

**EVALUATION OF THE CHILD PROTECTION SYSTEM IN JAMAICA****TERMS OF REFERENCE****PROJECT EVALUATION CONSULTANT**

Office (country): Jamaica

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| <b>Title of the initiative</b> | <b>EVALUATION OF THE CHILD PROTECTION SYSTEM IN JAMAICA</b>   |
| <b>Purpose</b>                 | To conduct a comprehensive system-wide evaluation at national and sub-national levels which will assess the existing structures and procedures established to provide care and protection for Jamaica's children. |
| <b>Contract</b>                | Institutional / Personal or individual  |
| <b>Duration</b>                | 22 weeks  |
| <b>Start date</b>              | January 5, 2021   |
| <b>End date</b>                | June 15, 2021   |
| <b>Location</b>                | Jamaica   |
| <b>Reporting to</b>            | The consultant will report to the Deputy Representative and work collaboratively with the Monitoring and Evaluation Specialist and the Child Protection Specialist  |

## INTRODUCTION: CHILD PROTECTION IN JAMAICA

The protection of children from violence, abuse, exploitation and neglect is the right of every child. This was re-enforced for Jamaica's children in 1991, when the government ratified the Convention on the Rights of the Child (CRC). Preventing and responding to violence, abuse and exploitation is critical to ensuring that children grow, develop and reach their full potential. Providing such protection, however, is often very sensitive and complex, involving different stakeholders operating across sectors and at various administrative levels and in various geographical spaces.

The Child Protection Sector in Jamaica comprises government and CSO entities operating in all fourteen parishes of the island, but mainly in Kingston, the nation's capital. This creates issues of access for residents of some rural areas. The sector is manned by judges, police officers, social workers, psychologists, educators, health workers and caregivers. They deliver services to children, parents and families in schools, community-based facilities, health centres and hospitals, courts, police stations, children's homes and correctional centres. UNICEF Jamaica has supported the Child Protection Sector for nearly five decades. UNICEF-supported interventions over the last four programme cycles have resulted in the establishment and strengthening of key organizations and institutions, the development of important policies and legislation, the training of social service workers and improvements in social service delivery.

The Jamaican child protection sector may be described as operating in a loosely organized system characterized by ad hoc and temporary institutional arrangements that facilitate less than satisfactory inter-agency and inter-ministerial planning, collaboration and coordination. Attempts were made, as early as the 1950s, to create umbrella organizations of NGOs/CSOs which worked with varying degrees of success. However, among government structures no lasting attempts were made to establish coordinating systems within the social services. On an ad hoc basis, when the need was felt, inter-agency committees were established bringing together MDAs to achieve a specific set of goals such as the development of a policy document. Occasionally, high-level inter-ministerial committees were established where ministries were represented by senior civil servants. Social services have historically worked in silos and at times with overlapping mandates. In the past decade, greater effort has been made to improve collaboration for improved efficiency in service delivery but in the absence of a well-defined, organized system, these efforts will not be sustained.

UNICEF describes child protection systems as “a set of laws, policies, regulations and services, capacities, monitoring, and oversight needed across all social sectors -- especially, social welfare, education, health, security and justice – to prevent and respond to protection related risks”.<sup>1</sup> It further describes six key elements of a functioning child protection system, to be:

- A robust legal and regulatory framework, as well as specific policies related to child protection;
- Effective governance structures, including coordination across government departments, between levels of decentralization and between formal and informal actors;

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<sup>1</sup> UNICEF (2008) *UNICEF Child Protection Strategy*

- A continuum of services (spanning prevention and response);
- Minimum standards and oversight (information, monitoring and accountability mechanisms);
- Human, financial and infrastructure resources; and
- Social participation, including respect for children's own views, and an aware and supportive public.

The Government of Jamaica has faced challenges in implementing its social legislation and policies over the past four decades, as a result of mounting domestic and foreign debt, inadequate economic performance and various external economic shocks, including global recession. These phenomena have impacted negatively on the capacity of both the Government and the private sector to support development of the social services provided by public institutions and Civil Society. The Consolidated 3rd and 4th States Party Report to the United Nations Committee on the Rights of the Child indicates that the social impact of the economic crisis, threatens to impact negatively on achievements and gains made over the years. Several well-developed plans and policies which would assist in making a positive difference in the lives of children are not receiving the required funding to ensure implementation.

Economic conditions are not the only threat to progress in Jamaica's social development sector. Crime and violence in homes, institutions and communities; natural disasters; challenged public sector and Civil Society institutions and failure on the part of the nation to give appropriate priority to children's issues have resulted in inadequate social programming. Also, the Convention on the Rights of the Child has not been fully promoted and utilized within and outside of the Child Protection sector. Child protection risks are even more pronounced with the advent of the Covid-19 pandemic, which has resulted in school closures, community lock down and social distancing measures.

To ensure the availability of documented evidence to support strengthening of the Child Protection response, UNICEF will support a formative evaluation of the national child protection system in Jamaica. It is anticipated that this evaluation will identify priority actions that will improve the child protection system and ultimately lead to better results for children. The Government of Jamaica will use the findings of the evaluation to guide its establishment of permanent structures and procedures to strengthen the coordination of the child protection system. The evidence from this evaluation will also inform the development and implementation of UNICEF's next Country Programme 2022-2026.

Studies have been conducted that have reviewed or evaluated specific child protection services. However, no comprehensive study exists that addresses the strengths and weaknesses of the performance of the child protection system in Jamaica. UNICEF therefore seeks proposals from qualified consultancy firms to conduct the evaluation described in these terms of reference.

**ISSUES ADDRESSED BY THE CHILD PROTECTION SECTOR**

For many Jamaican children, violence is a normal part of life. Jamaica ranks 4th in the world for homicide rates – creating an environment for children that is saturated with high levels of violence. The homicide rate decreased from 60 per 100,000 population in 2017 to 47 in 2018, but the number of persons murdered in the year remained very high at approximately 1,300. Between January and November of 2019, 41 children were murdered. Exposure to violence starts very early in life – as toddlers learn to walk and talk and explore their new world. Eighty-five per cent of children under age 15 experience violent discipline (physical and psychological) on a regular basis at home.

In 2018, 271 boys and 12 girls were arrested for committing major crimes, accounting for 10 per cent of perpetrators that year. The total number of juveniles appearing before the courts increased by 2.2 per cent from 2,457 (2017) to 2,511 (2018); 66 per cent of them were boys. UNICEF Jamaica continues to support the implementation of the Child Diversion Act, which was passed in 2018, which is designed to strengthen the application of restorative justice for children. Jamaican children who come into conflict with the law are housed in four juvenile correctional centres that purport to provide security, rehabilitation and education to these offenders. These are the South Camp Juvenile Remand and Correctional Centre (maximum security) which is for girls only; the other three being for boys only – the Hill Top Juvenile Correctional Centre (maximum security), Rio Cobre Juvenile Correctional Centre (medium security) and the Metcalfe Street Secure Juvenile Remand Centre (maximum security). The four centres are managed by the Department of Correctional Services (DCS).

The most recent figures produced by the National Children's Registry (formerly the Office of the Children's Advocate) show an overall increase of 19% between 2014 and 2015, for all forms of reported child abuse. In 2015, the highest number of reports received by the NCR was for children being neglected followed by reports of children in need of care and protection. Reports of sexual abuse and of children exhibiting behavioural problems also featured prominently. Reports of sexual abuse saw a 12% increase in 2015 compared to 2014. This was followed by reports of emotional abuse and child labour at 8% and 17% change respectively. There was a 12% increase in the reports on physical abuse. While numbers were relatively small, suspected cases of human trafficking did see a 60% increase in 2015, moving from 66 reports to 88 reports.

In Jamaica, around two out of 10 adolescent girls 15-19 years old have been subjected to sexual violence, and one out of 10 adolescent girls have been forced to have intercourse in her lifetime. Among women who were forced to have sexual intercourse, in more than half of the cases this first experience took place against their will before the age of 19. Violence against girls and women is integrally linked to unequal gender roles adopted from childhood and adolescence. Beliefs around gender roles are reproduced over generations.

Children living in rural areas are more likely than those in major towns or cities to be poor. Children living in rural areas are more likely than those in major towns or cities to be poor. Children with disabilities are also more likely to be poor than children without disabilities. Children in the care of the state are more vulnerable because of low educational outcomes, challenges with independent living, disability, stigma and unemployment or low wage jobs.

**STATUS OF CHILD PROTECTION SECTOR IN JAMAICA**

In Jamaica, the child protection sector consists of several ministries, departments, state and non-state agencies, faith-based and secular institutions, which provide a wide range of services to children, in general, but more specifically to children at risk.

The leading government entity with responsibility for the implementation of the Convention on the Rights of the Child (CRC) in Jamaica is (1) the Child Protection and Family Services Agency (CPFSA) of the Ministry of Education, Youth and Information (MOEYI) which is the primary child protection agency in the country providing institutional care, adoption services and family support services. Other key agencies in the sector include (2) the Office of the Children's Advocate, a commission of Parliament, which conducts investigations of child rights violations; (3) the National Children's Registry, a unit of the CPFSA, which receives reports of child abuse, records, assesses cases and makes referrals; (4) the Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA), a unit of the Jamaica Constabulary Force which has been established to allow for the speedy and effective investigation of sexual offences, in a confidential manner, (5) the Family and Children's Courts, which legislate cases of children in need of care and protection and in conflict with the law; (6) the Ministry of Health and Wellness which provides psychosocial support and services for victims of accidents, injuries and abuse; (7) the Guidance and Counselling Unit of the MOEYI providing services in primary and secondary schools, (8) the National Parenting Support Commission operating under the MOEYI coordinates the provision of parenting interventions aimed at promoting positive, non-violent parenting practices; (9) Ministry of Justice, effecting child justice reform and addressing the needs of child victims and child witnesses of crime through its Victim Support Unit and National Child Diversion Programme; (10) Ministry of Labour and Social Security, focusing on child labour, street children and social protection; (11) the Ministry of National Security which rehabilitates boys and girls who come into conflict with the law, locates missing children and provides violence interruption services ; (12) the Registrar General's Department, responsible for the recording of births and deaths and provision of birth certificates; and (13) the Office of Disaster Preparedness and Emergency Management which strives for child-friendly disaster responses; (14) Civil Society organizations (CSOs) also form a part of the child protection system through the work of NGOs, community-based organizations and faith-based organizations. They complement the work of the government agencies, often partnering with them through formal or informal arrangements. CSOs sometimes provide services which are not offered by government, very often with children who are among the most vulnerable, such as children with disabilities.

The child protection workforce, whose roles and responsibilities concern child protection, comprises a diverse group of workers – professionals and paraprofessionals, governmental and non-governmental, paid and unpaid - who work across sectors to protect children. This includes social workers, psychologists and psychiatrists; guidance counselors, teachers and other school-based professionals; medical doctors, nurses and other health professionals, judges, magistrates, prosecutors and other legal professionals; correctional and police officers; advocates and child rights lobbyists; emergency management specialists, statisticians and persons who service children with disabilities.

**Child Justice:** The Jamaican child justice system has been strengthened to include the creation of institutions and the passage of landmark legislation designed to safeguard the rights of children. The state has also made attempts to address resource gaps and deficiencies. However, there are still structural and systemic inadequacies, including several specific areas that the state can and should address. Procedural requirements and provisions under the CRC and Jamaica's own Child Care and Protection Act (CCPA) are being breached. The treatment of children in conflict with the law falls under the Department of Correctional Services, which has no clear institutional or legal linkages to children's agencies – a situation which needs to be addressed and

modified. The care of children in state custody is far from ideal, including inadequate provisions for their educational needs and psychological care. Amendments to the Child Care and Protection Act (CCPA) and other legislation are needed to ensure greater oversight of the child justice system. In recent years, a Joint Select Committee of Parliament considered submissions from a wide cross-section of stakeholders which proposed extensive amendments and strengthening of the CCPA, but changes are yet to be made to the Act. Also, more effective enforcement mechanisms and better resourcing, whether through the Office of the Children's Advocate (OCA) or other bodies, are needed if the legislative framework is to truly serve the needs and protect the rights of Jamaican children in conflict with the law.

**Violence and Safety:** The welfare of Jamaica's children is undermined by the violence that they experience, especially in spaces where there is a reasonable expectation that they will be safe – at school, in their community and within the home, where corporal punishment is still legal. In a climate of high crime and violence, 68 of every 100,000 Jamaican children are victims of violent crimes. Approximately 80 per cent of Jamaican children experience some form of psychological or physical violence administered as discipline, about 65 per cent of students are bullied at school and 79 per cent of children witness violence in their community or at home. Despite institutional strengthening, legislative reforms and favourable public pronouncements, there are still significant concerns about the protective environment that the Jamaican state has created to reduce children's vulnerability to violence. These include the state's inadequate efforts to address longstanding issues such as corporal punishment in homes and schools and the culture of sexual violence, as well as uncoordinated and fragmented responses across different Ministries and agencies. Jamaica already has many of the variables—laws, policies, institutions—needed to reduce violence against children, but without the institutional capacity to coordinate and implement, and without increased resources towards improving this capacity, the government's commitment will be questioned, and there is little potential for improvement and change.

**Education:** Jamaica has made gains regarding its obligations under Article 28 (1) of the CRC to promote access, quality, relevance and equity in education, but gaps remain. Most of Jamaica's children have access to publicly funded education; however, many are affected by poverty and its attendant effects, resulting in less than desired participation, lack of progress, chronic under-performance and, in some cases, even the failure to complete their education.

**Health:** While Jamaican children have universal access to health care, their welfare is compromised by deeply entrenched income inequities that create vulnerabilities for children, especially those living in rural areas and urban inner-city areas.

## **ACHIEVEMENTS OF THE CHILD PROTECTION SECTOR**

The Child Protection sector contributed to significant accomplishments over the past twenty years. These have included (1) the early ratification of the Convention on the Rights of the Child, (2) the establishment of the Child Care and Protection Act (2004), (3) the Early Childhood Act and several other additions to the legislative and policy framework; (4) the establishment of the Child Protection and Family Services Agency (CPFSA); Office of the Children's Advocate (OCA); the National Children's Registry; the Family and Children's Courts and the Office of the National Rapporteur on Trafficking in Persons and membership in the Global Partnership to End Violence Against Children. Apart from the early ratification of the CRC, the country also ratified two of its Optional

Protocols (on Armed Conflict and the Sale of children, Child Prostitution, and Child Pornography. and is signatory to several international human rights treaties and conventions.

Several policies have been developed at the national and institutional levels which guide the interventions and delivery of services to children by social workers, police officers, health workers, high and parish court judges, educators, correctional officers, caregivers and the media.

Many of the government services provided by government are delivered by the Child Protection and Family Services Agency (CPFSA) that operates family social work services, adoption and foster care and has the oversight of all the children's homes (residential institutions) in the island. The government also operates the Department of Correctional Services Juvenile Services which operates the four children's correctional and remand facilities in the island. Under the Ministry of Education services are

While significant work has thus been undertaken to better protect children from violence, important gaps continue to exist between child rights standards endorsed by the Government, the multitude of programmes and initiatives put in place to address child protection concerns and what children experience on a day-to-day basis. Many children continue to grow up in environments that routinely expose them to violence. Their safety and well-being are not only compromised in their homes and families, but also in schools, on the streets of their communities and over the internet. All children are at risk of violence by the very fact that they are children. However, some children – because of factors such as their sex, age, disability or socio-economic status – are more vulnerable.

Jamaica was one of the first countries to become a Pathfinder in 2016 and is therefore committed to addressing violence against children as a national priority – a commitment which is embodied in the newly-launched National Plan of Action for an Integrated Response to Children and Violence 2018-2023. The promotion of Pathfinding has been an initiative of the Global Partnership to End Violence Against Children which aims to raise awareness, stimulate leadership commitment, galvanize action, and establish a standard of national violence prevention throughout the world. UNICEF is a member of the Partnership to End Violence and encouraged Jamaica's participation in the initiative. Pathfinding countries use **INSPIRE (Seven Strategies for Ending Violence Against Children)** to understand the drivers of violence and build integrated responses that improve the lives of children and young people.

Encouraged by the Partnership, in 2019, the National Plan of Action for an Integrated Response to Children and Violence (NPACV) was finalized, approved and launched. The NPACV provides a coordinated, structured approach to addressing key issues pertaining to children as victims, perpetrators and witnesses of acts of violence and abuse. It will guide stakeholders in understanding and fulfilling their obligations under Article 19 of the CRC as well as SDG 16.2. The Prime Minister established a National Violence Prevention Commission tasked with conducting a review of violence initiatives towards a 10-year action plan. UNICEF continues to be an integral part of this process by providing technical assistance and supporting advocacy efforts that include highlighting children's views and voices.

The proposed establishment of an inter-ministerial, inter-sectoral committee to oversee the implementation of the NPACV, provides an opportunity for strengthening the child protection system.



## DESCRIPTION OF THE EVALUATION OBJECT

A child protection system is generally agreed to be comprised of the following components: human resources, finance, laws and policies, governance, monitoring and data collection as well as protection and response services and care management. It also includes different actors – children, families, communities, those working at sub-national or national level and those working internationally. Most important are the relationships and interactions between and among these components and these actors within the system. It is the outcomes of these interactions that comprise the system.”.”

Jamaica’s Child protection system is mainly guided by the Child Care and Protection Act (CCPA), which was established in 2004. It outlines the state’s responsibilities regarding the welfare of Jamaica’s children and guarantees international obligations in particular those under the Convention of the Rights of the Child. The Act also offers protection of children from acts of abuse, neglect, exploitation and ill treatment and also makes provision for educational, physical, religious and emotional needs of the child. The promulgation of the Act heralded a more comprehensive approach to child protection services through the establishment of the Child Development Agency out of a merger of the Child Support Unit, the Child Services Division, and the Adoption Division. Other laws that address the operationalization of child protection include The Education Act, The Offences Against the Persons Act, The Sexual Offences Act and The Corrections Act.

UNICEF Jamaica has supported elements of the Child Protection System since its inception. Interventions over the last four programme cycles have resulted in the establishment of key organizations such as the OCA and OCR. Systems strengthening and service delivery activities have resulted in the development of the Child Diversion Policy, the establishment of a mobile mental health facility for children in state care and development of the NPACV among others. In order to support the government in its efforts to provide a holistic approach to child protection, UNICEF is desirous of broadening its scope to a more systems-based approach. In response to gaps in referrals and a lack of cohesiveness among agencies a Multi-Agency task force across sectors was formed, however this committee has been challenged

Despite the measures taken, the current system has distinctive gaps in legislation, human and financial resources, coordination and the need for a more comprehensive policy and strategy to effectively monitor progress in the implementation of children’s rights throughout the country, as outlined by the Committee on the Rights of the Child in its concluding observations<sup>2</sup>. In the absence of an established framework for coordinating the child protection sector, and a theory of change or results framework linked to the implementation of the Child Care and Protection Act (CCPA), the evaluation team will be required to develop the logic model.

For the purposes of this evaluation the aspects of the Child Protection System to be investigated are defined by the CCPA and the roles, responsibilities and objectives of the following Ministries Departments and Agencies (MDAs) in the protection of girls and boys, including adolescents, from violence, abuse, neglect, ill-treatment, exploitation, unnecessary separation from their parents and those with mental health challenges. These

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<sup>2</sup> Concluding observations on the combined third and fourth periodic reports of Jamaica – March 2015 <https://www.icj.org/wp-content/uploads/2015/12/Concluding-Observations-CRC-Jamaica-2015-eng.pdf>



organizations are mainly funded by the government with support from International Development Partners on capital projects utilizing both grant and loan funding.

### **MINISTRY OF EDUCATION YOUTH AND INFORMATION**

#### **a. Child Protection and Family Services Agency (CPFSA) <http://childprotection.gov.jm/>**

The Child Protection and Family Services Agency (CPFSA) is the primary child protection agency in Jamaica providing institutional care, adoption services and family support services. Formed out of a merger of the Child Development Agency(CDA) and the Office of Children's Registry(OCR), the agency has direct responsibility for the operation and management of eight government children's homes and places of safety and the monitoring and licensing of another 40 plus private homes. As at December 2019 there were 4764 children in the care of the state 52% of them were girls.

The Children and Family Support Unit which has distributed service across parishes and the Multi-Agency Partnership with agencies such as CISOCA, and the Ministry of Justice's Victim Support Unit, focus together on helping to keep children out of State care, through counselling and other interventions to families and abused victims. The CPFSA, through the National Children's Registry (NCR), receives child abuse reports and makes referrals to internal and external parties for action. For the period January to December 2019, a total of 13 806 reports (or cases) were received, representing an increase of 28.2 per cent<sup>4</sup> compared with the same period in 2018.

The organization has a staff cohort of over 600 persons distributed across a corporate office located in Kingston, regional offices and 14 parish offices as well as childcare facilities. The staff cadre includes legal officers , psychologists, social workers, investigators intake officers, management and other support staff.

#### **b. Children's Affairs and Youth and Adolescents Policy Divisions**

These two divisions of the Ministry were established in 2015 to address policies relating to the sectors, as well as, manage in an efficient way all the disparate issues surrounding children and youth that cut across several other agencies.

#### **c. National Centre for Youth Development <http://www.youthjamaica.com/>**

The National Centre for Youth Development (NCYD), was established in the year 2000 as the Government department with responsibility for young people aged 15 – 24 years throughout the island. The NCYD is responsible for facilitating the co-ordination and integration of programmes, services and activities geared towards youth development, and recommending and designing programmes to enhance and propel youth development.

### **OFFICE OF THE CHILDREN'S ADVOCATE (OCA) <https://www.welcome.oca.gov.jm/>**

The Office of the Children's Advocate is a Commission of Parliament mandated to enforce and protect the rights and best interests of children. The Office was established in 2006 under the Child Care and

Protection Act (2004). The functions of the OCA include the provision of legal representation for children; investigation of complaints made by and on behalf of children against relevant authorities (government entities); review of the adequacy and effectiveness of services and laws provided for children by relevant authorities; making policy recommendations to Parliament ; educating children on their rights and responsibilities, consulting with children and other stakeholders prior to making decisions about issues concerning them.

The OCA's recurrent budget for the 2019/20 fiscal year was approximately 200 million JMD.

#### **MINISTRY OF HEALTH and WELLNESS (MOHW) – Child and Adolescent Mental Health Services**

The Mental Health Unit sits within the Health Services, Planning and Integration Branch of the Ministry of Health, mental services for children and adolescents fall within its purview under the management of a Director of Child and Adolescent Mental Health.

The Mental Health Unit is primarily charged with the responsibility of developing policies and plans to address the promotion of mental health, the prevention of mental disorders and the development of a comprehensive range of services to facilitate early detection, treatment and rehabilitation across the lifespan, for affected persons. Important outputs of this process are the National Mental Health Policy and National Strategic Plan for Mental Health. Another important aspect of work of the Mental Health Unit is the recommendation of legislative amendments to ensure that Jamaica's Mental Health Legislation is in keeping with international best practice standards.

The provision of a Director for the Child and Adolescent Mental Health Portfolio highlights the importance of mental health within this population group recognizing that the majority of persons with mental illness would have been showing signs and symptoms prior to age fourteen (14) years.

#### **MINISTRY OF JUSTICE (MOJ) – Child Justice Programme** <https://moj.gov.jm/programmes/child-justice>

The Government of Jamaica (GoJ) has created a four-year National Plan of Action for Child Justice (2010 to 2014). The National Plan of Action was prompted by the concerns of the State regarding the protection and care of children as articulated by the various advocacy groups, social workers and caregivers. In addition, the increase in violence by children and against them caused significant concerns among the public and State officials who noted the shocking nature of the randomness and unpredictability of criminal conduct involving children throughout the country.

The number of children in need of care and protection has overwhelmed the social services and the judicial system. In 2019 2485 boys and girls appeared before the courts for various charges, 63 % of them were boys. The effectiveness of the treatment of children entering the justice system whether they seek the protection of the law or in conflict with the law called for urgent scrutiny, evaluation and a plan to effect meaningful changes. The goal of the Plan of Action is to develop and sustain a justice system in which the best interest of the child is paramount in the administration of the programmes to secure their protection and in the maintenance of the rule of law. It is anticipated that the National Action Plan will result in a system that seeks to balance the child's accountability for delinquent behavior with the best and most appropriate services to help that child to become a contributing member of the society.

**The Child Diversion Pilot Project**

In support of the National Plan of Action, the Ministry of Justice has been appointed as the lead Ministry to plan, implement, monitor and evaluate a Child Diversion Pilot Project. Diversion as a tool of restorative justice is used primarily to put the child offender on a path away from the criminal justice system and its attendant negative features. Plans are currently underway to create Child Diversion Committees in four parishes across Jamaica – these Committees will be designed to keep (or “divert”) children who are accused of minor offences away from the criminal justice system.

This program has benefitted from approximately 8 million JMD funding from UNICEF over the last 2 years.

**THE FAMILY AND CHILDREN'S COURT SYSTEM**

<https://parishcourt.gov.jm/sites/default/files/pdf/Family%20Court%20Brochure.pdf>

The Family Court is a special Court established under the Judicature (Family Court) Act. It is responsible for all legal proceedings relating to family life, except for divorce. It differs from other Courts in that its structure includes social services 1975 The Court Deals with adoption, childcare and protection custody and testamentary guardianship of children Court staffing includes judges, clerks of court social workers, family counsellors and other support staff.

For the 2019/20 budget period the Family Court was allotted 272 million JMD, approximately 16% of the allocation to the Ministry of Justice.

**MINISTRY OF NATIONAL SECURITY (MNS)****a. Centre for the Investigation of Sexual Offences and Child Abuse**

[https://japarliament.gov.jm/attachments/article/339/Submission%20-%20Centre%20For%20Investigation%20Of%20Sexual%20Offences%20and%20Child%20Abuse%20\(CISOCA\).pdf](https://japarliament.gov.jm/attachments/article/339/Submission%20-%20Centre%20For%20Investigation%20Of%20Sexual%20Offences%20and%20Child%20Abuse%20(CISOCA).pdf)

The Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA) was established in the Jamaican Constabulary in 1989 in response to the need for police sensitivity to victims of sexual assault, for improved confidentiality in taking of reports from victims in order to allow for the speedy and effective investigation of sexual offences, to create an atmosphere which encourages victims to report incidents of sexual offences, and to assist in enhancing the rehabilitation of victims through counselling and therapy. Since the establishment of CISOCA's main office, six other units have been established island-wide.

Officers who work at these units receive special training in Gender-based Violence and are also responsible for providing training in the investigation of sexual offences at the Jamaica Police Academy and other designated organizations.

In 2019 girls under 18 accounted for 60% of the rape cases reported to the police.

b. **Department of Correctional Services(DCS)/Juvenile Correctional Services** <https://www.dcs.gov.jm/>

Juvenile Correctional Institutions are part of the Custodial Arm of the DCS. There are three (3) juvenile correctional centres and one (1) Remand Centre. The Remand Centre provides temporary housing for boys whose matters are being dealt with by the Courts. Juvenile Correctional Centres accommodate children who receive a Correctional Order which stipulates the time that a child should spend in the institution. There are two types of residential facilities under the general rubric of juvenile correctional centres: high security and medium. The high security is for children who demonstrate a need for maximum control and intensive residential care services for example, the Hill Top Juvenile Correctional Centre and Metcalfe Street Secure Remand Centre. The minimum-security institutions are those facilities in which children can enter or leave the facility under staff supervision. These are the South Camp Correctional Centre for girls and Rio Cobre Juvenile Centre for boys. The children can also leave the facility on License or Home Leave.

The DCS budget for the 2019/20 fiscal year was 3.2% of the MNS budget, approximately 7 billion JMD. Boys are overrepresented in the juvenile institutions, at the end of 2019 there were 205 children in custody, with 151(74%) being boys.

## EVALUATION PURPOSE

A formative evaluation will be conducted and should be designed to garner the necessary information for the development of a theory of change/logical model for child protection in Jamaica, identification of mechanisms for institution strengthening, improved effectiveness and coherence among the MDA . The final evaluation designed will be based on needs of the GOJ for data and information and the that add value to the delivery of child protection services.

The knowledge generated by the evaluation will be used by the child protection ministries, departments and agencies previously mentioned to inform, re-structure, and strengthen their inter-agency arrangements and relations for the benefit of boys, girls and adolescents in the areas of child abuse, childcare, mental health and psychosocial services, child justice and emergency response management. It will be of interest to permanent secretaries, chief technical officers and senior programme staff who are involved in planning, implementation, monitoring and evaluation processes in the government sector and civil society. Specific agencies that will be able to prioritize the findings and recommendations include the Planning Institute of Jamaica, the CPFSA and the OCA.

The evaluation is particularly relevant, as Jamaica seeks to better utilize its scarce resources and reduce/avoid duplication of services in all sectors including the social services. Efforts to mitigate the impact of the Covid-19 pandemic on children will also be supported. The findings of the evaluation will strengthen current efforts by MDAs to achieve greater collaboration and policy coherence, to increase access and ensure a holistic approach to the provision of child protection services. Additionally, it will advance the government's progress towards Vision 2030-Jamaica in supporting the Sector Strategy, to "Develop and strengthen policies, legislation, plans, systems and spaces for the holistic development, care and protection of children" under the Medium-Term Framework 2018-21.

The evaluation is also intended to inform the development of the next country programme for UNICEF Jamaica for the period 2022-2026 to identify those areas where UNICEF has a comparative advantage to strengthen the child protection system in Jamaica. In addition, it will be a key resource for the next country report to the Committee on the Rights of the child due in 2022 and other development partners.

### OBJECTIVES

The overall objective is to conduct a comprehensive system-wide evaluation at national and sub-national levels which will assess the existing structures and procedures established to provide care and protection for Jamaica's children.

The objectives of the evaluation include the following:

- To assess the relevance, effectiveness, coherence and sustainability of the Protection System of Jamaica (design and implementation) with a formative and forward-looking focus on the current and evolving Jamaican context paying close attention to the needs of the GOJ for data and information, the improvement of the delivery of child protection services.
- To take stock of the progress made towards the attainment of the coordination and results of the child protection system in Jamaica with responsibility for the implementation of the Child Care and Protection Act (CCPA). Including effectiveness in addressing disparities and inequities; and identify the most effective interventions, implementation strategies and partnerships for UNICEF Jamaica to adopt for the next phase of programme development.
- To determine how UNICEF can most effectively position itself, building on its comparative advantage, and provide specific recommendations to improve the design and relevance of the 2022-2026 Jamaica Country programme.

### SCOPE OF WORK

This is a comprehensive sectoral review which will cover child protection services across the entire island at national and subnational levels. In order to assess the effects on the beneficiaries it will be necessary to examine their perspectives and the effectiveness of service delivery.

Investigations will include relevant stakeholders including key government partners, CSO organizations and academia. The evaluation requires a consultant or team of consultants **over the period of 22 weeks** and will include an assessment of the achieved results in accordance with the objectives, evaluation criteria and methodology specified.

Evaluators will carry out a review of the role and responsibilities of the child protection ministries, departments and agencies (MDAs), utilizing the CCPA as the framework against which the system will be evaluated. This exercise will include a comprehensive review of the following five institutions.:

- (ii) Ministry of Education Youth and Information -- the Child Protection and Family Services Agency (CPFSA) , the Children's Affairs and Youth and Adolescents Policy Divisions and the National Centre for Youth Development (NCYD)
- (iii) Office of the Children's Advocate (OCA)
- (iv) Ministry of Health and Wellness (MOHW) -- the Child and Adolescent Mental Health Services
- (v) Ministry of Justice (MOJ) -- the National Diversion and Restorative Justice programmes and The Family and Children's Court system
- (vi) Ministry of National Security (MNS) -- the Department of Correctional Services/Juvenile Correctional Services

The evaluator(s) will:

**Review the legal and regulatory framework, as well as specific policies related to child protection.**

This includes regulations and standards compliant with the Convention on the Rights of the Child and other international standards and good practices.

**Map and describe the formal and informal structures and functions of key agencies of the sector.**

Governance structures, including coordination across government departments, between levels of decentralization and between formal and informal actors should be examined. Including mechanisms to actualize the relationships between system components and actors, which may include those within the child protection sector and in different sectors at the same level or different levels working together to protect children. Equally important is to ensure that timely and adequate resources are available for the system actors to respond.

**Assess the adequacy of existing networking and coordinating structures among the various sub-sectors and their effectiveness in facilitating service delivery.** The continuum of services (spanning prevention and response). A well-functioning system must have preventive, early intervention and response services (including integration with justice/legal sector, education, health, welfare) involving formal and informal sectors, including a process of care which includes identification, referral, follow-up, response, etc.

**Review the Minimum standards and oversight (information, monitoring and accountability mechanisms).**

A child protection system must be accountable. Policy development, advocacy work and programming should be evidence-based. This includes information systems that support case management, performance monitoring and scale-up.

**Review human, financial and infrastructure resources.** Effective resource management must be in place, such as skilled workers in the right places, adequate budget allocations, effective training and appropriate infrastructure (from vehicles to meeting rooms).

**Assess the extent of social participation,** including respect for children's own views, and an aware and supportive public. Communities, families and peers play crucial roles in promoting protective social practices and children's empowerment. Access to civic education and to mechanisms that give adolescents a voice in decision-making make them more resilient to violence, abuse, neglect and exploitation.

**Determine the Way Forward:**

- i. Identify **lessons learned** (local and overseas examples) to inform planning, implementation and evaluation in the sector in keeping with established national development priorities;
- ii. Compile and analyze a **catalogue of recommendations** arising from recent studies and evaluations of Child Protection sector initiatives, local and from other jurisdictions, which have relevance to the Child Protection assessment;
- iii. Develop a **Child Protection System Action Plan** (with indicative budget) to include recommendations for more efficient and effective service delivery, service gap identification; reporting procedures for improved communication and working arrangements among key agencies. Develop a matrix of standardized indicators for monitoring the sector and a schedule for implementation of improvements to the system; indicator framework
- iv. Determine, through a consultative process, options and strategies for future work by government and its partners to **accelerate the progressive fulfillment of the children's rights** in Jamaica.

**EVALUATION CRITERIA AND QUESTIONS**

This evaluation utilize the revised OECD DAC<sup>3</sup> criteria to determine (1) the relevance- The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change., (2) the effectiveness / the extent to which objectives of the child protection system have been achieved (3) coherence - the extent to which interventions and policies across agencies support or undermine the child protection services as well as (4) the sustainability of the system. The relevant process mechanisms, outputs and outcomes of the child protection system in Jamaica will be examined based on the following criteria:

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<sup>3</sup> <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>



**Relevance:** *To what extent are the objectives, design and processes of the child protection system responding to the needs of vulnerable children (including those with disabilities; victims of violence and abuse, children in need of care, mental health and psychosocial services, in conflict with the law and in emergency situations)?*

- a. Are the objectives and mandates of the MDAs still relevant in the current Jamaican context?
- b. Are the institutional structures and arrangements adequate to meet the needs of the target population?
- c. To what extent have gender-sensitive and human rights-based approaches such as the Convention on the Rights of the Child been applied?
- d. To what extent have emergency procedures been integrated into the operational processes of the institutions

**(ii) Effectiveness:** *Is the Child protection System achieving its objectives and the desired results for children and do results differ across population or social groups?*

- a. What are the strengths and weaknesses of the system?
- b. To what extent has a results-oriented approach and collaborative approach to service delivery been utilized?

**(iii) Coherence:** *To what extent are the activities of the MDAs coordinated to provide holistic child protection services.*

- a. What processes are in place to ensure that the services of the MDAs complement each other and are harmonized.
- b. How effective have been collaborative efforts and what were the outcomes, particularly in respect to the beneficiaries?

**(iv) Sustainability:** *To what extent can the net benefits of the interventions continue without external funding?*

- a. Is there sufficient national budget allocation and human resource capacity within the Government for effective execution of the CCPA?
- b. How will future implementation be supported with respect to policy, funding, personnel development, alignment & integration with existing priorities and programs?
- c. What good practices are emerging from the intervention, and how can their implementation be supported and sustained?

Human Rights, Child Rights and Gender issues should be taken into consideration in the evaluation approach and analysis. Evaluation questions and/or data should be disaggregated to sufficiently address these cross-cutting issues.

## METHODOLOGY & APPROACH

### Overall design and approaches

The methodology described in this section is indicative and participating evaluators are expected to adapt and integrate the approach and propose adjustments needed to accomplish the evaluation. These can include additions to the evaluation design; approaches to be adopted; appropriate sampling strategy; data collection and analysis methods; and an evaluation framework. The proposals should also refer to methodological limitations and mitigation measures.

The design of the evaluation will be non-experimental and will integrate a combined methodological approach (for example participatory, utilization-focused, theory-based and gender and human rights responsive) in the assessment.

With a strong focus on utilization, the evaluation team will engage key stakeholders throughout the evaluation process and to validate emerging findings and recommendations. Key stakeholders include senior management and staff from the UNICEF Jamaica country and LACRO, as well as focal points in national government' ministries and departments, representatives at sub-regional and national level as far as possible, and UN partner organizations.

Mixed data collection methods will be used to the extent possible. Key informant interviews with stakeholders from Jamaica will largely provide primary qualitative evidence. The evaluation team will draw from the secondary evidence from other recent evaluations, progress reports and other sources. The evaluation team can opt for different data collection and analysis approaches around questions of effectiveness, and other relevant approaches for stakeholder consultation that could generate useful qualitative and quantitative data on key issues.

The evaluators will assess the options and describe in detail the suitable methods to meet the purpose, scope and objectives of this evaluation in their proposal. The methodology will be further refined and adapted during the inception phase, based on the findings of the Evaluability Assessment and consideration of constraints posed by the COVID-19 outbreak as well as the specific situation in the country when the field work is to be conducted. Participatory approaches will be adopted as far as possible, but given the potential access constraints, these will be expected to make use primarily of virtual means.

### Evaluability Assessment

The evaluation team will conduct a desk-based Evaluability Assessment (EA) as part of the inception phase, which will help frame the evaluation, identify the methods and construct the theory of change. This assessment will be conducted in collaboration with the relevant counterparts within GoJ to ensure that their needs are reflected in the final design.

The available documents and relevant data as information resources for the evaluation questions will be shared. The EA could also lead to re-prioritization of questions during the inception phase if information or data is not available.

The focus of the EA will include key questions on:

- **Design and results framework:** to what extent is the Child Protection System design clearly defined, with a robust Theory of Change and results framework in place, and relevant to the country context?
- **Measurability:** to what extent are there appropriate indicators, tools, systems and resources established and in use for monitoring, reporting and learning on progress and results? Are critical data sets available that are suitable for the intended scope of the evaluation?
- **Context:** what contextual factors and cycles (political, social, seasonal, internal priorities, major evaluation initiatives of other stakeholders) need to be considered when conducting this evaluation, and what risks and assumptions been identified concerning these?

The evaluation will not be experimental and employ a mainly formative evaluation design to analyze the relevance, effectiveness, coherence and sustainability of the Child Protection System.

### Data Collection Methods

A mixed-methods approach will be utilized to ensure that data can be sufficiently triangulated to deliver aggregate quantitative and qualitative judgments. Evaluators should ensure that the final methodology addresses the specific information needs and responds to the final set of evaluation questions. The evaluation will use data from primary and secondary sources, including desk review of documentation, and interviews with key informants, and remote focus group discussions to consult groups of rights holders and duty bearers as appropriate. The final design should specify how data collection and analysis methods integrate gender, human rights and equity considerations throughout the evaluation process.

Anticipated approaches to be used for data collection and analysis by the evaluator are desk review, interviews with key stakeholders, field visits, beneficiary surveys and focus groups discussions to consult groups of rights holders and duty bearers as appropriate. The final design should specify how data collection and analysis methods integrate gender, human rights and equity considerations throughout the evaluation process. Data collection methods and process should consider gender sensitivity and data should be systematically disaggregated by sex, age and other contextually relevant markers of equity. Data collection methodologies should also take into consideration the necessary protocols within the Covid 19 pandemic; if possible participatory techniques will be used to capture qualitative perspectives on the Programme. Wherever possible, data will be disaggregated by age, gender, urban-rural residence and by parish.

#### ❖ DESK REVIEWS:

A comprehensive desk review of available documentation will be conducted. The secondary data review will include, among others, background documents on the national context, documents prepared by UN system agencies and other international partners during the period under review; programme plans and frameworks; progress reports; monitoring self-assessments and evaluations conducted by the main stakeholders. ANNEX I provides a list of documents which will be made available and should be supplemented with other documents identified in the process of conducting the evaluation. Sex-disaggregated data will be sourced, where available, and assessed against programme outcomes.

## ❖ INTERVIEWS AND FOCUS GROUP DISCUSSIONS

Consultations through **key informant interviews** will be conducted with main stakeholders to shape the inception stage. A multi-stakeholder approach will follow, which will include interviews with stakeholders from government entities, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and youth groups. During the inception phase a stakeholder analysis will be conducted to identify all relevant stakeholders. In addition to identifying the key informants for the interviews, the analysis will serve to examine any potential partnerships that could further improve UNICEF's contribution to the protection system. Country visit or remote meetings options will be considered depending on feasibility and COVID19 related developments.

The possibility to conduct remote **focus group discussions** with the beneficiaries of the child protection programs, will be explored and discussed during the inception phase, to capture their views. These can be done using U-report (facilitated by UNICEF) or other online means.

### INTERVIEWS WITH THE HEADS OF KEY CHILD PROTECTION AGENCIES AND DEVELOPMENT AGENCIES:

The agencies will include the Public Sector Transformation Unit of the Office of the Prime Minister; Planning Institute of Jamaica; Child Protection and Family Services (CPFSA); Office of the Children's Advocate; Office of the Children's Registry; Ministry of Health including the Child Guidance Clinics; Ministry of Education/Office of the Chief Education Officer and Guidance and Counselling Unit; National Parenting Support Commission; Office of Disaster Preparedness and Emergency Management (ODPEM); Ministry of National Security including Department of Correctional Services; Ministry of Justice including Victim Support Unit; Ministry of Labour and Social Security/Child Labour Unit and PATH Programme; Ministry of Youth and Culture; Social Development Commission, Jamaica Constabulary Force including CISOCA and the Ministry of Local Government. NGOs would include Fight for Peace, Peace Management Initiative, Jamaicans for Justice, Eve for Life, Dispute Resolution Foundation; Children First; Hope for Children Development Company; Combined Disabilities Association; Jamaicans for Justice; National Parent Teachers Association; National Secondary Schools Association; National Association of Parish Development Committees and Council of Voluntary Social Services; Jamaica Council of Churches. International and local Development Partners would include Environmental Foundation of Jamaica; CHASE Foundation; UNDP; UNESCO; UNFPA; PAHO; Inter-American Development Bank and The World Bank.

## ❖ INTERVIEWS WITH THE BENEFICIARIES OF CHILD PROTECTION PROGRAMMES:

A sample of clients, including children and parents/caregivers, of some key governmental agencies and NGOs should be interviewed concerning matters of service delivery such as timeliness and quality of services to determine the level of client satisfaction and service gaps.

## ❖ USE OF THE COMPREHENSIVE CHILD PROTECTION MAPPING AND ASSESSMENT TOOLKIT:

The Child Protection Systems Mapping and Assessment Toolkit is a UNICEF tool that aims to provide a practical and user-friendly method to identify the main child protection risks within the rights framework and to examine the scope and capacity of the existing child protection system (formal and informal), accountability mechanisms, resource mobilization approaches and the continuum of care.

The Toolkit will be an asset in guiding data collection for the mapping and assessment process ). The Kit is intended to help identify and prioritize actions that will contribute to building an integrated and strengthened child protection system. (The Toolkit may be accessed at [https://www.unicef.org/protection/files/Mapping\\_and\\_Assessment\\_users\\_guide\\_Toolkit\\_En.pdf](https://www.unicef.org/protection/files/Mapping_and_Assessment_users_guide_Toolkit_En.pdf))

An evaluation matrix will be developed by the participating evaluator, outlining how each evaluation question will be answered/measured and how the information will be collected. This matrix will serve to ensure data collection coherence, facilitate data triangulation, analysis based on both quantitative and qualitative data, and participation of stakeholders (see Annex). This will enable the evaluator to develop logical and explicit linkages between data for analysis and the questions.

### **Validation of findings**

The evaluation team will facilitate a validation meeting to present Initial findings to stakeholders in a (in country or virtual) workshop to assess the validity / accuracy of the findings and their relevance to the Jamaica context and programmes at the end of the in-country visit (or remote field work). During the workshop stakeholders will help the evaluator to identify and prioritize recommendations so that their relevance, usefulness and usability can be maximized. The feedback will be documented including where any divergent views arises from the findings. The conclusions will be based as far as possible on triangulation of evidence collected from different sources and/or by different methods to ensure that the data is valid.

### **Limitations**

At the time of writing this ToR one of the main limitations posed to the evaluation of the Protection System relates to the COVID19 pandemic, which is affecting the Jamaica along with the rest of the world. To contain the spread of the virus, the Government of Jamaica has established special measures such as social distancing , mandatory wearing of masks and prohibition of large gatherings. Currently it is impossible to predict how the emergency will unfold in the coming months and whether constraints will ease, continue or become more restrictive. This has an implication for the evaluation methodology and/ or timeframe. Together with the evaluability assessment during the inception phase, participating evaluators should identify methodological limitations in the proposal and how these could be overcome. The timeframe proposed in this TOR is indicative and subject to review.

Limitations may also include having insufficient opportunities to meet with relevant duty bearers and very limited opportunities to meet with rights holders, making it challenging to sustain a rights-based approach in parts of the analysis. These constraints will also make it difficult to triangulate findings outside a small group of stakeholders.

These limitations together present an unusually challenging set of constraints. As noted, secondary data and analysis from reports and findings from previous evaluations will provide some insight and it will be critically

important for the evaluation that stakeholders consulted and stakeholder groups such as the Evaluation Technical Oversight Committee are as broad and diverse in make up as they can be.

Candidates should present risks and mitigation measures in their technical submissions.

## ETHICAL CONSIDERATIONS

The evaluation should be conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) norms and standards<sup>4</sup>, UNEG Code of Conduct for Evaluation in the UN system<sup>5</sup> and ‘Ethical Guidelines for Evaluation’<sup>6</sup>. Evaluators must address evaluation ethics and enact safeguards to protect the rights and confidentiality of information providers, provisions to store and maintain security of collected information and protocols to ensure anonymity and confidentiality. The evaluator will remain impartial and will not act as representative of any party throughout the evaluation process.

To ensure that the key ethical principles for the conduct of evaluation involving human subjects are followed, each potential respondent will be given full information about the evaluation including the purpose and potential benefits of the evaluation, their rights, and how the information collected will be used. They will also be informed that all data will be kept confidential, being only accessible by members of the evaluation team. The evaluator will be guided by the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (2015).

Special attention must be paid to working with children and adolescents, and the evaluation team must tailor their data collection techniques and tools to be adapted to that population. The evaluation team must consult the Ethical Research Involving Children (ERIC)<sup>7</sup> and apply standards. Given the potential involvement of minors the evaluation methodology, questionnaires and questions or other materials will have to go through an **Ethical Review Board** to ensure protection of participants and the ethics of the evaluation. Verbal consent is required from all adults who agree to participate. Participants under the age of 18 will require written parental consent. All participants will be informed of their right to discontinue their participation at any point and approaches for ensuring confidentiality will be described.

## GENDER AND HUMAN RIGHTS CONSIDERATIONS

Gender equality and children’s and women’s rights should be integrated into the evaluation processes. Principles of inclusion, equity, participation, and developmentally appropriate evaluation methods are examples of this mandate. The evaluator should utilize the United Nations Evaluation Group, Guidance on Integrating Human

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<sup>4</sup> UNEG Norms and Standards for Evaluation, 2016, <http://www.unevaluation.org/document/detail/1914>

<sup>5</sup> UNEG Code of Conduct for Evaluation in the UN system, 2008, <http://www.unevaluation.org/document/detail/100>

<sup>6</sup> Ethical Guidelines for UN Evaluations, 2008, <http://www.unevaluation.org/document/detail/102>

<sup>7</sup> UNICEF Office of Research Innocenti, Ethical Research Involving Children, 2013, <https://childethics.com/>

Rights and Gender Equality in Evaluation, 2014; accessible online: <http://unevaluation.org/document/detail/1616> to ensure that:

- The evaluation design and implementation of the object, the assessment of results and the evaluation process should incorporate a gender equality perspective and child rights-based approach.
- Data collection and analysis **methods** are appropriate for analyzing the gender equality, child rights issues including child rights identified in the scope.
- The evaluation meets or exceeds UN-System Wide Action Plan (UN-SWAP) evaluation performance indicator criteria.

## DISSEMINATION

An *Evaluation Summary Brief and PowerPoint presentation* will be produced for the evaluation to support dissemination among policy makers, in particular heads of the MDAs, Planning Institute of Jamaica. The Evaluation Technical Oversight Committee may propose other dissemination materials suitable for particular audiences to share the evaluation findings.

## DELIVERABLES:

The evaluator will prepare an evaluation inception report, budget and work-plan that will operationalize the Terms of Reference. It will be based on an initial documentary data collection, review of existing data and preliminary interviews and will also present a draft reconstruction of the programme theory.

1. Inception report - should include:
  - a. Evaluability Assessment
  - b. Description of the evaluation design and methodology, including an evaluation matrix that includes evaluation questions, indicators, and the related data collection method(s), and its limitations; a sampling approach; a description of data collection methods and tools, and a description of the data analysis approach; Draft list of possible interviews and sites visits
  - c. Clearly outlined work plan including timelines and strategies for each phase of the evaluation.
  - d. Preliminary findings from the desk review and some preliminary hypothesis that will be tested during the data collection phase.
  - e. Outline of full report structure
  - f. A clear description of the Child Protection System, including logic model/theory of change and contextual factors.<sup>8</sup>
  - g. Full explanation of the evaluation purpose and scope
  - h. Evaluation methodology

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<sup>8</sup> This will be assumed draft at this stage, to be refined in the final report



2. Preliminary Evaluation Findings (by evaluation criteria) -
3. Draft final Evaluation Report

The draft final evaluation report should follow the structure outlined in UNICEF-Adapted UNEG Evaluation Reports Standards (inserted below), and have at least the following sections:

- Table of contents which also lists Tables, Graphs, Figures and Annexes
  - Executive Summary
  - Background/Context
  - Description and mapping of Child protection system
  - Purpose, objectives and scope of the evaluation
  - Methodology ( including ethical, gender and human rights considerations)
  - Evaluation criteria and evaluation questions I
  - Evaluation process: methods for data collection and analysis
  - Limitations
  - Evaluation Findings (by evaluation criteria)
  - Conclusions
  - Lessons learned
  - Recommendations
  - Annexes should include the ToRs, data collection tools, list of persons interviewed, and sites visited, lists of documents consulted, evaluation matrix, theory of change and/or results framework
4. Facilitation of consultation/validation session organized with key stakeholders of both components of the project to share report and recommendations sixteen weeks after the signing of the contract.
  5. Final Evaluation Report -addressing all comments and recommendations made by the stakeholders to improve the report. An evaluation brief and accompanying Power Point Presentation to facilitate further sharing of the evaluation findings to stakeholders.

The evaluation report should describe the evaluation and put forward the evaluator's findings, recommendations and lessons learned. The presentation of results should be linked to the evaluation issues, establishing a logical flow derived from the information collected. The final report should conform to the [UNICEF-Adapted UNEG Evaluation Reports Standards](#) included in Annex II.

### **Proposed Evaluation Timeline / Workplan**

The timeframe below is tentative and will be updated regularly in alignment with COVID-19 developments and related measures put in place by the Government of Jamaica.

## CPS EVALUATION

| Nov  | Jan | Feb | March | April | May | Jun |  |
|--|-----|-----|-------|-------|-----|-----|--|
|  |     |     |       |       |     |     |  |
| Kick off teleconference call and first work plan   |     |     |       |       |     |     |  |
| Conduct evaluability assessment, finalize evaluation framework, and tools (KII, FGD), theory of change and ethical clearance |     |     |       |       |     |     |  |
| Draft inception report, see IR format  |     |     |       |       |     |     |  |
| Comments/ QA on inception report   |     |     |       |       |     |     |  |
| <b>Final inception report [Deliverable 1] (Payment 1 / 30%)<sup>9</sup></b>  |     |     |       |       |     |     |  |
|  |     |     |       |       |     |     |  |
| Desk review  |     |     |       |       |     |     |  |
| Conduct key informant interviews (in country or remotely)  |     |     |       |       |     |     |  |
| Conduct FGD (in country or remotely)   |     |     |       |       |     |     |  |
| Draft evaluation report, see FR format   |     |     |       |       |     |     |  |
| Presentation of preliminary findings and validation workshop   |     |     |       |       |     |     |  |
| Comments/ QA on Draft evaluation report (round 1)  |     |     |       |       |     |     |  |
| Comments/ QA on Draft evaluation report (round 2)  |     |     |       |       |     |     |  |
| <b>Draft evaluation report [Deliverable 2] payment 2 / 30%)</b>  |     |     |       |       |     |     |  |
|  |     |     |       |       |     |     |  |
| Final report produced  |     |     |       |       |     |     |  |
| Comments/ QA on Final evaluation report (round 3)  |     |     |       |       |     |     |  |
| <b>Evaluation summary brief [Deliverable 3] (Payment 3 / 40%)</b>  |     |     |       |       |     |     |  |

As part of quality assurance process, UNICEF (Jamaica and LACRO) and partners will review the draft deliverables (IR, FR, evaluation brief) and share comments for inclusion/response at all stages of the evaluation process. The review team will require two weeks to review and revert after the draft has been received.

### Evaluation Deliverables

The evaluation will produce the following deliverables within the timeframe estimated:

| Phase | Deliverables | Timeframe<br>(working days) |
|-------|--------------|-----------------------------|
|-------|--------------|-----------------------------|

<sup>9</sup> Each payment only after full validation of the related report

|  |  |         |
|--|--|---------|
| Inception Report<br><b>[Deliverable 1]</b>                           | 1. Kick off teleconference call and first work plan<br>2. 25 pages (maximum 15,000 words) excluding annexes which includes an evaluation work plan with response to the ToR and proposals for any changes to this; an evaluation framework and further development of the evaluation questions and sub questions; team composition; approach and methodology detailing methods to be used, data collection, data analysis and limitations; breakdown of level of effort and role of each team member; budget; final report outline. The inception report should also include a reconstructed Theory of Change to be tested out and validated in the evaluation process. (See below for Inception Report structure) | 20 days |
| Data collection, analysis and Draft report<br><b>[Deliverable 2]</b> | 3. Draft evaluation report<br>4. Presentation of preliminary findings and workshop: The PowerPoint debriefing presentation of preliminary findings against the evaluation questions to be made at a validation workshop at the end of the phase, along with documentation of feedback from stakeholders on the presentation<br>-The synthesis document of maximum 20 pages (maximum 12,000 words)<br>-The length of the Draft report maximum 35 pages plus annexes   | 45 days |
| Validation and finalization<br><b>[Deliverable 3]</b>                | 5. Final report;<br>6. Evaluation summary and evaluation brief maximum 4 pages each.<br>7. Presentation of final findings<br>The final evaluation report reflecting comments from the Technical Oversight Committee and participants in the stakeholder workshops<br>The length of the Final report maximum 45 pages.<br>The brief and evaluation brief should be no longer than 4 pages each  | 20 days |

A total of 85 working days are estimated for completion of the Protection System evaluation and associated deliverables. The planned duration of this consultancy is 22 weeks, with expected start in January 2020 and completion by June 2021.

## QUALITY ASSURANCE OF DELIVERABLES

The evaluation team will be supervised by the UNICEF Deputy Representative in collaboration with the Monitoring and Evaluation and Child Protection Specialists. The Specialists will assess the evaluation team's performance and certify invoices for payment, in accordance with deliverables. The supervisory role will be supported by a Technical Oversight Committee (ANNEX II) comprising representatives of the implementing and strategic partners.

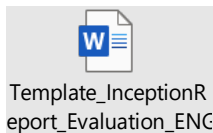
The Oversight Committee will review project deliverables and provide feedback within two weeks. General oversight will also provide by evaluation experts at the UNICEF Regional Office.

It is to be noted that UNICEF has developed an oversight system for its evaluation reports since 2009, known as Global Evaluation Reports Oversight System (GEROS) that assesses the quality of all evaluation reports

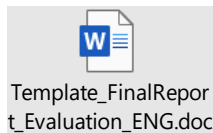
against standard criteria. Overall quality ratings and evaluation reports are then available on the UNICEF website: <https://www.unicef.org/evaluation>. Therefore, the evaluation inception and final reports will be written in French and English and will meet the evaluation quality criteria and must be compliant with UNICEF-Adapted UNEG Evaluation Reports Standards.

Specific templates are available for developing inception and final evaluation reports which provide the structure and the essential components of evaluation reports:

- [Inception Evaluation Report:](#)



- [Final Evaluation Report:](#)



## PAYMENT SCHEDULE

| Deliverables  | Completion Dates                                 | Amount Payable |
|---|--|----------------|
| Inception report  | Four weeks after the signing of the contract     | 30%            |
| Draft Evaluation Report   | Fourteen weeks after the signing of the contract | 30%            |
| Conduct Consultation Session with stakeholders                  | Sixteen weeks after the signing of the contract  | -              |
| Final Evaluation Report (and PowerPoint presentation) submitted | Twenty weeks after the signing of the contract   | 40%            |

## QUALIFICATIONS, EXPERIENCE AND COMPETENCIES:

The composition of the evaluation team is left up to the institution based on their internal system, ideas and logic. However, it is recommended that the team comprises of at least one team leader to coordinate the overall study; one to two team members with collective expertise in evaluation techniques, qualitative and quantitative evaluation an experienced statistician and/or data analyst; and an experienced report writer, preferably with expertise in child protection. International applicants are expected to have at least one local team member.

The consultants/institutions are required to possess proven experience in planning and implementing evaluations using robust methods and understanding of the UNICEF Jamaica protection system and context.

The description of the expected team leader and team members of the evaluation team is the following:

### Team Leader

- A minimum of 8 years of evaluation experience in developing countries with excellent understanding of evaluation principles and methodologies, including capacity in an array of qualitative and quantitative evaluation methods, including previous experience supporting evaluations involving national government partners
- Experience in conducting evaluations for UN agencies or major bilateral donor programmes, and familiarity with UNEG Norms and Standards
- Previous experience of working in Jamaica is strongly preferred
- Experience in leading and managing programme evaluations of UNICEF or other UN organizations.
- Diplomacy and tact in carrying out and presenting findings of evaluation processes in sensitive contexts
- Strong English report writing skills and a track record of producing high quality reports

### International and/or National Team member(s)

- Having a child protection background, and understanding, key child protection areas in the Jamaican context,
- Proven experience and knowledge of child protection systems and social norms
- Experience of, and ability to design and factor in, essential cross cutting areas such as gender, human rights and child rights effectively into the evaluation process
- Knowledge of the Jamaican context is an asset

### The members of the team should have:

- Advanced university degree in evaluation, social policy or other social discipline;
- Proven experience in evaluation of protection programmes for children, with experience in conducting at least two similar assignments and delivering quality evaluation reports;
- Strong analytical skills and experience in qualitative data collection and analysis, including the conduct of KII and focus groups virtually in fragile States;
- Specific experience of conducting programme evaluations with UNICEF will be an advantage;

- Familiarity with international evaluation guidelines and quality standards;
- Strong inter-personal skills and ability to engage effectively with senior stakeholders
- Bringing a strong commitment to delivering timely and high-quality results, i.e., credible evaluations that are used for improving strategic decisions
- Workshop facilitation skills
- Commitment and willingness to work independently, with limited regular supervision and respond to feedback in a timely and professional manner; s/he must demonstrate adaptability and flexibility, client orientation, proven ethical practice, initiative, concern for accuracy and quality;
- The ability to concisely and clearly express ideas and concepts in written and oral form as well as the ability to communicate with various stakeholders in English.
- Ability to write and communicate in English with professional standard is an asset

The evaluation team should have a high level of expertise on gender equality and human rights and responsibilities in this regard, calling for a gender balanced and culturally diverse team that makes use of national evaluation expertise.

In the review of the RFP, while adequate consideration will be given to the technical methodology, significant weighting will be given to the quality, experience (CV's and written samples of previous evaluations) and relevance of individuals who will be involved in the evaluation.

## REQUIREMENTS FOR SUBMISSION OF PROPOSAL

The applicants must submit to the UNICEF JAMAICA office for review:

### 1) Technical proposal indicating:

- corporate profile – previous work experience (samples of similar research/studies carried out and published), description of infrastructure, etc.;
- list and profile of staff to be engaged in the implementation of the assignment (CVs included), and description of their responsibilities;
- proposed approach and methodology, including:
  - concept note outlining the overall approach to the assignment (max. 2 pages).
  - work plan - including key milestones and timeline of main activities.
  - risk and mitigation measures, including adaptations for the covid-19 pandemic
  - ethical considerations and how the contractor will address these.

2) **Financial proposal:** specifying the total budget estimated in USD, as well as a detailed (a) breakdown of budget items as per the technical proposal, linked to deliverables, (b) breakdown of the working days for each team member as well as the daily rate of each member. Payments shall be based upon outputs, i.e. Upon delivery of the services specified in the TOR. The financial offer should also include other applicable costs, such as meeting costs, transportation and daily subsistence costs (if applicable).

### HOW TO APPLY

Qualified consultants/institutions are invited to submit their technical and financial proposals no later than November 29, 2020, 11:59 pm (Jamaica time) .

The technical proposals should contain sufficient information to attest that the firm possesses professional qualifications and experience in line with the requirements under “Qualifications” above and “Technical Proposal” sections below.

Proposals should be submitted in electronic format (word, or pdf).

Technical Proposal to: [jam-procurement@unicef.org](mailto:jam-procurement@unicef.org) with subject title “Technical Proposal, Jamaica Protection system Evaluation”;

Financial Proposal to: [jam-procurement@unicef.org](mailto:jam-procurement@unicef.org) with subject title “Financial Proposal, Jamaica Protection system Evaluation”.

UNICEF is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

### REMUNERATION, TIMEFRAME AND DURATION

The consultancy will commence by January 5<sup>th</sup> , 2020 and terminate on June 15, 2021 following approval of the final evaluation report. Institutions interested in applying for this consultancy will be asked to submit separate technical and financial proposals. Technical proposals should include a proposed design, methodology and team composition (with relevant CVs). Financial proposals should cover all aspects and travels of the evaluation. The ratio between the technical and financial criteria established will be 70/30 (technical/price), given the importance of the technical aspects of this assignment.

Payments will be made as indicated in Section 8, Payment Schedule, upon the satisfactory completion of tasks. In order to efficiently complete the assignment, the consultant may find it necessary to travel to the targeted parishes, engage an assistant or persons providing technical services. Funds for such expenses will be covered by the consultant using his/her own resources and recruitment of such personnel will be the responsibility of the consultant. UNICEF will cover the cost of validation workshop.

Changes to the agreed dates for deliverables must be mutually agreed in writing by UNICEF and the consultant. UNICEF reserves the right to impose a **penalty of payment** on the following conditions: a) unsatisfactory



delivery; and b) unjustifiable late completion of deliverables (by five days or more), through a 10% deduction of the cost of the assignment.

The Consultant will be responsible for making his/her own tax returns and other statutory payments.

## TECHNICAL EVALUATION CRITERIA

The technical evaluation criteria for the technical rating will be as follows --

| TECHNICAL PROPOSAL |   | POINTS    |
|--------------------|---|-----------|
| 1.                 | <b>OVERALL RESPONSE</b> <ul style="list-style-type: none"> <li>- Demonstrated understanding of requirements, objectives and deliverables.</li> <li>- Demonstrated understanding of scope, including ability to perform the work assignments articulated in this RFP.</li> <li>- Adequacy of the technical plan demonstrated through the overall concord between RFP requirements and the Proposal submitted.</li> <li>- Demonstrated understanding of Gender issues specifically on violence against women and girls</li> <li>- Workplan, Methodology and Timeline.</li> <li>- Overall clarity and completeness of the Proposal.</li> </ul> | 5         |
| 3.                 | <b>STRATEGY/METHODOLOGY</b> <ul style="list-style-type: none"> <li>- Quality of proposed approach/methodology.</li> <li>- Quality of proposed Implementation Plan, i.e. how the institution will undertake and execute each stage, with proposed project schedules</li> </ul>   | 25        |
| 4.                 | <b>PROPOSED TEAM</b> <p>Structure, qualifications, experience and skills of proposed Team to undertake this assignment.</p> <ul style="list-style-type: none"> <li>- Team leader: relevant experience leading similar projects, qualifications and position with the institution.</li> </ul> <b>Evidence of relevant competencies</b>   | 25        |
| 5.                 | <p>Risk and mitigation measures are clearly explained</p> <p>Ethical considerations are adequately addressed</p>  | 10        |
| 6.                 | <p>Work plan includes clear timelines and milestones</p>  | 5         |
|                    | <b>Sub-Total Technical Proposal:</b>  | <b>70</b> |
| 6.                 | <b>FINANCIAL ASSESSMENT</b>   | <b>30</b> |

|  |                    |            |
|--|--------------------|------------|
|  | <b>TOTAL MARKS</b> | <b>100</b> |
|--|--------------------|------------|

**1. OWNERSHIP OF OUTPUT:**

The final report and all related deliverables and materials under the contract shall be owned by the Government of Jamaica and used by UNICEF, upon consultation with GOJ, for the improvement of child protection services.

Supervisor :

Approved by:

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Vicente Teran (Dep. Representative)

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Mariko Kagoshima (Representative)

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Date

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Date

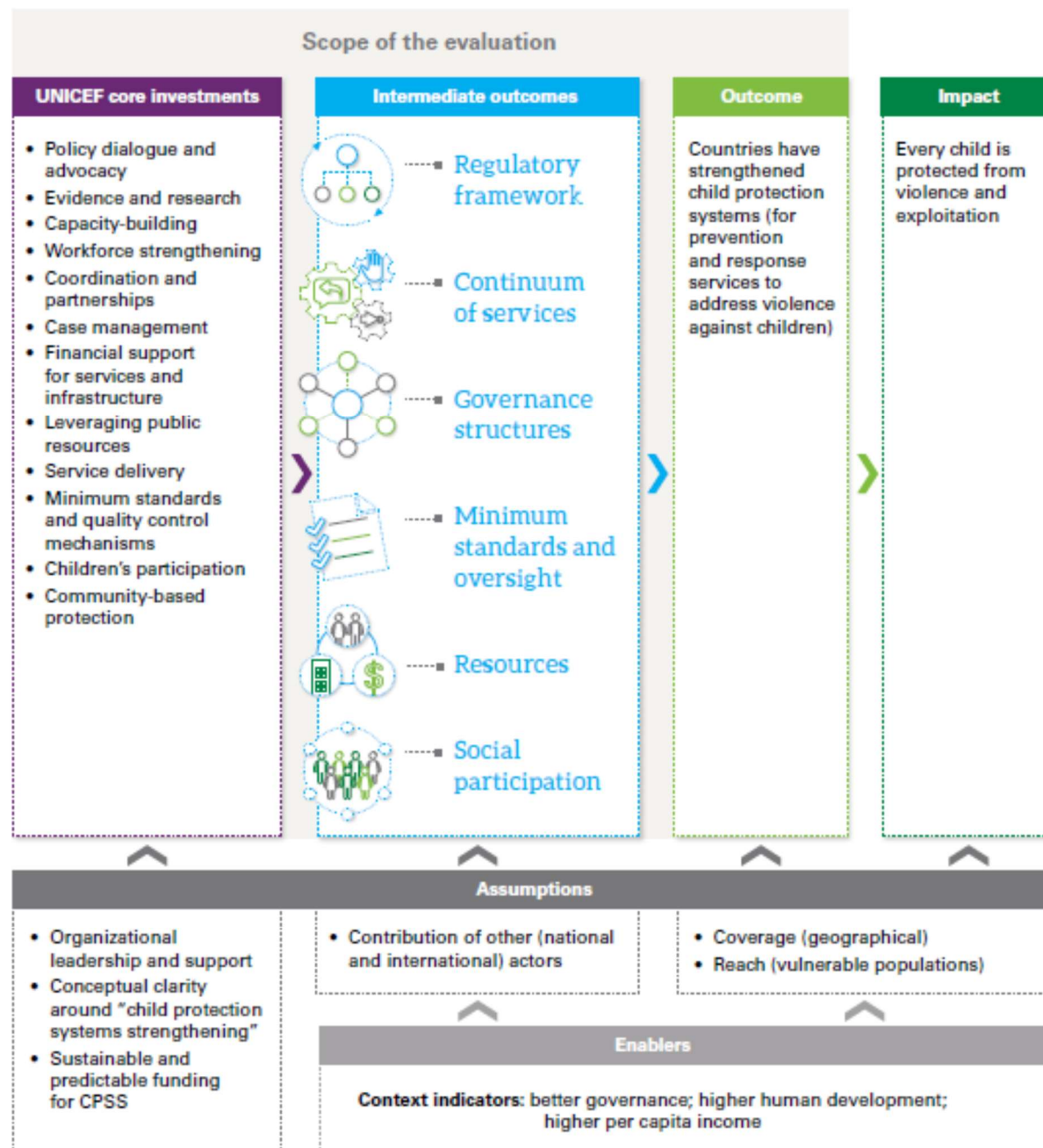
DOCUMENTS

- State Party Reports to various UN Committees and subsequent Concluding Observations (especially the Third and Fourth Report to the UN CRC);
- Situation Analysis on Women and Children 2018;
- Jamaica Voluntary National Review Report and Statistical Annex  
[https://sustainabledevelopment.un.org/content/documents/19499JamaicaMain\\_VNR\\_Report.pdf](https://sustainabledevelopment.un.org/content/documents/19499JamaicaMain_VNR_Report.pdf)
- Children in Jamaica – Twenty Years after the Convention on the Rights of Child Report;
- Report of the Task Force on the New Regime for Juveniles in Remand and Correctional Facilities in Jamaica;
- A Study of the Foster Care Programme in Jamaica;
- Experiences of Children in State Care who appear before the Courts;
- Children in Conflict with the Law in Jamaica; other relevant reports such as the Economic and Social Survey, Jamaica, Survey of Living Conditions, Reproductive Health Survey, Multiple Indicator Cluster Survey; sectoral databases; National Development Plan – VISION 2030 and its Medium Term Framework, National Plan of Action for Children and Violence (NPACV) as well as other national strategic planning frameworks including those of respective line Ministries and other available reports and studies

## MEMBERS/COMPOSITION OF THE TECHNICAL OVERSIGHT COMMITTEE OF THE EVALUATION OF THE JAMAICAN PROTECTION SYSTEM

|  | <b>Institution (Agency, Ministry, Organisation...)</b>   | <b>Department, Direction, Section...</b> |
|--|--|--|
|  | <b>Child Protection and Family Services Agency</b>   |  |
|  | <b>Office of the Children's Advocate</b>   |  |
|  | <b>UNICEF</b>  |  |
|  | <b>Planning Institute of Jamaica</b>   |  |
|  | <b>Ministry of Health and Wellness (MOHW) -- the Child and Adolescent Mental Health Services</b>                     |  |
|  | <b>Ministry of Justice (MOJ) -- the National Diversion and Restorative Justice programmes</b>                        |  |
|  | <b>The Family and Children's Court system</b>  |  |
|  | <b>Ministry of National Security (MNS) -- the Department of Correctional Services/Juvenile Correctional Services</b> |  |
|  |  |  |
|  |  |  |

FIGURE 1: Proposed conceptual framework for child protection systems strengthening



| Criterion      | Evaluation question  | Judgment criteria   | Indicators   | Sources of information  | Collection methods  |
|----------------|--|---|--|---|---|
| Relevance      | To what extent are the objectives of the programme aligned with the priorities of the national government? | <p>Evidence in the programmatic frameworks and documents that the programme is explicitly aligned with government priorities</p> <p>Evidence of participation/consultation of government stakeholders in the development of the programme</p> | <p>Explicit references in the programmatic frameworks of government policies and frameworks.</p> <p>Number of government participants in the development of the programme; references to government participation and/or comments received</p> | <p>Documents and frameworks of the programme</p> <p>Meeting minutes, e-mails, information from interviews</p> | <p>Document review</p> <p>Document review, interviews with key stakeholders</p> |
| Relevance      |  |   |  |   |   |
| ....           |  |   |  |   |   |
| Effectiveness  |  |   |  |   |   |
| ....           |  |   |  |   |   |
| Efficiency     |  |   |  |   |   |
| ....           |  |   |  |   |   |
| Sustainability |  |   |  |   |   |
| ....           |  |   |  |   |   |
| ...            |  |   |  |   |   |
| Gender         |  |   |  |   |   |
| Human rights   |  |   |  |   |   |
| ....           |  |   |  |   |   |

Document in Excel:



Ejemplo\_Cronogram  
a\_TdR\_Eval.xlsx

| Work plan   | Mar-19 | Apr-19 | May-19 | Jun-19 | Jul-19 | Aug-19 | Sep-19 | Oct-19 | Nov-19 | Dec-19 |
|---|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| 1 Contract signed   | ■      |        |        |        |        |        |        |        |        |        |
| 2 Kick-off meeting  | ■      |        |        |        |        |        |        |        |        |        |
| 3 Inception phase / Desk and literature review  | ■      | ■      | ■      | ■      | ■      |        |        |        |        |        |
| 4 <b>Delivery of draft inception report</b>   |        |        | ★      |        |        |        |        |        |        |        |
| 5 Comments by reference group + external ethical review                                 |        |        | ■      | ■      |        |        |        |        |        |        |
| 6 <b>Integration of comments and final version of inception report</b>                  |        |        | ■      | ★      |        |        |        |        |        |        |
| 7 Data collection/field visits  |        |        |        | ■      | ■      | ■      | ■      | ■      | ■      | ■      |
| 8 Data analysis and triangulation   |        |        |        |        |        | ■      | ■      | ■      | ■      | ■      |
| 9 <b>Workshop</b> to present first findings and get first comments from reference group |        |        |        |        |        | ★      |        |        |        |        |
| 10 <b>Delivery of draft final evaluation report</b>                                     |        |        |        |        |        |        | ★      |        |        |        |
| 11 Revision & comments from reference group to draft report                             |        |        |        |        |        |        | ■      | ■      |        |        |
| 12 <b>Integration of comments and final version of evaluation report</b>                |        |        |        |        |        |        |        | ■      | ■      | ★      |
| 13 <b>Workshop/Dissemination of data</b>  |        |        |        |        |        |        |        |        | ★      |        |
| 14 Management Response to the Evaluation  |        |        |        |        |        |        |        |        | ■      | ■      |