also conduct a mid-term self-assessment on its Strategic framework for international aid 2030, to which the findings of this evaluation will provide important insights.

Programme Summary

The Programme 2022-2025 is implemented in Asia and Africa. In Asia, Programme countries include Myanmar, Nepal, Afghanistan and Yemen. In Africa, the Programme is implemented in Burkina Faso, Burundi, Ethiopia, Kenya, Niger, Sierra Leone, Somalia, South Sudan and Zimbabwe. FRC also supported the Malawi Red Cross through a Consortium with the Danish Red Cross but exited Malawi in 2023 when the project phase ended. FRC also supported the Financial Sustainability of the Baphalali Eswatini Red Cross in 2024. In addition, through the regional Early Warning Early Action – project, the Programme supports the Rwanda Red Cross and Tanzania Red Cross.

Through the local Red Cross/Crescent society, FRC's Programme reaches out to individuals and households living in communities prone to disasters and vulnerable to the impacts of climate change and conflicts as well as to children, girls and women of all abilities whose health and wellbeing are affected by a number of social, economic and environmental factors. The Programme also engages with national actors and organisations relevant for disaster preparedness and risk reduction and early warning as well as for community-based health work, such as disaster management and health authorities, meteorological institutions and local organisations for people with disabilities. Partner National Societies are both key actors in and direct beneficiaries of FRC's programme work.

The Programme pursues impact through the programme work that is divided into four different focus areas, which together form the overall FRC Programme framework. The Programme also includes Global education, Advocacy and Communication which are interlinked in their objectives and aligned with the FRC's four focus areas.

The goal and expected outcomes of the Programme, as set in the planning phase, are summarized as follows:

Goal: Strengthened resilience in health, natural disasters and conflicts of people of different genders, ages, abilities and backgrounds, enabled by inclusive and sustained local Red Cross Red Crescent action.

Focus area 1, Climate-smart disaster preparedness and risk reduction

The Programme aims to contribute to...

- reduced impact of disasters to lives, livelihoods and property in target communities.
- improved resilience of targeted vulnerable communities to climate induced and weather-related disasters.

Focus area 2, Improving the health of women and girls

The Programme aims to contribute to...

- Strengthened agency of women, girls, adolescents and young people in exercising their sexual and reproductive health and rights.
- Reduced childhood mortality by addressing the major preventable causes of child mortality and malnutrition in children under-5.

Focus area 3, Reinforcing the interlinkages between humanitarian and development actions (nexus)

The Programme aims to contribute to...

- Achieving universal health coverage, including access to essential health-care services and essential medicines and vaccines for all.
- Protection of the right of women, girls and boys of all abilities to access non-discriminatory sexual and reproductive health services particularly in fragile contexts.
- Improved access of persons (girls, boys, women and men) affected by gender-based violence access to inclusive violence prevention and protection services, particularly in fragile contexts.

Focus area 4, Building strong and inclusive local actors

The Programme aims to contribute to...

- Building vibrant and self-sustained civil society in target countries.
- Localising aid.
- Enhancing national capacities in developing countries to implement Sustainable Development Goals and sustainable development.
- Respecting each country's policy space and leadership to establish and implement policies for poverty eradication.

The FRC has a Monitoring, Evaluation and Learning Framework that demonstrates its commitment to monitoring and evaluating the work and learning from the results and performance in the FRC International Aid. The FRC applies results-based management and its tools at two levels: in overall management of the Programme performance as well as at the level of managing individual development cooperation projects implemented together with its partners. Over the years of the implementation, the FRC has tweaked some of the indicators of the focus areas as well as geographical targeting, based on continuous learning and as project phases have ended.

FRC also conducts regular reviews to learn how the partnership has been able to contribute to the strengthening of the local partner societies' capacities. These partnership reviews also help the FRC to improve its partnership and capacity building process with local Red Cross/Crescent societies.

The Programme is supported by FRC staff based at the FRC headquarters as well as FRC regional teams in Asia and Africa.

3.Purpose and Scope of the Evaluation

The purpose of this evaluation is to carry out an assessment to learn from the outcome of the Programme and present results, conclusions, lessons learnt and further recommendations regarding the Programme and the implementation of its approach. As part of this assessment, the relevance, coherence, effectiveness, efficiency, impact and sustainability should be measured and assessed. The overall lessons learnt and recommendations of the evaluation will contribute to the organisational learning of the Finnish Red Cross.

The evaluation is to focus particularly on:

- Assessing the positive or negative, intended or unintended, direct or indirect impact of the Programme on the targeted populations and partner National Societies;
- Assessing the relevance and effectiveness of the four Programme Focus areas and Programme approach;
- Assess how the FRC has been able to change the Programme approach during implementation to address changing contexts or lessons learned;
- Assessing the relevance and effectiveness of the Programme's global education, advocacy and communication component;
- Assessing if and how the Programme has supported the implementation of FRC IAID strategy and its strategic drivers of impactful, adaptive, inclusive and localized;
- To assess the efficiency and effectiveness of the Programme financial and human resources;
- Evaluating the risk management procedures applied by the Programme;
- Evaluating the level of sustainability of the Programme and the effectiveness of the exit strategy applied.

4. Evaluation Objectives and Criteria

Specific objectives

Key evaluation questions are draft questions and will be finalized together between the Evaluator and FRC before the data collection and analysis. Please note that these are guiding questions and the Evaluator is not limited to these questions. The Evaluator can elaborate main evaluation questions and present them in the inception report.

The **specific objectives** to be addressed in this evaluation are:

- To carry out an assessment to measure the relevance, coherence, effectiveness, efficiency, impact and sustainability of the Programme;
- To assess the achievements of the Programme outcomes and reveal reasons for their achievement/non-achievements verified in the annual reports, country reports, result matrix and project evaluations/mid-term reviews/case studies;
- To highlight good practices and provide recommendations for future programming, including lessons learnt;
- To provide recommendations on the effective partnership approach in order to effectively strengthen the partnerships with partner National Societies.

The objectives are to be studied against the following evaluation criteria guided by the key questions:

1. Relevance

- To what extent did the objectives, approaches and results of the Programme meet the needs of the target communities?
- To what extent were the Programme Focus areas relevant for the needs of the target countries?
- To what extent was the Programme aligned with the strategies and policies of the Host National Societies implementing the Programme and how did this affect the achievements and results of the Programme?
- To what extent was the Programme aligned with the strategies and policies of the FRC and IFRC? Was there an alignment with the development policy of the government of Finland? To what extent is the Programme relevant in terms of changing development sector and e.g. localization of aid? How was this ensured?
- Has the FRC been able to change the Programme approach to meet changing contexts? How?

2. Coherence

- How has FRC's support aligned and complemented the mandates, priorities and strategies of the National Societies?
- How has FRC supported the integration of technical areas in the National Societies for more harmonized approach?

3. Effectiveness

- To what extent were the Programme outcomes reached? What were the major internal and external factors influencing/contributing to the achievement or non-achievement of the outcomes?
- How was the technical quality of the Programme focus areas and how did the focus areas contribute to reaching the objectives?
- How the effectiveness of FRC's support to the particular Focus areas can be improved?
- To what extent are the partner National Societies satisfied with the achievements? To what extent are the target communities satisfied with the achievements?

- Were the findings and recommendations of various reviews conducted throughout Programme implementation taken into account when planning and implementing the Programme? Is it likely that the recommendations contributed to improved effectiveness of the Programme?

4. Efficiency

- How well have the resources been used to produce achievements and results?
- Were objectives achieved on time?
- Has the Programme been able to efficiently meet changed humanitarian situations f.ex. through the implementation of crises modifiers and/or repurposing of funds?
- How can the efficiency of the FRC Programme be improved?
- What has been the value added of the FRC HR and technical support (FRC delegates, local staff and visiting advisers) for the Programme? Has FRC's budget flexibility rules allowed for efficient budget management?
- Has FRC disbursed funds to partners in a timely and efficient manner?

5. Impact

- What has happened/changed as a result of the Programme? What have been the direct and indirect changes?
- To what extent has the Programme contributed to strengthening of the resilience of the target population?
- To what extent has the program benefited the most vulnerable and marginalised?
- To what extent has the Programme contributed to the organisational development of the partner National Societies? How? Was the financial and technical support adequate for the context and development stage of the partner National Societies? What worked well, what could have worked better?
- What were the factors that enabled or hindered the wanted impact?

6. Sustainability

- What measures have been taken to ensure sustainability? What factors might influence the sustainability in the short, medium, and long-term? What were the gaps in sustainability and how could those be addressed in the new Programme?

7. Inclusion of the cross-cutting issues: Protection, Gender, and Inclusion (PGI), Community Engagement and Accountability (CEA) and Climate Sustainability

- Did the Programme identify and respond to the needs, risks and barriers experienced by diverse groups – such as women and men, girls and boys, persons with different kinds of disabilities, and individuals from other marginalised social and ethnic groups – in a consistent and meaningful way throughout the project cycle? What were the main internal and external factors influencing/contributing to this?
- How were the participation, engagement and feedback of the different groups been ensured during the Programme cycle according to the Minimum CEA Actions?
- Has the programme been implementing core safeguarding and do no harm principles?
- Were there specific efforts to support the leadership and decision-making roles of underrepresented or marginalised groups in the programme design, implementation, and evaluation?
- In which way did the Programme attempt to challenge or transform structural inequalities or discriminatory norms, beyond addressing immediate needs?

- To what extent did the Programme identify and address protection risks and needs, including sexual and gender-based violence - especially in fragile and crisis-affected contexts? What were the main internal and external factors influencing/contributing to this?
- To what extent did the Programme consider environmental protection and mitigation of climate change effects? What were the main internal and external factors influencing/contributing to this?

5. Evaluation Methodology

The evaluation will use e.g. the following secondary data sources:

- Programme plan, result framework, budget;
- Programme annual reports;
- Country-level project plans, logical framework, budgets;
- Country-level project reports (annual);
- Monitoring reports, mid-term reviews, evaluations, case studies
- Strategies and policies of partner National Societies

Reference documents: F.ex : IFRC PGI Policy and Implementation Framework, Minimum Standards for PGI in emergencies (referring only to DAPS framework), Minimum Community Engagement and Accountability Actions, IFRC CBHFA, including PMER Toolkit, IFRC National Society Development Framework, IFRC Development Cooperation Policy, IFRC Monitoring and Evaluation Strategy, FRC Strategy of international aid 2030, IFRC Community Resilience Framework and Roadmap; IFRC Operational Framework for Anticipatory action; IFRCs assessments on climate impacts on health and livelihood; IFRC Reducing the health and WASH impacts of climate change.

Methodology: The Evaluator must adopt a consultative and participative approach. Methods of data collection and analysis are to be discussed and defined together with FRC. As the Programme has 4 focus areas, covering 17 countries, the Evaluator is expected to clearly outline in the proposal the suggested approach, including if proposing to take a sample of countries, how the Evaluator will ensure the representativeness of the selected sample.

Methods of data collection and analysis can include for example:

- Briefing at the FRC to discuss the evaluation, including the ToR and the time schedule
- Desk study of relevant secondary data, f.ex Programme documents and reports
- Remote interview and/or focus group discussions with FRC staff and staff of partner National Societies, other stakeholders

All findings should be evidence based and triangulated. The methodology used and the possible limitations should be explained in the evaluation report.

6. Deliverables

The Evaluator will provide:

1. **An inception report** by the Evaluator following the desk work to demonstrate a clear understanding and realistic plan of work for the evaluation. The inception report outlines how the Evaluator will lead the evaluation, work plan and detailing the planned methodology. Acceptance from the FRC.
2. **A draft evaluation report** The draft will be shared with the FRC for comments. The comments from the FRC to be forwarded to the Evaluator within **two weeks** after receiving the draft.
3. **A final evaluation** report to be submitted to the FRC within **one week** of receiving the comments. The report will have a maximum length of 40 pages, including executive summary and excluding the annexes. The report will include recommendations to the FRC and possibly to other stakeholders. Approval for the report from the FRC.
4. **A presentation of the evaluation report** to the FRC International Aid by the Evaluator (remote).

7. Proposed Timeline

The Evaluator will be engaged for approximately 6-8 weeks, to take place between the period of June – early September 2025. The following work breakdown shows required activities and deliverables. It is up to the Evaluator to define the number of days used for each activity.

Activities	Duration, (please provide breakdown of the activities and number of days used for each activity in tender with the daily fee)	Deliverables
Kick-off meeting with FRC Team on the ToR, context and background.		Briefing with the relevant FRC staff. Background information and sharing of relevant documents. Agree on evaluation timeline.
Desk review		
Development of inception report and data collection/analysis plan and schedule, draft methodology, and data collection tools.		Inception report
Follow-up meeting with FRC on the inception report.		Comments from the FRC, agreed way forward.
Data analysis and drafting of the evaluation report. Submission of the draft evaluation report to the FRC.		Draft version of the evaluation report. Comments from the FRC.
Revision and submission of the final evaluation report by the Evaluator.		Final draft of evaluation report.
Presentation of the main findings, conclusions, and recommendations to the FRC (online).		Presentation of the final report.

8. Evaluator and Qualifications.

The Evaluator will consist of:

- **External consultant** who will act as an Evaluator. The Evaluator will be responsible for the coherence of the evaluation report. Evaluator position is the only position to be filled through the tendering process.

The Evaluator will report to the Programme Coordinator at FRC.

The contract for the consultancy will be awarded based on the received offers. Working experience, evaluation experience and methodology and knowledge of Red Cross/Crescent movement will be evaluated and scored based on submitted applications, CVs and sample evaluation reports. Price will be evaluated with the most economically advantageous tender receiving maximum scores, while remaining tenders will receive score based on: lowest price bid/price of tender x price weighting. Scores from all criteria will be added up, and the highest evaluated tender will be selected.

Price	30
Working experience	30
<ul style="list-style-type: none"> • Solid technical knowledge and experience of community-based development programmes 	
Evaluation experience and methodology	30
<ul style="list-style-type: none"> • Proven experience in evaluating development cooperation programmes • Sound evaluation methodology (presented in the application letter, maximum 2 pages) 	
Knowledge of Red Cross/Crescent Movement	10
TOTAL	100

Candidates **must have** excellent oral and written skills in English; conducted at least two previous evaluations and must provide copies of the evaluation reports; University Degree in relevant field of

study; several years of experience in the development, coordination, monitoring and evaluation of programs; and prior experience with the Red Cross/Red Crescent movement.

9. Evaluation Quality and Ethical Standards

The Evaluator should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable and legitimate, conducted in a confidential, transparent and impartial manner, and contributes to organisational learning and accountability. The evaluation must follow FRC Data Protection Policy and the Evaluator should adhere to the evaluation standards of the IFRC.

The IFRC Evaluation Standards are:

Utility: Evaluations must be useful and used.

Feasibility: Evaluations must be realistic, diplomatic, and managed in a sensible, cost-effective manner.

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.

Impartiality & Independence: Evaluations should be impartial, providing a comprehensive and unbiased assessment that considers the views of all stakeholders.

Transparency: Evaluation activities should reflect an attitude of openness and transparency.

Accuracy: Evaluations should be technically accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.

Participation: Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.

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 FRC policies and 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: <https://www.ifrc.org/fundamental-principle>

10. Contact and Additional Information During the Tender Process

During the tendering procedure, the tenderers may request clarifications or additional information by e-mailing their questions to sofia.itamaki@redcross.fi. Subject of the e-mail must have the reference "Query/FRC Development Programme 2022-2025 Evaluation". Please submit your written questions no later than 19.05.2025. The queries will be answered by e-mail to all enquirers by end of day 22.05.2025 in order to ensure openness and transparency.

11. Application Procedure

The applicants are requested to submit the maximum **2-page evaluation offer** with **updated CVs** and **evaluation references** annexed; and a **price offer** to procurement@redcross.fi (copying sofia.itamaki@redcross.fi) by 30.05.2025 at 4.00 pm (Eastern European Time, UTC +3) latest. The message shall be marked with the reference "FRC Development Programme 2022-2025 Evaluation". Offers submitted after the deadline will not be considered.

The evaluation offer shall include the following:

- A technical proposal of expressing an understanding and interpretation of the ToR, the proposed evaluation methodology, activities and their schedule
- Updated CV
- At least one example of an evaluation report the Consultant was part of
- Details of two reference persons that can be consulted on the work of the Consultant

The **price offer** shall include the daily consultancy fee, for the total length of the consultancy, providing breakdown for each expected activity and deliverable. The Consultant is expected to assume full responsibility for paying any social charges due to a consultancy fee. All prices must be stated in Euros (EUR) and exclusive of value-added tax (VAT 0%) but shall include all other taxes and levies. The evaluation of the price tender is based on the lump sum. This total amount (lump sum) of the consultancy

services will be subject to price evaluation. All the costs will be paid against invoices. If no price is indicated, the tender will be excluded from the competitive bidding.

The annexes will not be considered in the evaluation offer length.

The FRC as the contracting authority may wholly or partially interrupt the procurement procedure for a justified reason. No compensation will be payable to tenderers for preparing a tender, presenting it or otherwise taking part in the procedure.

The FRC reserves the right to exclude tenderers with serious breaches of Red Cross Code of Conduct in previous assignments.