Title of the assignment: Formative Evaluation of UNICEF’s Child Protection System Building Approach (SBA) in Indonesia

1. Background and Justification:


According to UNICEF’s global and regional strategies on the SBA, an effective National Child Protection System strengthens the protective environment to safeguard children against all forms of abuse, exploitation, neglect and violence. A national child protection system should consist of three interlocking components: the social welfare system for children and families, the justice system, and an integrated social behaviour change component as per diagram 1 below. Such systems and components should be structured in a way which both prevents and responds to all child protection concerns in an integrated manner and include resources (technical, financial and human) at all levels: primary, secondary and tertiary. The work of the national child protection system key outcome should be to promote attitudes, beliefs, values and behaviors that ensure children’s wellbeing and protection, and affirm children’s human rights, as set forth in the Convention on the Rights of the Child, its Optional Protocols, and other international instruments.

Diagram 1. The national child protection system conceptual framework

Indonesia’s child protection system is developing in dynamic social and economic context, featuring decentralised structures and geographical and cultural diversity; with a frequent occurrence of natural disasters and emergencies. Child protection is a national priority in the 2010-2014 medium-term national development plan of the Government – the Rencana Program Jangka Menengah Nasional (RPJMN). UNICEF Child Protection Indonesia, together with the Ministries of Social Affairs, Women’s

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1 UNICEF East Asia and the Pacific Region, July 2010, “National Child Protection Systems”. 
Empowerment and Child Protection, Home Affairs, Law and Human Rights, the Police and an array of civil society partners (including NGOs, academic institutions and the private sector) have undertaken a number of activities aimed at establishing, and regulating the national child protection system in Indonesia’s regionally diverse and decentralized context when the current UNICEF Country Programme cycle was initiated. In 2011, the Government initiated a six province mapping exercise to identify the strengths and existing barriers to systems development, as well as provide evidence-based recommendations to inform and formulate provincial child protection action plans with technical support from UNICEF. Dedicated child protection regulations are being adopted at sub national levels and a new law on juvenile justice is in place. UNICEF has also supported the development and roll out of training modules on the system building approach through national training institutions and informal networks. A national coordinating forum for child protection (the Child Protection “Pokja”) is active and the social welfare system is under review for enhanced child protection service delivery by both Government and UNICEF. Birth registration innovations with the private sector are being promoted by UNICEF and Government partners and faith-based partnerships are being piloted in selected districts to promote positive beliefs and practices about children’s right to protection. Together, these activities are contributing to the establishment of an emerging national child protection system although the relevance, effectiveness, efficiency, sustainability and equity of this system has not yet been established. No formative evaluation of this emerging system or the SBA in Indonesia has been conducted by UNICEF or other partners.

Overall there is still much to be done to keep children safe from violence, exploitation, abuse and neglect in Indonesia. Although an emerging middle income country- Indonesia is the largest growth economy in Southeast Asia (GDP annual growth rate is approximately 5%)- millions of children remain at risk. An estimated 45 million children are living in poverty and are at risk of child labour, trafficking and early marriage. Birth certification remains extremely low, averaging at 50% nationally but as little as 30% in some provinces for children under five years. Approximately 5,000 – 8,000 child-care institutions house approximately 500,000 children across the country and the social welfare workforce, though relatively well-funded, is lacking in regulation and quality oversight.

The Government has led, and funded, a national survey on the prevalence and incidence of violence against children in the country, in partnership with the Centers for Disease Control and Prevention and UNICEF. Although final data is not yet available, preliminary results indicate significant levels of violence against children in the home and in their communities. UNICEF and the Government of Indonesia are investing in a variety of prevention and response strategies tackling violence and abuse against children but limited evidence is available on the efficacy of these approaches as part of the broader SBA.

Regionally, and in line with the global equity approach of the organization, UNICEF has invested in the development of core indicators to measure and monitor national child protection systems; focusing mainly on the governance of the child protection system: structures, functions, capacities, approaches and processes. Indonesia has tested these indicators (the “Governance Indicator Framework”) in several provinces to provide a baseline of the national child protection system from a governance perspective. The first draft report of this assessment notes that significant progress has been made to promote and establish a national child protection system in Indonesia, but that major challenges remain, including the enforcement

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3 Demographic Health Survey, Indonesia, 2010/2011.
of legislative and policy commitments, limited dedicated human and financial resources and fragmented coordination. No outcome indicators are yet established and agreed with partners to measure the impact of the system-building approach on child well-being nor the quality of services being delivered. To date, no evaluations of UNICEF’s child protection work or the SBA in Indonesia have been conducted although specialized studies and research are available on thematic child protection concerns for example birth registration and violence against children.

2. **Purpose of the assignment:**
This first independent formative evaluation on UNICEF and partner efforts to build a national child-centered child protection system in Indonesia is aimed at guiding UNICEF’s forthcoming Country Programme Document (CPD) 2016-2020 and the Government’s own strategic planning processes.

Findings, recommendations and lessons from this evaluation will be used to inform the Government of Indonesia’s new multi-sectoral, multi-Ministry strategic plan for the country - RPJMN 2015-2019 and UNICEF’s own revised country programme 2016-2020. Lessons learned will also be shared with civil society and other partners also implementing a systems-building approach. The evaluation will also be used to adjust current strategies and activities by the Government and UNICEF as well as to enhance the monitoring of national child protection systems.

Users of the evaluation findings will be UNICEF, Government child protection stakeholders (including the Ministries of Social Affairs, Bappenas, Women’s Empowerment, Home Affairs, Education, Health, others). Secondary users include civil Society partners in Indonesia promoting the child protection system building approach, regional child protection actors and other UNICEF Child Protection offices.

3. **Objectives:**
1. The evaluation will assess the relevance, effectiveness, efficiency and sustainability of the SBA strategy which is aimed at protecting Indonesia’s most vulnerable children. To the extent of possible; an analysis at the impact level (changes in the situation of vulnerable children), is also expected.
2. In line with the above, the evaluation will determine the extent to which the above-mentioned strategy has been implemented with an equity-lens.
3. The evaluation will distill lessons learnt and draw concrete recommendations that will guide present and future interventions. Good practices in all five elements of the national child protection system are also expected to be documented through the evaluation process.

4. **Scope of Work:**
The evaluation will review UNICEF and partners’ adoption of the system-building approach in Indonesia as a key strategy to protect children from violence, exploitation, abuse and neglect.

In programmatic terms, the evaluation will focus in all five elements of the national child protection system i.e. building, justice; welfare and social welfare and social change systems for children as well as gains and losses in data/ information and legal/ policy frameworks.

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7 FISCO, Governance Indicator Framework for Indonesia, DRAFT April 2014, commissioned by UNICEF EAPRO and Indonesia offices.
8 See for example, Save the Children, 2013. “Changing the Paradigm: Save the Children’s work to strengthen the child protection system in Indonesia 2005-2012.”
The evaluation will assess the SBA since the start of the UNICEF country programme in 2011 to date but also reference the utility of the SBA as a national strategy since this approach has been adopted by several Government child protection partners. It will include reference to global and regional organisational strategic documents, the 2014/2015 annual work-plan and the 2013 Mid-Term Review of UNICEF’s programme in Indonesia (MTR). Global good practice in child protection will also be referenced. The SBA implemented by UNICEF Indonesia has been in collaboration with the Government of Indonesia as per the agreement of the CPD and 2013 MTR. The primary focus will therefore be on UNICEF’s work in Indonesia to implement the SBA, but will also refer to partnership efforts.

The evaluation will focus at both the national level and subnational levels. Three focus provinces (Central Java, Aceh and South Sulawesi) have been selected at the subnational level for more in-depth data collection and analysis. The selected provinces are those where UNICEF dedicated child protection staff are located and where financial resources from UNICEF have predominantly focussed; and also because of their diversity: Central Java has significant capacity to deliver services for children, South Sulawesi features heterogeneous ethnic groups and Aceh has experienced a major humanitarian crisis (the tsunami) resulting in a history of large-scale development funding for role modelling practices and specialisation in child protection. The desk review, key informant interviews and other evaluation activities will, however, cover the country in its entirety.

- Evaluation key questions

The evaluation is expected to answer the following questions, as well as any others proposed:

Relevance:

- How relevant is the SBA to child protection in Indonesia’s dynamic operating environment of economic growth and status as an emerging Middle Income Country (MIC) and with reference to the country’s size, frequent natural disasters, decentralisation and cultural diversity and other aspects?
- How aligned is the SBA and the results of the UNICEF and partner Child Protection Programme 2011 to present with the RPJMN 2011-2014 and other national policies and strategies?
- To what extent is the UNICEF Child Protection Programme and its adoption of the SBA aligned with UNICEF’s global equity agenda in addressing the needs of the most marginal, vulnerable and to reducing inequities as well as the global and EAPRO Child Protection strategies of UNICEF?
- How equitable has the SBA been in its design and implementation in Indonesia to specifically target marginalised and vulnerable groups such as child migrants, children living in institutions, children from ethnic minorities, among others?

Effectiveness:

- How effective have UNICEF’s and partners’ support been in building a national child protection system in Indonesia, including from the perspectives of government at national and sub national levels, civil society, communities and other stakeholders?
- To what extent and with which results is the UNICEF Child Protection Programme and the SBA strengthening all five elements of the national child protection system?
- To which degree has the SBA implemented by UNICEF since 2011 and partners led to sustained improvement of the capacity of child protection duty bearers in the social welfare and justice for children systems in Indonesia?
- To what extent has the SBA approach implemented by UNICEF and partners contributed to shifting social norms around violence, exploitation, abuse and neglect of children?
- What unintended outcomes, positive as well as negative, have resulted from the SBA approach adopted by UNICEF and partners in Indonesia?
- What has been the added value of UNICEF in Indonesia’s efforts to protect children from harm?
**Efficiency:**

- How efficiently has UNICEF used the available resources to deliver high quality outputs in a timely manner and to achieve targeted objectives through the current UNICEF 2011-present Country Programme?
- How cost effective have interventions in the five elements of the child protection system been in achieving targeted objectives for UNICEF, but also for Government (based on available data)?
- To what extent has UNICEF established meaningful partnerships or coordination mechanisms with other key actors (Government at national and sub national levels, civil society, academia, etc.) that avoid duplication of efforts, miscommunication and ensure clearer accountabilities?

**Equity (including Gender):**

- How equitable is the SBA adopted by UNICEF and partners in Indonesia for the most vulnerable, excluded and marginalised children such as child migrants, children from ethnic minority groups, children living in institutions, among others? How do we know?
- To what extent has the UNICEF Child Protection Programme reached the most vulnerable children (i.e. establish what specific models or approaches were applied to effectively reach these groups?)
- To what extent has the SBA – unintended and intended- affected positively or negatively the most vulnerable children and families in Indonesia from a child protection equity perspective?
- How does the current adoption of the SBA in Indonesia by UNICEF and partners address gender inequalities and the empowerment of women and girls in the country?

**Sustainability:**

- What are the enabling as well as constraining factors that influence replication and sustainability?
- To which degree have replicable and operational models for SBA in Indonesia been set in place or established by UNICEF and partners?

**NOTE:** These questions are a loose guide for the development of a proposal for bidding submission; they can be further refined by the selected consultancy team at inception phase.

**Methodology:**

The evaluation will employ mainly qualitative methods, including desk review of programme policy and plans, relevant assessments and studies (published and grey literature) and primary data collection to answer the evaluation questions.

In addition, given there is limited literature on the impacts of the SBA approach in child protection and given Indonesia’s complex socio-political operating environment, it is proposed that an adapted Delphi method be used to seek opinions and consensus from selected experts on the evaluation findings/recommendations to inform decision-making.

The evaluation will be participatory in nature; involving consultations and feedback to concerned stakeholders, including children. It will also aim to build local partner capacity in designing and implementing child protection system evaluations, by working with at least one local research partner.

Evaluation timeline and deliverables.

In consultation with the Government the UNICEF team and based on the desk review, the consultants will develop an inception report, including the methodology, evaluation framework and tools for carrying out the assessment. The following phases are anticipated:
Phase 1 – desk review of key programme documents, leading to the delivery of an inception report detailing the methodology and work-plan of the overall evaluation, including the primary data assessment and analysis frameworks.

Phase 2 – primary data collection, analysis and draft report preparation

Phase 3 – presentation of draft findings and lessons-learned with key stakeholders at national-level workshops and subsequent finalisation of the evaluation report. This will include extensive recommendations for the UNICEF CPD 2016-2020 and UNICEF management. It will also provide explicit recommendations for partners working with the SBA in Indonesia. Some key recommendations will address, to the extent possible, the following questions (among others):

- What changes/ adjustments to UNICEF and partner programming need to be made to better protect children from violence, exploitation, abuse and neglect in Indonesia based on the findings of this evaluation?
- How can UNICEF focus its limited resources in an emerging MIC like Indonesia to ensure immediate and longer term impacts for the country’s most vulnerable children in child protection?
- What do we know about the child protection system SBA in Indonesia in terms of effects/changes for children? What measures need to be put in place to measure process and child outcomes on a regular basis?
- What methodology should UNICEF and partners consider in Indonesia to track value for money in child protection investments in the future based on past experience?

As an annex to the final evaluation report, the consultants are requested to design a simple monitoring and evaluation framework for UNICEF and partners taking into account limited human and financial resources and Indonesia’s potential for large scale impact for child protection. This framework will take account of international and local good practice in child protection, UNICEF’s comparative advantage in Indonesia and will highlight tangible results for children within a 3-5 year period.
Management Arrangements
The evaluation will be managed by the Monitoring and Evaluation Officer within UNICEF Indonesia whose role will be to oversee the timely implementation of the evaluation work plan and provide overall guidance in the management of the evaluation process and will be the main contact point for the consultant(s) within UNICEF. She will finalize the ToR, recruit the evaluation consultant(s), and arrange meetings with all key stakeholders for sharing draft ToR, inception report, draft and final reports - in consultation with the reference group. The evaluation manager will also be responsible for approving the inception report and the final report as well as for finalizing the evaluation management response.

A reference group composed of key stakeholders, including UNICEF CO and RO. Representation and participation from selected government ministries and other stakeholders will be formed to foster a participatory and consultative approach to the exercise. The reference group is an advisory body to the evaluation manager and consultants. The key functions of the reference group will be to review and provide input to the key documents of the evaluation (e.g. ToR, inception report, draft report); to convene and encourage the participation of other stakeholders in the evaluation; and to disseminate the evaluation findings. However, in order to safeguard the independence of the evaluation, the evaluation manager and consultants will exercise final judgment on how to address comments from the reference group. This will be done in a transparent manner, with an explanation behind their rationale to be shared openly with members of the reference group.

Ethical Considerations
Consultation with children during the evaluation process will be underpinned by ethical principles enshrined in UNICEF’s Evaluation Technical Note “Children Participating in Research, Monitoring And Evaluation”, April 2002 and UNICEF’s Strategic Guidance Note, 2013 which sets out the minimum standards for ethical research with children (see http://childethics.com/ethical guidance). The evaluation process will also ensure an equitable approach (all stakeholders and genders are consulted). The consultant(s) are also expected to adhere to the UNEG Ethical Guidelines for Evaluation and Norms and Standards for Evaluation in the UN system.

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<th>Tasks</th>
<th>Deliverable</th>
<th>Timeframe/duration</th>
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<td>1. <strong>Desk Review and Evaluation Planning:</strong></td>
<td><strong>Inception Report</strong> (15 pages maximum, excluding annexes), informed by a desk review and online (skype/ conference call) briefing with UNICEF Indonesia and the national planning body, Bappenas. The Inception Report will set out a clear evaluation framework listing key evaluation questions; methods and data sources; a stakeholder analysis and special reference to how and when children will be consulted. Key risk and limitations of the review will also be cited. Annexes will include a schedule</td>
<td>Within 15 days of signing the contract with UNICEF</td>
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<td>1. <strong>Final evaluation report</strong> with all annexes and including feedback from UNICEF Indonesia</td>
<td>Final evaluation report and two annexes finalised.</td>
<td>Within 90 days of signing the contract</td>
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<td>2. <strong>Data collection and validations</strong> stakeholders’ consultations, field visits including especially Central Java, Aceh and South Sulawesi Provinces Field visit to Indonesia should be approximately 3 weeks including 15 working days for sub national travel (split across Provinces), 5 days national level stakeholders’ consultations and 2 days for both workshops of 1 day each and writing days. *NOTE, schedule for field visit to be determined in detail in proposal</td>
<td>Data analysis report</td>
<td>Within 45 days of signing the contract</td>
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<td><strong>8. Reporting Requirements:</strong></td>
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9. **Timing/duration of contract:**
   - Total 90 days spread across 4 months. To start 15 June 2014

10. **Qualifications Required:**
A qualified institution is sought to lead the formative evaluation. The institution will be able to suggest their preferred composition in the technical proposal but it is suggested that a minimum of three persons is required:

   - **A team leader** with 10-15 years’ experience in leading and designing independent evaluations of national scale programmes in complex country contexts. Prior experience of leading child protection or UNICEF evaluations is an asset. This team leader should have a) strong mixed-methods evaluation skills and flexibility in using non-traditional and innovative evaluation methods; b) Demonstrated commitment to delivering timely and high-quality results; c) Extensive technical and practical development expertise- knowledge and experience of UNICEF’s work in developing/low middle income countries an asset; d) A strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used; e) Good communication, advocacy and people skills. Ability to communicate with various stakeholders and to express concisely and clearly ideas and concepts in written and oral form. *Language proficiency: Fluency in written and spoken English is mandatory.*

   *NOTE: The Team Leader will be responsible for undertaking the evaluation from start to finish and for managing the evaluation team, for the bulk of data collection and analysis, as well as report drafting in English.*

   - **At least one child protection specialist** with practical experience in child protection programming and child protection monitoring and evaluation in developing countries. Experience with UNICEF an asset but not mandatory. High quality communication, research and writing skills required.

   - **At least one member of a local academic institution or think tank/research institution from Indonesia,** fluent in Bahasa, must be recruited into the team to ensure linkages with a national institution for capacity building and also facilitation of dialogue and meetings in Bahasa

   *NOTE: The contracted institution will be required to manage translation into Bahasa for field site visits and meetings independently.*