

TERMS OF REFERENCE

SUMMARY

Type of Contract (tick the appropriate box)	Institutional Contractor	<i>Individual Consultant</i>	Technical Assistance to IP (individual)
Title	Public Expenditure Review of Child and Family Welfare Programmes in Zambia		
Purpose	To assess the adequacy, composition, equity and efficiency of public expenditures on family preservation and alternative care services		
Location	Zambia		
Duration	60 Working days over a period of 4 months		
Start Date	Start date – 1 st November 2020		
Reporting to	Chief, Child Protection		

BACKGROUND

Zambia is classified as a lower-middle income country with an estimated population of 17.8 million. Between 2004 and 2014, the country recorded an average of 7 percent economic growth. However, growth slowed down to 2 percent in 2019 and is projected to be -5 percent in 2020 as a result of the negative impact of COVID related economic shocks. The national poverty rate stands at 54 percent with significant high rates in the rural areas at 77 percent compared to urban poverty rate of 22 percent. The economic recession will derail actualisation of development indicators especially child welfare indicators that relate to the Sustainable Development Goals (SDGs). This includes stunting, completion of primary education, access to secondary education, HIV among children and adolescents, gender-based violence (GBV), child marriage, birth registration and deprivation of liberty. Levels of poverty, social exclusion and gender inequity remain across age groups, but children bear the brunt. Many of these children are affected by both monetary and non-monetary poverty; approximately 60 percent of Zambia's children live in poor households and 40.8 per cent of the children are deprived in three or more dimensions¹.

According to the Ministry of Community Development and Social Services (MCDSS), poverty is one of the causes of family separation. While poverty should never be the sole reason for placing a child in formal care; the nationwide assessment of children informal care undertaken by MCDSS revealed that over 60 percent of the 6413 children in formal care were placed into institutional care because of poverty². It is reported that families have opted to admit children into residential care to access free services which include food and nutrition, education, and health services including specialised care for children with special physical and health needs. These together with HIV, problems of substance abuse, negligence, crime, violence and abuse are among the main causes of family separation.

Zambia has a range of laws and policies that exist to guide welfare and protection programmes and services for children, including the most vulnerable. Key to note are the Juveniles Act, the Adoption Act, the Anti Human Trafficking Act, the Anti Gender Based Violence Act, the National Social Protection Policy, and the National Child Policy, though there are others. From a policy perspective, the Government of Zambia

¹ MNDP; (2018); Child Poverty in Zambia

² MCDSS; (2017); Nationwide Assessment on Child Care Facilities

has made notable progress to ensure care and protection of children in various care settings. For instance, the Government revised the Child Policy (2015), developed minimum standards of care for child care facilities (2014), reintegration and alternative care guidelines (2017); developed other policy documents such as the national plan action of action to end child marriage (2016), the National VAC Response Plan (to be validated in 2020) the National Diversion Framework (2018) for children in conflict with the law and the national communication strategy on the promotion of family based care for children without appropriate care.

Given that Zambia has enough laws and policies, Government and partners have made considerable investments to the child and family welfare sector in recent years. However, challenges remain in the effective and efficient delivery of child and family welfare as well as other social welfare services. This has over the years been attributed to the inadequate financial resources. Evidence shows that “though there has been a substantial increase in social sector budget, child-specific expenditure has remained flat. The share of social sector budget in the total budget has increased from 30.8 percent in 2006 to 35.5 percent in 2014. However, the share of child-specific spending in the total social sector budget has remained flat hovering around 0.2 percent of GDP.”³ The UNICEF study further shows that budgetary allocations to child programmes have been erratic and that there are huge discrepancies between the budget and actual spending. This could in part be attributed to the unpredictability of donor funds, as child protection is largely donor-funded, making it very difficult for the Government to effectively plan *and sustain* the allocation of resources.

It is against this background that UNICEF in partnership with the Government of Zambia through the Ministry of Community Development and Social Services (MCDSS) seeks the services of a Zambia based consultant to undertake an assessment of the level of public investments for the effective provision of child and family welfare programmes.

JUSTIFICATION

It is imperative that a public expenditure review of child and family welfare programmes is undertaken to understand current levels of investment and a sustainable financing strategy developed to enhance delivery of family welfare programmes. While recognising the impact of the COVID-19 on the country's economy and the reality that the current employment freeze imposed on most government institutions will not be lifted any time soon due to the constrained public fiscal space; the need to generate evidence for making an investment case for better public investment in child and family welfare services could not come at a better time.

The evidence generated would contribute to efforts aimed at strengthening the capacity of Government to adequately plan, budget and mobilise both public and private resources for family preservation and alternative care services. Such evidence could also highlight priority reform areas for policymakers within the Ministries responsible for child welfare (Ministry of Community Development and Social Services and the Ministry of Youth, Sports and Child Development), Ministry of Finance and the Ministry of National Development Planning as they plan and budget.

OBJECTIVES / TARGET

³ UNICEF (2017); Examining Public Expenditure in the implementation of the 2006-2015 National Child policy

To undertake an assessment of the level of public investment (both financial and human resource) in child and family welfare programmes in Zambia.

Note: In this analysis child and family welfare programmes include (1) family preservation services; (2) child-family reintegration services; (3) alternative care services (kinship care, foster care and institutional care as a last resort or for short term emergency placements); adoption services as well as (4) justice services for children – including children in conflict with the law as well as child victims and witnesses.

DESCRIPTION OF THE ASSIGNMENT (SCOPE OF WORK) / SPECIFIC TASKS

Building on the findings of the 2017 study on Public Expenditure in the implementation of the 2006-2015 National Child policy and the subsequent policy briefs, this assessment will aim to determine a reasonable estimate (in absolute terms) of government's expenditure on the identified child and family welfare programmes. The assessment will further establish reasonable estimates of amounts cooperating partners such as UNICEF and key implementing partners (NGOs that are complementing government's efforts) have invested in the provision of child and family welfare services over the last 3 to 5 years. Therefore, the scope of the assessment entails undertaking following tasks:

- 1) Analyse child and family welfare budget allocations and expenditures for the last five years (2015- 2019) focusing on child and family welfare programmes⁴ using a systems approach from both domestic and external resources.
- 2) Examine how child and family welfare programmes⁵ are financed.
- 3) Examine public finance management and other structural bottlenecks inhibiting increased and quality public investments in child and family welfare programmes⁶.
- 4) Estimate human and financial resources required for district offices to effectively and efficiently provide child and family welfare services⁷.

EXPECTED DELIVERABLES

	Tasks	Deliverables	Timeframe (Tentative)
1.	Undertake a desk review of relevant documents on: <ol style="list-style-type: none"> (a) the level and trends of public financing to identified family preservation and alternative care services provided by MCDSS and partners. (b) Staffing levels, distribution of tasks as well as time invested by social welfare officers and their assistants in the provision of child and family welfare services tabulated in the section above. 	Inception report and draft workplan	5 working days (15% Payment)

⁴ In this analysis child and family welfare programmes include (1) family preservation services; (2) child-family reintegration services; (3) alternative care services (kinship care, foster care and institutional care as a last resort or for short term emergency placements); adoption services as well as (4) justice services for children – including children in conflict with the law as well as child victims and witnesses.

⁵ Ibid

⁶ ibid

⁷ Ibid

	Tasks	Deliverables	Timeframe (Tentative)
	<p>Develop an inception report setting out the conceptual framework of the assessments, including the key questions and methodology as well as information on data sources and collection tools; sampling; key considerations and indicators; an outline of: (i) budget analysis; (from both a government and partner perspective), (ii) budget briefs and (iii) the investment case to address the human and financial resource gaps.</p> <p>Present a draft schedule of interviews and draft workplan for the complete period of the assignment.</p>		
2.	<p>Undertake an analysis of government budget allocations to and expenditure on child and family welfare programmes tabulated in the section above over the last five years (2015- 2019).</p> <p>Validate the initial findings with key stakeholders</p>	Child protection Budget Analysis Report (35-50 pages)	20 working days (30% Payment)
3.	Using the findings of the budget allocation and expenditure review; prepare an overview of the budget allocation and expenditure trends under the selected child and family welfare programmes	Budget and expenditure brief (6-12 pages)	20 working days (25% Payment)
4.	Collect and analyse quantitative and financial data from primary and secondary sources on the cost of providing family preservation and child – family reintegration/reunification programmes	Costing study report (4-8 pages)	15 working days (30% Payment)

REPORTING REQUIREMENTS

The consultant will be contracted by UNICEF in collaboration with the MCDSS. He/she will report to the Chief of Child Protection with support from the Chief of Social Policy and Research.

The consultant will submit the deliverables to UNICEF and MCDSS. All deliverables will be submitted electronically and in hard copy.

PROJECT MANAGEMENT

Day to day management of this assignment will be supported by the Child Protection Officer in close collaboration with the Social Policy Specialist who will provide technical guidance on key public finance management aspects of the assessments.

LOCATION AND DURATION

This consultancy will be undertaken in Zambia and will employ both virtual and physical interactions with key informants where this is deemed necessary and safe in respect of COVID-19. The assignment will be undertaken over a period of 60 working days spread over 4 months.

PAYMENT SCHEDULE

Payment	Conditions
15%	Inception report and draft workplan
30%	Expenditure Review Report
25%	Budget and expenditure brief
30%	Costing study report

QUALIFICATIONS AND WORK EXPERIENCE

The consultant should have:

- An advanced University Degree in economics or a relevant field of social science.
- at least 8 years' experience in working in the area of public finance and expenditure review (essential)
- proven track record of institutional experience and expertise in (essential):
 - (a) data and evidence generation in the area of public financial management in key social sectors including the application of relevant tools
 - (b) excellent quantitative analysis skills
 - (c) broader sustainable development financial approaches
 - (d) budget and expenditure tracking in child related social sectors
- proven experience in developing high quality investment cases for the social sector; experience in the child and social protection sector will be an added advantage
- good analytical, negotiating and advocacy skills,
- strong reporting, presentation and writing skills.
- proven experience in developing synergies and establishing effective relations with government, donors and civil society organisations;
- be open minded and able to receive and integrate feedback provided by government and its partners
- be able to accommodate additional demands at short notice;
- have proven experience managing heavy workload and solve complex problems with minimum supervision
- previous work with UNICEF will be an added advantage
- demonstrate excellent written communication skills

ADMINISTRATIVE ISSUES

- *All applicants must submit their CV, a technical proposal on how they will carry out the consultancy and a financial proposal. The technical proposal should cover how the applicants will carry out the assignment during COVID 19 and travel restriction and/or social distancing requirements. The financial proposal must include an all-inclusive cost factoring in all cost implications for the required service / assignment*
- *Interviews will be undertaken if necessary (in general, the evaluation of experts is conducted based on their CVs).*

- Bidder should include the estimate cost of travel in the financial proposal: i) travel cost shall be calculated based on economy class travel, regardless of the length of travel and ii) costs for accommodation, meals and incidentals shall not exceed applicable daily subsistence allowance (DSA) rates, as promulgated by the International Civil Service Commission (ICSC).
- This is a local consultancy and no office space or equipment will be provided by UNICEF to the consultant.

POLICY BOTH PARTIES SHOULD BE AWARE OF (ONLY APPLICABLE FOR INDIVIDUAL CONTRACTS)

- Under the consultancy agreements, a month is defined as 21 working days, and fees are prorated accordingly. Consultants are not paid for weekends or public holidays.
- Consultants are not entitled to payment of overtime. All remuneration must be within the contract agreement.
- No contract may commence unless the contract is signed by both UNICEF and the consultant or Contractor.
- For international consultants outside the duty station, signed contracts must be sent by fax or email.
- No consultant may travel without a signed contract and authorization to travel prior to the commencement of the journey to the duty station.
- Unless authorized, UNICEF will buy the tickets of the consultant. In some cases, the consultant may be authorized to buy their travel tickets and shall be reimbursed at the “most economical and direct route” but this must be agreed beforehand.
- Consultants will not have supervisory responsibilities or authority on UNICEF budget.
- Consultant will be required to sign the Health statement for consultants/Individual contractor prior to taking up the assignment, and to document that they have appropriate health insurance, including Medical Evacuation.
- The Form 'Designation, change or revocation of beneficiary' must be completed by the consultant.