



Terms of Reference for Individual Contract
International Consultant to carry an evaluation of UNICEF Maldives strategies in addressing issues affecting women and children

TOR Reference Number: TOR/2014/19

Programme Information

Programme Component: Policy, Advocacy and Research

Output 2.1: By 2015, government monitoring and evaluation mechanisms established to track progress towards achievement of MDGs

Activity 2.1.3: Development of the New Country Programme, situation analysis and evaluation of the current CPD carried out through technical support

1. Purpose of assignment (attach background documents if any)

Background:

The Maldives is made up of 1,190 coral islands out of which 194 are currently inhabited. For administrative purposes the islands are divided into twenty atolls. The total area of land is 298 sq. km and the total area of the coastline is 644 km. Current population is estimated to be 341,8481 with a sex ratio of 103 males for 100 females. Despite the global economic crisis and the severe devastation caused by a tsunami in 2004, Maldives attained average economic growth of 6 percent between 2000 and 2009. Current GDP per capita stands at US \$ 6,485.002, with an inflation rate of 19.8 percent. Tourism contributes about 28 percent to the country's Gross Domestic Product (GDP) and more than 60 percent of foreign exchange receipts.³ Over 90 percent of government tax revenue come from import duties and tourism-related taxes, while also receipts from the tourism sector played a significant role in employment, income and addressing the food import bills. Maldives faced significant challenges due to uncertainty in the political sphere since the country's first-ever openly contested elections in 2008. The development of effective and inclusive governance institutions and processes, consolidation of the rule of law, and the evolution of an informed civil society and an independent, professional media were in their formative stages. Lack of consensus between the executive and legislative branches, and within the parliament, often slowed implementation of the new constitution and inhibited progress of the democratization process, including inability of parliament to pass laws. It is in this context that United National Development Assistance Framework (UNDAF) was developed with agency specific outcome outlined in its Country Programme Document (CPD).

UNICEF is currently implementing the UNICEF/Government Country Programme for 2011-2011, which focuses on upstream policy level work with selected downstream work to support policy level initiatives, along with inter-agency collaboration under the UNDAF. The overall goal of the Country Programme is to support the Government of The Maldives in the progressive and equitable realization of the rights of children and women with a focus on their survival, development, protection and participation. The country was classified as a middle income country effective January 2011.

The CPD identified specific outcomes and outputs that are expected to be achieved for the period 2011 – 2015. These outcomes would be achieved through various strategies, including: (1) *generation of evidence through monitoring and research*; (2) *strengthening of legal and policy framework*; (3) *capacity building of sector partners and (4) evidence-based advocacy*; (5) *behavior change communication and (6) engagement with the media and civil society*. Despite the achievements recorded in the country through the MTR conducted in 2013, many challenges still remain such as the high malnutrition among children, increased reported cases of child abuse cases, and poverty, vulnerability and deprivation issues of children, adolescents and women.

¹ National Bureau of Statistics: Statistical Year Book of Maldives 2013.

² National Bureau of Statistics: Statistical Year Book of Maldives 2013.

³ Maldives Monetary Authority: Annual Economic Review, 2012.

UNICEF Maldives is currently working on the development of the new Country Programme Document (CPD) for 2016 - 2020. The overall country context and programme areas, Maldives country priorities, as well as the new UNICEF MTSP (2014-2017) results will be examined to inform the programme priorities for the new CPD. This may result in a combination of re-affirming the need to continue in some current priority areas with sharpened focus, and the need to continue striving for the achievement of existing priorities and the identification of new priorities and strategies, especially reflecting a more explicit equity focused approach within an evolving programme environment.

An evaluation therefore is required of strategies applied, results achieved, lessons learnt and best practices which should be continued, and new approaches and strategies that need to be introduced to accelerate progress, especially for disadvantaged children.

It is against this backdrop that UNICEF Maldives is seeking the support of a consultant to assist with conducting an evaluation of UNICEF strategies applied in addressing issues affecting women and children in the Maldives during the current country programme, with a view to drawing key lessons learned and to inform the next country programme 2016 – 2020.

The findings of this evaluation will be taken into account when developing the new UNICEF CPD - 2016 – 2020, and also feed into the UNDAF evaluation.

2. What is the basic project objective to which the consultancy is related

Purpose and objectives of the evaluation

The purpose is to carry out an evaluation of UNICEF strategies in addressing issues affecting women and children in the Maldives. More specifically, the evaluation intends to address whether or not MCO's previously mentioned strategies have facilitated the achievement of expected results of the CPD, have supported the contribution to wider development results at the national level and whether lessons could be derived for future strategic positioning and inform its programming. MCO will also assess the extent to which the commitment to reduce disparities in the social development outcomes that form the core of UNICEF's mandate⁴ – health, nutrition, water and sanitation, education, child protection, HIV and emergencies – has been effectively mainstreamed across these programme areas and, particularly, in the state level contextualized programmes.

The evaluation will provide information on the strategies applied during the programme implementation, ascertain their relevance, effectiveness and sustainability in achieving target results, identify areas of improvement including remaining challenges and draw lessons learned to inform the next country programme 2016 - 2020. The evaluation will further provide a body of knowledge to inform policy and strategic interventions for improved results for children and women in the Maldives.

3. Scope of the evaluation

The evaluation will focus primarily on the three and half years of its programme implementation, while taking into account the context of the current CP cycle (2011-2015) and the changes introduced during the MTR. As a formative evaluation that is expected to shape the CPD and UNICEF's future strategic approaches and positioning in Maldives, the focus is primarily on establishing UNICEF's potential for achieving expected development results and adding value in line with its comparative advantages, both within the country and globally.

The evaluation will be based primarily on the OECD/DAC evaluation criteria of relevance, efficiency, and sustainability. It is grounded in the assumption that there has been minor changes following the introduction of new strategic approaches subsequent to the MTR, it will be difficult to determine contribution to outcomes, and impossible to determine impacts. Therefore, rather than seek to ascertain the actual effectiveness of the new strategic direction, the evaluation will seek to establish the potential for effectiveness by assessing approaches, structures and partnerships that have been put in place. An important focus of the evaluation will be on the medium to long-term evaluability of MCO's strategic approaches, and the extent to which the new CPD and CPAP are being established in a way that will ensure their evaluability. The evaluation questions have been formulated in line with

⁴In line with the Government of India's national 5-year plan covering 2008-2012 and the UNDAF covering the same period, which all iterate commitment to addressing the same concerns of social exclusion and disparities reduction.

key evaluation criteria. The evaluation will be undertaken through the lens of equity, human rights and gender equality.

In geographic terms, the evaluation will focus on UNICEF's MCO and its immediate relationships with the central Government and capital-based stakeholders, including civil society partners. In line with the strategic priorities emanating from the MTR, the evaluation will concentrate on UNICEF's engagement in the priority islands. The evaluation will assess how well the MCO has applied new approaches defined in MTR, and how the current MCO's strategies could contribute to expected outcomes of the next CP in terms of relevance, effectiveness, efficiency, sustainability.

Evaluation questions:

The evaluation will specifically address the following categories of questions⁵ with respect to UNICEF's CP contribution. The following evaluation questions are not exhaustive and are expected to be further refined during the inception phase, ensuring aforementioned lens.

Relevance is understood as the alignment of UNICEF's programmes to government and corporate priorities, taking into account UNICEF's comparative advantages; and importance or significance of UNICEF programmatic interventions and approaches in addressing key developmental challenges.

- To what extent are UNICEF's strategies aligned with the priorities of the Government of Maldives, taking into account UNICEF's technical and operational strengths and weaknesses?
- To what extent were the strategies appropriate for achieving results?
- Were the strategies adequately planned, implemented and monitored?
- To what extent are MCO's strategies relevant and sufficient to address related institutional, organizational and individual capacity gaps in the country?
- Are MCO's interventions contributing to the realisation of international human rights and gender equality norms and agreements (CRC, CEDAW, UDHR) as well as to national and local strategies to advance human rights and gender equality?
- How relevant is MCO's strategic approach to address the challenges of equity and gender equality?
- To what extent are the strategies adopted following the MTR in line with UNICEF's comparative advantage in the country and globally?
- To what extent has UNICEF, through the adoption of its strategies, positioned itself to contribute optimally to the contribution of the United Nations to the development of Maldives, taking into account the mandate and strengths of other development partners.

Effectiveness is understood as UNICEF's contribution to the achievement of desired developmental change at the outcome level. The primary concern of this formative evaluation will be to establish the extent to which UNICEF has set itself up in a way that is likely to contribute to the achievement of such change.

- To what extent to the adopted strategies promise to contribute to positioning MCO as a key player in the national development agenda for children and women in Maldives?
- To what extent is there preliminary evidence of improved performance at the institutional/organizational level?
- To what extent are there indications that the adopted approaches are addressing UNICEF's equity-related concerns?
- To what extent is there evidence that MCO's equity-based programmatic approach has a strong potential to reach the most deprived children and women?
- To what extent has MCO's programme addressed regional/Atoll/Island variations in the situation of children and women, and their different needs?
- What indications are there that MCO's humanitarian interventions will contribute to improving the resilience of communities/stakeholders which face disasters and to strengthening their coping mechanism?
- To what extent has MCO's programmatic approach been coherent with other partners' intervention/programmatic approach to achieve GoIRA's development objective in a coherent and synergetic manner?

Efficiency is understood as the way in which UNICEF manages its resources, including partnerships, with a view operationalizing its strategies, implementing activities and delivering outputs.

⁵ OECD-DAC evaluation criteria and evaluation questions

- To what extent has UNICEF established partnerships with a wide range of stakeholders, including government, civil society, NGOs and other national development partners, in support of its strategic approaches?
- To what extent are there operational bottlenecks relating to UNICEF's strategic approaches that impede, or threaten to impede, the delivery of UNICEF's work?
- To what extent are the results frameworks applied by UNICEF under the new strategies, and as reflected in the CP and CPAP, clearly defined, with clear indicators and means of verification?
- To what extent were the strategies, as reflected in the CP and CPAP, evaluable, taking into account the establishment – or expectation of the establishment – of baselines, and efficient monitoring and reporting systems?

Sustainability is understood as the extent to which measures have been, or expect to be, put in place with a view to ensuring the medium to long-term ownership of rights holders and commitment by duty-bearers and their national and international development partners.

- To what extent are the strategies contributing or likely to contribute to overall programme sustainability? What are the contributing or constraining factors to make a durable change?
- Have the strategies contributed to improving existing governmental systems, mechanisms, and policies?
- To what extent has the government created, or indicated its commitment towards creating, an enabling environment for the replication of innovations implemented by the UNICEF-supported interventions?
- To what extent do strategies, such as the C4D approach, equity focused approach, promise to change social norms, and what indications are there that such changes will be sustainable?

4. Approach and recommended methodology:

As a formative evaluation, looking at the early stages of programme implementation before the MTR, and the reflection of resulting strategic priorities in the CPD and UNDAF action plan, much of the data will be qualitative. The evaluation requires analysis across various programmes. Analytical work will be conducted through a desk review of the secondary data and complemented by key informants' interviews and focus group discussions. Data should be reviewed in terms of disaggregation by age, sex and locality. Secondary data mentioned are reliable information from: 1. *Censuses* 2. *Demographic Health Survey* 3. *Household Income and Expenditure Survey*, 4. *Sectoral and National Statistical Year Books (Administrative data)* and 5. *other data from published documents*.

All relevant interaction relating to data collection and stakeholder discussion should follow UNEG ethical guidelines

Ethical considerations must be of utmost priority in all stages of the evaluation process including methodology design, interviewing of respondents, managing data collectors and documentation. The UNEG ethical guideline for evaluation (UNEG/FN/CoC[2008]) must adhered to during the evaluation.

Based on the proposed purpose and scope of the evaluation described in this TOR, the bidders are expected to submit a proposal for methodologies and evaluation questions.

Data collection method:

- Desk Review

Key resources to be referred for desk review:

- CPD 2011-2015, results framework
- UNDAF 2011-2015 and its 2012 MTR Report
- MTR Final Report (2013)
- Updated situation analysis of women and children in the Maldives 2013
- Updated SITAN Report (2014)
- Annual Reports (2011, 2012 and 2013)
- Other relevant reports

- Interviews

Potential interviewees suggested:

- Direct rights holders: Communities, Children, Youth, Women (including the most vulnerable and deprived where possible)
- Key implementing partners of the government: Ministry of Finance and Treasury, (MOFT), Ministry

of Education (MOE), Ministry of Health (MOH), Ministry of Law and Gender (MOLG), Ministry of Home Affairs (MOHA), Juvenile Justice Unit (JJU), Maldives Police Services (MPS), National Bureau of Statistics (NBS), Maldives Media Council (MMC), National Disaster Management Centre (NDMC)

- Key Implementing Partners of NGOs: Journey, ARC, Society for Health Education (SHE)
- Other UN agencies: UNDP, UNFPA, UNODC, UN Women, WHO

Governance body of the evaluation function:

- Evaluation Management Team (EMT)

Suggesting composition: Representative (Chair), Senior Programme Specialist, M&E, and Communication.

- Evaluation Reference Group (ERG)

Suggesting composition: Senior Programme Specialist (Chair), M&E Officer, Programme Specialist Education and Health, Programme Specialist CP and Gender and Officer in-charge for Office of Project and Programme (OPP), Head of National Bureau of Statistics, M&E of UNDP and UN Women.

This exercise will follow UNEG norms and standard during the process of the evaluation.

5. Duty station:

UNICEF Maldives Country Office, Male', Maldives (2 Weeks Home based)

6. Supervisor

Ms. Mazeena Jameel, Senior Programme Specialist and Mr. Ibrahim Naseem, Monitoring and Evaluation Officer, UNICEF Maldives Country Office

7. End product (e.g. final report, article, document, etc.)

The assessment consultant will deliver the following products:

1. An inception report outlining the methodological approach, including types of data and information to be reviewed, the report outline and timeframe for completing the assessment based on this TOR (Annex 1)
2. Draft evaluation report to be submitted to the UNICEF programme team for review and comments
3. Presentation of key findings and recommendations for comments from ERG
4. Final Evaluation report.

8. Estimated duration of contract and deadline for submission of end-product

The estimated duration of this consultancy is one month starting from the date of signing the contract

Task	Deliverables	Time frame
Desk review and draft inception report	Inception Report <i>(Annex 1: Suggesting table of contents for Inception Report)</i>	2 weeks (10 days)
Data collection and analysis	Interim report	4 weeks (20 days)
Presentation of key findings and recommendations for comments from ERG	Presentation	2 weeks (10 days)
Submission of Final evaluation report	Final Evaluation Report	1 weeks (5 days)
Total		45 days

9. Official travel involved (itinerary and duration)

Travel to Maldives and local islands if needed

10. Amount budgeted in the AWP for this activity

Budgeted under Outcome 2/Output 2.1/Activity 2.1.3 - US \$ 20,000.00

11. Estimated cost of contract

Deliverables	Payment in USD
Inception report	\$ 6,500.00

Interim report	\$ 6,500.00
First draft of the evaluation and presentation of the key findings	\$ 6,500.00
Final evaluation report	\$ 9,750.00
Total	\$ 29,250.00

Consultancy fees @ P4 level – USD 29,250.00 (Payments will be linked to deliverables as stated in No. 10)
 Air ticket (Home-Male'-Home) on actual basis – USD 2,000.00
 DSA @ \$257 per day for Male' – 56 days - \$ 14,392.00
Total = USD 45,642.00

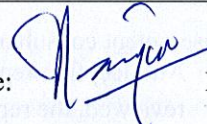
12. Qualifications or specialized knowledge and/or experience required

Given the complexity of the assignment, it is anticipated that this evaluation is conducted by a highly-experienced consultant.

- At least ten years of professional experience in evaluations with strong evidence of understanding global standards, theories, models and methods
- Proven experience in designing, leading and conducting evaluations of similar scope, which involve critical analysis of organizational strategies and strategic positioning
- Understanding of UNICEF programme policies, strategies and approaches as asset.
- Knowledge of current trends, issues, programme modality, policies of the Government of India related to UNICEF's work. Good knowledge and understanding of conditions and structures (economic, social and political) at national, state, and district levels.
- Latest programme monitoring and evaluation theory, methodology, technology and tools.
- Understanding of UN Mission and system, current key UN topics; and International Code of Conduct.
- Understanding of UNICEF Mission Statement and UNICEF Guiding Principles.
- Fluency in English mandatory

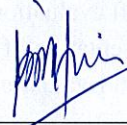
Prepared by:

Mazeena Jameel (Senior Programme Specialist)

Signature: 

Date: 14/9/2014

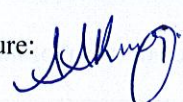
Ibrahim Naseem (Monitoring and Evaluation Officer)

Signature: 

Date: 14/09/2014

Approved by:

Alice Akunga

Signature: 

Date: 14/09/2014

Representative

Annex 1: Sample Table of Contents for an Inception Report

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- 1.2. Background and context
- 1.3. Scope of the evaluation

2. METHODOLOGY*

- 2.1. Evaluation criteria and questions
- 2.2. Conceptual framework
- 2.3. Evaluability
- 2.4. Data collection methods
- 2.5. Analytical approaches
- 2.6. Risks and potential shortcomings

3. PROGRAMME OF WORK*

- 3.1. Phases of work
- 3.2. Team composition and responsibilities
- 3.3. Management and logistic support
- 3.4. Calendar of work

ANNEXES

1. Terms of reference of the evaluation*
2. Evaluation matrix*
3. Stakeholder map*
4. Tentative outline of the main report*
5. Interview checklists/protocols*
6. Theory of change / outcome model*
7. Detailed responsibilities of evaluation team members
8. Reference documents
9. Document map
10. Project list
11. Project mapping
12. Detailed work plan

*The structure of inception reports may be adjusted depending on the scope of the evaluation. Chapters and sections with an asterisk should be included by default.

