Formative Evaluation of the Midwifery Education Programme

Terms of Reference

1.0 BACKGROUND

Investment in midwifery is crucial for national development and is of international interest. It has strong links to the Millennium Development Goals (MDGs), in particular MDGs 4 and 5, addressing maternal and child mortality. The increase in the number of births attended by skilled health personnel is one of the major strategies to decrease maternal and child mortality. Midwives are considered key professionals to provide skilled attendance at birth.

In Bangladesh, the Honorable Prime Minister’s commitment to the UN Secretary General’s Global Strategy for Women’s and Children’s Health was to develop and deploy 3,000 midwives by 2015. Based on the Strategic Directions for Nurse-Midwives for Midwifery Services (2008), the Bangladesh Nursing Council (BNC), the Directorate of Nursing Services (DNS), with the support of the World Health Organization (WHO) and the United Nations Population Fund (UNFPA) developed two educational pathways for producing competent midwives:

(a) The 6-months post-basic Certificate in Midwifery programme as a short-term solution which commenced in September 2010. The participants for this training are selected from nurses who are in service.
(b) The 3-years direct-entry Diploma in Midwifery programme which started in December 2012. The students admitted to this programme have completed HSC educational qualification

The focus of the formative evaluation will be on the post-basic Certificate in Midwifery programme as it has already been running for nearly 3 years. The development and implementation of the Certificate in Midwifery programme is funded by the Government of Bangladesh (10 training sites), WHO (4 training sites) and UNFPA (6 training sites). The curriculum, lesson plans and assessment tools have been developed with the technical support of consultants from Auckland University of Technology in New Zealand. During a Master training in March 2013, international consultants facilitated a revision of the curriculum of the Certificate in Midwifery programme together with the participants many of whom are teaching in this programme.

Since the start of the programme, 710 certified midwives have been educated. As there is a severe shortage of nurses in the country, and only around 17,000 nurses are employed in the public sector, the pool of participants for the Certificate in Midwifery track is rather limited. The DNS in collaboration with the BNMC have started the process to included nurse-midwives from the private sector in the programme. The Government of Bangladesh is planning to phase out the programme by the end of 2015 when the first graduates (about 525) of the Diploma in Midwifery Course will enter the job market. This means, the Certificate in Midwifery programme will continue for another 2.5 years which will benefit from the results of this formative evaluation.
One of the problems that have been identified with regards to these holders of the Certificate in Midwifery is that after returning to their posts in the Upazilla Health Complexes or Medical College Hospitals, the certified midwives sometimes cannot develop and maintain their skills as they are shifted to different areas of nursing practice. The Government of Bangladesh has not yet established posts for midwives. The midwifery bill is with the Ministry of Finance and the rules and regulations are about to be developed. The Minister of Finance in his speech for the budget of 2013/2014 mentioned the development and deployment of midwives as a separate cadre, which is promising for the future of midwifery in Bangladesh.

2.0. THE PURPOSES OF THE MIDWIFERY EDUCATION PROGRAMME FORMATIVE EVALUATION

I. To determine the extent to which the Certificate in Midwifery programme and results were achieved and to analyze the extent to which results achieved made a worthwhile contribution to achieve national targets and proposed strategic actions for Bangladesh.

II. To assess the effectiveness, efficiency and quality of the Certificate in Midwifery programme as well as to distill lessons learned and good practices.

III. To feed evaluation findings to support the government to develop the Certificate in Midwifery programme beyond 2013 and subsequent the Direct Entry Program.

3.0. OBJECTIVES AND KEY EVALUATION QUESTIONS

3.1. To assess the relevance of the Certificate in Midwifery programme;
3.1.1. To what extent the Certificate in Midwifery programme was relevant?
3.1.2. What has been the Certificate in Midwifery programme relevance in contributing to the national development goals as set in the Strategic Directions (2008)?

3.2. To assess the Certificate in Midwifery programme effectiveness, efficiency and quality;
3.2.1. To what extent the Certificate in Midwifery programme (curriculum, lesson plans, assessment tools, monitoring tools, duration, quality, certification, and training sites) was effective?
3.2.2. To what extent have the planned outcomes, outputs, objectives and performance indicators of the programme been achieved within the allotted timeframe? What is the quality and quantity of the Certificate in Midwifery programme outputs? E.g. (midwives coverage, number of midwifery teachers (trained trainers), number of deliveries observed and conducted, outcome of the deliveries, referrals for obstetric and neonatal complications – disaggregated by geographically location, marginalized and vulnerable groups), and quality of services.
3.2.3. Has the Certificate in Midwifery programme promoted effective partnerships within Government, with national partners, donors and other external support agencies and the civil society? To review the role of partners in implementing programs.
3.2.4. To identify the difficulties/challenges the Certificate in Midwifery programme encountered to provide maternal health services during their daily practice in the community. To
what extent the factors influenced high utilization of some midwives and low utilization of
services of others? How were risks and assumptions addressed during the implementation of
programmes? How satisfied are the graduates with the programme in terms of their careers?
3.2.5 To determine from the midwifery teachers how competent and confident they were in
teaching within the curriculum? Were they provided an appropriate environment for teaching?
3.2.6 To determine from midwives if they were successful in practicing their skills in the field
after deployment? Were they provided an appropriate environment for midwifery practice in the
field (equipment; medicines and supervision; etc.)
3.2.7 How effective was the monitoring, supervision and reporting system of the Certificate in
Midwifery programme?

3.3. To assess the lessons learned for future Midwifery programmes to guide policy makers
and programme managers;
3.3.1 To what extent the midwifery program has compiled the good practices, success stories
and knowledge gained from the programme?
3.3.2 To determine future direction of the midwifery program by, inter alia, identifying
possible scale-up options/opportunity through involving/linking private/NGO sectors for training
more midwives as per need of the country.

4.0. SCOPE OF EVALUATION

The consultant will undertake the following tasks:

- Conduct review of documents and literature pertaining to the certificate in midwifery training
  as well as its prerequisite, the Diploma in Nursing, the Diploma of Midwifery, the Community
  skilled birth attendant programme and the work of traditional dais and the region to enrich
  understanding of the findings of data collected and enable comparison and contextualization.
- Develop a detailed protocol to show the approach that will be utilized to conduct the study
  indicating the methodologies including the sampling strategy and data collection methods
- Develop data collection instruments for the evaluation and manage and undertake the data
collection exercise (including visits to some of the places where midwives are educated, posted,
and interviews with trained midwives and other relevant stakeholders at the field level as well as
at the directorate levels).
- Undertake data analysis and report writing and submit the draft of the evaluation report to
  the Evaluation Manager.
- Organize and conduct a workshop for stakeholder consultation and validation of findings
- Incorporate stakeholder comments and submit final report to Evaluation Manager

Provide recommendations on all of the objectives mentioned under 3.0., based on findings:

- Assess the extent to which the current Certificate in Midwifery programme prepares
  participants and equips graduates with knowledge, skills, and competencies required to provide
  quality health services to the Bangladeshi population. Include the assessment of the curriculum,
  lesson plans, assessment and monitoring strategies
- Assess what other enabling factors (besides knowledge, skills and professional behavior) play a role to work as a competent midwife. Develop a profile of a midwife and outline enabling factors to identify good practices.
- Assess strategies for retention of competent midwives including the duration of the depreciation of the knowledge and skills.
- Assess the extent to which the Certificate in Midwifery programme prepares trainers and equips them with competencies as midwives and teachers alike.
- Assess and monitoring strategies of the Certificate in Midwifery programme in terms of quality assurance. What mechanisms are in place to ensure quality of education and follow up? What are the strengths and weaknesses of this mechanism?
- Assess the capacity of the Nursing Colleges and Institutes including organization, administration, resources, facilities and services to conduct the Certificate in Midwifery and Diploma in Midwifery programme.
- Assess the recruitment and selection process of the candidates in terms of transparency and efficiency.
- Assess how and to what extent the Certificate in Midwifery program is filling the existing gaps in the delivery of midwifery services in the country.
- Assess post-training opportunities for midwives and their acceptance and inclusion in the health teams at the service delivery level.
- Assess future career opportunities available to trained midwives.

It is envisaged that the findings of this report will be used by the Government of Bangladesh, training institutions, the civil society and development partners to inform policy and programmatic aspects of ensuring quality midwifery services in the country.

5.0. OUTPUTS/DELIVERABLES

- Inception report (3-5 pages) with a detailed study design including, methodology, tools, timelines and outline of report within the first 5 days of evaluation
- A draft report for discussion and consultation
- A final report of around 30 pages incorporating comments that may include the following contents:
  - Executive summary
  - Introduction: An overview of the evaluation
  - Background
  - Methodology and process, including detailed description of sampling and study limitations.
  - Findings responding to each evaluation objective
  - Policy and programmatic recommendations
  - Conclusions
- Annexes: Tools used, list of people interviewed, references etc.
5.0. TIME FRAME

The consultancy is expected to take 36 working days in total, Fridays are weekend and therefore not working days. The consultant will hand in the final report and the manuscript by November 30th 2013.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Meetings and review of literature (desk review) and preparation of inception report</td>
<td>5</td>
</tr>
<tr>
<td>Preparation for field data collection</td>
<td>2</td>
</tr>
<tr>
<td>Testing the tools</td>
<td>1</td>
</tr>
<tr>
<td>Field work/data collection</td>
<td>12</td>
</tr>
<tr>
<td>Analysis of data</td>
<td>5</td>
</tr>
<tr>
<td>Report writing</td>
<td>7</td>
</tr>
<tr>
<td>Finalization of comments from stakeholders and from the ERC</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>36</td>
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</tbody>
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6.0. MANAGEMENT OF EVALUATION

The Senior Programme Officer Midwifery in UNFPA CO Bangladesh will be the Evaluation Manager. The Evaluation Manager serves as UNFPA’s primary liaison with the evaluation team, monitors the progress of the evaluation process. The consultant together with her/his assistant will be required to work together with the Evaluation Manager in seeking any clarifications and technical advice. A working team, the Evaluation Reference group (ERG) comprising of Ministries of Health (HRM unit), DGHS, BNMC, DNS, WHO, UNFPA to the process of evaluation and selection of evaluator. The ERG will be chaired by the registrar of the BNMC and co-chaired by a representative of the DGHS. The Chair is responsible for circulating all communication and clarifications made to the consultants to all the members of the ERG. The ERC will approve the inception report and will also review and comment on draft report. The Evaluation Manager will keep the ERC updated about progress. Final approval of the report lies with the Ministry of Health.

6.1. In-country support

- The Evaluation Manager will support the consultant with background information and in-country support regarding transportation and facilitate accommodation. The Evaluation Manager will be the focal point for the consultant
- Jointly with the Evaluation Manager, the ERG will support the contractor with the provision of all relevant documents.
- BNMC will also select a suitable person, who is not involved in the midwifery programme at all (no conflict of interest) and who will assist the international consultant during his or her working period in the country as her assistant.
- The Evaluation Manager, ERG, the International Consultant and the evaluation assistant will have an initial meeting to brief the assistant on her tasks.
- The assistant will support the International Consultant during meetings; will assist in the identification of all relevant documents for the review of literature and inception report.
- Where and when necessary the assistant will translate in verbal communication or written documents. She will assist in the preparation of the field visit and give efficient support during data collection.
- Together with the Evaluation Manager, and the ERG, the assistant will review the draft report prepared by the international consultant prior to the stakeholders meeting.
- The assistant will be responsible to prepare, organize and conduct the stakeholders consultation meeting and will be responsible for the documentation of that meeting.

All members of the ERG and the Evaluation Manager will give their input during the finalization of the report

7.0. ETHICAL STANDARDS

All those engaged in designing, conducting and managing evaluation activities should aspire to conduct high quality work guided by professional standards and ethical and moral principles as per UNEG guidelines.

8.0. TRAVEL COSTS

UNFPA will pay:
- Daily Subsistence Allowance in line with UN standard rates for each city where work is undertaken and
- Economy class travel costs based on the most economical and direct route
- In-country travel outside Dhaka for fieldtrips will be covered by UNFPA

9.0 REMUNERATION

As per UNFPA policy and procedures.

10.0. THE QUALIFICATION OF THE CONSULTANT

- Proven track record in research and evaluation of public health programs particularly training and human resource development
- Experience working with Government and development partners in the area of public health and social services.
- Proven experience and knowledge about the situation of human resources for health especially concerning nursing and midwifery services in South Asia
- Minimum 7 years of relevant experience in the above mentioned field
- A minimum of Master’s degree in a relevant field with background in health training and education
- Ability to produce high quality and concise written reports
- A record of published research articles is added advantage.

11.0. SUBMISSION OF PROPOSAL

a) Interested individuals with the required qualifications and experience to undertake the consultancy work should submit their proposals and CVs by email to michel-schuldt@unfpa.org

b) The Technical proposal (of not more than six pages) should be submitted as separate document.

c) Proposals must reach UNFPA Bangladesh office by 20.00 pm on September 20th 2013

12.0. THE CRITERIA FOR ASESSING THE PROPOSALS SHALL INCLUDE:

1. Qualifications of consultant as given in section 10.0 above;
2. Understanding of the assignment;
3. Detailed methodology and study approach proposed;
4. Appropriateness of the proposed work plan for the entire assignment;
5. Concrete quality assurance measures;

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i Directorate of Nursing Services, Bangladesh Nursing Council, World health Organization (2008) Enhancing Contribution of Nurse-Midwives for Midwifery Services to contribute to the attainment of Millennium Development Goals 4 and 5

ii http://www.unevaluation.org/ethicalguidelines