

Inception Report

UNICEF SPE Maldives

30 September 2020





To,

Esther Kaggwa
Regional Advisor, Evaluation
UN House
Leknath Marg
Kathmandu 44600, Nepal

Subject: Inception Report for the UNICEF Maldives Strategic Positioning Evaluation (SPE)

Dear Ma'am,

We are pleased to submit our inception report, as the first deliverable, for the UNICEF Maldives Strategic Positioning Evaluation.

The document includes a brief introduction regarding our understanding of the development issues and evolving context in Maldives. We have further taken a deeper look at the UNICEF Country Programme in correlation with the understanding of the context and also the rationale behind the SPE. In the subsequent sections we have discussed the methodological elements that have been completed in Phase 1, elements that require validation and elements that would be taken in the next phase. We have also discussed the Perception Survey and the Case Study approaches as distinct elements from the overall methodology of the SPE. Lastly, we have provided a way forward including the detailed outlook of the different reports and deliverables from the SPE process.

In addition to the main report, we are also attaching an appendix including the detailed secondary literature mapping, and data collection tools (including perception survey tools).

Further, we would be happy to provide any clarifications or additional information necessary. We can be reached on the mentioned contact details or on my email id, kaustabh.basu@pwc.com.

Kaustabh Basu

Yours sincerely,

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Table of Contents

1. Introduction	5
1.1. Understanding of development issues and challenges in Maldives	5
1.2. Background and understanding of UNICEF CP 2016-21 (Growth and evolution of CP) ...	8
1.3. Rationale of the UNICEF Maldives Strategic Positioning Evaluation	9
1.4. Scope and Objectives of UNICEF Maldives Strategic Positioning Evaluation	9
2. Detailed Approach and Methodology	12
2.1. Overall Methodology	13
2.2. Details on Methodological Elements	14
2.2.1. Mapping Secondary Literature across Evaluation themes	14
2.2.2. Stakeholder Mapping and Sampling	15
2.2.3. Evaluation and Analysis Framework	17
2.2.4. Data Collection Tools	31
3. Summary of key highlights from secondary literature review	34
4. Summary of key takeaways from interactions in inception phase	37
5. Approach for Perception Survey and Case Study	39
5.1. Perception Survey.....	39
5.1.1. Specific approach elements	39
5.2. Case Study.....	40
5.2.1. Specific approach elements	40
5.2.2. Case study format	40
6. Challenges, limitations, risks and mitigation measures	41
6.1.1. Risk and risk mitigation measures.....	41
6.1.2. Boundaries or exclusion of the evaluation design.....	42
7. Ethical Considerations	43
7.1.1. Ethical considerations	43
8. Work Plan	44
8.1.1. Detailed Work Plan.....	44
9. Management of the SPE	47
9.1. PricewaterhouseCoopers.....	47
9.2. UNICEF MCO	47
9.3. UNICEF ROSA.....	47
10. Way forward	48
10.1. Table of contents for all reports	48
10.1.1. Table of Contents for Strategic Positioning Evaluation	48
10.1.2. Table of Contents for Perception Report.....	49

Acronyms

ALP	Alternative Education Programme
ARC	Advocating Rights of Children
CP	Country Programme
C4D	Communication for Development
CBO	Community Based Organization
DRR	Disaster Risk. Reduction PAGE 14
FCSC	Family and Children Service Centres
ECCD	Early Childhood Care and Development
EPI	Expanded Programme for Immunization
GEEW	UN Gender Equality and Empowerment of Women
GoM	Government of Maldives
IEC	Information Education Communication
MCO	Maldives Country Office
MDG	Millennium Development Goals
MEMIS	Maldives Education Management Information System
MHDR	Maldives Human Development Report
MSM	Men who have sex with men
NMCC	National Ministerial Coordination Committee
NGO	Non-Governmental Organization
NSPA	National Social Protection Agency
ROSA	Regional Office for South Asia
SAARC	South Asian Association for Regional Cooperation
SBCC	Social and Behavior Change Communication
SDG	Sustainable Development Goals
SDS	Small Island Developing State
SPE	Strategic Positioning Evaluation
SWOT	Strengths, Weaknesses, Opportunities and Threats
ToC	Theory of Change
T4D	Technology for Development
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
VAWC	Violence Against Women and Children
WHO	World Health Organization

1. Introduction

1.1. Understanding of development issues and challenges in Maldives

Overall Socio-economic growth

Maldives has achieved steady socio-economic development in the last couple of decades. The economic growth, fuelled mainly by high-end tourism, led to the per-capita gross national income doubled over the past ten years from \$4,460 in 2007 to \$9,760 in 2017¹. Based on these economic attainments, Maldives is now categorised as a middle-income country. The country ranked 101 out of 189 countries in the Human Development Index (HDI) for 2017,² and has the second highest HDI rank in South Asia.³

Commitment to SDG achievement

Maldives is committed to its development trajectory and has ownership of SDGs at a national level and is engaged to establishing a national framework for achieving the 17 SDGs⁹. The Ministry of Planning, Ministry of Environment and Energy (MEE) and the National Bureau of Statistics are part of the relevant government stakeholders engaged in the coordination and implementation of the SDGs⁴.

Key areas of concern around gender, youth and children across country context

There are considerable development challenges to the Maldives' context. As a **Small Island Developing State (SIDS)**, now listed as a middle-income country, the country faces significant challenges in resource mobilization⁵. Ensuring equity and access to services occurring from wide geographical disparity is a relevant concern. The geographical distribution of its 186 islands lend to widespread spatial inequalities⁶ and makes data accessibility particularly difficult. Irrespective of such challenges, there are positive results such as achieving the lowest Infant Mortality Rate in South Asia (7 deaths per 1000 births), 94 percent attendance rate for primary education, literacy rate of 98.4 percent and life expectancy of 73.9 years.

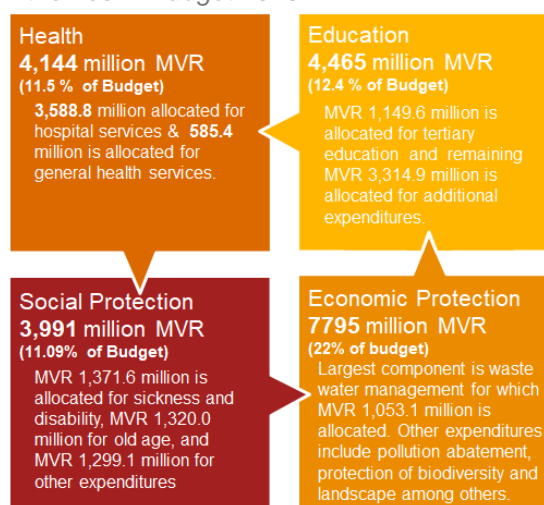
Further, the Human Development Index (HDI) value for Maldives has also improved and the country achieved five out of eight Millennium Development Goals (MDGs) by 2010. Under **Social Protection**, pension coverage has been successfully extended⁷ through reforms undertaken between 2009 and 2014 and in 2019 the country achieved universal pension coverage.⁸ Presented across are the budget allocations for key development themes the country highlight

Exhibit 1: Summary of select socio-economic indicators in Maldives:

Indicators	Maldives	South Asia	Year and Source
Infant mortality rate (per 1 000 live births)	9	34.5	2010-2015 (UNDP HDR)
Inequality in income (%)	25.8	18.4	UNDP Human Development Report 2019
Inequality in education (%)	29.3	37.5	UNDP Human Development Report 2019
Inequality in life expectancy at birth (%)	6.0	20.2	UNDP Human Development Report 2019
Mean years of schooling	6.3	6.4	2018 (UNDP HDR)
Female labour workforce participation rate (%)	42.01	23.6	2019 (World Bank)
Seats held by women in national parliaments (%)	5	19	2019 (World Bank)

Cited from http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDV.pdf Accessed on July 18th 2020

Exhibit 2: Allocations for key development themes in Budget 2020



Cited from <https://budget.gov.mv/en/> Accessed on July 18th 2020

¹ Cited from <https://www.worldbank.org/en/news/feature/2019/06/14/maldives-ushers-in-a-new-development-path> Accessed on July 18th 2020

² Cited from <https://www.worldbank.org/en/country/maldives/overview> Accessed on July 18th 2020

³ Ibid.

⁴ Cited from https://www.unsiap.or.jp/programmes/ms_materials/ms13/session3_3_Maldives.pdf Accessed on September 24th 2020

⁵ Cited from https://www.unescap.org/sites/default/files/SSWA%20Development%20Papers%201905_MALDIVES_Final.pdf Accessed on July 18th 2020

⁶ Cited from <https://www.worldbank.org/en/news/feature/2019/06/14/maldives-ushers-in-a-new-development-path> Accessed on July 18th 2020

⁷ Cited from https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_604882.pdf Accessed on July 18th 2020

⁸ Cited from https://www.ilo.org/wcmsp5/groups/public/---dgreports/---nyio/documents/genericdocument/wcms_617756.pdf Accessed on July 18th 2020

priority for allocations made and willingness to improve social development results and achievement of leading Sustainable Development Goals (SDG).

The country continues to face long-term and normative developmental challenges (around gender inequality focused problems like gender-based violence, high female employment in informal sectors, maternal and child health issues) coupled by emerging global sustainability concerns. The national unemployment rate is 6.1% in 2019⁹ and the youth unemployment rate¹⁰ is 15.3%¹¹.

Gender inequalities still persist in the Maldivian society. The Recent Gender Development Index (GDI) values for Maldives shows continued trend of disparity between female and male achievements in health, education and estimated income¹². Female labor force participation¹³ stands low at 44%.

Traditional gender norms, particularly regarding childcare and household duties, have prevented women from participating fully in the economy.

Further, Maldives faces numerous environmental challenges including rising threats to adverse impacts from climate change including impacts that are cross-cutting and felt along education, health and sanitation challenges. There is today rising instance of flooding, cyclones, reduced access to potable water.¹⁴ Bottlenecks to improving the country's readiness to deal with disasters include the Absence of a child-sensitive legal, policy and institutional framework for disaster risk reduction and management and weak institutional capacity, is reported as relevant bottlenecks in supporting response to promote environmental sustainability.¹⁵ Maldives's vulnerability to climate change calls for innovative solutions for climate change resilience, adaptation and mitigation. Given the nature and sparse distribution of islands, population distribution of the country is extremely uneven resulting in **high levels of inequity** caused due to rapid urbanization and congestion.

Exhibit 3: Gender Development Indicators for Maldives



Female HDI value for Maldives is 0.689 in contrast with 0.734 for males.

Maldives has a Gender Inequality Index (GII) value of 0.367, ranking it 81 out of 162 countries in the 2018 index.

Source: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDV.pdf
Accessed on July 18th 2020

⁹ Cited from <https://www.adb.org/countries/maldives/poverty> Accessed on July 18th, 2020

¹⁰ Cited from <https://www.worldbank.org/en/news/feature/2019/06/14/maldives-ushers-in-a-new-development-path> Accessed on July 18th 2020

¹¹ Cited from : http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDV.pdf Accessed on July 18th 2020

¹² Ibid.

¹³ Cited from <https://www.worldbank.org/en/news/feature/2019/06/14/maldives-ushers-in-a-new-development-path> Accessed on July 18th 2020

¹⁴ Cited from <https://blogs.worldbank.org/endpovertyinsouthasia/bracing-climate-change-matter-survival-maldives> and

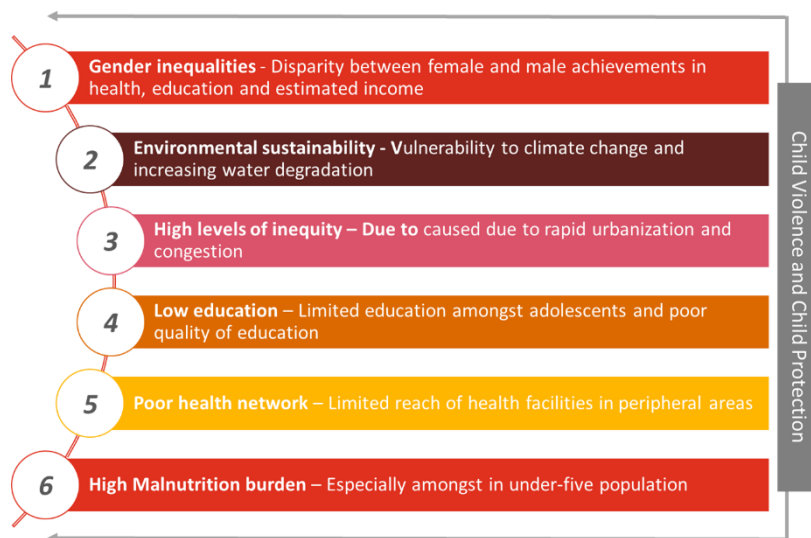
<https://www.usaid.gov/maldives/environment-and-global-climate-change>

¹⁵ Cited from UNICEF Maldives Country Programme Report 2016-20

These issues are further augmented by **low levels of education**. Only 45 percent of adolescents continue education to higher secondary levels¹⁶ (grades 11 and 12). The differences are evident in teaching quality, particularly between Male' and the administrative islands. Despite having a countrywide comprehensive network of health centres, hospitals, and other medical institutions, the **peripheral health network suffers** from limited development of human resource and inadequate geographical distribution. The country continues to experience a **malnutrition burden** among its under-five population¹⁷. Given its vulnerabilities towards **climate change** related hazards, **water degradation** due to high salinity and/or polluted water are serious challenges for the water sector in the Maldives¹⁸. This adds to the burden of health hazards in the country.

Exhibit 4: Key social issues in Maldivian society

An overarching issue within all the above-mentioned issues are the issues specific to **child protection** including violence against children and drug use amongst adolescents¹⁹. Girls and Boys are subjected to different forms of violence²⁰. While there is a prevalence of gender-based violence present, there are also evidence of violence against boys and especially children in conflict with law.²¹ Violence against children and adolescents persist in all spectrums of life and can be traced back to lack of comprehensive legislation, tools and protocol and implementation mechanisms. Specifically, children with disabilities continue to face obstacles and remain subject to discrimination²².



There is a gap in planning and institutional support reported for interventions around children with disabilities. The Maldives is yet to conduct a national survey to understand the prevalence of disability among the population of Maldives.²³ There are a total of 2946 female and 3978 males registered as persons with disabilities at the National Social Protection Agency (NSPA) as on 2017²⁴.

The Ministry of Gender, Family and Social Services has the responsibility to uphold the national mandate for disabilities, and the Disability Council established under the Disabilities Act also functions to ensure all facilities and programmes designed to serve persons with disabilities are effectively monitored²⁵. Yet the lack of comprehensive and desegregated data on persons with disabilities pose great challenges in planning targeted programmes for state and non-governmental and community-based organizations.

In this context, the President's ratification of the **Child Rights Protection Bill** and the **Juvenile Justice Bill in November 2019** a key reform to the child protection and justice for children areas. The Child Rights Protection Act mandates creation of a Child Rights Protection Council, Child and Family Protection Service and the appointment of a Children's Ombudsperson²⁶. The Juvenile Justice bill will establish the juvenile justice system separate from the criminal justice system, with a set of officials specialized in the juvenile justice system, encompassing a Juvenile Court established at Male' City and corresponding regional divisions. According to

¹⁶ Retrieved from http://www.un.org.mv/wp-content/uploads/2019/07/Maldives_UNDAF-Final-Evaluation-Report-11-July-2019-5.pdf

¹⁷ Retrieved from <https://globalnutritionreport.org/resources/nutrition-profiles/asia/southern-asia/maldives/>

¹⁸ Retrieved from https://www.who.int/water_sanitation_health/monitoring/investments/maldives-10-nov.pdf?ua=1

¹⁹ Retrieved from <https://www.unicef.org/maldives/media/301/file/2015%20Country%20Program%20Document:%20UNICEF%20Maldives.pdf>

²⁰ Cited from <https://edition.mv/news/14706>

²¹ Ibid

²² Retrieved from <https://www.unicef.org/maldives/media/301/file/2015%20Country%20Program%20Document:%20UNICEF%20Maldives.pdf>

²³ Cited from

<http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2FPPRiCAqhKb7yhqLlrA3kM94%2BfvSC88T4bsBpRqejcNOMzOgKIIF3Gwit9hN4%2Fb9Vol3M6NG8IFLLp0VL9U2ITxg3vH0CA%2FE3zb2mHMSPmwv7kGRuApj6WvRD>

²⁴ Ibid

²⁵ Cited from http://gender.gov.mv/en/?page_id=21

²⁶ Cited from <https://maldivesindependent.com/society/president-ratifies-landmark-child-protection-laws-149361> Accessed on July 18th 2020

the new rights being granted, all children under the age of 15 are protected from being penalized under criminal law²⁷.

The Government of Maldives (GoM) have made different policy and reform initiatives towards tackling the above concerns as well as capitalising critical gains towards the country's development. Focus on local governance has been promoted. The recently developed 'Strategic Action Plan 2019-23' and National Development Plan 2019, outlines the developmental targets and priorities of the Government for the five-year period 2019 – 2023²⁸. While it has not yet been implemented, as a guideline it sets out realistic strategic goals that would help achieve key developmental milestones in realising overarching development in the country. Key focus areas include health, education, skill development and gender and child protection.

Further, the country is also closely working with multi-lateral banks and UN agencies including UNICEF, UNDP, WHO, UNFPA amongst others towards coordinated and holistic development. More recently, WHO and UNICEF have come together to partner on pandemic response through COVID-19 Solidarity Response Fund²⁹.

UNICEF in Maldives

UNICEF has been engaged in Maldives since 1978 and the UNICEF Maldives Office (MCO) works with a partnership approach with other UN agencies and contribute to shared projects, including the development of the United Nations Development Assistance Framework (UNDAF), the National Human Rights Framework under the Attorney General's Office, and the development of the UN Inter-Agency Contingency and Preparedness Plan³⁰.

Given the above country context, and lessons learnt from previous Country Programmes (CP 2011-2015), it was concluded that the current CP had to focus on (a) sustained engagement with Government and other national actors to leverage evidence, policies, programmes and budgets to close equity gaps, (b) promote inter-sector collaboration amongst key social actors to achieve joint agendas for children and adolescents including working closely with allied ministries and administrative units, (c) reinforcing strategic partnerships between the Government, civil society organizations and private sector, enhanced capacity for social accountability, monitoring and reporting on equity in service quality and coverage.³¹

In addition, under the UNDAF, UNICEF contributes to the United Nations Development Assistance Framework (UNDAF) 2016–2020, particularly Outcome 1: Children and youth access and use equitable, inclusive and quality social services, and have increased opportunities for skills development. There is also increased focus on forging and enhancing partnerships with various entities including UN agencies, donors and private sector.

1.2. Background and understanding of UNICEF CP 2016-21 (Growth and evolution of CP)

The ongoing UNICEF MCO Country Programme (2016-21) has two major outcomes further divided into 10 distinct outputs³² which have been further broken down into several interventions. They span across the sectors (including but not limited to); i) Health, ii) Education, iii) Nutrition, iv) Child Protection, v) Climate Change, and vii) Social Inclusion and WASH. Further, they are supported by cross sectors primarily Communication for Development (C4D) and gender, WASH and disaster risk reduction. These are further aligned to international goals and agendas and regional commitments towards SAARC development.

The key programme areas include, Child Health, Nutrition and HIV/AIDS; Education and Water, Sanitation and Hygiene; Child Protection; Social Inclusion. The programme utilizes an integrated and cross-sectoral linkage in programme design and strategy.³³ The key implementation strategies include capacity development aimed at strengthening institutional and human capacities, promotion of evidence generation, increased advocacy and policy dialogue. A detailed theory of change is not included in the present version of the Country Programme 2016-2021³⁴.

²⁷ Cited from <https://avas.mv/en/73291>

²⁸ Retrieved from <https://presidency.gov.mv/SAP/>

²⁹ Retrieved from <https://www.unicef.org/maldives/press-releases/who-and-unicef-partner-pandemic-response-through-covid-19-solidarity-response-fund>

³⁰ Retrieved from <https://www.unicef.org/maldives/about-us> Accessed on July 18th, 2020

³¹ Retrieved from <https://www.unicef.org/maldives/media/301/file/2015%20Country%20Program%20Document:%20UNICEF%20Maldives.pdf>

³² **Please note:** The outcome and output areas have been identified basis the Theory of Change shared in the ToR. We understand that it is subject to revision based on detailed documents and discussion with MCO staff.

³³ Cited from the UNICEF Maldives Country Programme Document 2016-2020

³⁴ Ibid

The relevant country programme of 2016-2021 has a results framework where key indicators across the two primary outcomes mentioned above are mapped and monitored.

PricewaterhouseCoopers India has been assigned the task of conducting the strategic positioning evaluation of the UNICEF Maldives country programme 2016-2021. The exercise includes mapping the methodology of the evaluation in the context of the underlined themes represented in the ToR and conducting the evaluation activities and consultations as required. The final findings will be collated after in-depth analysis of data triangulated from both primary and secondary data. The list of recommendations suggested will be drawn from the range of inputs and insights and learnings from the overall exercise.

1.3. Rationale of the UNICEF Maldives Strategic Positioning Evaluation

Given the strategic importance of the UNICEF Maldives CP towards achievement of SDGs, alignment with UNCRC and alignment with Government SAP, complimented with convergence with SAARC and UNDAF commitments, it is the apt time for the programme to be evaluated. The strategic positioning evaluation would help review the set targets of UNICEF would allow decision makers to assess progress and contribute to the development of the country's programming in the next cycle.

The **overall purpose of the assignment** is to understand UNICEF's accountability to design and implement programs at a standard of excellence targeted in its planning and partnership procedures. This includes Gender and Social Inclusion, which represent important dimensions of UNICEF's work across South Asia. Further, the SPE will also aim to understand how the office has harnessed organizational learning given the capacity of a small country programme for working in an upstream-focused upper middle-income country context.

1.4. Scope and Objectives of UNICEF Maldives Strategic Positioning Evaluation

³⁵The following list of items support the overall scope of the evaluation to be undertaken. The generic themes of the items of the list below are proposed from the ToR.

Exhibit 5: Summary of scope of SPE

1	<p>Theory of Change (ToC) for the Country Program</p> <p>The CP evaluation will refer to, but not be limited to TOC if the objectives of CP is found to not visible in the same. In this event, the rationale of why CP extended reach beyond ToC would need to be analysed in the SP</p>
2	<p>Results Level</p> <p>As the SPE is not an impact evaluation, it will not focus on the definition and tabulation of results achieved at the population level. The results and outcome achievements will only be referred to substantiate evaluation findings.</p>
3	<p>Sectors Plus</p> <p>The evaluation framework will include the analytic frame of programming sectors used by MCO and may explore linkages within the overall country programme, connectivity among the UNICEF CP and other agencies and government programmes.</p>
4	<p>Focus on Change Strategies and Evolving Context</p> <p>SPE will assess the selected strategies used in CP and their relevance in the evolving context. Evolving context refers to the social, political, financial and environmental opportunities and challenges in Maldives since 2016</p>
5	<p>Geographical and Chronological Scope</p> <p>The principal focus of SPE will be on the CP 2016- 2020 and information pre-dating this period to be considered insofar as it illuminates issues in the current programme. The scope of the evaluation will be national with strong focus on programmatic reach across remote areas.</p>

Objectives of the UNICEF Maldives Strategic Positioning Evaluation

The **specific objectives of the Strategic Positioning Evaluation** of UNICEF Maldives are to provide an assessment of:

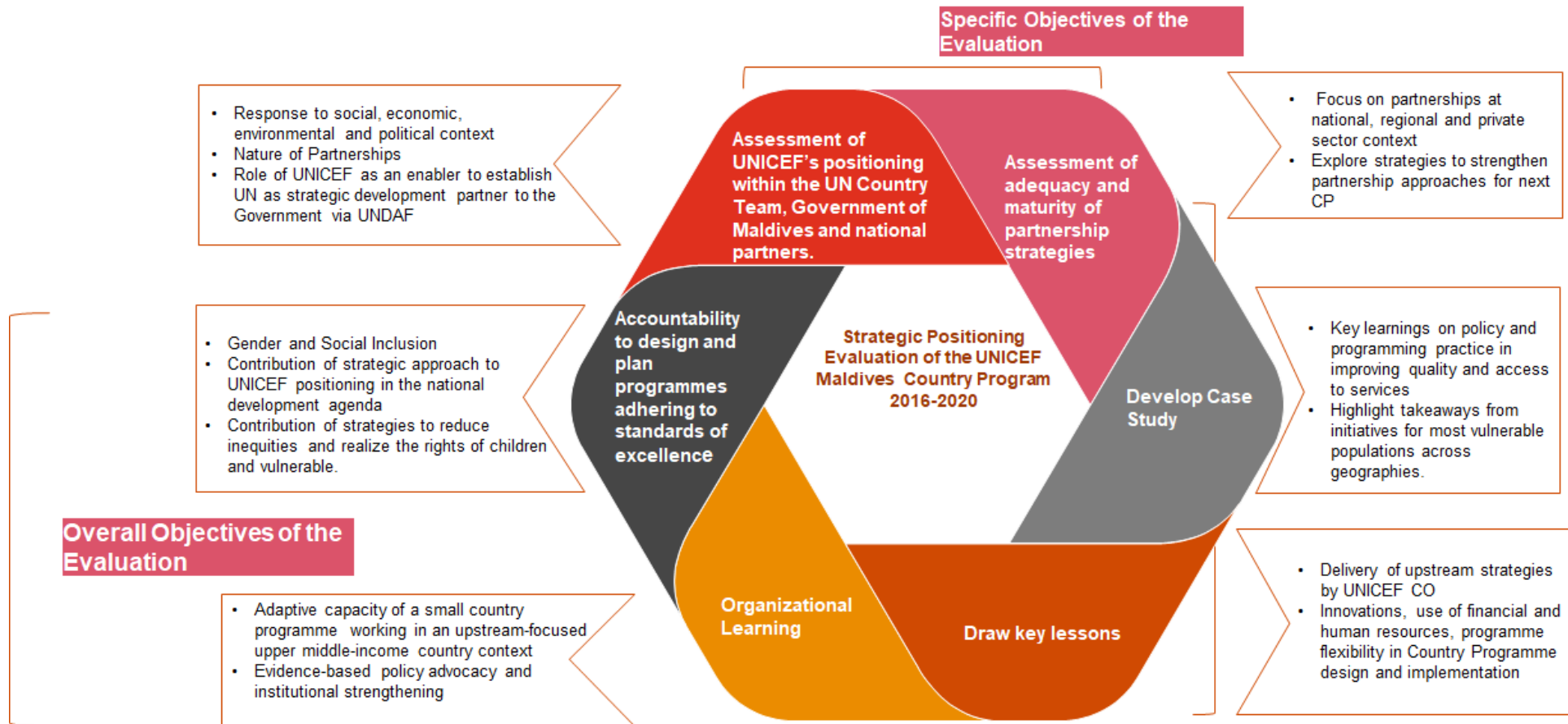
³⁵ **Please note:** TOC was not developed for CP 2016-2020 since that wasn't a requirement then. And so was with Strategic notes. The evaluation team would refer to the reconstructed theory of change that was developed later.

- Its positioning within its key stakeholders in view of its ability to respond to the country's development needs
- The level of maturity of partnership strategies with various actors focusing on Government, private sector and donors
- The key learnings on policy and programming practice in improving quality and access to services in programming through development of case studies
- The key lessons learnt from the ongoing programme to provide actionable recommendations for the forthcoming programme cycle

In addition to the above, certain overall objectives include the following.

- Accountability to design and plan programmes adhering to standards of excellence
- Adherence to support organizational learning

Exhibit 6: Objectives of the evaluation



2. Detailed Approach and Methodology

Our overall approach and methodology to the evaluation has been designed to fulfill the core objectives of the SPE. Our approach to the evaluation will be consultative, participatory, inclusive, and will employ mixed forms of data collection from both primary and secondary sources. We will conduct a thorough secondary review covering the various programmatic documents, policy briefs, evaluation reports, Management Information System reports from UNICEF and other partner agencies. This will be augmented through validating our findings with primary interactions with various stakeholders including UNICEF staff at all levels, government agencies at national and sub-national level, other donor agencies, private sector and participating NGOs/CBO's. The information from secondary and primary research will be triangulated as per the evaluation framework. The evaluation exercise will also analyse information using a strong gender lens amalgamating a gender analysis of the CP, and a perception study culling out the outlook of macro, micro and meso level stakeholders. Further, our approach will borrow from our past experience of conducting similar evaluations especially the Strategic Positioning Evaluation for UNICEF Bangladesh Office, which our team recently concluded.

Moreover, given the current COVID-19 crisis and associated travel bans, we aim to leverage our 'digital tools' to collaboratively work with all stakeholders to ensure that the evaluation process is effectively and efficiently completed on time.

The key dimensions to our approach are highlighted below:

Multidimensional gender-sensitive and equity driven approach covering the key UN mandates

Gender sensitivity and responsiveness will be a central lens of this assignment. We align our approach with the post-2015 SDG agenda of addressing gender in dimensions relevant to the scope of this assignment i.e. poverty, hunger, health, education, water and sanitation, safety and security. We recognize that, under the present CP gender equality and equity are central to the achievement of goals and targets which do not explicitly target gender and mapped as per the UN Gender Equality and Empowerment of Women (GEEW) mandates. Further, our approach will aim to leverage and build on findings garnered through existing evaluations like the *Country Program Evaluability Assessment, Gender Programmatic Review, the Situation Analysis and the Evaluation of the Social Protection System*. In addition, we will closely intertwine issues and elements emerging from areas of social inclusion including disability, ethnicity, and religion.

Using evidence based and institutional strengthening approach

We appreciate that the Maldives Country Office (MCO) has adopted an inter-sector approach in the planning, design and execution of the interventions focused mainly on scaling up successful 'proof of concept' and/or 'pilot interventions'. The analysis of various interventions which have been mapped to the various target groups, (Infants, Children, Adolescent & Young women) and interlinked impact pathways by the MCO, will help us identify the total impact of the interventions. The inter-sectoral approach will also provide an opportunity to identify areas of duplication, complementarity and comparative advantages / disadvantages in schemes during data analysis.

Consultation with select stakeholders (specifically understanding UNICEF's policy and advocacy work and downstream impact)

Our data collection will primarily focus on employing qualitative tools with a range of stakeholders from two categories: (i) **Upstream partners** of UNICEF MCO including but not limited to stakeholders from provincial levels as well as city and atolls, donor agencies (other UN Agencies, World Bank, bi-lateral agencies among others) and (ii) **Downstream partners** including but not limited to implementing government bodies within atolls and island councils, UN sister agencies, NGOs/CBO partners, private sector, and academia. The stakeholders shall be identified across different cities and selected atolls to understand a both successes and failures in the implementation.

Considerations linked to global and national policies

Our overall approach will align our research with the national priorities as per the Strategic Action Plan, Government of Maldives (2019-23)³⁶, State party Report to the Committee on the Rights of the Child (2012)³⁷,

³⁶ Strategic Action Plan, Government of Maldives (2019-23)

³⁷ Committee on the Rights of the Child, Fourth and Fifth Periodic Reports, Republic of Maldives, 1 September 2012.

Maldives Human Development Report (MHDR) (2014)³⁸, Situation of Children in the Republic of Maldives: Secondary analysis of existing information from an equity perspective (2013)³⁹, the housing and population census (2014)⁴⁰ Maldives Demographic Health Survey report and other national policies, programmes and studies on Education, Women Development, Child Protection, Climate Change etc. as well as larger global priorities and related goals including (but not limited to) the Sustainable Development Goals (SDGs) and United Nations Development Assistance Framework (UNDAF) 2016–2020 to which the country is a signatory. Overall, we will ensure that the final report is relevant to the national and regional policy framework.

Phased and output focused approach to efficiently address needs of the engagement

Based on the key activities and deliverables detailed out in the Terms of Reference (ToR), we propose a three phased plan of delivery i.e. Planning and Design, Evaluate and Compile / Report phases. The scope of work is adequately spread over the three phases along the specified timeline of the assignment.

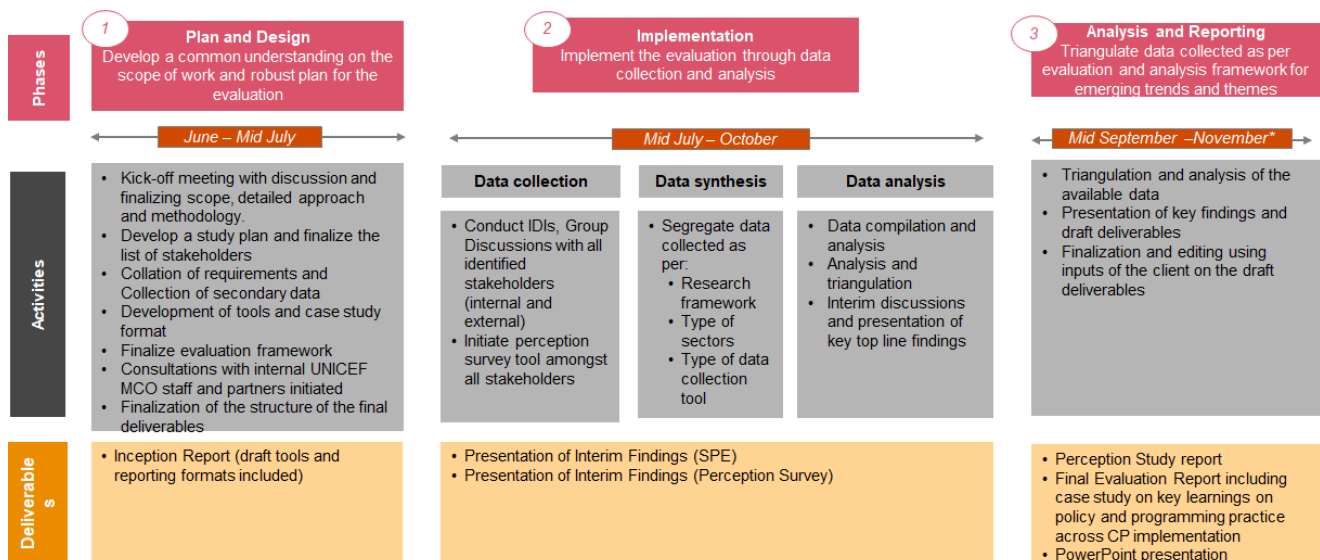
Adopting digital tools for enhanced engagement delivery

We would focus on leveraging digital tools for engagement delivery and operationalization and to collaboratively work with all stakeholders. All our interactions would be conducted using virtual platforms as deemed convenient for the participants. While select interactions would be conducted in person, we would ensure that a member of the core team is present through a virtual mode as well. In addition, the perception survey would be conducted virtually using a survey platform convenient for all internal and external stakeholders.

2.1. Overall Methodology

This section details our overall methodology that would be adopted across the three phases: (i) Plan and Design; (ii) Implementation, and (iii) Analysis and Reporting. Each of the phases are interdependent and contingent on the completion of the previous phase. The inception report details the methodological elements completed in Phase 1, frameworks developed to guide the evaluation exercise, and way forward for initiating Phase 2.

Exhibit 7: Summary of overall methodology



**Please note: Due to operational delays in Phase 1 and in light of COVID related delays, we have expanded the timeline by 1 month tentatively*

³⁸ Maldives Human Development Report (MHDR), 2014, Ministry of Finance and Treasury and UNDP

³⁹ Situation of Children in the Republic of Maldives: Secondary analysis of existing information from an equity perspective, UNICEF, 2013

⁴⁰ Population and Housing Census 2014, Preliminary Results, National Bureau of Statistics, Ministry of Finance and Treasury, 13 November 2014.

2.2. Details on Methodological Elements

This section details methodological elements that have been completed in phase 1 and elements that need validation and would be taken forward in phase 2 of the SPE. Below is a summary of the elements mapped as per their status in the evaluation process:

Elements that have been completed in Phase 1	Elements from Phase 1 that require validation	Elements that would be initiated in Phase 2
<ul style="list-style-type: none"> • Secondary literature review • Inception phase preliminary interactions 	<ul style="list-style-type: none"> • Stakeholder listing for primary data collection (not including perception survey respondent listing) • Evaluation Framework and data collection tools • Work Plan • Approach for perception survey and case study • Table of contents for final deliverables 	<ul style="list-style-type: none"> • Respondent mapping for perception survey • Data collection with internal and external UNICEF stakeholders/partners • Perception survey initiation • Data triangulation

2.2.1. Mapping Secondary Literature across Evaluation themes

Mapping Secondary Literature

We have mapped the available secondary literature across the evaluation themes and have presented below the key highlights reported as per the literature.

The Secondary Document Review included literature published during the UNICEF Maldives Country Programme period during 2016-20. The literature has been consolidated with an attempt to compile a document list of all recent programmatic documents across relevant themes and sectors completed by the Maldives Country Office (MCO) and other national and international actors.

The complete list of secondary literature reviewed has been included as part of Appendices.

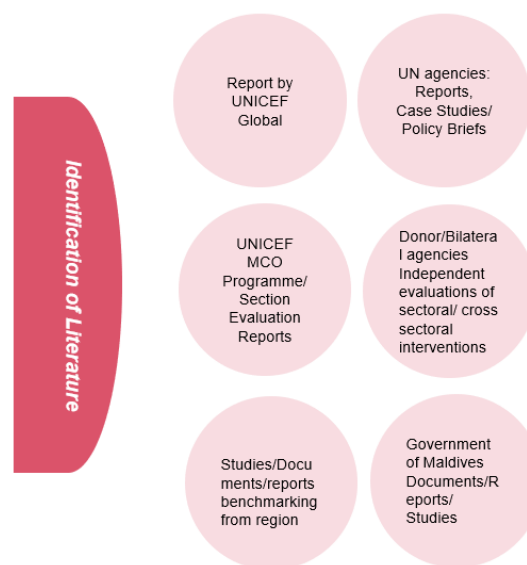
Approach used in mapping the literature

The approach incorporated in mapping the literature has been done using four clear focus areas:

- Maldives Country Context and development agenda
- Country Programme cross-sector focus
- Development partner cooperation agenda
- Country programme priority sectors

The document review was conducted to preliminarily identify the key areas relevant to the evaluation questions and themes. This exercise was conducted to support deeper analysis of the data across the documents and triangulate it with the primary data to present the key findings of the evaluation. The section below illustrates the critical areas that would be relevant for the evaluation team to reflect and validate through primary research and consider while developing the tools for the data collection. The complete table of secondary mapping exercise can be found in Appendices.

Exhibit 8: Categories of secondary literature mapped

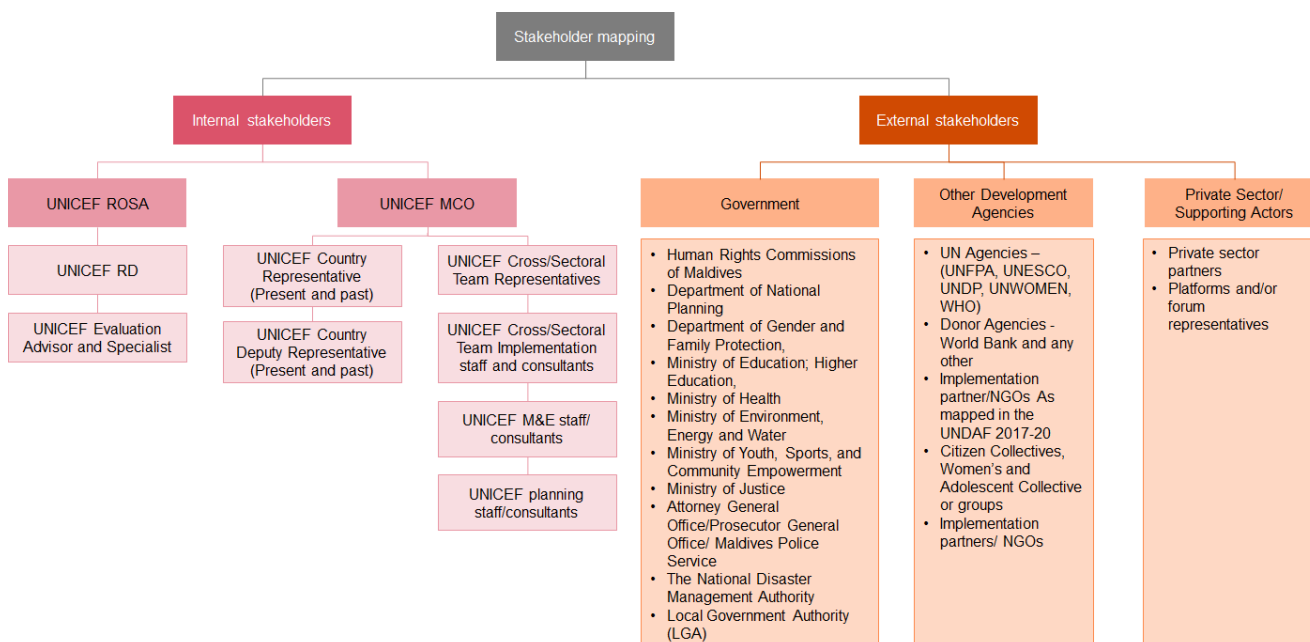


2.2.2. Stakeholder Mapping and Sampling

Our approach to stakeholder mapping is divided between two core groups of stakeholders: (i) internal and (ii) external. Internal stakeholders are further categorized into two sub-categories of regional stakeholders and country level stakeholders within UNICEF. These shall primarily include stakeholders that have been closely involved design, management, implementation and/or evaluation exercises in the country office.

Amongst the external stakeholders, the Government being UNICEF key cooperation partner for the CP along with other UNDAF partners, UN agencies, multi and bi lateral banks, sub-national implementation partners, and private sector would be consulted to gain a holistic understanding of UNICEF’s strategic position in its operating ecosystem within the country. We understand that UNICEF CP is working closely ~20 Government ministries/departments and UN agencies with common UNDAF agendas and targets. In addition, the MCO also shares a close relationship with World Bank, private sector and academia. Below is a summary of the stakeholders in Figure 10.

Exhibit 9: Stakeholder mapping



A summary of all internal and external interactions is presented in the table 1 below:

Table 1: Sampling plan

Category	Representation from (This is a live list and is getting updated with inputs from ROSA/MCO)	No. of suggestive Consultation Count	Type of interactions
UNICEF ROSA leadership	<ul style="list-style-type: none"> Regional Director Evaluation Advisor Evaluation Specialist Gender Advisor Health Advisor WASH Advisor Education Advisor C4D Advisor Child Protection Advisor Nutrition Advisor 	12	Discussion guide
UNICEF MCO leadership/ representative	UNICEF MCO leadership (past and present)	3	In-depth interview

Category	Representation from (This is a live list and is getting updated with inputs from ROSA/MCO)	No. of suggestive Consultation Count	Type of interactions
UNICEF MCO sectoral/cross sectoral staff	Representatives, national and international staff members, consultants	10	In-depth interview
UNICEF MCO M&E and planning staff	National and international staff members, consultants	4	In-depth interview
Government representatives/counterparts	<ul style="list-style-type: none"> • The President's Office • Humans Rights Commission of the Maldives • Ministry of National Planning, Housing and Infrastructure • Ministry of Gender, Family and Social Services • Ministry of Education • Ministry of Education/ National Institute of Education • Ministry of Education/ Department of Inclusive Education • Ministry of Higher Education • Ministry of Health • Health Protection Agency • Ministry of Environment • Ministry of Youth, Sports and Community Empowerment • Maldives National University • Ministry of Foreign Affairs • Prosecutor General's Office • Attorney General's Office • National Disaster Management Authority • Local Government Authority • National Bureau of Statistics • Maldives Police Service - Family and Child Protection Department • Ministry of Home Affairs / Juvenile Justice Unit • National Drug Agency • Department of Judicial Administration • National Social Protection Agency • Ministry of Economic Development • Juvenile Court • Maldives Correctional Services 	Up to 30	In-depth interview
UN Agencies	<ul style="list-style-type: none"> • UNDP • UNFPA • UN Women • WHO • UNODC 	Up to 6	Discussion guide
Other donors/international development agencies providing funds to UNICEF	1. World Bank	Up to 5	Discussion guide
INGOs/NGOs/CBOs/academia receiving funds from UNICEF for implementation/research	<ul style="list-style-type: none"> • National Bureau of Statistics • MNU • Villa College • Advocating the Rights of the Child (ARC) • Society for Health Education (SHE) • Care Society • Hope for Women • Maldives Autism Association • Maldivian Red Crescent (MRC) 	Up to 7	Discussion guide

Category	Representation from (This is a live list and is getting updated with inputs from ROSA/MCO)	No. of suggestive Consultation Count	Type of interactions
Private sector	<ul style="list-style-type: none"> • Manta Air • Dhirgaru • Tree Top Hospital • Indhira Gandhi Memorial Hospital 	Up to 4	Discussion guide
Representatives from Citizen Collectives, Women's and Adolescent/youth Collective or groups		up to 3	Discussion guide

The above mentioned stakeholders are subject to changes from the UNICEF MCO and ROSA. The basis of selection of specific stakeholders within each category would be described in section 2.2.4 on data collection.

Please note: This list is not inclusive of the stakeholders to be included for perception survey.

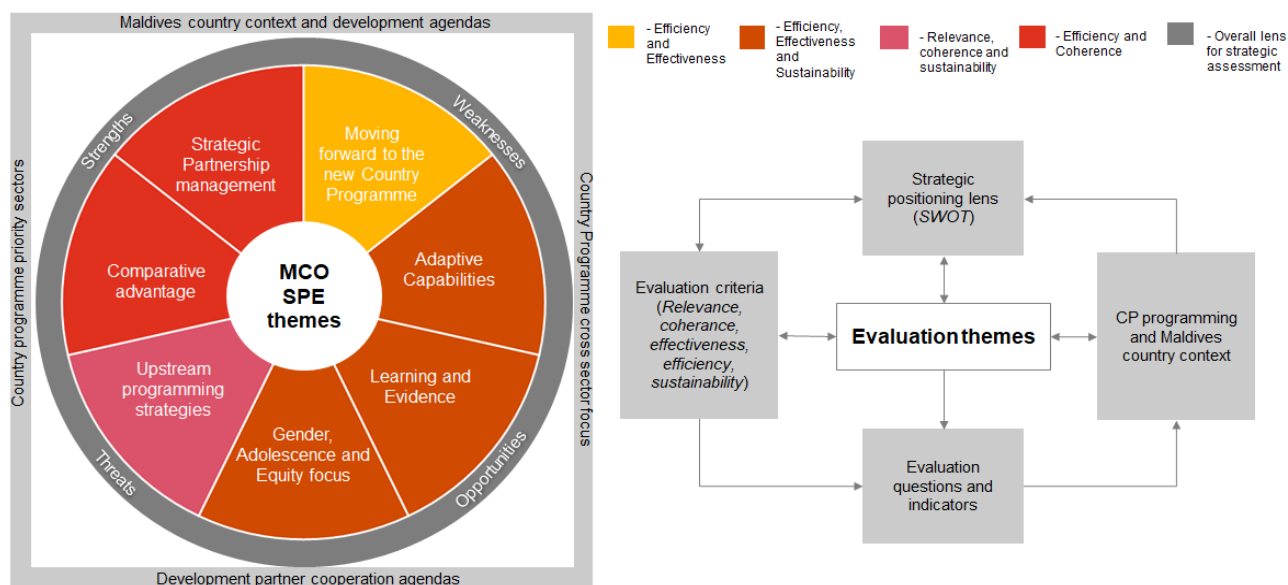
2.2.3. Evaluation and Analysis Framework

The evaluation framework and analysis framework are interdependent. The evaluation framework will draw from four core components spread across the evaluation themes (Figure 11 and 12). The detailed indicators across different themes in the evaluation framework would be further mapped to different means of verification which will draw the basis on the analysis framework. The analysis framework (Figure 13) draw evidence from different sources to culminate into a detailed and forward looking study of the UNICEF Maldives SPE 2016-20.

Evaluation Framework

The evaluation framework will draw from four core components: (i) Core themes as detailed in the ToR including (but not limited to), upstream programming strategies, comparative advantage, gender, adolescence and equity, learning and evidence etc., (ii) Traditional evaluation approach themes including relevance, coherence, effectiveness, efficiency and sustainability, (iii) CP programming and country context, (iv) Strengths, weaknesses, opportunities and threats (SWOT) of the organization.

Exhibit 10: Evaluation framework components



The themes have been bucketed into different clusters vis-à-vis their correlation to evaluation criteria. Each of the themes will be further detailed into specific evaluation indicators in alignment with the specific evaluation questions and their correlation to different evaluation criteria. Below is a summary of the evaluation themes vis-à-vis the evaluation questions.

Exhibit 11: Overview of evaluation framework



1. Each of these questions have been further divided into indicators and means of verification (primary or secondary data requirements).
2. The data collected would first be triangulated to answer the evaluation questions.
3. At the second stage, the data would also be used to define emerging areas of strengths, weaknesses, opportunities and threats for the organization in the given country context.
4. This would support in arriving at pragmatic and actionable recommendations.

Below is the detailed evaluation framework for each theme corresponding to specific evaluation criteria.

Evaluation criterial cluster 1: Efficiency and Coherence				
Theme 1: Strategic Partnership Management				
Evaluation Question(s) ⁴¹	Probe area(s)/Indicator(s)	Mean(s) of verification		
		Secondary literature/ documentation	Primary interviews	Perception survey/ Case study ⁴²
Is the private sector being appropriately engaged across the range of program goals (policy advocacy, solutions generation, youth issues, etc.)?	<ul style="list-style-type: none"> ✓ Nature, type and range of themes, activities that engaged private sector ✓ Alignment of such programmes with national goals and needs ✓ Perception of internal and external stakeholders towards UNICEF's role in private sector engagement ✓ Mechanism of consolidating and sharing the learning emerging from association with pvt. sector in upstream and downstream platforms ✓ Institutional mechanisms and structures to strengthen pvt. sector engagement ✓ The felt need for such associations and the possible areas of collaborations within MCO ✓ Adoption of principles around protection of children in business practices of private sector partners 	<ul style="list-style-type: none"> • CP document • MoU/DPPs with private sector • Evaluations/studies • Press release reports • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • Private sector partners 	Case study
To what extent is the Country Programme linked to and achieving synergies and coordination with other interventions of UN agencies [such as WHO, UNDP, UNFPA] and with other bi-lateral and multi-lateral institutions?	<ul style="list-style-type: none"> ✓ Nature, type and range of activities towards which UN agencies and other MDBs and donors are engaged ✓ Existing joint programming initiatives (like UNDAF) and the role sharing amongst UN agencies ✓ Perception of internal and external stakeholders towards UN agencies and other MDBs and donor's engagement with UNICEF ✓ Assessment of UN agencies and other MDBs and donors' engagement with UNICEF and influence on upstream platforms ✓ Critical ongoing policy dialogues and programmatic focus areas wrt. such partnerships 	<ul style="list-style-type: none"> • CP document • UNDAF Maldives • Evaluations/studies • Press release reports 	<ul style="list-style-type: none"> • UNICEF MCO staff • UNDAF partners • MDB partners/donors • Government counterparts working on joint UN programmes 	Perception Survey

⁴¹ As per ToR

⁴² In case case study has been mentioned, it may be selected as a potential area of enquiry for a detailed case study. This does not imply that the mentioned theme/question will be necessarily included as a case study.

Evaluation Question(s) ⁴¹	Probe area(s)/Indicator(s)	Mean(s) of verification		
Is the CP proactive in seeking and subsequently receiving support from the UNICEF Regional Office for South Asia and the Headquarters? Does the CO receive adequate information and support from the regional office?	<ul style="list-style-type: none"> ✓ Existing process of engagement between MCO and ROSA and HQ through CP ✓ Areas of support desired and asked during the CP duration ✓ Perspective on the support extended and received ✓ Impact of the support in the CP, planning, implementation, review ✓ The emerging areas of support for MCO 	<ul style="list-style-type: none"> • CP document • Country Annual Reports and other regional/global evaluations/studies • Capacity building reports/sessions 	<ul style="list-style-type: none"> • UNICEF ROSA staff • UNICEF MCO staff 	Not applicable

Evaluation criterial cluster 1: Efficiency and Coherence

Theme 2: Comparative Advantages

Evaluation Question(s) ⁴³	Probe area(s)/Indicator(s)	Mean(s) of verification		
		Secondary literature/ documentation	Primary interviews	Perception survey/ Case study
In which programming areas has UNICEF demonstrated a strong capacity for institutional strengthening and building sustainable national capacities? Is there a clear strategy on institutional strengthening and capacity building?	<ul style="list-style-type: none"> ✓ Availability of strategy/ rolling work plans/ MoUs with implementing partners ✓ Capacity assessments of national partners towards institutional strengthening for programme implementation ✓ Stakeholders view on UNICEF MCO as a capacity building agency and the areas and themes of focus 	<ul style="list-style-type: none"> • CP document • Country Annual Reports and other regional/global evaluations/studies • Capacity building reports/sessions 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	Case study
Is UNICEF operating in its areas of comparative strength and advantages considering the array of other actors? This question to consider both downstream and upstream engagements.	<ul style="list-style-type: none"> ✓ Perception about UNICEF w.r.t. it's comparative strengths and advantages by government partners and in comparison, to other development actors ✓ Views of UNICEF's role as a key UNDAF partner vis-à-vis other development actors towards fulfilling joint or collaborative plans and targets ✓ Views of donor agencies on UNICEF's comparative strengths and advantages in comparison to other 	<ul style="list-style-type: none"> • CP document • Country Annual Reports and other regional/global evaluations/studies • UNDAF Maldives • Press release reports 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies 	Perception Survey

⁴³ As per ToR

Evaluation Question(s) ⁴³	Probe area(s)/Indicator(s)	Mean(s) of verification		
	<ul style="list-style-type: none"> development actors in the policy space and in improving access to services ✓ Views of stakeholders about its role as an implementing agency ✓ Perception of private sector, media, academia etc about UNICEF's uniqueness and role in the country's development. The reflection on any change in the role it has played in the recent years. ✓ Similarities and dissimilarities in perspectives on the strengths of MCO between internal (UNICEF staff) and external stakeholders ✓ Perspectives on ways to leverage the comparative advantage for the critical development goals concerning children and adolescents in the country 		<ul style="list-style-type: none"> • Any other development partners 	
<p>Are there programming areas where development partners and national stakeholders are better positioned for institutional strengthening and UNICEF should consider reducing or ceasing its efforts?</p> <p>Are there programming areas where development partners and national stakeholders are not as well positioned, and UNICEF should consider increasing or commencing its efforts?</p>	<ul style="list-style-type: none"> ✓ The plan and mechanism of mapping areas of strengthening and phasing out within MCO ✓ Visible areas of overlaps in roles particularly related to institutional strengthening, thematic areas of work wrt. to other development actors and agencies ✓ Alignment of UNICEF's role in the national context wrt. the emerging areas of focus or gap areas of the country ✓ Programmes being perpetuated without assessment/ validation of the need in the evolving country and stakeholder context ✓ Perspective (capturing variations) within staff and leadership on its role in national programming for the future for better leveraging its comparative strengths within the country (across government and other players) 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Country Annual Reports and other regional/global evaluations/studies • UNDAF Maldives • Press release reports 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	Perception Survey

Evaluation criteria cluster 2: Relevance, Coherence and Sustainability

Theme 1: Upstream Programme Strategies

Evaluation Question(s) ⁴⁴	Probe area(s)/Indicator(s)	Mean(s) of verification		
		Secondary literature/ documentation	Primary interviews	Perception survey/ Case study

⁴⁴ As per ToR

<p>Is the CO actively identifying opportunities to influence the GoM in different spheres and by different strategies (including evidence, advocacy, policy dialogue)? How were these opportunities utilized?</p>	<ul style="list-style-type: none"> ✓ Nature of partnership, engagement with GOM and its overall purpose within the country programme and also within sectoral programmes ✓ The indicators and results and its alignment to national goals as articulated on the Results Framework (RF) ✓ Evidence based pilots implemented, evaluations and studies executed, documentation with the purpose of advocacy on critical areas of importance for children, youth and adolescents in the country GoM ✓ Partnerships with government agencies at various levels including upstream and downstream platforms and forums ✓ The evolving nature of partnership in the last 5 years and its reasons ✓ Presence of UNICEF in important committees / panels of the Government crafting policies aligned scaling up strategies ✓ Issues discussed in the platforms and its progress in the CP period ✓ The emerging needs and areas of strengthening the policy dialogue with reference to learning from the implementation of the current CP 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Country Annual Reports and other regional/global evaluations/studies • MoU/DPPs with development actors • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	<p>Perception Survey</p>
<p>Which UNICEF initiatives or agendas (e.g. child protection, health, education) have been most effective in influencing the government agenda vis-à-vis improving results for children?</p>	<ul style="list-style-type: none"> ✓ Trends in changes (specific examples) in Government strategies due to UNICEF intervention/strategy/policy dialogue w.r.t. a certain sector/cross sectors ✓ Sectors that have created more/less impact and why ✓ Sectors/ cross-sectors that are perceived to be GoM priorities and how they can define programming for UNICEF ✓ Results in different internal and external evaluation reports reflecting improved results for children across sectoral or multi sectoral programmes ✓ Key components/ strategies of existing/ past UNICEF programme adopted by GoM ✓ Government's perspectives on UNICEF's role in shaping its development goals and strategies for the country in the current period 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Country Annual Reports and other regional/global evaluations/studies • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders 	<p>Perception Survey & Case study</p>

<p>Examining the staffing profile and other relevant factors, did/does the MCO possess the essential capacities and tools to successfully engage in upstream policy change in the Maldives?</p>	<ul style="list-style-type: none"> ✓ Availability of staff members across different functions and sectors in UNICEF MCO ✓ Analyse their role in contributing to policy ✓ Training and capacity building provided to staff that support advocacy/upstream programming and activities ✓ Engagement of leadership in framing and driving the policy dialogue through the critical path ✓ View of the stakeholders on the competence and ability of MCO to drive the agenda ✓ Presence of UNICEF in important committees / panels of the Government crafting policies and national planning and programming 	<ul style="list-style-type: none"> • Staff profiles on national and international staff members • Country Annual Reports and other regional/global evaluations/studies • Capacity building and assessment reports of staff members 	<ul style="list-style-type: none"> • UNICEF ROSA staff • UNICEF MCO staff • Government stakeholders 	<p>Not applicable</p>
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Evaluation criteria cluster 3: Efficiency, Effectiveness and Sustainability

Theme 1: Gender, Adolescence and Equity Focus

Evaluation Question(s) ⁴⁵	Probe area(s)/Indicator(s)	Mean(s) of verification		
		Secondary literature/ documentation	Primary interviews	Perception survey/ Case study
<p>Is there evidence of UNICEF’s success in influencing or positively contributing towards improved GoM poverty reduction policies? How effective has UNICEF been in highlighting the emerging equity issues? Which tools used for this purpose have proved to be particularly effective or ineffective?</p>	<ul style="list-style-type: none"> ✓ Reflections of children, women and adolescents along with its equity concerns within the poverty alleviation policies and programming of GOM ✓ The acknowledged role of UNICEF within GOM in reducing poverty ✓ The key equity concerns with respect to gender, ethnicity, economic status, disability has been integrated with the policy dialogue ✓ Presence of UNICEF in upstream spaces impacting policies and programming in improving quality and access of services in the geographical setting (specially across high poverty pockets) ✓ Research and evidence building facilitated through UNICEF to address poverty and equity concerns within the country 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Country Annual Reports and other regional/global evaluations/studies including but not limited to: Country Program Evaluability Assessment, Gender Programmatic Review, the Situation Analysis and the Evaluation of the Social Protection System • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	<p>Case study</p>

⁴⁵ As per ToR

Evaluation Question(s) ⁴⁵	Probe area(s)/Indicator(s)	Mean(s) of verification		
What are the emerging programming lessons related to social inclusion and gender equality? Has sufficient attention been paid to boys and girls and the families of children with disabilities?	<ul style="list-style-type: none"> ✓ Inclusion of sex-disaggregated, economic status and disability data captured through MIS ✓ Inclusion of gender, disability, ethnicity covered in its Theories of Change and articulated in its results ✓ Are critical equity and vulnerability concerns such as, gender and climate resilience considered within programming and its results ✓ Integration of such issues within the policy dialogue and its association with related Ministries and stakeholders ✓ Identification and collaboration with stakeholders having critical impact on the issue ✓ The sectoral programmes and designs, strategies targeting girls, boys, women and men ✓ The key learning emerging for future programming ✓ Normative issues included in programming across sectors ✓ Organizational learning across different sectoral evaluations for social inclusion and gender equality ✓ Impact of internal changes on national/implementing partner ideologies and implementation methodologies ✓ Stakeholder views on UNICEF's role in addressing equity concerns ✓ Participation in related platforms ✓ The engagement with focused agencies, other working groups and forums on the results and performance at national and sub national level 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Country Annual Reports and other regional/global evaluations/studies including but not limited to: Country Program Evaluability Assessment, Gender Programmatic Review, the Situation Analysis and the Evaluation of the Social Protection System • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners, youth groups, religions associations/ leaders 	Case study
Have UNICEF and partners sufficiently recognized and reacted to issues related to Adolescents/ Adolescence in the Maldives?	<ul style="list-style-type: none"> ✓ The key shifts in the strategies to focus on youth and adolescents in empowerment and enhancing participation in development programmes and its alignment to the dynamic group ✓ The key collaborative programmes initiated with partner agencies, the roles and result allocation ✓ Mechanisms planned to break the social barriers for inclusion of male and female adolescents in programs such as climate resilience and DRR ✓ Dedicated staff with expertise and experience in adolescent and youth issues ✓ Partnerships and access to expertise and experts on Adolescent and youth issues at a national / international level 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • MoU/DPPs with development sector partners • Staff skill sets and technical knowledge • Country Annual Reports and other regional/global evaluations/studies including but not limited to UNICEF Strategies in Addressing issues 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	Case study

Evaluation Question(s) ⁴⁵	Probe area(s)/Indicator(s)	Mean(s) of verification		
	<ul style="list-style-type: none"> ✓ Partnership with associated ministries in Government of Maldives ✓ Equity concerns within the adolescent groups and its coverage within adolescent programming. Key bottle necks and opportunities 	<p>Affecting Women and Children in the Maldives' (2015) as well as the UNICEF Gender Programmatic Review for Maldives (2019) and the UNICEF Youth Engagement Strategy in Maldives (2019).</p> <ul style="list-style-type: none"> • MIS/RAM 		

Evaluation criteria cluster 3: Efficiency, Effectiveness and Sustainability

Theme 2: Learning and Evidence

Evaluation Question(s) ⁴⁶	Probe area(s)/Indicator(s)	Mean(s) of verification		
		Secondary literature/ documentation	Primary interviews	Perception survey/ Case study
Has the CP—both UNICEF and partners—established an enabling environment for learning? How are programmatic ‘success’ and ‘failure’ identified, documented, reacted to, and learned from? Is the CP attentive to any unintended/unexpected outcomes stemming from the programming?	<ul style="list-style-type: none"> ✓ Presence, scope and implementation of a Theory of Change, Results Framework/Monitoring and Evaluation framework ✓ Evidence of periodic commissioning or plans of conducting independent evaluation studies ✓ Existence, Functionality and usage of comprehensive Management Information Systems (RAM) ✓ Evidence of target setting, benchmarking of performance, periodic reviews, identification of best practices, course corrections through documented minutes, communication, and MIS (RAM) ✓ Existing mechanism results review and actions taken with examples ✓ Process of review and analysis of progress and results tracking. Related decision making as an organisation or within sector specific initiatives 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	-	Case study

⁴⁶ As per ToR

Evaluation Question(s) ⁴⁶	Probe area(s)/Indicator(s)	Mean(s) of verification		
Is UNICEF considered a key partner for data and evidence generation for children? Has UNICEF been influential in advocating for child-specific outcomes through the evidence it has generated or supported?	<ul style="list-style-type: none"> ✓ Reflection on outcome achievement (achievement/non achievement/ intended and unintended) ✓ Stakeholder perception of UNICEF as a key player to program on child rights issues compared to others in the country (GoM, UN, NGOs) wrt. evidence creation and strengthening policy dialogue ✓ References to UNICEF in Govt. Policy documents ✓ Alignment of the goals / strategies / policies of various agencies of UNICEF goals / strategies / policies ✓ Experience of such evidence driven policy dialogue or impact 	<ul style="list-style-type: none"> • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	-	Perception survey Case Study
Do the Government and national partners value UNICEF as a knowledge broker? To what extent has the CO had a deliberate strategy to foster or utilize South-South and triangular learning and peer networks within and beyond the Maldives for knowledge sharing and collaboration?	<ul style="list-style-type: none"> ✓ Perception of Government and national partners towards UNICEF's role as a key source of knowledge and technical insight especially for children, adolescents and the specific sectors ✓ Nature of intra and inter UNICEF MCO office interactions within networks towards (not limiting to): <ol style="list-style-type: none"> a. Planning for CP/ sectoral plans b. Upstream advocacy and policy decisions c. Programmes integrating peer d. Implementation models and proof of concepts ✓ Monitoring and evaluation of regional and south-south cooperation initiatives ✓ Publications and platforms and workshops organised by the MCO to initiate/ facilitate/ lead dialogues wrt. its work and focus areas covering children and adolescents including those at regional level ✓ Possible challenges in enhancing the role and areas to strengthen its role as a knowledge broker for policy makers, development community and other stakeholders including that at regional level 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	<ul style="list-style-type: none"> • UNICEF ROSA staff • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partners 	Perception survey

Evaluation criteria cluster 3: Efficiency, Effectiveness and Sustainability

Theme 3: Adaptive Capabilities

Evaluation Question(s) ⁴⁷	Probe area(s)/Indicator(s)	Mean(s) of verification	Primary interviews	Perception survey
(How) has the CO adapted the CP to better respond to the intensifying threats of global warming and climate change?	<ul style="list-style-type: none"> ✓ Extent to which climate change and global warming related international and national issues amalgamated into CP planning process and design ✓ Participation of UNICEF MCO on platforms and forums (both new and emerging) to intensify focus on given concerns ✓ Consideration of gender and other equity issues in such programming ✓ Impact of UNICEF’s participation on national priorities for climate change and global warming ✓ Its integration across sectoral programmes and its clear impact perspective (e.g. its perspective within WASH) ✓ The understanding of the issue amongst its critical stakeholders and UNICEF’s role in contributing to the same 	<p>Secondary literature/ documentation</p> <ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	<p>Primary interviews</p> <ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partner 	<p>Perception survey</p> <p>Case study</p>
Has the use of communications and social media been results-based i.e. systematically employed for planning/delivering/monitoring/reporting on intended results (such as increased public budgets for children or creation of public demand for rights respecting actions)?	<ul style="list-style-type: none"> ✓ The variation of methods and tools across themes utilized to channelize public opinion ✓ Critical areas of focus in the country programme year for C4D including addressing critical issues such as challenging social norms, behaviors and attitudes with an aim to promote positive social change ✓ The enhancement of programme budgets over years vis a vis the campaign ✓ Areas and themes covered ✓ Response received from young girls and women on social issues 	<ul style="list-style-type: none"> • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies • UNICEF presence on Social Media platforms • Government policies/programmes and budget briefs 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders 	<p>Case study</p>

⁴⁷ As per ToR

Evaluation Question(s) ⁴⁷	Probe area(s)/Indicator(s)	Mean(s) of verification		
	<ul style="list-style-type: none"> ✓ Key activities undertaken to work with respect to children's voices in parliament, including strategies undertaken to include focus in programs (climate change & resilience activities) ✓ Strategies undertaken to bring in child right focused policies and programmes (such as for climate change and resilience activities) ✓ Community forums and platforms to share feedback and inputs to feed into UNICEF programming in districts ✓ Intended and actual impact of C4D interventions including any examples of practices ✓ Inclusion of innovation and technology within C4D initiatives ✓ M&E of C4D initiatives 			
<p>To what extent is the CO aware of and applying Technology for Development and other innovative solutions in programming at levels including programming, monitoring, and communications and reaching the hardest-to-reach?</p>	<ul style="list-style-type: none"> ✓ The use of technology and other media to share, gather and disseminate information across project cycle in various programmes across ✓ Capacity of the partners in leveraging innovative methods and technology to address issues related to social norms and barriers ✓ The use of T4D for institutional system strengthening towards better planning, monitoring and service delivery with specific reference to examples ✓ Possible areas of leveraging technology to improve efficiency and effectiveness in country programming, possible partners and collaborators in this perspective. 	<ul style="list-style-type: none"> • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	<ul style="list-style-type: none"> • UNICEF MCO staff • Government stakeholders • UNDAF partners • MDBs/donor agencies • Any other development partner 	Case study

Evaluation criteria cluster 4: Efficiency and Effectiveness

Theme 1: Moving ahead to next country programme/ recommendations

Evaluation Question(s) ⁴⁸	Probe area(s)/Indicator(s)	Mean(s) of verification	Primary interviews	Perception survey/ case study
How are programmatic ‘success’ and ‘failure’ defined, identified, reacted to, and learned from?	<ul style="list-style-type: none"> ✓ Evidence of target setting, benchmarking of performance, periodic reviews, identification of best practices, course corrections through documented minutes, communication, and MIS ✓ Mechanism within MCO and along with stakeholders to reflect of results of programming, learning and ways to steer through the targets and challenges 	<p>Secondary literature/ documentation</p> <ul style="list-style-type: none"> • Baseline studies/assessments for programme design • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	<ul style="list-style-type: none"> • UNICEF MCO staff 	Not applicable
Which strategies being used in the country program, especially those examined in this evaluation, need to be rethought, redirected, or reinforced?	<ul style="list-style-type: none"> ✓ Measuring achievements against intended targets of UNICEF and the through GoM reports and independent evaluations. ✓ Understanding of proposed changes and priorities of Government of Maldives, UNICEF, and other partner agencies including sustainability of interventions ✓ Strategies specific to gender, equity and service delivery that were successful or need to be redirected ✓ Strategies specific to cross sectoral programming and sectoral programming including C4D that were successful or need redirection 	<ul style="list-style-type: none"> • MIS/RAM • Country Annual Reports and other regional/global evaluations/studies 	<ul style="list-style-type: none"> • UNICEF MCO staff • UNICEF ROSA staff • Government and other implementing agency counter parts 	Not applicable

⁴⁸ As per ToR

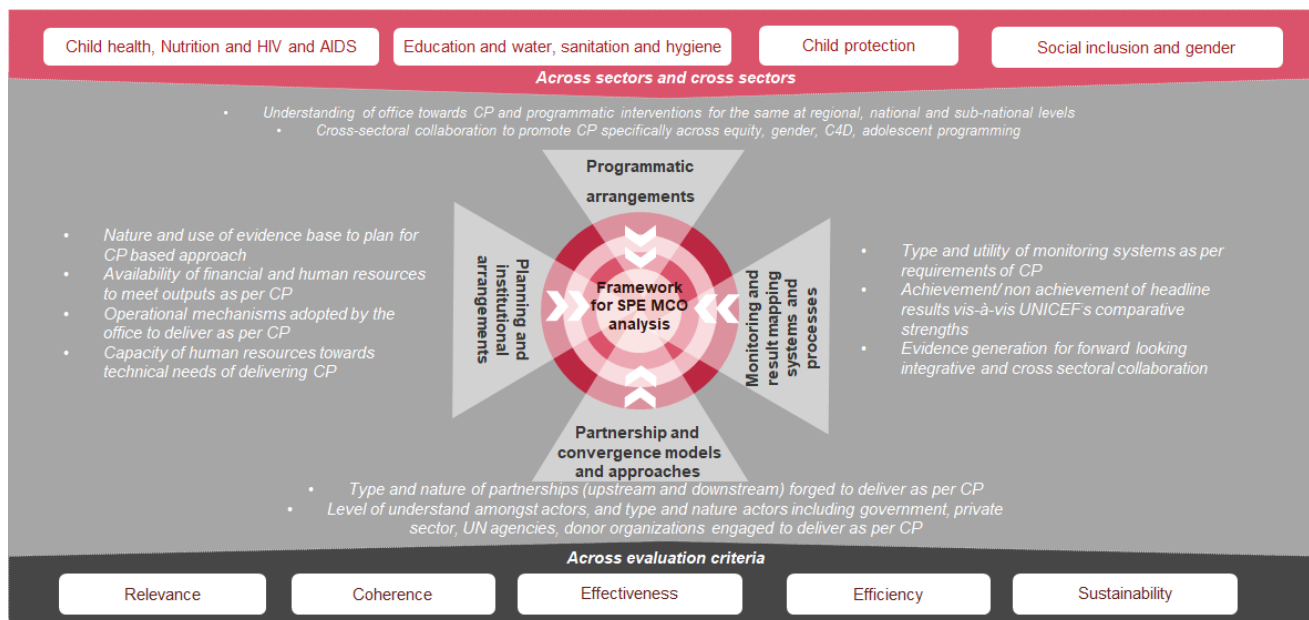
Evaluation Question(s) ⁴⁸	Probe area(s)/Indicator(s)	Mean(s) of verification		
What actions should the office take to effectively integrate gender and other relevant aspects of inclusion in the development of the next country program?	<ul style="list-style-type: none"> ✓ Perception of key stakeholders on bottlenecks across achievement of results, participation and engagement of gender and inclusion as key components of programmatic strategies ✓ Progress against targets set against the programmatic and institutional results for gender and inclusion components across CP ✓ Cross learnings from countries in the region for evidence-based models to be replicated in Maldives ✓ Possibility of exploring technology-based programming and monitoring of its programmes ✓ Engagement in platforms or with critical stakeholders for further strengthening its focus in the area ✓ The key challenges internally and externally to strengthen gender responsive and inclusive programming 	<ul style="list-style-type: none"> • CP document • Baseline studies/assessments for programme design • Staff skill sets and technical knowledge • Country Annual Reports and other regional/global evaluations/studies including but not limited to UNICEF Strategies in Addressing issues Affecting Women and Children in the Maldives' (2015) as well as the UNICEF Gender Programmatic Review for Maldives (2019) and the UNICEF Youth Engagement Strategy in Maldives (2019). • MIS/RAM 	<ul style="list-style-type: none"> • UNICEF MCO staff • UNICEF ROSA staff • Government and other implementing agency counter parts 	Perception survey
What mix of strategies, sectoral presence, programming goals, and partnership management approaches would most strengthen the UNICEF positioning in the country?	<ul style="list-style-type: none"> ✓ Expectation of UNICEF partners at the level of other UN agencies in strengthening role in contributing to UNDAF/SAARC results ✓ Areas to accelerate the process of achieving SDG targets through using integrated approaches ✓ Areas to promote larger national agendas and priorities in alignment with Government priorities and community needs ✓ Reflection on institutional strengths, challenges and opportunities to strengthen the position of MCO in the country and region's development context 	-	<ul style="list-style-type: none"> • UNICEF MCO staff • UNICEF ROSA staff • Government and other implementing agency counter parts 	Perception survey

Illustrative analysis process and framework

A data analysis framework will be used to synthesise the findings from primary and secondary sources. The analysis framework will be drawn from the evaluation framework and will be based on the 7 evaluation themes, aiming to answer questions across all themes. It will also incorporate sector and cross sector specific findings through an example/case in point approach. Further, the analysis will also be drawn keeping in mind the evaluation criteria and their association to select evaluation themes. Additionally, findings from the perception survey will be used to augment overall evaluation findings as well be presented separately as per themes specified in the perception survey tool.

A snapshot template of the analysis framework is presented below, it may be refined and developed further during the course of the analysis.

Exhibit 12: Illustrative analysis framework



After triangulating the findings and stakeholder views we will take an independent view to draw up the recommendations.

2.2.4. Data Collection Tools

The research tools used to assess the CP will include a mix of data collection tools. These will include the in-depth interview, and discussion guides, which are developed aligned with the evaluation framework of the country programme capturing probe areas as detailed in the framework and ensuring that critical elements of gender inclusion and perception towards UNICEF are incorporated within the same.

The perception survey tool has been developed separately for all external and internal stakeholders. The tool will be employed through virtual platforms and will be limited to the agency's opinion of UNICEF's current CP, implementation mechanisms, convergence, coordination, advocacy, capacity building and other efforts.

Draft tools are shared in a separate Appendix 1&2 to the report. Any changes in the draft data collection tools presented during the inception phase will be incorporated prior to using the tools with stakeholders. The areas of enquiry across all tools will vary but will broadly cover the points detailed below:

For internal stakeholders:

Tools including in-depth interviews and discussion guides will be used for internal stakeholder interactions. In-depth interviews will enable the evaluation team to gain complete knowledge and perspective of the stakeholders towards their areas of accountability. Discussion guides will enable the evaluation team to gather opinions and perceptions about the internal staff w.r.t. strengths, weaknesses, opportunities and threats regarding UNICEF's

operations in Maldives, as well as experiences garnered by them towards planning, implementation and monitoring along with collaboration within the organization, and convergence with stakeholders externally.

- To understand and document views of UNICEF MCO’s staff on critical aspects pertaining to programme management with specific focus on sectors plus approach and formulation of headline results
- To chart potential upstream spaces, mainstreaming and convergence mechanisms adopted within the country programme, and how communications and social media have been harnessed to achieve wider outreach
- To understand alignment of climate change, adolescent and youth issues, and gender as emerging cross cutting themes in the CP
- To understand how planning and review mechanisms been institutionalised within the CP implementation process, and how will learnings from the evaluation feed into development of next CP

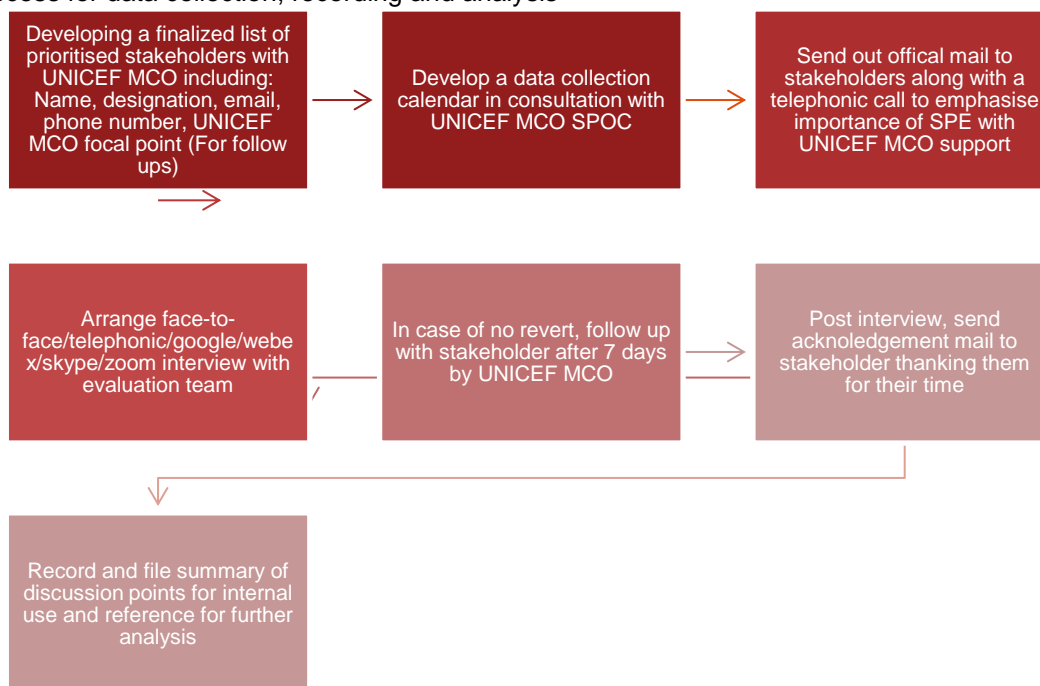
For external stakeholders:

Tools for government stakeholders will primarily include only in-depth interviews. In-depth interviews will enable the evaluation team to gain complete knowledge and perspective of the stakeholder towards UNICEF’s areas of work, areas of collaboration and convergence, strengths and challenges in the collaboration etc. Additionally, discussion guides will be employed with other external stakeholders to gather and learn experiences garnered by them through their association with UNICEF as a key development actor in the country.

- To understand and document views of key concerned stakeholder(s) on their relationship with UNICEF MCO as an implementing partner especially towards UNICEF’s work as a leading development actor for women, youth and child rights
- To understand the views of the stakeholder(s) on capacity building and technical assistance provided by UNICEF and/or understand the views of the stakeholder(s) on the financial and or non-financial assistance received by UNICEF
- To understand the views of the stakeholders on advocacy and policy influencing activities undertaken by UNICEF
- To explore the visible strengths and challenges faced in convergence with UNICEF and/or other development sector partners and how this has supported the stakeholder in achieving planned results
- To draw insights and feedback to formulate strategic inputs for planning way forward for UNICEF’s efforts for the country

The overall process for arranging interviews has been summarised below:

Exhibit 13: Process for data collection, recording and analysis



For perception survey:

*The evaluation seeks to understand the aspects of awareness, image, perception and attitudinal sides of the external and internal stakeholders engaged with UNICEF across different levels. The survey shall also focus on gathering information on UNICEF's role in policy and advocacy influencing, country programming, capacity building exercises. The survey shall be carried out through a **virtual online platform**.*

The exhaustive list of respondents shall be drawn from the detailed stakeholder listing exercise conducted with the UNICEF MCO staff in phase 1. The online survey tool will be shared with UNICEF MCO to gain inputs before rolling it out within a set of around 100 more stakeholders from the system. The survey will be kept live for 4 weeks from initiation. The key areas of enquiry in the tool will include:

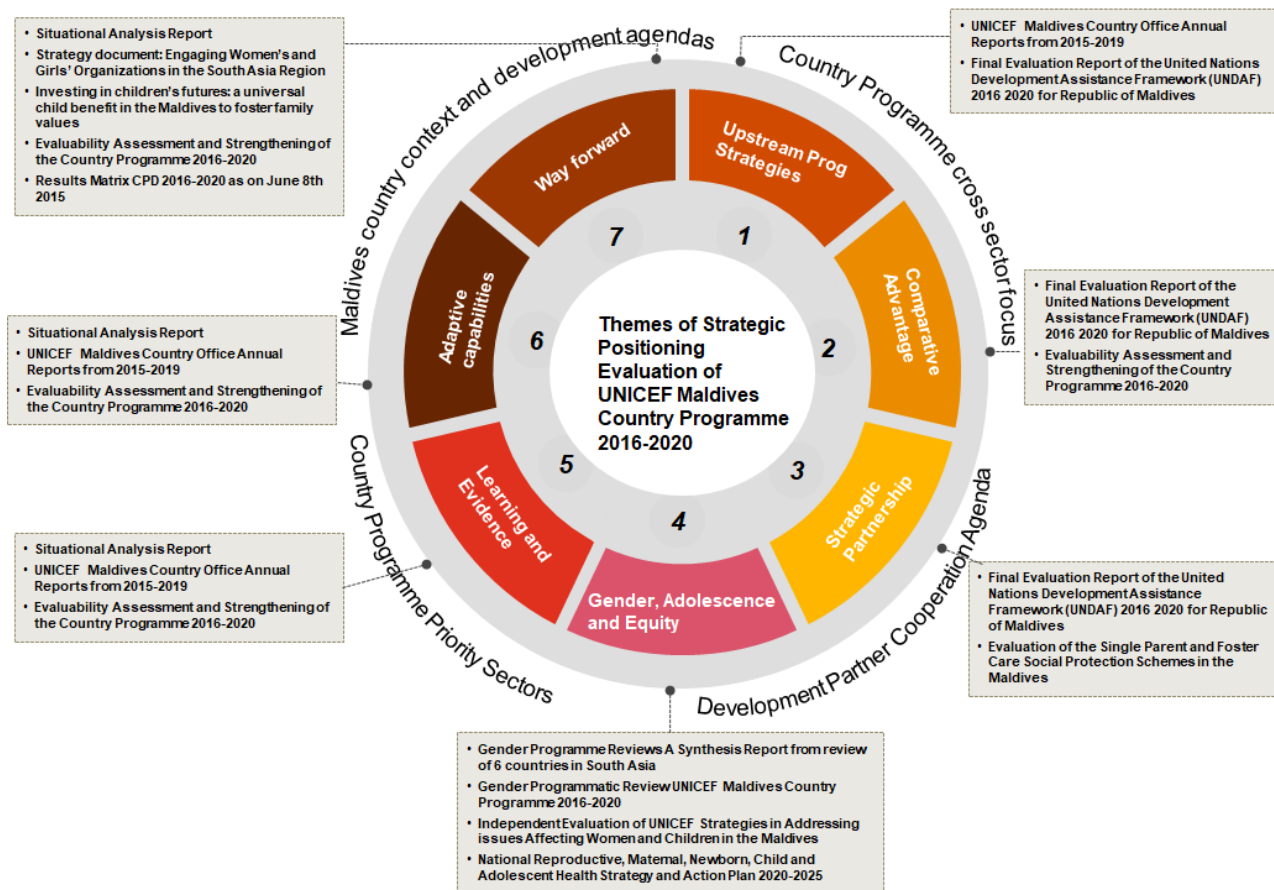
- UNICEF MCO's work and performance as per results envisaged in CP 2016-20 specifically focusing the sectors plus, new and cross themes and equity and gender lens focus
- Leadership and upstream efforts, technical support on ground and downstream efforts
- UNICEF's cross cutting work on gender, evidence building and communication and social media presence
- On needs for focus in the upcoming country programme

The consultations will be facilitated by UNICEF MCO through a letter of introduction. The perception survey tool for external and internal stakeholder is provided in the Appendix 3. The overall approach for the perception survey is discussed in section 3.1.

3. Summary of key highlights from secondary literature review

The section below indicates select facts and highlights mapped against each of seven evaluation themes across the key evaluation areas of the strategic positioning evaluation drawn from the review of the key secondary documents . **Please note:** The 7th theme on recommendations and way forward has not been added to this mapping exercise. Views on the same shall be presented along with the interim presentation in Phase 2.

Exhibit 14: Framework for secondary data analysis



Theme 1 - Upstream Programme Strategies

Select Highlights

- Formation of Maldives Partnership forum with the government counterparts.
- Ministries that MCO is currently associated with include: Ministries of Youth, Education, Higher Education, Finance, Gender, Law, and Health for upstream and downstream programming.
- Select examples of upstream programming⁴⁹:
 - *MCO engagement with Ministry of Education resulted in the integration of child protection across education policy.*
 - *Adoption of life-skills course (developed in collaboration with UNFPA and UNODC) by Ministry of Education to be implemented across all 240 school*
- Supported ratification of the Child Rights Protection Act and the Juvenile Justice Act on 20th November 2019
- Developed Child Multidimensional Poverty Index owned by the Government and monitored by the National Bureau of Statistic informing evidence-based discussions for equitable social policy
- Supported national capacity building for Expanded Programme for Immunization (EPI).

⁴⁹ **Please note:** These examples are not exhaustive and there may be reflection of further examples in themes below.

Theme 2 - Comparative Advantage

Select Highlights

- Engagement with downstream stakeholders around Modelling Community Social Groups across 5 atolls to support communities to respond on violence against children, child sexual abuse and Gender Based Violence, particularly domestic violence.
- Worked on capacity development and training with Government counterparts on themes including (but not limited to) Gender Based Violence, violence against children, Disaster Risk Reduction using a child rights approach.
- Prioritized interventions for the second decade in a child's life. E.g., Development of alternative learning programmes
- Established real-time system for reporting and addressing violence against children.

Theme 3: Strategic Partnership management

Select Highlights

- Stakeholders with whom MCO has engaged in strategic partnerships for child protection, education and skill development of adolescents; disaster risk reduction and health and hygiene include government, academic institutions, regional networks, civil society platforms and private sector. To name a few:
 - *Ministry of Tourism*
 - *Ministry of Gender and Law around violence against children, child sexual abuse and gender-based violence.*
 - *National Institute of Education*
 - *Maldives National University for education;*
 - *Private partners around programmes and interventions on disability*
 - *NGO partners (Care Society, Journey ARC, Maldivian Red Crescent)*
- Potential collaboration explored between UNICEF and Home Net South Asia for supporting efforts around prevention and response to domestic violence.

Theme 4: Gender, Adolescence & Equity

Select highlights

Gender

- Dedicated 22 percent of total programming budget allocated for gender results in the CP 16-20⁵⁰.
- Provision for gender-responsive infrastructure through Women-Friendly Hospital Initiatives created.
- Conducted gender trainings on justice around CP specific sector focus areas.
- Supported integration of gender in planning towards climate change and Disaster Risk Reduction (DRR) programming
- Engaged for integration of gender focused messaging in hygiene education curriculum.
- Developed capacity of Community Social Groups across selected islands to prevent and respond to cases of violence against children, juvenile crimes, and drug abuse.

Adolescents

- Supported in improvement towards knowledge and access to adolescent friendly services through initiatives like Youth Cafes
- Promotion of training activities of adolescents as part of the Community Emergency Response Team
- Initiated alternative learning program in partnership with national actors resulting in equitable access to education for out-of-school adolescents, including those in conflict with the law.
- Achieved 70 percent of target utilization for strengthening comprehensive mechanisms for child and adolescent nutrition interventions.
- Completed the pilot of the first alternative education programme (ALP) for vulnerable adolescents

Equity

- Neo-natal mortality and malnutrition among children are critical health concerns.
- Developed package of interventions targeting those at risk - (1) Drug users, (2) MSM, (3) Female sex workers.
- .

⁵⁰ Cited from UNICEF (2019): *Synthetic Report on Gender Programmatic Reviews in UNICEF Offices in South Asia* pp.21.Kathmandu

Theme 5 - Learning & Evidence

Key highlights

- Completed baseline survey on nutrition indicators of maternal and child health.
- Extended support to Rapid assessment study conducted by the NGO Society for Health Education to understand the drivers of child marriage in Maldives.
- Launched a study in collaboration with Ministry of Health to better understand the underlying causes of malnutrition.
- Conducted a study on the effects of climate change on children in the Maldives.
- Developed the Maldives Education Management Information System (MEMIS) in 2017 supporting student-based information system for tracking educational achievement.
- Finalization of the first-ever Maldives Multidimensional Poverty Index (MPI).
- Supported towards building enhanced scope of the *MaldivInfo* database to include the Family and Children Service Centres (FCSCs) in the atolls.

Theme 6: Adaptive Capabilities

Key highlights

- As an example of using technology for development (T4D), developed the Maldives Education Management Information System (MEMIS) in 2017 supporting student-based information system for tracking educational achievement.
- Developed and disseminated IEC material on puberty as part of the Life Skills interventions
- Used social and behaviour change communication (SBCC) for addressing gender issues and promoting engagement of fathers in childcare and development. E.g. *Developed SBCC strategy on first 1000 days of a child's life.*
- Supported virtual classrooms set up across schools in Male and in a few atolls in partnership with World Bank.
- Rolled out C4D enabled national campaigns like '*Ahan*' around child abuse prevention and other national campaigns around child abuse and SBCC campaign on First 1000 Days around maternal and child nutrition developed.
- Initiated usage of social media to share news of children's issues.
- Supported development of Maldives Child Protection Database and Child Helpline 1412.
- Supported in development of adolescent radio shows to raise community awareness about child rights and protection.
- Supported development of mobile app *Yagooth* to promote information about healthy eating habits and young child feeding practices.

4. Summary of key takeaways from interactions in inception phase

The evaluation team conducted a brief set of preliminary interactions with staff members from the MCO and the ROSA office. The representatives were selected to prioritize the members having depth of interaction or engagement with the MCO and who hold institutional memory of the CP with support and facilitation of the UNICEF ROSA team. Below is a list of the interactions that were conducted. The analytical findings from the interactions have been summarized below.

Interviewee	Date of interaction/ interview
UNICEF ROSA and MCO staff members – Inception presentation	June 30 2020
Regional advisor for gender	August 7 2020
M&E consultant, MCO	Written format (Received on 8 th August)
Regional advisor for WASH	August 11 2020
Planning, social policy and M&E specialist, MCO	August 13 2020
Deputy Representative, MCO	August 21 2020

A few takeaways from the interactions have been summarized as per core themes listed below. These insights have been important to understand the country programme and the high level perspectives from internal teams. The inputs have been used to refine the evaluation tools and overall evaluation design.

Planning, evidence and learning:

- Being a small country office, there were no '*strategic notes*' that were developed to support the CP and Theory of Change due to changes in Global Strategic Plans.
- Sharing of multiple responsibilities between internal staff members and how they are managed.
- Limited focus towards constant monitoring, evaluation and evidence building is often due to limitation in financial resources. Programmatic interventions are often prioritized for.
- There is an increased focus on collecting sex-disaggregated data from implementing partners since mid-term of the current CP.
- COVID has resulted shifted office focus towards emergency programming, may impact next programme cycle.

Sector specific learnings (including gender, equity and adolescent issues):

- Focus on WASH has significantly reduced (barring WASH in Schools), especially since 2017. There are also limited financial and human resources for WASH in the office.
- Given the country's vulnerability to climate change and availability of donor envelopes in the area including DRR, it may emerge as a critical area of the MCO's work. COVID-19 crisis too has stirred attention towards this agenda.
- Focus on C4D driven initiatives has been limited in WASH. To be determined for other sectors.
- Gender mainstreaming for programming has been a recent area of focus in programming. E.g. Downstream partners have been asked to collect sex disaggregated data for reporting in FY 2019.
- Issues pertaining to violence against women and children (VAWC) have begun to receive increased focus from government actors especially during COVID.
- Adolescent issues are increasingly gaining importance especially at subnational levels amongst atolls and islands.

Upstream and downstream focus:

- Given the country's economic status, UNICEF's role is focused more towards policy and system strengthening activities. UNICEF has focused on building capacity of social workers in the downstream ecosystem and reach out to the most vulnerable.
- Focus towards creating downstream associations (especially towards addressing normative gender issues).

Comparative advantages:

- UNICEF has leveraged its position and capacity for gender to push the agenda in development dialogue in Maldives.
- UNICEF has also created an environment for a sector plus approach in development strategies. e.g. Early Childhood Care and Development (ECCD) was a priority for both government and for UNICEF. An integrated approach in this regard has resulted in sector wide approach.

Strategic partnership management:

- UNICEF has nurtured partnerships with academia to strengthen learning and evidence platforms.
- UNICEF has taken a lead to report on select UNDAF strategies resulting in effective collaboration with UN sister agencies.
- UNICEF may want to leverage International Financial Institutions (IFIs) and private sector to mobilize funding and support for joint agendas focused on child rights.

5. Approach for Perception Survey and Case Study

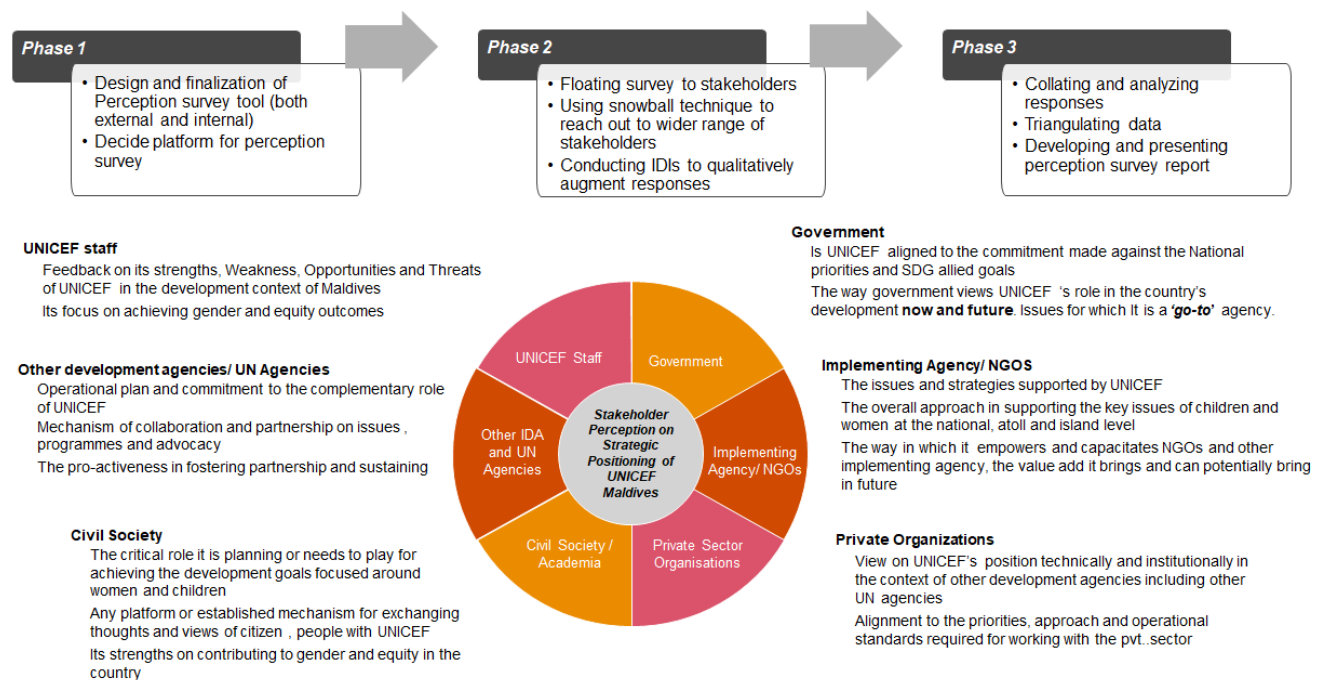
5.1. Perception Survey

The Perception survey will be conducted with both internal MCO staff members as well as external stakeholders operating at government, other IDA and development agencies, national and sub-national actors. The survey has been conducted remotely with the tool shared via a google form with all the participants.

5.1.1. Specific approach elements

The survey has been designed to capture relevant understanding of both MCO and external stakeholders on the positioning of UNICEF and performance as a lead domain expert across child rights and adolescent issues and a critical development partner of the government supporting various functional parameters.

Exhibit 15: Summary of perception survey process and stakeholder probe areas



The survey tool has been designed closely following the key evaluation themes underlined in the ToR as is provided in the Appendix 3.

5.2. Case Study

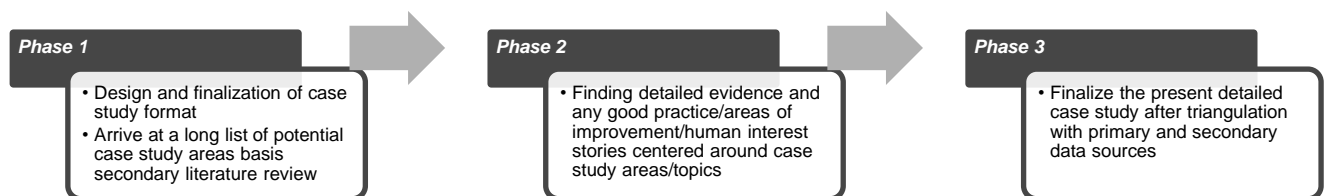
5.2.1. Specific approach elements

We will be employing a **case study approach** to strengthen, substantiate or highlight areas of the evaluation findings. The approach will be including the following steps and would look at synthesising relevant data collected into:

- Stories of good practices and impact amongst beneficiaries
- Upstream and downstream impact through capacity building and institutional system strengthening
- Gender and equity focused impact stories or emerging practices
- Leveraging technology for development

The case studies will follow the themes as per the 7 evaluation themes and will support arguments and discussions made across the report.

Exhibit 16: Case study process



5.2.2. Case study format

The case study will look at select critical elements including (but not limited to):

- **Impact created:**

This may include impact created through a programmatic intervention, strategic action like partnerships, capacity development, evidence generation. It may also include any upstream/downstream changes and sustainability of the same in country context.

- **Functional areas:**

This may include any significant changes in planning, evidence generation approach, regional cooperation etc. that may result in a system strengthening and transformative approach to UNICEF’s engagement with development actors in the country.

- **Sectors plus:**

This may include any changes and/or additions towards sector and cross sector programming in light of the country’s changing socio political and economic background.

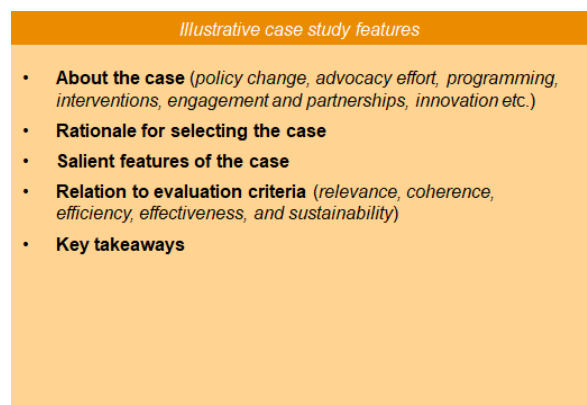
- **Challenges:**

This may include any bottlenecks and or challenges witnessed during CP implementation that may have led to impediments in the achievement of results.

- **Opportunities:**

This may include futuristic opportunities in terms of sectoral and cross sectoral development, functional strategies and/or scalability of select programmes in light of the next CP and SITAN.

Exhibit 17: Illustrative case study features



6. Challenges, limitations, risks and mitigation measures

6.1.1. Risk and risk mitigation measures

Below is a summary of risks and suitable mitigation measures identified during the inception phase for subsequent phases.

Identified risks	Risk mitigation measures
No travel/ restricted travel/ delayed travel for data collection Travel restrictions due to COVID-19	<p>If there are any circumstances that reasonably restrict travel or physical presence of the international consultant team in Maldives (Given the current COVID situation), then without prejudice to payment obligations, we would request UNICEF to allow such personnel to work from home or other remote location till the time such reasonable restrictions exist. Any delay / default in performing our obligations arising from such restrictions, shall not be attributable to PwC and shall not be considered a breach of contract on our part and no consequent damages / penalties, etc. arising therefrom would be imposed on us under the Contract.</p> <p>For the data collection phase, we have engaged an external consultant with prior experience of working closely with the Government and UN counterparts. The external national consultant shall support the technical team to schedule, organize and conduct interviews on ground. The technical team shall be available for all interactions through virtual methods alongside the national consultant.</p>
Delay or limited data collection due to absence/non-availability of UNICEF staff (ROSA and MCO)	PwC will connect with strategic and critical institutional stakeholders through virtual platforms to capture their knowledge and perception on the CP 2016-20. We would work closely with our national expert to coordinate and conduct meetings with all relevant stakeholders. In case of non-availability, we would seek support from UNICEF ROSA in suitably replacing the non-available stakeholder(s).
Delay or limited data collection due to absence/non-availability of institutional stakeholders at upstream level including Government, Media, Private sector etc.,	<ul style="list-style-type: none"> PwC will prepare a detailed field plan charting out the critical stakeholder meetings from all categories of stakeholders and share with UNICEF at least 7 days prior to the interactions envisaged. Follow ups for interactions would be conducted with stakeholders once, and further depending on their criticality as discussed mutually with UNICEF MCO and ROSA. Further, we would work closely with our national expert to coordinate and conduct meetings with all relevant stakeholders. PwC will also share a virtual tool for capturing the perception survey to ensure that stakeholders opinion/perception on UNICEF is adequately captured. In addition, the data collection tools include questions on external and internal stakeholders' perception towards UNICEF MCO as a development actor. These would be administered directly to the respondent and shall enable the evaluation team to get qualitative insights.
Delay or limited data collection due to absence/non-availability of institutional stakeholders at downstream level including NGOs/CBOs,	<ul style="list-style-type: none"> PwC will prepare a detailed field plan charting out the critical stakeholder meetings from all categories of stakeholders and share with UNICEF at least 7 days prior to the interactions envisaged. PwC will also share a virtual tool for capturing the perception survey to ensure that stakeholders opinion/perception on UNICEF is adequately captured. In addition, the data collection tools include questions on external and internal stakeholders' perception towards UNICEF MCO as a development actor.

Identified risks	Risk mitigation measures
community collectives etc.	<p>These would be administered directly to the respondent and shall enable the evaluation team to get qualitative insights.</p> <ul style="list-style-type: none"> • Further, given the current COVID-19 lock down and safeguards, travelling to atolls may be a challenge and would not be undertaken.
Limited participation from stakeholders for perception survey	<p>PwC will request UNICEF MCO and ROSA to issue an introductory letter to the participants prior to floating the virtual perception survey. We will also conduct regular planning with MCO and share updates with them on progress of evaluation.</p> <p>In addition, we would include questions to understand stakeholders perspective on UNICEF in our qualitative interactions This would ensure we receive adequate data.</p>
Adherence to all timelines	<p>PwC will ensure that all deliverables are shared as per stipulated timelines. UNICEF ROSA/MCO are requested to share their feedback in a time span of 2 weeks from submission to avoid delays in the evaluation process.</p>

6.1.2. Boundaries or exclusion of the evaluation design

- The evaluation process will not include all field locations for primary research, especially those in inaccessible/ politically polarized geographies.
- The evaluation process will not include the on-going COVID-19 crisis for primary research. However, it will consider the impact of COVID-19 on formulating the way forward/recommendations.
- The evaluation process will not include target beneficiaries to assess the downstream impact of the program on ground. It primarily will focus on the process evaluation of the CP 2016-20.
- The evaluation process will largely employ virtual modes of communication for data collection to maintain social distancing and safety of all respondents in light of COVID-19, ensuring that no stakeholder is exposed to unnecessary health risk.

7. Ethical Considerations

7.1.1. Ethical considerations

This is an independent evaluation commissioned from the UNICEF regional office for south Asia. All views captured from various stakeholders will be objective and clear of any biases.

PwC will adhere to the UNEG Code of Conduct for Evaluation in the UN system, UNEG norms and standards for Evaluation, UNICEF's Procedures for Ethical Standards in Research, Evaluation, Data Collection and Analysis, and the Guidance providing in the technical note on Response of the UNICEF Evaluation Function to the COVID-19 crisis⁵¹. The team engaged on the evaluation will familiarize themselves with the guidelines and ensure that at all times that they act with independence, impartiality, credibility, independent of conflicts of interest, honesty and integrity, and accountability.

Focus on ethical considerations would strictly adhere to the '*do not harm*' principle that guides UNICEF's evaluation and research work globally. Ethical considerations would be applied at two levels:

(i) Prior to initiation of the evaluation:

- Inclusion of innovation for data collection. Methods like online surveys and virtual platforms for in-depth interviews
- Inclusion of national expert in the evaluation team. We understand that ethics is not just about the procedure but about being reflective about possible ethical issues within the local context, taking a step back, discussing, creating mitigation strategies and adjusting plans before heading into data collection. In this regard, we have positioned a national expert to guide and provide perspective on the national context for framing a holistic and ethical evaluation design.

(ii) During data collection and reporting:

- Securing personal and sensitive information. We have well laid down stakeholder listing tools with clearly defined purpose for the same. The lists are managed with utmost confidentiality and are solely used for the purpose of the evaluation. No phone numbers have been collected.
- No personal information is collected during the roll-out of the perception survey. This ensures limited access to the respondents personal information and also provides anonymity to the responses.
- Face to face interviews. In light of COVID-19, all respondents would be asked if they would like to be interviewed virtually or through face to face medium. In case the respondents prefer face to face communication, our national expert would be present with adequate social distancing measures in place.
- We understand that remote surveys can be prone to biases because due to restricted sample frames or low response rates. Since accurately presenting findings is core to the integrity of the evidence generation, we would acknowledge in the final report if any bias may be present and be clear about the potential lack of representativeness of the data and all potential limitations.
- Evaluators will respect the rights of institutions and individuals to provide information in confidence and ensure that sensitive data is protected, and that it cannot be traced to its source and must validate statements made in the report with those who provided the relevant information.
- Given that the evaluation would be mostly virtual in nature, PwC would request select critical respondents if the interactions can be recorded; if permission is granted, PwC would record the conversation for internal purposes only.
- The evaluation will leverage all existing secondary literature and documentation as substantiate evidence towards triangulating findings from data collection.

⁵¹ Retrieved from <http://www.unevaluation.org/document/detail/102>

8. Work Plan

8.1.1. Detailed Work Plan

Presented below is the work plan highlighting the planning for completion of all scheduled activities and exercises for the project as per three defined phases, including inception phase, data collection and analysis and reporting.

Given the global outbreak of COVID 19 epidemic and the current lockdown across multiple locations the proposed timelines have been extended and designed to accommodate stakeholders' availability and ease of coordination. Adherence to the proposed timeline is dependent on UNICEF MCO, UNICEF ROSA and national stakeholder's availability and promptness of response.

A few critical considerations towards timelines include:

- *Availability of institutional stakeholders within UNICEF and counterpart agencies*
- *Relaxation of travel/lock down ban within the country*
- *Limited travel possibility to atolls/islands under current COVID-19 travel restrictions*
- *Support from UNICEF MCO to touch base and establish meetings/connect with Government and other counterpart agencies*
- *Timely feedback/review from UNICEF ROSA/ Reference Group/ MCO on all outputs and deliverables*

These have been discussed in section 6 on risks and risk mitigation measures.

Activities/ tasks and Deliverables	1-3 rd July	6th-10 th July	13-th-17 th July	20th-24 th July	27 th -31 st July	3 rd -7 th Aug	10-14 th Aug	17 th -21 st Aug	24 th -28 th Aug	31 st August-4 th Sept	7 th -11 th Sept	14 th -18 th Sept	21 st -25 th Sept	28th Sept-2 nd Oct	5 th -9 th Oct	12 th -16 th Oct	19 th -23 rd Oct	26 th -30 th Oct	2 nd -6 th Nov	9 th -13 th Nov	16 th -23 rd Nov	23 rd -27 th Nov	
	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W 11	W 12	W13	W14	W15	W16	W 17	W18	W19	W20	W21	W22	
Phase 1: Inception including planning and mobilization																							
Develop a study plan and finalize the list of stakeholders																							
Secondary literature mapping																							
Stakeholder identification and mapping																							
Evaluation framework and tool development																							
Finalise scope of all reports																							
Inception report submission																							
Phase 2: Data collection and analysis including perception survey																							
Secondary literature review																							
Data collection initiated including floating perception survey form																							
Stakeholder consultations (primary)																							

9. Management of the SPE

The strategic positioning evaluation is commissioned by the UNICEF Regional Office for South Asia to PricewaterhouseCoopers. It is to be conducted for the UNICEF Maldives Country Office and would involve interactions with both, internal and external counterparts of the office. Below is a summary of the roles and responsibilities as required from each stakeholder group:

9.1. PricewaterhouseCoopers

- To prepare preliminary document and stakeholders listing
- To finalize methodology, evaluation framework and data collection tools
- To finalize and roll-out perception survey
- To support UNICEF in coordinating for interviews
- To conduct all interviews for data collection
- To report all findings and analysis to UNICEF ROSA
- To present all finalized documents

9.2. UNICEF MCO

- To support PwC in finalization of document and stakeholder listing
- To provide all necessary and relevant documents to PwC
- To support in establishing connects and arranging interviews with all stakeholders at country level
- To provide insights and inputs to reports and documentation, as required
- To formulate and manage the Evaluation Reference Group including any insights/recommendations from them

9.3. UNICEF ROSA

- To liaison between PwC and MCO as required
- To support in establishing connects and arranging interviews with all stakeholders at regional level
- To provide insights and inputs to reports and documentation, as required
- To formulate and manage the Evaluation Reference Group including any insights/recommendations from them

10. Way forward

10.1. Table of contents for all reports

Below is a snapshot of the table of contents for the two independent reports as an outcome of the evaluation. The table of contents have been developed in alignment with the evaluation and analysis framework, keeping in mind aspects of data collection contours, triangulation methods and analysis timeframe.

10.1.1. Table of Contents for Strategic Positioning Evaluation

Abbreviations and acronyms
Executive summary
Key definitions

I. Introduction

Guidance:

This chapter will detail the background for the need for the evaluation of the CP 2016-20, bringing out the need to focus on the 7 themes as the evaluation base. It shall detail the overall approach and methodology for the evaluation including the evaluation framework and key actors for the evaluation process. Further, the chapter shall detail the limitations, risks and ethical considerations for the evaluation process.

- A. Background
- B. Purpose, scope and actors
- C. Approach to the evaluation
- D. Methodology
- E. Evaluation Framework
- F. Limitations, Risks and Ethical Considerations

II. Key findings across the 7 themes of the evaluation framework

Guidance:

This chapter shall provide detailed findings from primary and secondary research across the 7 themes of the evaluation framework. The chapter will use interventions across the different sectors and cross sectors as examples to justify findings across the themes. In addition, this will also use anecdotal evidence from perception survey findings.

- A. Upstream Programming Strategies
- B. Comparative Advantage
- C. Gender, Adolescence, and Equity focus
- D. Learning and Evidence
- E. Adaptive Capabilities

III. Snapshot of findings from perception study

IV. Case studies

V. Conclusion and recommendations

Guidance:

This chapter shall include key conclusions elucidating the key areas where UNICEF MCO should continue performing in the current direction, and actionable recommendations to improve certain areas of performance for enhanced delivery across all programme outcome areas.

- A. Conclusions
- B. Recommendations

VI. Annexures

10.1.2. Table of Contents for Perception Report

I. Introduction

Guidance:

This section will explain the basic need and background for a perception study capturing perspectives from different actors. This perception study report will include perspective from two types of actors – (i) Internal UNICEF staff, and (iii) External UNICEF staff.

II. Methodology

Guidance:

This section will detail the nature and type of actors to be included to capture macro, micro and meso level feedback. The scope of the perception survey and the detailed survey tools for both internal and external actors. The methodology will also detail the timelines for the survey. The survey will display strong adherence to the UNEG guidelines towards conducting ethical evaluations and will incorporate a confidentiality guarantee concerning the same.

- A. Key and Categorization of Actors
- B. Geographical Scope
- C. Targeted Recipients
- D. The Survey Tool
- E. Timelines
- F. Confidentiality Guarantee

III. Survey Results

Guidance:

This section will detail the response rate for the external actors. It will specifically detail the perception of actors' vis-à-vis the 7 themes using the 2 outcome areas as cases to elucidate the same. Basis the analysis, the section will provide recommendations to enhance UNICEF's perception with actors and suggest areas wherein UNICEF may continue to perform in a particular direction.

- A. Response Rate
- B. Key Findings and Analysis per Theme

IV. Concluding remarks and recommendations

Guidance:

This section will detail the overall remarks and carve out recommendations to enhance UNICEF's perception amongst different categories of stakeholders.

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