

EVALUATION REPORT

November 2017

UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage

■ ■ Evaluability Assessment ■



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**UNITED NATIONS CHILDREN'S FUND (UNICEF):
UNFPA-UNICEF GLOBAL PROGRAMME TO ACCELERATE
ACTION TO END CHILD MARRIAGE**

EVALUABILITY ASSESSMENT

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ACRONYMS

APRO	UNFPA Asia Pacific Regional Office	KM	Knowledge Management
C4D	Communication for Development	MCH	Maternal and Child Health
CM	Child Marriage	M&E	Monitoring and Evaluation
CO	Country Office	MENARO	UNICEF Middle East and North Africa Regional Office
CP	Child Protection	MICS	Multiple Indicator Cluster Surveys
DfID	UK Government Department for International Development	MLE	Monitoring, Learning and Evaluation
DHS	Demographic Household Survey	MRE	Monitoring, Reporting and Evaluation
EMG	Joint UNFPA-UNICEF Evaluation Management Group	MTR	Mid-Term Review
ERG	Joint Evaluation Reference Group	NFHS	National Family Health Survey (of India)
ESARO	UNICEF Eastern and Southern Africa Regional Office	NGO	Non-Governmental Organization
FGM/C	Female Genital Mutilation/Cutting	ODI	Overseas Development Institute
GBV	Gender-based Violence	OECD	Organisation for Economic Co-operation and Development
GBViE	Gender-based Violence in Emergencies	PCA	Programme Cooperation Agreement
GPECM	UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage	RO	Regional Office
GPSU	Global Programme Support Unit	ROSA	UNICEF Regional Office for South Asia
GRD	Gender, Rights and Development Team, UNICEF	RTMS	Real-Time Monitoring System
GRF	Global Results Framework	SDGs	Sustainable Development Goals
GToC	Global Theory of Change	SRH	Sexual and Reproductive Health
HACT	Harmonized Approach to Cash Transfers (partner assessment tool)	ToC	Theory of Change
HQ	Headquarters	ToR	Terms of Reference
HR	Human Resources	UN	United Nations
INGO	International Non-Governmental Organization	UNEG	United Nations Evaluation Group
IP	Implementing Partner	UNICEF	United Nations Children's Fund
KAP	Knowledge, Attitude and Practices	UNFPA	United Nations Population Fund
		VAC	Violence Against Children
		WCARO	UNICEF West and Central Africa Regional Office

PREFACE

More than seven hundred million women alive today were married before the age of 18, and 250 million of those, before the age of 15. Given the very significant risks associated with child marriage and childbearing at a young age, ending child marriage is a major development priority from a rights and equity perspective. Sustainable Development Goals targets cannot be reached if child marriage is not ended.

On 15 March 2016, the United Nations Population Fund (UNFPA) and the United Nations Children’s Fund (UNICEF) launched a Joint Global Programme to Accelerate Action to End Child Marriage (GPECM). The programme is being implemented in three phases over 15 years, initially in 12 countries. The GPCM is an ambitious, complex programme addressing an important human rights issue; the results of the GPECM will contribute to SDG target 5.3 on harmful traditional practices, including child marriage. All findings, conclusions and recommendations in this evaluability assessment have to be considered within this context.

This joint evaluability assessment was conducted collaboratively by the evaluation offices of UNFPA and UNICEF. Conducted by a team of two external consultants, the evaluability assessment applied a variety of approaches and tools to examine the design and initial implementation of the Joint Global Programme to Accelerate Action to End Child Marriage.

We appreciate the steps taken by UNFPA and UNICEF staff at country, regional and headquarters in setting up the first phase of this very important programme, and are grateful for their collaboration in making this report possible. We would also like to thank the team of external consultants, Janey Lawry-White and Katie Tong, for their hard work and the quality of this report.

From the joint evaluation management group, we would like to thank Mathew Varghese, Valeria Carou Jones, and Laurence Reichel for their lead role in managing the evaluability exercise and guiding the work of the consultant team through all phases of the evaluability assessment.

Special thanks go to the joint evaluation reference group, composed of representatives from UNICEF and UNFPA, and the Steering Committee. The contribution of the Global Programme leads at UNICEF and UNFPA (Nankali Maksud and Satvika Chalasani) and the lead counterparts in UNICEF and UNFPA country offices, especially in the two case study countries (Uganda and India), was extremely valuable for the evaluability process. We appreciate their efforts in making the information available for this assessment.

Our thanks also go to the main donors contributing to the joint programme for their valuable time and active collaboration in the evaluability assessment. We hope that the analysis, findings, and conclusions of this evaluability assessment will help to further improve the programme design, strengthen management for results, and improve overall effectiveness of the joint programme.

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EXECUTIVE SUMMARY

I. INTRODUCTION

730 million women alive today were married before the age of 18, and 250 million of those before the age of 15. Given the very significant risks associated with child marriage¹ and associated childbearing, as well as the material reduction of married children's contribution to the economy,² ending child marriage is a major development priority and a target of the Sustainable Development Goals.³ It is also a corporate priority for both the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA).

On 15 March 2016, UNFPA and UNICEF launched a Joint Global Programme to Accelerate Action to End Child Marriage (GPECM), which is being implemented in three phases over 15 years, initially in 12 countries.⁴ This joint global programme is the first United Nations-led initiative designed to reduce rates of child marriage at scale. As a joint programme, the different but complementary mandates of UNICEF and UNFPA are expected to catalyse results more effectively than would be possible for either agency working on its own.

Given the current lack of programmatic experience of what works, at scale, to reduce child marriage, it is of real importance that meaningful GPECM results are collected and reported systematically to build understanding within

UNFPA and UNICEF, and among development partners more generally. Results from the GPECM will demonstrate to what extent interventions or combinations of interventions contribute to desired results in different contexts.

II. EVALUABILITY ASSESSMENT APPROACH

1. Evaluability assessment rationale

The Evaluation Offices of UNICEF and UNFPA commissioned an evaluability assessment of the GPECM, in accordance with the GPECM Evaluation Plan. The exercise was conducted between April and September 2017, and covered the GPECM from its launch in March 2016 to August 2017. The purpose was to determine the extent to which progress towards GPECM objectives can be readily and reliably measured, monitored and evaluated. This report presents the findings, conclusions and recommendations of the assessment. Conducting this exercise within the first two years of the global programme permits the management of the global programme at all levels to strengthen, where necessary, the programme logic and monitoring, reporting and evaluation systems, which should result in more effective programme results and stronger reviews/evaluations.

¹ Child marriage is defined as a formal marriage or informal union before the age of 18.

² Economic Impacts of Child Marriage: Global Synthesis Report, World Bank and International Center for Research on Women (ICRW), June 2017.

³ Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation under Goal 5 – Gender Equality: <https://sustainabledevelopment.un.org/topics/sustainabledevelopmentgoals>.

⁴ UNICEF and UNFPA recognize that many more than twelve countries are currently working on ending child marriage, and the 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', October 2015 notes (p.10) that the intention is for additional countries to be added to the GPECM over time.

Objectives

The evaluability assessment considers five objectives:

Objective 1: Assess the clarity and logic of objectives, relevance and coherence of the programme design, including the integrity of the causal chain linking inputs and activities with expected outcomes and impacts.

Objective 2: Assess the adequacy and validity of the indicators, tools and systems for monitoring, measuring and verifying results (i.e. the extent to which there are credible monitoring, reporting and evaluation systems); and whether resources are allocated to support adequate monitoring, evaluation and reporting on results.

Objective 3: Assess the adequacy of human and financial resources to meet the expected results.

Objective 4: Provide guidance on approaches for the planned outcome evaluation. Delimit the scope of the evaluation and present a number of options delineating the purpose, outlining the key objectives and framing the scope of the evaluation, specifying its focus in terms of thematic coverage and key issues to consider, geographic coverage, and the time span of programmes to be covered by the evaluation.

Objective 5: Provide a diagnosis, guidance and options for consideration of the joint programme on the feasibility and value of undertaking additional evaluative work (including but not exclusively thematic evaluations, developmental evaluation and impact evaluation), subject to human and financial resource implications.

These objectives are interpreted through 16 evaluability questions.⁵

Methodology

A mix of methods was used. Quantitative and qualitative data were collected through comprehensive global and country level document reviews, key informant interviews with UNFPA and UNICEF staff and key partners at headquarters, regional offices and country offices, and country visits to two programme countries. A suite of evaluability assessment tools was developed to analyse and triangulate data.

Approach

This evaluability assessment has adhered closely to the Organisation for Economic Co-operation and Development (OECD) definition of evaluability: “The extent to which an activity or programme can be evaluated in a reliable and credible fashion”⁶ This definition is aligned with Standard 4.2 of the United Nations Evaluation Group (UNEG) Norms and Standards: “An assessment of evaluability should be undertaken as an initial step to increase the likelihood that an evaluation will provide timely and credible information for decision-making”⁷

The team has considered evaluability in both principle and practice, with an assessment of the programme logic, theory of change and accompanying results frameworks (‘in principle’), and the availability of relevant data, systems and capacities to make the data available (‘in practice’).

⁵ See the Terms of Reference for the Evaluability Assessment in Annex 1 and the Evaluability Matrix and Questions in Annex 2 of this report.

⁶ OECD DAC Glossary of Key Terms in Evaluation and Results Based Management, p.21.

⁷ <http://www.unevaluation.org/document/detail/1914>, p.22.

III. FINDINGS

The GPECM is an ambitious and complex programme addressing an important human rights issue that should contribute to the achievement of Target 5.3 of the Sustainable Development Goals (SDGs). UNFPA and UNICEF staff at global, regional and country levels are to be congratulated on initiating and leading this strategic global programme, and through it, contributing to more detailed knowledge of how to address child marriage effectively and accelerate the end of the practice at scale. All findings, conclusions and recommendations from this evaluability assessment should be considered in this context.

Fourteen key findings emerged from the evaluability assessment. These are grouped below in line with the five evaluability assessment objectives.

A. Evaluability in principle

Key Finding 1: The Global Theory of Change (GToC) provides a comprehensive framework, covering the key outcome areas that UNFPA and UNICEF can influence. It emphasizes the importance of a multi-sector, multi-level approach to addressing child marriage. However, the GToC could be further strengthened by incorporating additional factors that influence decisions on child marriage, and by indicating anticipated causality, which is an essential element of any theory of change. The assumptions on which the GToC is based also need to be made explicit.

Key Finding 2: While following the logic of the GToC closely, the current Global Results Framework (GRF) is limited and simplistic. The current version fails to capture programme results across the range of interrelated factors that contribute to decisions on child marriage.

Key Finding 3: Programme guidance emphasizes the importance of country contextualization of the GToC. GPECM global logic is generally well reflected in programme country interventions, which are well contextualized and supportive of national priorities on ending child marriage. Regional offices do not have specific GPECM projects, but are supporting programme countries and engaging in regional advocacy and initiatives.

B. Evaluability in practice

Key Finding 4: As indicated in Key Finding 2, the current GRF has significant shortcomings and gaps, and requires a major re-think, to enable the collection of clear, meaningful results. Clarifying ‘what success looks like’ across the different programme countries and globally is a key starting point for the revision. The current focus on numerical indicators for Outcomes 1, 2 and 3 is inappropriate to measure social change. Aggregating the current numerical results across programme countries produces largely meaningless results, which do not reflect the wide contextual variations between and within countries, or the differences in the nature of interventions addressing the same outcomes in different countries.

Key Finding 5: To date, only outputs have been reported on. Reporting on incremental social change against intermediate indicators would provide a better picture of whether current interventions are on the right track to reduce rates of child marriage. The current format of the Annual Reporting Template mitigates against: (i) compatibility of reporting on the results of the same indicators across countries; and (ii) capturing, as far as is possible in a standard global format, the richness of programme experience and results, in order to maximize learning.

Key Finding 6: The lack of systematic monitoring and reporting on cross-cutting issues is a significant gap in the GRF and will undermine this element of any future evaluation if not addressed.

Key Finding 7: The potential value-additions of the GPECM as a United Nations (UN)-led programme, identified in programme guidance according to 11 programme principles, have not been clarified, and are not being monitored. Benefits conferred by alignment with these principles will be an important focus of assessment in the forthcoming formative evaluation/mid-term review (MTR) and future outcome evaluations, so the lack of systematic monitoring is a significant gap. The significant benefits expected from joint programming between UNFPA and UNICEF is of particular interest to key stakeholders.

Key Finding 8: Output baselines and targets are in place for most programme countries. Four of the 12 programme countries have outcome baselines. Outcome targets are yet to be developed.

Key Finding 9: Administrative data, while of variable quality, are credible and reliable to support future reviews/evaluations of the GPECM, within the limitations of the breadth of data currently being gathered to report on the GRF. The challenge of 'double counting' of beneficiaries is recognized by programme countries, and attempts are made to minimize it. However, all programme staff agree that it is virtually impossible to avoid.

Key Finding 10: In most programme countries, monitoring and reporting of GPECM interventions is done against the GRF indicators. In a few countries, more sophisticated monitoring and evaluation (M&E) systems have been developed to measure a wider range of qualitative data on social change. These systems have

the potential to provide important inputs into future reviews/evaluations of the GPECM, as well as to inform the revision of the GRF and GPECM monitoring mechanisms globally and in programme countries. Ongoing impact assessments will be one important element of GPECM M&E mechanisms to provide reliable evidence of the contribution of different interventions to incremental social change.

C. Resourcing of the GPECM

Key Finding 11: GPECM resource levels for M&E and knowledge management (KM) are incompatible with the programme's stated focus on collating evidence and learning around what works across different contexts to end child marriage.

Key Finding 12: Actual funds received for Phase I are only 40 per cent of those planned (US\$94.5 million v. US\$246.7 million). This has necessitated scaling down and, in some countries, delaying some interventions. Resources are not sufficient in most countries to fully support the staff capacity required to design, implement, monitor and report on GPECM interventions. Funding is also unpredictable and short-term, which presents a significant challenge for the long-term programming required to support social change.

D. Planned GPECM mid-term review and outcome evaluation

Key Finding 13: Conducting both the planned formative evaluation/mid-term review (MTR) and outcome evaluation before the end of 2019 is unrealistic. The team considers that there would be significant value in formally recognizing this first phase as a hybrid implementation and learning phase, and conducting a strengthened and independent formative evaluation/MTR during the second half of

2018. The results of the formative evaluation/ MTR would complement those of this evaluability assessment and inform revisions of programme logic, guidance and tools as well as programme implementation and management, and would provide key stakeholders with an independent assessment of progress on desired GPECM results to date.

E. Undertaking additional evaluative work

Key Finding 14: A number of research studies have been/are being undertaken by country and regional offices. To date, only 5 per cent of the global knowledge management (KM) strategy has been implemented, due to capacity restraints. As well as establishing strong monitoring, reporting and evaluation (MRE) systems, globally and in-country, that measure meaningful social change and programme management, undertaking standalone evaluative research in-country (as far as resource constraints allow) would contribute to future evaluations.

These key findings have informed the conclusions below, which are similarly organized in line with the evaluability assessment objectives.

IV. CONCLUSIONS

1. Programme design

1.1 The Global Theory of Change is relevant and has been well contextualized in programme countries.

The GToC has provided UNICEF and UNFPA country and regional offices with a relevant and useful framework around which to conceptualize and programme their work on child marriage. It clearly demonstrates the importance of programming to address child

marriage at multiple levels and as part of multiple sectors. The GToC has also been of value in emphasizing child marriage within wider approaches of empowering adolescents.

The programme guidance stresses the imperative for contextualization of the GToC in the light of national and sub-national specifics. In line with this guidance, the programme logic has generally been well reflected in country programme interventions, which are well contextualized and supportive of national priorities on ending child marriage.

Where GPECM funding has been used to enhance or expand existing programming and strengthen the focus on child marriage, this represents a strategic use of limited funding. Elsewhere, as appropriate to the context and existing coverage of the five outcomes, standalone interventions have been funded. Again, this appears to be strategic.

1.2 The Global Theory of Change could be further strengthened to reflect the complexity of issues affecting decisions on child marriage. It needs to demonstrate expected causality and include explicit assumptions.

The GToC could be further strengthened by reflecting the range and complexity of the issues which affect rates of child marriage, and how these issues (including female genital mutilation/cutting [FGM/C] and teen pregnancy) can materially influence decisions on child marriage. In addition, a number of areas need to be more fully represented throughout the GToC, including:

- Humanitarian crisis, which currently appears only as a driver. This is a gap, given the impact crises have been recognized as having on patterns of child marriage.
- Economic drivers of marriage are also critical to decisions on child marriage,

and therefore need to be represented at all appropriate levels of the GToC, or addressed specifically in the assumptions.

The current version of the GToC places too much reliance on girls having the autonomy to make decisions about when and whom they marry once they are better informed, without stressing the necessity of household and community attitudes changing to allow them the space to exercise their increased agency. The necessity of addressing both Outcome 1 and 2 together or not at all (from an ethical perspective) should be emphasized.

Importantly, the theory of change does not demonstrate the causal links between strategies, outputs and outcomes that are integral to any strong theory of change. Currently, the theory of change does not show how the strategies are expected to contribute to progress on the outcomes, either singly or in combination, or how outcomes are interlinked and affect each other.

No assumptions are included as part of the GToC. These are required to make explicit the thinking behind how the GToC was developed based on research/evidence, and which areas UNFPA and UNICEF are depending on other actors to address in order to ensure the desired goal is achieved.

1.3 The Global Results Framework has significant limitations and needs a major refinement in order to demonstrate desired results in social norm change.

The global results framework closely follows the logic of the global theory of change, and therefore includes the same gaps as the GToC. This is compounded by the limited number of indicators per outcome/output, which means

that the reality of varied programming across different contexts cannot be captured.

The focus on collecting almost exclusively numerical results for both output and outcome indicators is inappropriate for a programme for which the overall objective is social change. A mix of quantitative and qualitative indicators need to be included which can measure progress towards changing knowledge, attitude and practices. Inclusion of intermediate indicators between output and outcome indicators would enable incremental results, indicative of changed attitudes and behaviours which are supportive to reducing child marriage, to be noted and reported. These incremental changes will demonstrate whether programming is on the right track well before a noticeable effect on rates of child marriage is recorded.

The current focus on numerical indicators (both outputs and outcomes), without opportunity to explain the context or analyse the results relating to reporting on each indicator, generates data with limited meaning; particularly when aggregated across programme countries.

Revised quantitative and qualitative indicators at all levels (outputs, intermediate and outcome indicators) need to be informed by 'what success looks like' in the different country and sub-country contexts. Where 'success' is locally specific, it needs to inform country results frameworks; where elements of success are common across countries, indicators can be included in the revised GRF.

A notable gap is the absence of any monitoring of the potentially significant value added of the GPECM being a UN-led programme, as defined in the 11 programme principles. Particularly the principle relating to joint

programming, and how this will confer significant benefits in terms of maximizing the complementary effects of UNICEF and UNFPA's different comparative advantages, needs to be highlighted. Similarly, cross-cutting issues are missing from the GRF.

No programme management indicators are included at global, regional or country level. These are essential for sound programme management, and need to be in place at both country and global level.

1.4 The importance of establishing proof of concept.

There is no proven model for national scale programmes to end child marriage, and so the GPECM provides, perhaps for the first time, the opportunity to test what combinations of strategies work over the medium to long term in reducing the national, regional and global incidence of child marriage. However, the programme has not been set up with strong enough systems or sufficient dedicated resources to allow Phase 1 to be able to show the strengths and weaknesses of the strategies set out within the theory of change.

Various studies, reviews and evaluations are being planned by country offices, but with no dedicated learning budget to support them. A more sophisticated approach to assessments at outcome level, including the inclusion of ongoing impact assessments, will be required to provide the data to support the planned formative evaluation/MTR and any later outcome evaluation. Whatever approach for impact assessments is adopted across the GPECM, it will need to be 'user-friendly' and able to be adapted to the contexts of the programme countries.

This will require a greater investment in MRE and in KM. The innovative nature of the GPECM, and range of programming across the varied contexts of the programme countries mean that, properly captured, rich material for the proof of concept can be captured – which would be a key contribution of the GPECM to development partners supportive of reducing child marriage prevalence.

2. M&E data and systems

2.1 M&E systems that can measure social change, based on the experience and systems already being developed in some programme countries, need to be rolled out in all the programme countries.

To monitor the revised GRF, M&E systems that measure incremental social change should be utilised in all programme countries. The development by some programme countries⁸ of relatively sophisticated systems measuring a range of qualitative data provides a useful starting point for developing these systems, which could build on their learning and experience. The replicability of these systems across countries with varied levels of national capacity should be examined as part of the experience-sharing process.

Use of more varied data collection methods, including capturing stories and photo-video recording, could also expand the range and depth of qualitative data available. In addition, the inclusion on a regular basis of impact assessments for programming against Outcomes 1, 2 and 3 will be important to reliably demonstrate the contribution of the GPECM to changing social norms on child marriage. Establishing outcome baselines as

⁸ UNICEF Bangladesh, UNFPA Mozambique and UNFPA and UNICEF India.

soon as possible will enable progress against these to be measured in the impact assessments and other forthcoming evaluations.

Normalizing the use of these systems across programme countries will support forthcoming reviews and evaluations, as well as broadening knowledge and experience in general with regard to quality monitoring of social change programming.

Given that these M&E systems are being developed in partnership with national or local governments, they will also serve to strengthen national data sources and capacities.

2.2 Current administrative data provides a credible basis for future reviews/evaluations.

In line with GPECM guidance, wherever possible, administrative data is used to report against progress. While variable in quality, this means that GPECM reporting is in line with government figures, which is useful and provides a basic level of credible data to inform any forthcoming evaluation. UNFPA and UNICEF are strengthening capacities through technical inputs to expand collection of data collected through government systems on child marriage. Qualitative analysis of Demographic Health Survey (DHS) and Multiple Indicator Cluster Survey (MICS) data is also providing more in-depth information on the prevalence and local drivers of child marriage, which also strengthens the data base.

2.3 Baselines for child marriage prevalence and for outputs are in place but those for outcomes need to be established before the start of phase II.

The DHS provides baselines of the prevalence of child marriage under the age of 18 and under the age of 15. These are augmented in

some programme countries with the results of detailed surveys being conducted. At country level, baselines are also in place for outputs in most programme countries.

To date, outcome baselines have been established in four out of the 12 programme countries. Outcome indicators relating to knowledge, attitude and practices (KAP) around child marriage need to be in place for all programme countries at the beginning of Phase II to support monitoring and evaluation of the progress on KAP relating to ending child marriage to which the GPECM has contributed during Phases II and III.

2.4 The annual reporting template does not capture the richness of country experience.

The annual reporting process and template, and accompanying guidance, will require revision to enable programme countries to report more fully on their experiences, including the variations between different target areas in those countries. The goal of the revision should be a template that captures, as far as possible in a standard global format, the richness of programme experience and results, including for the purpose of maximizing learning. The revision of the GRF, which is the core element of the Annual Reporting Template, will facilitate this, and will lead to reporting on a wider range of data. This will include programme results, programme management (as relevant), and the value added of being a joint, UN-led programme.

The template should also enable countries to report on the challenges faced, and how programming or management systems have been adapted to mitigate these. The current focus on reporting against previously set targets is restricting.

Accompanying guidance is needed to advise on how to report where GPECM resources have been added to existing multi-partner programmes or to support national objectives, in order to ensure greater comparability of reporting across programme countries.

3. Resourcing

3.1 GPECM resources are not adequate to achieve desired results.

The success of the GPECM has been limited by insufficient funding. The funding received for 2016 was only 40 per cent (US\$94.5 million) of that budgeted (US\$246.7 million). Programme targets had to be downscaled in all programme countries, meaning that desired results on the scale originally planned cannot be achieved. This has also meant that some UNICEF/UNFPA country and regional offices are cross-subsidizing GPECM activities from other resources, both in terms of staff time and financing.

GPECM resource levels for M&E and KM (both financial and human resources) are incompatible with the global focus on materially expanding global programme knowledge on how to end child marriage at scale across a range of contexts. Insufficient capacity in the Global Programme Support Unit (GPSU), which has had to establish secretariat functions as well as coordinate the global programme, has contributed to the delay in implementing the planned, global KM activities.

The conclusions and recommendations in this report relating to strengthening M&E systems will be challenging to implement without additional resources. However, given the importance of this programme, and its potential to expand knowledge of effective programming to reduce rates of child marriage significantly, it is hoped that more resources will be made available in line with the recommendations in this report.

An additional challenge is the unreliable and short-term nature of the funding provided. Long-term interventions are required to change perceptions and behaviours at individual and community levels, building systems, strengthening government capacities and legislation to support a reduction in the rates of child marriage. The current short-term, unreliable funding from the GPECM undermines this approach.

Committed, predictable funding is required for at least a three-year period so that the agencies and their implementing partners can plan ahead. Country offices need a more reliable financial basis on which to plan.

4. Planned formative evaluation/MTR/ outcome evaluation

4.1 Conducting an outcome evaluation and formative evaluation/MTR before December 2019 is unrealistic. However, a strong emphasis on Phase I as a hybrid learning and implementation phase, together with the conduct of an independent formative evaluation/MTR, will provide the necessary accountability to stakeholders, while refining all aspects of the GPECM.

Conducting both the internal formative evaluation/MTR and external outcome evaluation, as planned, before the end of phase 2019, would certainly result in evaluation fatigue by regional offices (ROs) and country offices (COs). The lack of finalization of outcome indicators, and no monitoring on them to date, also means that outcome results are not available to inform such an evaluation.

By designating Phase I as a hybrid implementation and learning phase, the GPECM will emphasize the learning focus of this early part of the programme, which is commensurate with it being the first of its type.

A strengthened and independently-conducted formative evaluation/MTR would expand and build on the findings, conclusions and recommendations of this evaluability assessment without overloading GPECM programme staff with multiple reviews/evaluations. Taken together, the findings of this evaluability assessment and the formative evaluation/MTR would inform the revision of the programme design, the GRF, Annual Reporting Template and all associated guidance, as well as revision of programme interventions and management processes as appropriate in light of formative evaluation/MTR findings.

The reformulation and addition of indicators (at all levels) and other revisions to the MRE guidance and tools could usefully be delayed until the findings and recommendations of the formative evaluation/MTR are available. One set of revisions incorporating the findings of both this evaluability assessment and the formative evaluation/MTR can then be made. This will ensure that the programme guidance and MRE tools are strengthened and in place for the start of Phase II, while minimizing continuous disruption and change in the monitoring and reporting processes.

An outcome evaluation can be conducted toward the end of Phase II based on these strengthened systems and programme results achieved during the learning focus of Phase I.

5. Additional evaluative work/research

5.1 Strengthening meaningful data collection on social change is a top priority. Once in place, results gathered through these systems will inform standalone research studies.

A number of CO and RO studies are already underway, and ongoing qualitative analysis of existing data will add to the knowledge that future reviews and evaluations can draw on.

However, given the reality of constrained resources – with no dedicated funding for M&E and KM, and stretched human resources in almost all programme countries – the team considers that the establishment of strong and relevant M&E systems that can measure incremental social change is the first priority. Once in place across programme countries, results gathered through these systems will inform standalone research studies; these will, in turn, provide valuable inputs into forthcoming evaluations, as well as to the overall knowledge base on ending child marriage.

Greater input from the GPSU into regarding priority areas of research, based on an overview of work already done, would help minimize duplication and address existing gaps in knowledge.

V. RECOMMENDATIONS

The evaluability assessment team offers a limited set of priority recommendations, all of which are considered by the team to be of high importance. These are closely based on the findings and conclusions presented above.

Recommendation 1: Recast phase I as a hybrid learning/ implementation phase

Phase I of the GPECM should be formally designated as a hybrid learning/implementation phase for programming, measurement and reporting, and management of the joint global programme, with the goal of arriving at the end of Phase I (end 2019) with a tested, comprehensive and reliable theory of change (providing proof of concept), programme guidance, and a clear, effective monitoring, reporting and evaluation framework and systems.

Learning – and the accompanying revision of the programme logic, frameworks, tools and guidance, as well as any revision of the management systems recommended by the formative evaluation/MTR during Phase I – should itself be considered an important result of this first phase in terms of assuring effective management and programme implementation for the remaining 10 years of the GPECM.

A dedicated learning budget should be set aside from within the GCPM budget, even if this limits the scale of implementation.

Recommendation 2: Further strengthen the GPECM Global Theory of Change

UNICEF and UNFPA should further strengthen the GToC in line with the detailed findings of this evaluability assessment, including:

- Showing the expected causal links between all levels of the GToC;
- Including the issues that influence and are closely connected with child marriage, including, for example, FGM/C, teen pregnancy, gender-based violence, violence against children, value of girl children, bride price/dowry, trafficking of girls etc.;
- Including strategies and outcomes to reflect the importance of humanitarian crises (including conflict situations) on levels and rates of child marriage at all levels of the GToC;
- Clarifying the imperative for Outcomes 1 and 2 to be addressed in tandem in the same settings;⁹

- Clarification of whether mitigation of the impact of early marriage and response (access to justice/support to the police)¹⁰ is to be included together with prevention;
- Recognizing the need to target boys married as children where this is contextually appropriate, and to target men and boys as ‘gate-keepers’ for girls;
- Including advocacy and support to governments in their coordination role in the GToC;
- Revising the problem statement to articulate the specifics of why child marriage is negative;
- Revisiting the impact statements, and ensuring that they define what success will look like in the medium and long term;
- Develop explicit assumptions related to the revised GToC, which inform the intended causality based on research evidence, including relating to economic issues as a key issue affecting child marriage rates.

Recommendation 3: Refine the GPECM Global Results Framework, and as necessary, augment the GRF with country-level indicators for programming and programme management

The GRF needs to be revised in the light of the evaluability assessment findings:

- Revisit the number and formulation of all GRF indicators. Indicators measuring programmatic results need to reflect the logic of the enhanced GToC. Develop qualitative (perception/

⁹ This does not mean that they have to be addressed by UNICEF or UNFPA, if another partner is addressing one of them; it means only that Outcome 1 should not be addressed in the absence of any work on Outcome 2.

¹⁰ To be implemented as relevant to the context, as with all GToC outcomes.

opinion-based) outcome and intermediate indicators (between output and outcome indicators) that capture meaningful results on incremental social attitude and behaviour change. This is particularly important for Outcomes 1 and 2. This should be done by drawing on the experience of relevant systems already developed in programme countries, by UNICEF/UNFPA and partners, to measure social change.

- Clarify, at country and global level, what success looks like. Where this is common across countries, indicators can be included in the GRF. Where it is country-specific, or target-population specific, indicators need to be formulated and monitored at country or project level.
- Clarify cross-cutting issues to be monitored regularly, and develop indicators.
- Clarify desired criteria by which the value addition of being a UN-led programme will be measured, and develop relevant indicators based on the 11 programme principles. In particular, highlight the desired benefits of joint programming, based on programme guidance and GPECM experience at all levels to date.
- Develop indicators for project/programme management at both global and country levels where these are not already in place in other frameworks.¹¹

Recommendation 4:

Ensure appropriate monitoring and evaluation systems are in place to measure and report on the revised GRF and related country results frameworks. M&E systems should include regular impact assessments, using a model developed and agreed between the GPSU and programme countries

Ensure that all programme countries have appropriate systems in place to measure and report on the revised GRF and related country results frameworks, drawing on experience of existing UNICEF and UNFPA M&E systems measuring social change. This will require dedicated resourcing.

Impact assessments should be conducted regularly (frequency to be agreed between programme countries and the GPSU) in all programme countries from the beginning of Phase II, particularly relating to interventions addressing Outcomes 1, 2 and 3, so that credible evidence is being collected of the contribution of the GPECM to changing social norms and behaviours. This will require (i) baselines to be in place (for outputs, intermediate and long-term outcomes); (ii) data collection in both programme and 'not yet programme' areas; (iii) sufficient funding for sample sizes to be adequate for meaningful assessments.

¹¹ Core foci for the forthcoming formative evaluation/MTR will be: (i) the benefits expected of being a UN-led, joint programme, and those associated with other programme principles, and taking stock of whether these benefits are being realized; and (ii) effectiveness of existing programme management processes. Therefore, operationalizing these elements of Recommendation 3 might benefit from waiting for the findings and recommendations of the formative evaluation/MTR .

Recommendation 5:
Revise the GCPM reporting approach, tools and guidance

The GCPM should revise its reporting approach and guidance to strengthen compatibility of reporting across countries, and to capture, as far as is possible in a standard global format, the richness of programme experience and results. Country results will need to be synthesized meaningfully into the annual report of GCPM, drawing on both qualitative and quantitative analysis from the country level, in a way that preserves learning while painting a picture of what is being achieved in different settings.

Recommendation 6:
Clarify levels and predictability of GPECM resources

Achieving real programme results for social change is dependent on predictable resources. The GPECM Steering Committee, including its donor members, should clarify to UNFPA and UNICEF country offices the likely future levels of funding for the GPECM. Ideally, donors will keep to their original intentions, but if the current lower levels are to continue, offices should be advised so that they can prioritize activities that are the most influential and catalytic in each programme country/target area. Either way, the Steering Committee should provide a three year forward plan for likely resourcing.

Additional, dedicated resource for M&E and KM are vital to ensuring quality monitoring and to implementing the GPECM and the Evaluation and KM plans.

To ensure funding is received on time, processes need to be in place and adhered to.

Recommendation 7:
Implement the formative evaluation/ mid-term review with an external team in Q3/Q4 2018, and delay the outcome evaluation

As part of the recognition of Phase I as a hybrid learning/implementation phase, the planned formative evaluation/MTR should be strengthened and conducted by an independent team during Q3/Q4 2018. A proposed scope is provided in Annex 7. This will address the need for accountability to key stakeholders while not overloading the programme staff. The main areas of review should be:

1. Take stock of programme results to date;
2. Assess whether interventions to date are on track to deliver desired results;
3. Validate the programme logic of the GPECM;
4. Assess effectiveness of current management processes at all levels; and
5. Clarify and ensure monitoring of the benefits of being a UN-led, joint global programme.

It is recommended that any outcome evaluation is delayed until at least 2021, when monitoring of outcome indicators will have yielded data on changed perceptions over at least three years and new MICS/DHS data may have provided new data on the incidence of child marriage.

1

INTRODUCTION



This report of the Evaluability Assessment of the joint Global Programme to Accelerate Action to End Child Marriage (GPECM) was conducted in accordance with the GPECM Evaluation Plan between April and September 2017. This report documents the findings, conclusions and recommendations of the assessment, and provides evidence to UNICEF and UNFPA global programme management of the comprehensiveness, relevance, clarity and causal links of the programme logic; the adequacy and validity of monitoring, reporting and evaluation (MRE) systems; the adequacy of resources allocated to support MRE; and guidance on timing and scope of future reviews/evaluations of the global programme during this first phase of its implementation. Conducting this exercise in the first two years of the global programme permits UNICEF and UNFPA to strengthen, where necessary, the programme logic and MRE systems, which should result in more effective results and stronger reviews/evaluations. The main audience for the evaluability assessment is joint programme management at all levels, including the Joint Programme Steering Committee.

1.1 BACKGROUND

730 million women alive today were married before the age of 18, and 250 million of those before the age of 15. Given the very significant risks associated with child marriage¹² and associated childbearing, as well as the material reduction of married children's contribution to the economy,¹³ ending child marriage is a major development priority and a target of the Sustainable Development Goals (SDG).¹⁴ It is

also a corporate priority for both UNICEF and UNFPA.

On the 15 March 2016, UNFPA and UNICEF launched a Joint Global Programme to Accelerate Action to End Child Marriage (GPECM) which has a 15-year vision, initially in 12 programme countries.¹⁵ This joint, global programme is the first UN-led initiative which is tackling reducing rates of child marriage at scale. As a joint programme, the different

¹² Child marriage is defined as a formal marriage or informal union before the age of 18.

¹³ World Bank and International Center for Research on Women, 'Economic Impacts of Child Marriage: Global Synthesis Report', World Bank and ICRW, New York, June 2017, which asserts that child marriage will cost developing countries trillions of dollars in lost earnings by women by 2030 if rates are not reduced.

¹⁴ Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation under Goal 5 – Gender Equality: <https://sustainabledevelopment.un.org/topics/sustainabledevelopmentgoals>

¹⁵ UNICEF and UNFPA recognize that many more than 12 countries are currently working on ending child marriage, and the 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage', October 2015 (pp.10) notes that the intention is for additional countries to be added to the GPECM over time.

but complementary mandates of UNICEF and UNFPA are expected to catalyse results more effectively than either agency working on their own.

Given the current lack of programmatic experience of what works, at scale, to reduce child marriage, it is of real importance that meaningful GPECM results are collected and reported systematically to build understanding within UNFPA and UNICEF and among development partners. GPECM results will demonstrate to what extent interventions, or combinations of interventions, contribute to desired results in different contexts.

The two agencies initiated an inception phase (2014-2015),¹⁶ during which the GPECM framework was refined and the modality designed. The GPECM is organized in three phases:

- The *initial phase* (2016–2019) aims to strengthen critical institutions and systems in selected locations and countries to deliver quality services and opportunities for a significant number of adolescent girls. It aims to lay the foundations of attitude change among a critical mass of families and communities for a longer-term shift in behaviours and norms relating to child marriage.
- Over the *medium-term* (five to ten years) the strategic objective is to use the demonstration and catalytic power of this critical mass of strengthened systems, communities and girls to further accelerate progress at significant scale.
- The *longer term* (10-15 years) goal is that significantly larger proportions and numbers of “girls fully enjoy childhood

free from the risk of marriage, and that they experience healthier, safer and more empowered life transitions, including through making decisions about their education, sexuality, relationship formation and marriage, and childbearing”¹⁷

Initially, the GPECM is being implemented in 12 countries: Bangladesh, Burkina Faso, Ethiopia, Ghana, India, Mozambique, Nepal, Niger, Sierra Leone, Uganda, Zambia and Yemen, with the possibility of including additional countries in later phases of the programme.

The evaluability assessment was conducted by a team of two independent consultants, and managed jointly by the UNFPA and UNICEF Evaluation Offices, through the Evaluability Management Group (EMG). The EMG oversaw the process, and was responsible for daily management of the evaluability assessment and quality assurance of the deliverables. A Joint Evaluation Reference Group (ERG)¹⁸ is also supporting the process, providing technical inputs and commenting on the reports.

1.2 PURPOSE, APPROACH AND SCOPE

1.2.1 Purpose

In line with the draft GPECM Evaluation Plan (March 2016),¹⁹ the UNFPA and UNICEF Evaluation Offices jointly commissioned this evaluability assessment as a forward-looking exercise, with the purpose of “determining the extent to which progress towards the objectives of the GPECM can be readily and reliably measured, monitored and evaluated”²⁰

¹⁶ Funded by the Governments of Canada, the Netherlands, Italy and the United Kingdom.

¹⁷ GPECM Global Theory of Change (see Fig 1, p.25)

¹⁸ The ERG consists of staff from UNFPA and UNICEF headquarters, regional offices and external organizations, and has a balance of expertise in evaluation, child marriage and other related areas.

¹⁹ Which covers the first phase of the programme, i.e. 1 January 2016 – 31 December 2019.

²⁰ Evaluability Assessment Terms of Reference, p.6.

1.2.2 Approach

The approach for this exercise has been informed by internationally accepted standards and best practices for conducting evaluability assessments. The exercise adheres closely to the Organisation for Economic Co-operation and Development (OECD) definition of evaluability: “**The extent to which an activity or programme can be evaluated in a reliable and credible fashion**”.²¹ This definition is aligned with Standard 4.2 of the UN Evaluation Group (UNEG) Norms and Standards: “An assessment of evaluability should be undertaken as an initial step to increase the likelihood that an evaluation will provide timely and credible information for decision-making”.²²

The team has considered evaluability in both principle and practice, with an assessment of the programme logic, the theory of change (ToC) and accompanying results frameworks (‘in principle’), and the availability of relevant data, systems and capacities to make the data available (‘in practice’).²³ In this assessment, evaluability in principle is addressed under Objective 1 and evaluability in practice under Objective 2.

1.2.3 Scope

The exercise has considered GPECM programming at global, regional and country levels, engaging with the four regional offices and 12 programme countries implementing the programme, as well as with the Global Programme Support Unit (GPSU) and other global colleagues in UNFPA and UNICEF.

The evaluability assessment covers the period of January 2016 through August 2017.

This evaluability assessment is distinctly different from an evaluation and should not be considered an evaluation.

1.3 EVALUABILITY ASSESSMENT OBJECTIVES

The five objectives stated in the Terms of Reference (ToR)²⁴ for the Evaluability Assessment are:

Objective 1: Assess the clarity and logic of objectives and the relevance and coherence of the programme design, including the integrity of the causal chain linking inputs and activities with expected outcomes and impacts.

Objective 2: Assess the adequacy and validity of the indicators, tools and systems for monitoring, measuring and verifying results (credible monitoring, reporting and evaluation systems), and whether appropriate resources are allocated to support adequate monitoring, evaluation and reporting on results.

Objective 3: Assess the adequacy of human and financial resources to meet the expected results.

Objective 4: Provide guidance on approaches for the planned outcome evaluation. Delimit the scope of the evaluation and present a number of options delineating the purpose, outlining the key objectives and framing the scope of the evaluation, specifying its focus in terms of thematic coverage and key issues to

²¹ OECD DAC Glossary of Key Terms in Evaluation and Results Based Management, p.21.

²² <http://www.unevaluation.org/document/detail/1914>, p.22.

²³ Evaluability in principle looks at the nature of programme design, including its Theory of Change, and asks if it is possible to evaluate it as it is described at present. Evaluability in practice looks at availability of relevant data, as well as systems and capacities to make the data available. (See Davies, Rick, ‘Planning Evaluability Assessments: A synthesis of the literature with recommendations’, DFID Working Paper 40, London, October 2013.)

²⁴ The ToR are included as Annex 1.

consider, geographic coverage, and the time span of the programmes to be covered by the evaluation.

Objective 5: Provide a diagnosis, guidance and options on the feasibility and value of undertaking additional evaluative work to be considered by the joint programme (including but not exclusively thematic evaluations, developmental evaluations and impact evaluations) to strengthen evidence generation, subject to human and financial resource implications.

The five evaluability assessment objectives are interpreted by 16 questions,²⁵ which synthesize the Scope and Questions sections of the ToR (pp.7 and 8-9, respectively).

1.4 AUDIENCE AND USE OF THE EVALUABILITY ASSESSMENT REPORT

The primary audience for the evaluability assessment is global, regional and country GPECM management, including the Joint Programme Steering Group. The findings provide a picture of the coherence and comprehensiveness of the programme logic at global, regional and country levels, and whether current monitoring, reporting and evaluation (MRE) systems at all levels can provide a credible review/evaluation to support GPECM management. The recommendations are targeted at global level, and will

indicate how the global programme support unit (GPSU) can strengthen these systems where necessary.

1.5 GLOBAL CONTEXT FOR ACCELERATING ACTION TO END CHILD MARRIAGE

Child marriage, defined as a formal marriage or informal union before the age of 18, is a global issue impacting the lives of millions of girls each year, and hindering progress towards development. Decisions on child marriage are influenced by a complex set of issues, including social norms and socio-economic factors, which vary between and within countries and regions. The practice is widespread in communities affected by poverty, high birth and death rates, and low levels of education, health-care access, and employment.²⁶ In most contexts, child marriage is a manifestation of gender inequality. Boys are also married as children, but many more girls than boys are affected, and the adverse social and health consequences of child marriage are more keenly experienced by girls.^{27,28}

Child marriage is most common in South Asia and West and Central Africa, and the ten countries with the highest rates are found in these two regions.²⁹ Prevalence varies widely between different geographic areas and ethnic groups within the same country. However, girls in rural areas are more likely to become child brides than those in urban areas.³⁰

²⁵ As set out in the Evaluability Matrix (Annex 2).

²⁶ See United Nations Population Fund, *Marrying Too Young: End Child Marriage*, UNFPA, New York, 2012, and Rachel Vogelstein, *Ending Child Marriage: How elevating the status of girls advances U.S. foreign policy objectives*, Council on Foreign Relations, May 2013.

²⁷ United Nations Children's Fund, *Ending Child Marriage: Progress and Prospects*, UNICEF, New York, July 22, 2014. (www.unicef.org/media/files/Child_Marriage_Report_7_17_LR.pdf)

²⁸ In Niger, 77 per cent of women aged 20 to 49, compared with 5 per cent of men, were married before age 18.

²⁹ *Ending Child Marriage: Progress and Prospects*.

³⁰ In some countries in West and Central Africa, Latin American and the Caribbean, and in the Middle East and North Africa, the prevalence of child marriage in rural areas is about twice the level found in urban areas.

Child marriage carries significant risks for girls. Marriage is typically associated with early pregnancies. Adolescent girls are much more likely to experience complications in pregnancy and childbirth than are women over the age of 20,³¹ and are less likely to receive proper medical care while pregnant, increasing risks to mother and baby.^{32,33} Child brides are often married to considerably older men,³⁴ and patterns of domestic/intimate partner violence tend to be higher where the age gap between husband and wife is greater, compared with marriages in which the partners are closer in age.³⁵ Girls who marry are denied their childhood, are often socially isolated, and typically have lower levels of education.³⁶ In addition, child brides are often unable to negotiate safer sex, and are therefore vulnerable to sexually transmitted infections, including HIV.

Rates of child marriage often increase as a result of crises.³⁷ Nine of the ten countries with the highest child marriage rates are on the OECD's list of fragile states.³⁸ The reasons are complex. They often relate to household coping mechanisms in response to crises, which exacerbate other factors including increased household poverty and a perceived need to 'protect' young girls from sexual assault, particularly in displaced settings.³⁹ The frequency and severity of humanitarian crises have drastically increased across the world in the last few decades, caused by conflict and climate change,⁴⁰ and in crisis-affected countries, any overall decrease in child marriage rates achieved through the GPECM could be offset by the crisis.

Overall, rates of child marriage are slowly declining, although progress is uneven across regions and countries.⁴¹ Globally, one in four young women alive today were married in childhood compared with one in three in

³¹ United Nations Population Fund, <http://www.unfpa.org/child-marriage#sthash.LPFLylpj.dpuf>

³² *Ending Child Marriage: Progress and Prospects*. A study in Burkina Faso found that the child mortality rate varies from 103 per 1,000 for children of young mothers to 66 per 1,000 for the national average.

³³ A 2012 study showed that 90 per cent of adolescent pregnancies in the developing world are to girls already married, showing the close relationship between lowering adolescent pregnancy mortality and morbidity rates and child marriage. (Overseas Development Institute and Save the Children, *Charting the Future: Empowering girls to prevent early pregnancy*, ODI and Save the Children, July 2012.)

³⁴ In Mauritania and Nigeria, more than half of adolescent girls aged 15 to 19 who are currently married have husbands who are ten or more years older than they are. (*Ending Child Marriage: Progress and Prospects*). By contrast, most child marriages in Zambia are between adolescents. (UNICEF Zambia CO comment).

³⁵ Even in peer marriages, levels of intimate partner violence is higher for child brides than for those married as adults. Young girls have limited negotiating power or influence in marriage. (ERG information.)

³⁶ Evidence is emerging in South Asia that the education level of parents is a factor in whether they marry their daughters early or not, with those who have higher education levels choosing not to marry their daughters young. (UNICEF ROSA comment.)

³⁷ There is widespread anecdotal evidence of this correlation, including a recent UNICEF-supported KAP study in Yemen (2016).

³⁸ Organisation for Economic Co-operation and Development, 'Fragile states 2013: Resource flows and trends in a shifting world', OECD, 2013, <http://www.oecd.org/dac/incaf/FragileStates2013.pdf>.

³⁹ Women's Refugee Committee, *A Girl No More: The changing norms of child marriage in conflict*, Women's Refugee Committee, March 2016.

⁴⁰ In 2015, 65 million people were displaced, a record high not seen since the Second World War. Natural disasters affected an additional 89 million people. (Development Initiatives, *Global Humanitarian Assistance Report 2016*.)

⁴¹ In the Middle East and North Africa, the percentage of women married before age 18 has dropped by about half (34 per cent to 18 per cent) over the last three decades. In Indonesia and Morocco, the risk of marrying before age 18 is less than half of what it was three decades ago. In Ethiopia, women aged 20 to 24 are marrying about three years later than their counterparts three decades ago. In South Asia, while the decline has been marked for marriages involving girls under age 15 (from 32 per cent to 17 per cent), the marriage of girls under age 18 is still commonplace.

the early 1980s, with the fastest decline for girls under 15.⁴² However, in some countries where child marriage is common, including Burkina Faso and Niger, the median age at first marriage has not changed significantly. And although rates of child marriage are lower overall in Latin America and the Caribbean, no significant change has been seen in the prevalence of child marriage in this region.⁴³

At the current rate of progress,⁴⁴ the proportion of children who are married will continue to decrease from 33 per cent in 1985 to 22 per cent by 2030, and to 18 per cent by 2050. However, this rate is barely fast enough to keep pace with population growth, and the total number of child brides will still be around 700 million in 2050, although nearly 490 million girls will have avoided early marriage.

As the Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage, October 2015 (The Programme Inception Report) states, the scale of the problem requires governments, in partnership with local actors, the global community and the United Nations (UN) to think long-term and large-scale about accelerating efforts to end child marriage.⁴⁵

1.6 MANDATES OF UNICEF AND UNFPA ON ENDING CHILD MARRIAGE

Ending child marriage is a priority in the Strategic Plans (2014-2017) of both UNICEF and UNFPA. The 2012 UNFPA Strategy on Adolescents and Youth elaborates specific programme interventions to address child marriage,⁴⁶ and the UNICEF Gender Action Plan, (2014-2017) identifies ending child marriage as one of four corporate targeted priorities.

Since 2007, UNFPA-UNICEF have been working jointly on the largest global programme to accelerate the abandonment of female genital mutilation/cutting (FGM/C), in which ending child marriage and eliminating FGM/C are explicitly linked in countries where both are prevalent. The GPECM has built on the experience of the two agencies working together on the FGM/C joint programme.

In 2014, in the context of unprecedented global consensus that ending child marriage is a major development priority, UNFPA and UNICEF initiated consultations at country, regional and global levels with governments and civil society to expand work on ending child marriage.⁴⁷ The London Girl Summit added momentum⁴⁸ and helped mobilize resources and policy and programmatic commitments from programme countries.

⁴² The proportion of young women who were married before age 15 has declined from 12 per cent to 8 per cent in the past 35-40 years. (*Ending Child Marriage: Progress and Prospects*.)

⁴³ No countries in Latin America or the Caribbean are included within the GPECM.

⁴⁴ United Nations Children's Fund, www.unicef.org/media/files/Child_Marriage_Report_7_17_LR.pdf

⁴⁵ "Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage", October 2015, para 7, p.2.

⁴⁶ Including girls' access to life skills, age-appropriate sexuality education and sexual and reproductive health services, providing opportunities for girls' participation, and documenting and evaluating their work in this area.

⁴⁷ Funded by the Governments of Canada and the Netherlands (UNICEF) and the Government of Italy (UNFPA).

⁴⁸ Hosted by the Government of the United Kingdom in July 2014 and aimed at mobilizing domestic and international efforts to end FGM/C and child, early and forced marriage within a generation. (www.gov.uk/government/topical-events/girl-summit-2014)

2

METHODOLOGY



This section summarizes the methodological approach, data collection processes and analytical tools used to conduct the evaluability assessment.

2.1 METHODOLOGICAL APPROACH, METHODS AND TOOLS

The evaluability assessment was conducted in three phases: (i) an inception phase; (ii) a data-collection and analysis phase; and (iii) a validation and reporting phase.⁴⁹ Further details on the approach can be found in the evaluability assessment Inception Report (available separately).

The evaluability assessment has relied on a mix of methods and tools to ensure rigour and triangulation. Qualitative and quantitative data were collected through:

- Comprehensive document reviews at global and country levels;⁵⁰
- Key informant interviews with HQ informants in UNICEF, UNFPA and donor representatives on the ERG, and with focal points and key programme staff in ten programme countries;⁵¹ and
- Country visits to two countries.

2.1.1 Inception

A series of analytical tools and matrices were developed during the inception phase to clarify the scope and focus of the evaluability assessment, and to provide a rigorous basis for the assessment. The tools can be found in the annexes.⁵²

- The Evaluability Matrix interprets the five objectives with 16 questions, and identifies data collection methods, tools to be used and analytical approaches.
- An Evaluability in Principle Matrix was used to analyse the Global Theory of Change (GToC) and programme logic of the programme countries. Criteria against which analysis was conducted were: relevance and clarity; comprehensiveness; plausibility; verifiable/validity; context; understandability and agreement. These are explained in the matrix. Team members conducted programme country assessments of evaluability in principle based on documentary review and key informant interviews.
- An Evaluability in Practice Matrix was used to assess data (relevance, availability and quality), systems and capacities of each programme country for MRE. As above, an explanation of the elements assessed is explained in the matrix. Team members conducted programme country assessments of evaluability in practice based on documentary review and key informant interviews.
- A matrix of interview questions was developed to provide an outline for telephone/face-to-face interviews with key informant interviewees.

⁴⁹ The preparatory phase described in the ToR was completed by the EMG before the consultant team was recruited.

⁵⁰ See Annex 3 for bibliography.

⁵¹ A total of 131 (84 females and 47 males) key informant interviews were conducted. See Annex 4 for list of interviewees.

⁵² See Annex 2 for the Evaluability Matrix and Questions and Annex 6 for all other tools.

- A master spreadsheet was used to capture key information from document reviews for the programme countries.
- Short ToRs were developed to share with programme countries to provide background on the evaluability assessment; clarify the purpose and objectives of the interview/visit; and provide a guide for the visit agenda/highlight areas to be discussed during the telephone interview.

2.1.2 Data collection and analysis

During this phase:

- Interviews were conducted with regional office (RO) focal points and their key programme and M&E colleagues from the four ROs involved;
- Individual document reviews of each of the 12 programme countries were conducted by the team based on a standard list of documentation provided by the GPSU.⁵³ Initial analysis using the relevant matrices was made for evaluability in principle and practice as well as on the other evaluability assessment objectives.
- In the ten countries not visited, GPECM focal points and other key programme staff from UNICEF and UNFPA were interviewed by telephone, jointly where possible. Where relevant, additional documentation was provided by country

office (CO) colleagues. For two countries, additional interviews were also conducted with M&E colleagues.⁵⁴

- Two country visits (five days in each country)⁵⁵ were conducted to Uganda and India to learn more about how these COs have translated the GToC into context-specific interventions, and about data sources and monitoring systems used by the UN agencies and their implementing partners (IPs). Both missions were designed with the objective of promoting understanding of evaluability. As part of this focus, a de-brief was conducted on the last day of the visits with UNFPA and UNICEF colleagues, to feed back the team's initial findings and generate discussion on how evaluability could be strengthened in the two case study country interventions.⁵⁶ Presentations from the de-briefs were finalized in light of comments from these discussions and shared with the two COs by the EMG, to capture the main points from the visits and inform ongoing discussions in-country.
- Data from documents and interviews was collated for each programme country, using a template based on the 16 evaluability questions.

2.1.3 Validation and reporting

The draft report contains the findings from all data sources, which were analysed and

⁵³ Documents consulted (as available for each country) were: Child marriage GPECM country profiles; Capacity questionnaires; Strategic note/narrative/roadmap for achieving results (UNICEF COs developed these as part of the inception phase of the GPECM during 2015); Research and evaluation mapping; Country ToCs; Child marriage workplans; GPECM Partnership matrices; 2016 Annual results reports (narrative and financial); 2016 Annual workplans (separate for UNICEF and UNFPA); 2017 Joint workplans; Reports on regional GPECM activities/support.

⁵⁴ This was the case for those countries not visited that have developed M&E systems for social change programming.

⁵⁵ While the ToR and Inception Report provided for three country visits, this was not possible. The consultants therefore conducted telephone interviews with ten programme countries and visited two countries.

⁵⁶ Given that country-specific findings and recommendations are not being included in the global evaluability assessment report.

validated during team discussions and in the light of team experience, as well as through discussions with country colleagues during de-briefs and with EMG members who participated in country missions.

Further discussion will be sought through written comments on the draft report and two global de-briefing meetings, which will be organized by the EMG for (i) the ERG and the GPSU; and (ii) programme countries and regional offices involved in the evaluability assessment. A presentation will be prepared for the de-briefing meetings.

The report will be finalized in light of comments from the de-briefing meetings and written comments received from EMG, ERG, and participating ROs and COs.

2.2 LIMITATIONS OF THE EVALUABILITY ASSESSMENT

2.2.1 Depth of analysis

This evaluability assessment was conceived as a light exercise, with a focus on providing global findings, conclusions and recommendations regarding programme logic and existence of data to support the conduct of a credible formative evaluation/MTR and future outcome evaluations. It did not set out to provide a comprehensive and detailed analysis of programming in each of the 12 programme countries at this stage of the GPECM, or to evaluate the results of those activities. The findings and recommendations of this report draw on regional and country experience, but spotlight those areas that need strengthening or revision globally.

Detailed country reports were never envisaged as part of the exercise and have not been developed, though some countries/global programme staff expressed interest in having these.

3

OVERVIEW OF THE GPECM



This section provides an overview of the GPECM approach, the theory of change, programme management, and the monitoring, reporting and evaluation and knowledge management frameworks.

The approach of the GPECM is detailed in the Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage, October 2015, which includes the global Theory of Change (GToC).

According to the Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage, October 2015 (subsequently referred to as “the Programme Inception Report”), GPECM programme logic was informed by available evidence, and UNFPA and UNICEF programming experience across Africa, the Middle East and Asia. The GToC is intended to clarify the full range of ‘levers’ available to the United Nations to influence child marriage, including through sectors that traditionally have not been involved in addressing the issue.⁵⁷ However, programming at national, regional and global scale aimed at ending child marriage is unprecedented.⁵⁸

3.1 PROGRAMME APPROACH AND FOCUS

Proof of design in terms of testing the logic and assumptions (including of causality) behind the GToC, as well as capturing evidence of what works in different contexts, is of considerable interest globally to governments and development partners working in this sector.

According to the Programme Inception Report, the following assumptions inform the GToC:

1. Child marriage is influenced by factors beyond the control and mandates of the UN system;
2. Ending child marriage will require a multi-sectoral approach and geographical convergence;
3. Some momentum for social change is necessary if significant progress is to be achieved;
4. Changing social norms around gender will bring about sustainable change.⁵⁹

The approach taken in the GPECM recognizes that ending child marriage involves addressing complex socio-cultural and structural factors that contribute to child marriage over an extended period, through multi-sectoral interventions.⁶⁰ The programme is based on a socio-ecological model, reflecting the need to address the issue at multiple levels, all of which should lead to concrete changes in girls’ lives.

The GPECM aims to empower girls with information and skills to access resources and services based on the assumption that this will delay marriage. At the same time, the programme aims to create a strong enabling environment (laws, policies and resources) working with governments, and in partnership with civil society and adolescent girls themselves, to support the process of change.

⁵⁷ ‘Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage’, October 2015, p.iii.

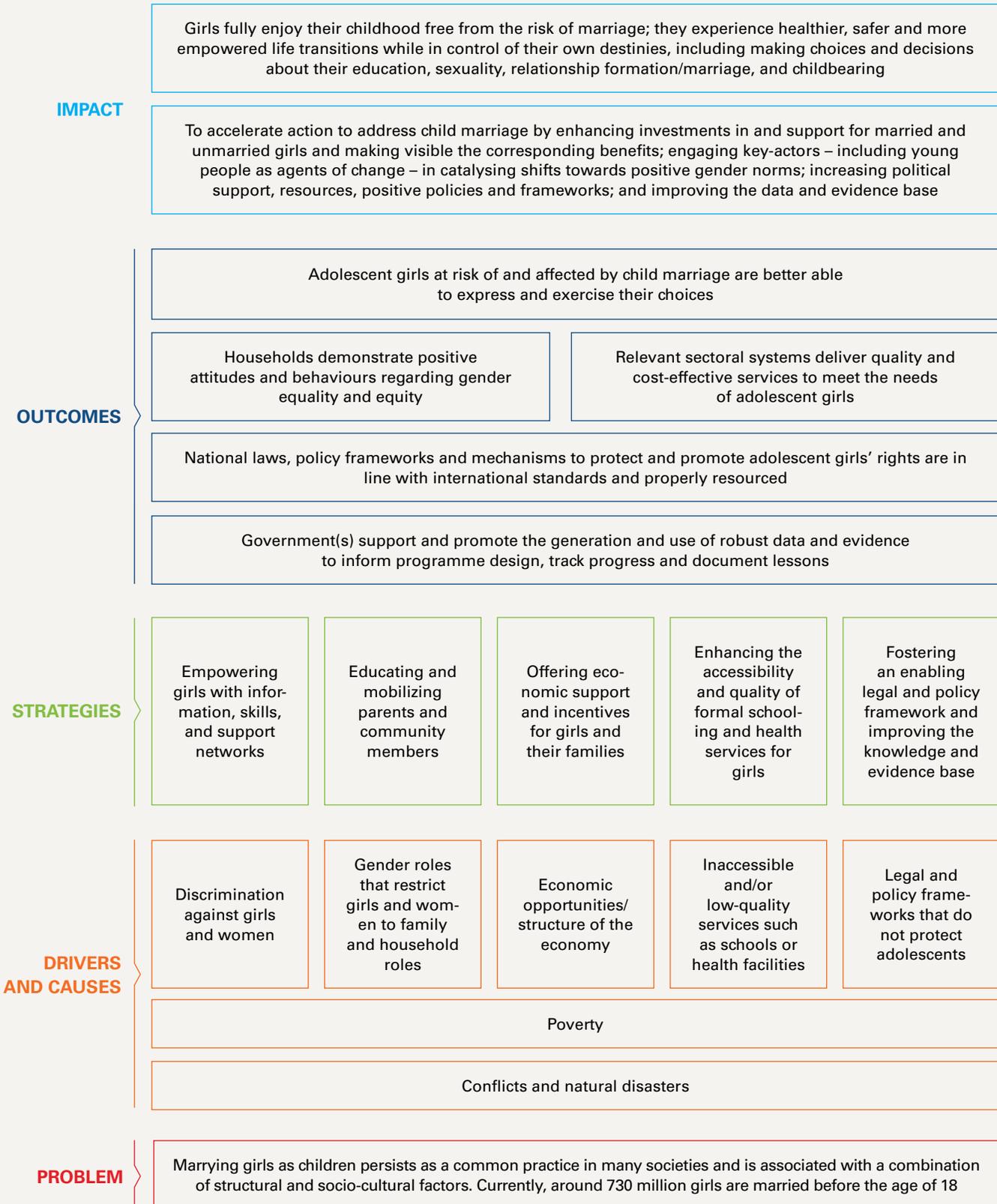
⁵⁸ As the Programme Inception Report states: “The understanding on approaches that best contribute to population-scale declines in child marriage is expected to continue to grow. Accordingly, the theory of change ... is not deemed to be a final product. Rather it is a work in progress, which will be refined as experience and understanding continue to expand through the initial four years and beyond.” Ibid., p.15.

⁵⁹ Ibid., p.17.

⁶⁰ Hence the GPECM timeline of three phases over 15 years.

FIGURE 1

Global Theory of Change



A multi-sectoral approach is central to the framework, including interventions in education, health, child protection and social protection for system-building and service provision, and communication for development (C4D) and community participation/engagement to promote behavioural and attitude change. The initial phase (2016–2019) is designed to lay the groundwork at all levels of programme focus, which the second and third phases will leverage and bring to scale.

The GPECM framework stresses the importance of a harmonized global vision while leaving room for diversity and country-level adaptation. The selection of programming priorities in each of the programme countries is designed to be catalytic within the different country and sub-national settings.

In this report, the five outcomes in the GToC are referred to as follows:

Outcome 1: Adolescent girls at risk of and affected by child marriage are better able to express and exercise their choices.

Outcome 2: Households demonstrate positive attitudes and behaviours regarding gender equality and equity.

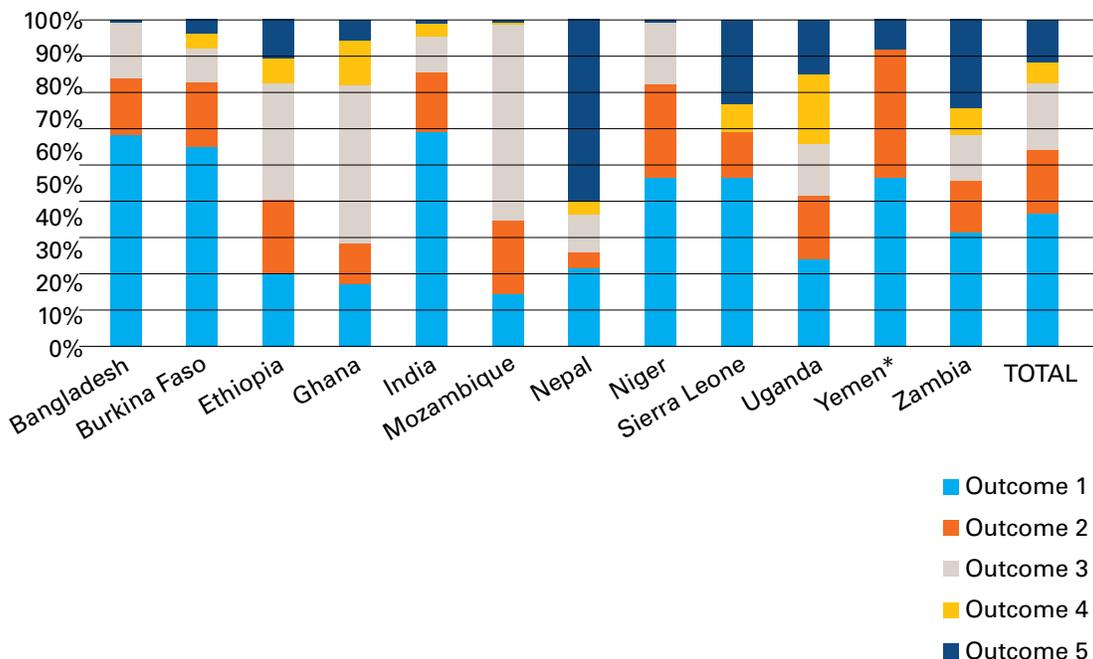
Outcome 3: Relevant sectoral systems deliver quality and cost-effective services to meet the needs of adolescent girls.

Outcome 4: National laws, policy frameworks and mechanisms to protect and promote adolescent girls’ rights are in line with international standards and properly resourced.

Outcome 5: Government(s) support and promote the generation and use of robust data and evidence to inform programme design, track progress and document lessons.

Differential budget allocations for 2016 across the five GToC outcomes of programme countries is shown below in Figure 2.

FIGURE 2 Allocations per Outcome - source 2016 financial report (budget, not expenditure)



The Programme Inception Report sets out the approach and provides initial guidance on how programme interventions should be designed and implemented. This document also explains the GToC. Further guidance is provided in “Guidance on Strategic Planning to Accelerate Ending of Child Marriage: Global programme to accelerate ending child marriage” (June 2015). To provide additional guidance on the multi-sectoral approach, the Programme Inception Report also identifies a menu of key interventions that will address each of the five GToC outcomes for child protection (CP), gender and adolescents, education, health, and social protection, from which programme countries have been advised to select the most relevant and strategic for their settings.

Eleven programme principles have been identified.⁶¹ These “capture the key value added of a UN programme” and are intended to inform both the design and implementation process of GPECM-related interventions at global and regional levels, and in the programme countries.

One criterion for selecting the 12 initial programme countries was evidence of government engagement in ending child marriage.⁶² This strategy aims to ensure that the GPECM is being implemented in countries where there is existing momentum, in order to maximize results.

The initial GPECM budget was US\$246.7 million for Phase I. In practice, funds received for the first phase have been US\$94.5million to date. Therefore, initial plans and targets have had to be revised significantly downwards.

3.2 PROGRAMME MANAGEMENT

The GPECM is managed through innovative, co-leadership governance structures at UNICEF HQ (being co-led by the child protection [CP] section and Gender, Rights and Development [GRD] team). Within UNICEF, the global programme support unit (GPSU), which handles the finances for the GPECM and also the coordination with ROs and COs, sits within the CP section. The GPECM emphasis on a multi-sectoral approach means that, within UNICEF, effective implementation of the programme requires cooperation between the CP and GRD teams and other sections and teams, including health, education,

TABLE 1 Funding for programme countries for 2016*

Country	2016 Country Allocations		
	UNICEF	UNFPA	Total
Bangladesh	2,291,000	365,750	2,656,750
Burkina Faso	1,000,000	250,250	1,250,250
Ethiopia	1,600,000	365,750	1,965,750
Ghana	300,000	250,250	550,250
India	1,950,500	1,012,500	2,963,000
Mozambique	727,500	308,000	1,035,500
Nepal	163,000	250,250	413,250
Niger	810,600	1,012,500	1,823,100
Sierra Leone	200,000	830,000	1,030,000
Uganda	336,500	327,250	663,750
Yemen			
Zambia	388,000	288,750	676,750
Total	9,767,100	5,261,250	15,028,350

* Figures provided by GPSU from Annual 2016 Reports. Since then, the UNICEF Yemen CO provided information on the allocation for 2016, which was US\$ 443,944.

⁶¹ The 11 programme principles are: (i) Human rights-based and culturally-sensitive programming; (ii) Contributing to global learning; (iii) Government ownership and alignment with national strategies/plans; (iv) Multi-stakeholder partnerships; (v) Joint programming; (vi) Leveraging investments; (vii) Multi-country programming; (viii) Increasing reach of programming; (ix) Working multi-sectorally; (x) Value for money; (xi) Sustainability. For a fuller explanation of programme principles, see ‘Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage’, p.8-10.

⁶² The other three criteria were: Prevalence of child marriage, current and future projected burden of child marriage, and regional distribution. Ibid, p.10.

communication for development (C4D) and social protection. Within UNFPA HQ, the GPECM is situated in the Technical Division, Sexual and Reproductive Health Branch, and relevant UNFPA staff are part of the GPSU.

A Joint Steering Committee includes representatives from UNFPA, UNICEF and donors. The Joint Steering Committee provides strategic direction and oversight and has decision-making authority.

At regional and country level, this HQ structure is not consistently replicated. Focal points within UNICEF ROs and COs are most commonly in the CP team, but some CO focal points are within the gender⁶³ or adolescent⁶⁴ teams, depending on existing expertise/programming relating to ending child marriage. Similarly, in UNFPA, lead responsibility lies variously with Gender and Human Rights Advisors (most UNFPA COs) or the adolescent and youth team.⁶⁵

3.3 MONITORING, REPORTING AND EVALUATION AND KNOWLEDGE MANAGEMENT OF THE GPECM

The Programme Inception Report includes a global results framework based on the GToC, a monitoring plan, GPECM evaluation plan, and also initial guidance for monitoring, reporting and evaluation (MRE) expected of programme countries. Given the lack of programme evidence on what works at scale to catalyse a decline in rates of child marriage, capturing evidence-based learning and results is one of the focus areas for the GPECM.

CO focal points for the GPECM lead on monitoring and reporting GPECM results. Joint reporting (UNFPA and UNICEF) is done annually by programme countries to the GPSU, using the Annual Reporting Template, at the year end, and also by the regional offices. Only one year's reporting has been completed to date (2016). The GPSU collated the results across all countries, and produced a consolidated global annual narrative report, together with a financial report for 2016. Joint workplans for 2017 were required for each country. The annual funding allocation by the GPSU was, in part, related to results achieved and annual workplans produced for the following year.

The evaluation plan for the GPECM (approved by the Steering Committee) provides for this Evaluability Assessment, an internal formative evaluation/mid-term review (formative evaluation/MTR) at the end of 2017 conducted by the GPSU, and an external outcome evaluation of Phase I in the second half of 2019.⁶⁶ Additional evaluations/research conducted by partners or individual programme countries may also be conducted.

The global Knowledge Management Strategy provides for learning exchanges through meetings, thematic webinars, a GPECM team website and other social platforms. It also states that specific knowledge products, such as case studies and technical briefs, will be produced each year to contribute to the broader global discussions on ending child marriage, with the goal of contributing to global knowledge about effective programming to end

⁶³ Bangladesh

⁶⁴ Nepal

⁶⁵ Niger

⁶⁶ It should be noted that this plan only covers evaluative work conducted by UNICEF and UNFPA evaluation offices. The plan does not cover any evaluative work planned within programme countries or the GPSU as part of the GPECM itself. It should also be noted that the draft Evaluation Plan uses the language of MTR. However, UNFPA Evaluation Office does not conduct reviews, and so the more inclusive formative evaluation/MTR notation is included throughout this report. The final approach to this exercise will be agreed between the two evaluation offices that will be managing the independent exercise, referred to here as the formative evaluation/MTR, when it is commissioned.

child marriage as well as informing the advocacy element of the GPECM, in which UNFPA and UNICEF will engage at all levels together with local and international partners.

Technical support for the GPECM generally, and on MRE specifically, is also provided by HQ and ROs through global meetings,⁶⁷ webinars, telecoms and by email.

3.4 BRIEF OVERVIEW OF PROGRAMME COUNTRY CONTEXTS

The 12 programme countries in which the GPECM is currently being implemented represent a wide range of contexts. To illustrate this range, a brief overview of each of the programme countries with respect to rates of child marriage and government action being taken to address this is included below.

In **Bangladesh**, 52 per cent of girls are married by the age of 18, and 18 per cent by the age of 15 (the highest rate of marriage in the world for girls under 15).⁶⁸ Drivers include deeply embedded cultural norms and beliefs, poverty, parents' desire to secure socio-economic security for their daughters, and the perceived need to protect girls from harm, including sexual harassment. Dowries increase with the age of the bride, so girls from poorer families are more likely to be child brides.⁶⁹ Frequent flooding increases levels of poverty and impacts decisions on schooling and marriage of girls.⁷⁰ The Child Marriage Restraint Act (2017) sets the minimum legal age of marriage

at 18 for girls and 21 for boys, but 'special cases' are permitted, although not defined, under the Act. A National Action Plan to Eliminate Child Marriage 2015-2021 has been developed. UNICEF Bangladesh is a member of the National Action and Coordination Group to End Violence against Children which is part of the South Asian Initiative to End Violence Against Children (SAIEVAC) mechanism.

In **Burkina Faso**, 52 per cent of girls are married by the age of 18, and 10 per cent by the age of 15.⁷¹ Rates vary between regions, with 86 per cent married by age 18 in the Sahel Region and 76 per cent in the East Region. Child marriage is linked to tradition, poverty and lack of education. The legal age of marriage in Burkina Faso is 17 for girls and 21 for boys, but there are many legal derogations allowing girls to be married below the legal age. The African Union (AU) Campaign to End Child Marriage was launched in Dori (the capital of the Sahel Region) in March 2015. Burkina Faso has a National Strategy to End Child Marriage in Burkina Faso (2016–2025); a Triennial Action Plan (2016-2018) to roll out the National Strategy; and a multi-sectoral platform, launched in June 2016, to coordinate the 13 ministries responsible for actions and to monitor progress.

In **Ethiopia**, 41 per cent of girls are married before the age of 18 and 16 per cent before the age of 15.⁷² Prevalence rates vary by region, with the highest rates in Amhara (where 45 per cent are married by age 18). Drivers include deeply rooted tradition, with practices

⁶⁷ Two global meetings to have been held to date in Addis Ababa, 2015 and Kampala, April 2017.

⁶⁸ United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/bangladesh/>

⁶⁹ Dowries are payments made by the bride's relatives to the husband's relatives. Bride price is when the husband's relatives pays the bride's relatives.

⁷⁰ Girls Not Brides Bangladesh.

⁷¹ United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/burkina-faso>

⁷² United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/ethiopia>

including marriage by abduction and forced union between cousins (*abusuma*). Social acceptance for girls and their families through conformity with existing, patriarchal, social norms is a strong driver.⁷³ There is a correlation between illiteracy and child marriage (12 per cent of married girls aged 15-19 are enrolled in schools, compared with 60 per cent of unmarried girls).⁷⁴ The legal age of marriage is 18 for boys and girls, but in the absence of a functional system to register births, marriages or divorce, age is difficult to prove. Ethiopia launched a National Strategy and Action Plan on Harmful Traditional Practices against Women and Children in 2013, designed to tackle FGM/C and child marriage. The national strategy expired in 2015 and is under revision. At the Girl Summit (London, July 2014) the government committed to end child marriage and FGM/C by 2025. A follow-up Girl Summit was held in June 2015 in Ethiopia to discuss implementation of the strategy and commitments made.

21 per cent of girls in **Ghana** are married by the age of 18 and 5 per cent by the age of 15.⁷⁵ Drivers include traditional and customary practices including discriminatory gender norms and high levels of concern regarding female sexuality and family honour, particularly in relation to adolescent pregnancy outside marriage. Adolescent pregnancy is both a driver and a consequence of child marriage. Poverty and educational access are clear drivers, with over 40 per cent of girls from the poorest quintile of families married as children, compared with 11 per cent of girls

from the richest families.⁷⁶ The legal age of marriage in Ghana is 18, and 16 with parental consent. In 2016, the Ministry of Gender, Children and Social Protection launched the National Campaign to end Child Marriage, under the National Strategic Framework and Operational/M&E Plan to End Child Marriage (2017-2026).

India has recently released data from the 2015-2016 National Family Health Survey (NFHS) showing that 26.8 per cent of girls are married before their 18th birthday, which represents a significant decrease since the previous NFHS (2005-2006).⁷⁷ Rates are higher in rural areas than urban ones (31 per cent and 17.5 per cent, respectively). West Bengal, Bihar and Rajasthan states have the highest rates, at 41.6 per cent, 42.5 per cent and 35.4 per cent, respectively.⁷⁸ Patriarchy, class and caste influence norms and expectations of women and girls in India, and in some communities, girls are considered an economic burden to their parents, with marriages arranged early to reduce costs (ceremony and dowry). Teenage pregnancy and child marriage are closely related, with early marriage seen to reduce perceived risks of improper female sexual conduct.⁷⁹ Broader influences on child marriage include the socio-economic environment, a reduction in fertility rates, environmental changes, migration and urbanization.⁸⁰ Poor education opportunities increase girls' vulnerability to child marriage. The legal age for marriage in India is 18 for women, 21 for men (Prohibition of Child Marriage Act, 2006). A National Action Plan to Prevent Child Marriage was drafted

⁷³ Ethiopia GPECM Theory of Change

⁷⁴ Girls Not Brides Ethiopia.

⁷⁵ United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/ghana/>

⁷⁶ Ibid.

⁷⁷ Down from 47.4 per cent in the 2005-2006 NFHS.

⁷⁸ These figures are down from 54 per cent, 69 per cent and 65.2 per cent, respectively, in the 2005-2006 NFHS.

⁷⁹ Ibid.

⁸⁰ 'Strategic note for Global Child Marriage Programme', UNICEF India, July 8, 2015.

in 2013, but is yet to be finalized. Various government schemes promote change, including cash incentives and adolescent empowerment programmes.⁸¹ Some state governments are active in taking actions to reduce child marriage, notably Rajasthan.

In **Mozambique**, 48 per cent of girls are married by the age of 18 and 14 per cent by the age of 15.⁸² In the northern provinces, 55 per cent of girls are married by age 18 and nearly a quarter by age 15. The rate of child marriage has decreased over the past decade, especially for those married before the age of 15, but population growth has meant that a higher number of girls have married before 18. In the north of Mozambique, initiation rites (for children between 10-13) mark children's transition to adulthood by emphasizing girls' subordination to their husbands and respect for elders as part of preparation for marriage.⁸³ The legal age of marriage in Mozambique is 18, or 16 with parental consent.⁸⁴ The National Strategy for the Prevention and Combating of Early Marriage (2016-2019) was launched in April 2016.

In Nepal, 37 per cent of girls are married under the age of 18 and 10 per cent under age 15.⁸⁵ Poverty is both a cause and a consequence of child marriage. Dowry is commonplace, and girls often marry at young age to avoid a higher dowry price. The 2015 earthquake increased the prevalence of child marriage in Nepal.⁸⁶ The

legal age of marriage is 18 for girls and boys with parental consent, and 20 years without, but implementation of the law is weak. In 2016, the National Strategy to End Child Marriage⁸⁷ was endorsed by the cabinet. The Ministry of Women, Children and Social Welfare, which is leading the National Strategy, requested all relevant ministries and commissions (Finance, Health, Federal Affairs and Local Governance, Home, Youth and Sports, Law and Justice, Information and Communication, and the National Women's Commission) to support implementation with interventions addressing child marriage in their annual work plan. The Nepal Girl Summit was held in 2016.

Niger has the highest rate of child marriage in the world, with 76.3 per cent of girls married before the age of 18 and 28 per cent married before age 16.⁸⁸ In Diffa region, 89 per cent of girls are married as children.⁸⁹ Drivers include cultural, social and economic issues.⁹⁰ Poverty is a major factor, exacerbated by civil unrest and natural disasters.⁹¹ Social and religious traditions, including dishonour of pregnancy outside of marriage, are key. Child marriage is highly sensitive, and addressing it directly is counter-productive. Previous attempts have led to strong resistance by conservative religious groups, who accuse the government and international partners of trying to "destroy... the Nigerien Muslim family."⁹² Access to education is closely linked to child marriage: 81 per cent of women between 20-24 with no

⁸¹ Ibid.

⁸² United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/mozambique>

⁸³ Girls Not Brides Mozambique.

⁸⁴ Under the Law on the Protection and Promotion of Child Rights (2008).

⁸⁵ Girls Not Brides Nepal, <http://www.girlsnotbrides.org/child-marriage/nepal/>

⁸⁶ Plan International, <https://plan-international.org/blog/2015/06/child-marriage-nepal-after-earthquake>

⁸⁷ Which is aligned with the 2014 South Asia Initiative to End Violence Against Children (SAIEVAC) Regional Action Plan to End Child Marriage in South Asia (2015-2018).

⁸⁸ Niger DHS, 2012.

⁸⁹ Girls Not Brides Niger, <http://www.girlsnotbrides.org/child-marriage/niger/>

⁹⁰ GPECM Country Profiles Annex 2015.

⁹¹ Ibid.

⁹² GPECM Workplan January to December 2015.

education were married before 18, compared with 17 per cent with secondary/tertiary education.⁹³ The government committed to taking action to end child marriage at both the AU and the London Girl Summits in 2014. A National Action Plan, led by the Ministry of Population, Promotion of Women, and Protection of Children, promotes actions supporting adolescents, and a national committee including the Ministries of Health, Education, Youth, Justice and Police, and partners including UNICEF and UNFPA, was established in August 2016 to coordinate actions to end child marriage.

In **Sierra Leone**, 39 per cent of girls are married under the age of 18 (compared with 59 per cent ten years ago), and 13 per cent under the age of 15,⁹⁴ despite the legal age of marriage being 18.⁹⁵ Drivers include poverty and a lack of education. Polygamy is rife; adolescent pregnancy rates are high, inside and outside marriage and FGM/C, while declining, remains a prevalent harmful practice. There are complex interactions between polygamy, FGM/C, teen pregnancy and child marriage. Government strategies focus primarily on reducing teen pregnancy. In 2013, the president launched the National Strategy for the Reduction of Teenage Pregnancy. In 2016, Sierra Leone was the 16th African country to launch the AU Campaign to End Child Marriage, and a parliamentary committee on violence against children, including harmful practices including child

marriage, teenage pregnancy, and FGM/C, was established. It is unclear how the Ebola crisis of 2014-2015 affected child marriage, but given that almost all schools were closed for a significant period of time, and understanding the linkages between access to education and child marriage, it is likely that the crisis impacted negatively on child marriage rates.⁹⁶

In **Uganda**, nearly half of girls are married by 18 and 10 per cent by age 15.⁹⁷ Drivers include cultural norms and expectations of women and girls, gender inequality and women's disadvantaged status, and acute poverty. High rates of teen pregnancy are both a cause and effect of child marriage, with girls who are raped often forced to marry their rapists. Bride price is a driver in Uganda, with younger brides fetching higher prices.⁹⁸ The legal age of marriage is 18 for boys and girls, but a girl can marry at 16 with parental consent. A National Strategy to End Child Marriage and Teenage Pregnancy (2014/2015–2019/2020) was launched in 2015, led by the Ministry of Gender, Labour and Social Development and supported by Ministries of Health and Education. The strategy has a multi-sectoral M&E framework and an indicative budget for the implementation of the strategy.⁹⁹

A KAP study conducted in 2016¹⁰⁰ in six governorates of **Yemen** showed that 77.5 per cent of female respondents were married before 18 years, with 44.5 per cent married before age

⁹³ Ibid.

⁹⁴ United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/sierra-leone/>

⁹⁵ These figures differ significantly from the GPECM Country Profile (2015), which state 16 per cent for <15 and 50 per cent for <18.

⁹⁶ United Nations Children's Fund, https://www.unicef.org/infobycountry/sierraleone_89948.html

⁹⁷ The UNICEF 2016 State of the World's Children report states that 40 per cent of girls are married by while the Ugandan Demographic Health Survey (UDHS), 2011, stated that 49 per cent of women were married before 18. The UDHS also stated that 9 per cent of men were married by 18, and 25 per cent by 20.

⁹⁸ Ibid.

⁹⁹ Ibid.

¹⁰⁰ Funded by UNICEF and conducted by the Youth Leadership and Development Foundation in 30 districts in six governorates. 1,054 questionnaires were completed. (Information provided by Middle East and North Africa Regional Office (MENARO) Child Protection section.

15.¹⁰¹ There is no uniformly-defined age for a child (GPECM Country Profile) and no specific child marriage laws. At the 2014 London Girl Summit, Yemen committed to developing child marriage legislation to be enshrined in the new constitution, and did initiate legal reform to draft child protection legislation with 18 as the age of consent and the minimum age for marriage. However, this was challenged by conservative Islamic Sharia factions and all legislative progress is delayed by the current crisis. Yemen is experiencing one of the world's worst humanitarian catastrophes, with an estimated 18 million people (out of a total population of 27 million people) in need of humanitarian assistance.¹⁰²

In **Zambia**, 31 per cent of women aged 20-24 are married by 18,¹⁰³ with rates in rural provinces (Eastern 60 per cent, Luapula 50 per cent, Northern 48 per cent) significantly higher than in urban provinces (Copperbelt 32 per cent, Lusaka 28 per cent).¹⁰⁴ Teenage pregnancy and child marriage are closely related. Traditional beliefs, the low status of girls and women, traditional transition ceremonies from childhood to adulthood/marriage, and polygamy, with young girls sometimes married to much older men as second and subsequent wives, are drivers of child marriage. Recent qualitative research (2014) has identified that socio-economic inequalities are also significant drivers.¹⁰⁵ For some families, the bride price represents a financial benefit to girls'

families,¹⁰⁶ while many teens (both boys and girls) themselves choose to marry based on their perception that there are few other options available for them to be recognized as adults in their communities. 21 is the legal age of marriage for boys and girls in Zambia, although they can marry at 16 with parental permission. However, inconsistencies exist with other laws and policies relating to children, and customary law allows girls to be married at puberty. In 2013, the government launched a nationwide campaign to end child marriage. In March 2016, a five-year National Action Plan to end child marriage was adopted, led by the Ministry of Gender and Child Development.¹⁰⁷ A National NGO Coalition to end child marriage has developed an Action Plan (2015). The government is promoting ending child marriage as part of regional and international agendas. In 2013, Zambia and Canada co-sponsored the first UN General Assembly Resolution on child, early and forced marriage, and another resolution in 2014. In November 2015, Zambia co-hosted the first African Girls' Summit on Ending Child Marriage. Zambia was also one of four focus countries that developed a South African Development Community model law on child marriage.¹⁰⁸

¹⁰¹ The survey found one case of a girl married at 9, seven cases married at age 11, and 19 cases married at age 12, and 42 women who were married at age 13 out of the total of 530 women surveyed. (MENARO Child Protection information.)

¹⁰² <http://www.bbc.co.uk/news/world-middle-east-34011187>

¹⁰³ United Nations Children's Fund, *State of the World's Children 2016*, UNICEF, New York, quoted in Girls Not Brides, <http://www.girlsnotbrides.org/child-marriage/zambia>

¹⁰⁴ United Nations Children's Fund, 'UNICEF Roadmap for achieving results in Zambia (2016-2018)', p.1.

¹⁰⁵ UNICEF research in six high prevalence districts, 2014, quoted in 'UNICEF Roadmap for achieving results in Zambia (2016-2018)', p.3. Adolescents perceive that staying in education is associated with being considered children, and that employment is not available to them (which would be another means of being seen as adult).

¹⁰⁶ Girls Not Brides Zambia

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

4

MAIN FINDINGS AND ANALYSIS



The findings are organized by the five Evaluability Assessment objectives, as interpreted by the 16 evaluability questions. Given the global nature of this evaluability assessment, all findings discussed are common across several countries. Footnotes provide additional details of the finding and/or examples of countries that illustrate the points being made. The footnotes are not designed to provide comprehensive details of all relevant examples in all the programme countries, as this is not an evaluation.

The GPECM is an ambitious and complex programme that aims to address an important human rights issue, and should contribute to the achievement of Target 5.3 of the SDGs. UNFPA and UNICEF staff at global, regional and country levels are to be congratulated on initiating and leading this strategic global programme, and through it, contributing to more detailed knowledge of how to address child marriage effectively and accelerate the end of the practice at scale. All findings, conclusions and recommendations from this evaluability assessment should be considered in this context.

4.1 EVALUABILITY IN PRINCIPLE: GLOBAL PROGRAMME DESIGN

4.1.1 Clarity, comprehensiveness and logic of the global Theory of Change and Global Results Framework

■ KEY FINDING 1:

The GToC provides a comprehensive framework, covering the key outcome areas that UNFPA and UNICEF can

influence. It emphasizes the importance of a multi-sector, multi-level approach to addressing child marriage. However, the GToC could be further strengthened by incorporating additional factors that influence decisions on child marriage, and by indicating anticipated causality, which is an essential element of any theory of change. The assumptions on which the GToC is based also need to be made explicit.

The key source documents for programme logic are the GToC (see Figure 1) and guidance provided in the Programme Inception Report, and the Global Results Framework (GRF).¹⁰⁹

As discussed above, this is the first programme attempting to address child marriage at scale, and proof of concept for the programme logic as a whole, as well as evidence of what works in different contexts, and which interventions prove catalytic, are all of considerable interest to development partners at all levels. Demonstrating that the programme logic is effective in terms of accelerating the end of child marriage over the life of the GPECM will

¹⁰⁹ See Annex 5 for GRF.

be an important result. Indications that the programme is on the correct track are a key aspect of Phase I.¹¹⁰

The GToC identifies the problem, drivers and causes of child marriage, and identifies five strategies that relate directly to the five outcome areas. The programme logic assumes that these, in turn, should contribute to the impact level results. Within the accompanying GRF, outcomes have been interpreted by outputs, and indicators for impact, outcome and output levels developed. Activities are not included in either the GToC or the GRF, although the draft (output) Indicator Reference Sheet circulated in February 2017¹¹¹ details a minimum set of activities to guide reporting on the Output Indicators.

(i) Global Theory of Change

Based on evidence of programming to address child marriage to date, the GToC provides a comprehensive picture of the multi-layered and multi-sectoral issues contributing to high rates of child marriage, and the strategies that can be employed to reduce its prevalence. Importantly, the outcomes address the five key areas that UNFPA and UNICEF can influence to accelerate the end of child marriage. There is a logical flow from problem statement to strategies, through to the outcomes and impact statement. The GToC as provides a very useful strategic framework for informing the development of programme country interventions (as discussed more fully in section 4.1.3 below). However, the team considers that it could be adjusted and further strengthened by incorporating the comments/findings discussed below.

Without indications of causality, a ToC cannot demonstrate expected change. The current GToC includes no causal links showing how elements at different levels are expected to relate to each other, or how elements on the same level are interlinked/expected to affect each other. For example, there is no indication of how individual outcomes and strategies are expected to address the drivers and causes; or whether there are causal links between different strategies; or whether and how progress against one outcome is expected to contribute to progress on other outcome results and contribute to the impact. In addition, the GToC does not make explicit the assumptions, based on research evidence, that underpin its logic.

Based both on the findings of this evaluability assessment and its own experience, the team considers that there are a number of gaps in the GToC, and that revising it before the beginning of Phase II would strengthen the programme logic and ensure that it reflects more closely the reality of the contexts in which programming is being conducted.

In highlighting these gaps, it should be acknowledged that there is an inherent tension in any GtoC, in that it needs to strike a balance between being generic enough to encompass the global components while representing, as closely as possible, the reality COs encounter nationally and in target areas. It is also important that the GToC demonstrates the complexities and interplay of different drivers/causes/factors affecting decisions on child marriage, while not becoming so complicated and cluttered that its utility is undermined.

¹¹⁰ GPECM inception report, October 2015, p. 15.

¹¹¹ 'UNFPA-UNICEF Global Programme to Accelerate the End of Child Marriage: Indicator Reference Sheet' (Indicator Index), February 2017.

While the team acknowledges these tensions, it considers that the GToC could be revised along the lines discussed below without compromising its clarity.

Overall comments are discussed first, followed by comments relating to specific levels of the GToC:

 **Overall:**

- The GToC is heavily weighted towards girls and women as child brides, as is illustrated in the framing of the (highest) impact statement which represents the ultimate goal of the GPECM: “Girls fully enjoy their childhood free from the risk of marriage”. While girls represent the vast majority of those married as children and face a range of risks and barriers during adolescence compared with boys, the absence of any recognition of boys as beneficiaries (teen grooms) makes the GToC less relevant for those societies/groups where boys are also married as children (which is the situation in a number of programme countries).¹¹²
- Related to the point above, the GToC makes no reference to engaging males. There are some statements in the GToC that do imply that boys/men are involved – e.g. mobilizing parents and community leaders, engaging ‘key actors’, including young people, as agents of change – but given the importance of men and boys as the main decision-makers on age of marriage of their daughters/sisters, the lack of a gender-specific strategies
- The GToC refers to child marriage only. However, in all programme countries, child marriage is very closely related to some combination of: teen pregnancy, FGM/C, violence against children (VAC), gender-based violence (GBV), trafficking of girls, bride price/dowry, and/or gender based sex selection – some of which are manifestations of the lack of value placed on women and girls. The relationships between these issues are complex,¹¹³ and weightings in terms of influencing decisions on child marriage vary within and between communities and countries. However, given the importance of these issues in relation to formal or informal marriage relationships, omitting them from the GToC means that some important factors influencing decisions on child marriage are missing.
- While the GToC includes five outcome areas of programme focus, the programme design stresses the centrality of the empowerment of girls, both in the GToC

¹¹² In Nepal, the ToC for the national strategy on child marriage emphasizes the importance of working with men and boys (included in the national ToC as a standalone intervention). In India, both UNICEF and UNFPA consider that not working with boys and men (as decision-makers and ‘guardians’ of gender roles) would lessen the effectiveness of programming.

¹¹³ For example, in Sierra Leone, girls who have undergone FGM/C and are therefore ‘*bondo*’ experience less shame if they become pregnant outside marriage than those who have not been cut. This has implications (in addressing the potential conflict of attitudes) for how to approach ending child marriage programming, given the national focus on reducing teen pregnancies. This is particularly the case in a country where UNICEF and UNFPA are implementing both the joint global programme for FGM/C and the GPECM.

and in the Programme Inception Report.¹¹⁴ The clear assumption of the programme logic is that once adolescent girls can express their choices (Outcome 1),¹¹⁵ they will choose not to marry as adolescents. However, this is not so clear-cut in practice. Under some circumstances, adolescents may choose to marry themselves.^{116,117} However, several interviewees reported that, while agreeing that adolescent girls' empowerment is a key element of addressing high rates of child marriage, it is important not to create an impression that the girls are themselves responsible for changing social norms in settings within which they have little influence on these decisions.¹¹⁸

- Closely linked to the point above, the imperative to work on Outcomes 1 and 2 together should be clearly represented in the GToC. Relatively few girls can make their own choices on when and whom to marry in target programme areas. A number of interviewees felt that it is unethical to raise expectations of greater choice for adolescents without ensuring that they will have space to exercise greater agency in their communities, which means that

Outcomes 1 and 2 need to be implemented in tandem (by UNFPA or UNICEF or other partners), or not implemented at all.

- Despite its centrality as a means of influencing social norms and behaviours (and the fact that many of the programme countries have built C4D into their programming), C4D is not mentioned at all in the GToC.

The GToC is focused on *prevention* of child marriage (as is logical for a programme to end child marriage),¹¹⁹ but several COs considered that including some elements of mitigation or response would be appropriate. The GToC does not explicitly include access to justice or law enforcement, although this is a core area of UNICEF CP programming. Strengthening the judiciary and police to support stronger enforcement of relevant laws is seen as having a deterrent effect, as well as being a response to child marriage. Elements of mitigation of the negative effects of marriage (e.g. married girls re-accessing some form of education, either formal or informal) is included in the GRF,¹²⁰ but could be strengthened in the GToC. While views on the benefits of including response/mitigation in the GToC are not universal, only one country considered that it

¹¹⁴ GPECM Inception Report, p. 14. See also the forthcoming report of the South Asia Expert Group meeting on child marriage hosted by APRO and ROSA.

¹¹⁵ The report refers to the five GToC outcomes as they are numbered in the GRF.

¹¹⁶ For example, research on drivers of child marriage in Zambia by UNICEF found that adolescent boys and girls themselves are choosing marriage/cohabitation as the best means – within their setting of limited socio-economic choices – by which to be perceived as adults within their communities. The more 'traditional' drivers, including inequitable gender roles, are also present, but are not the only, nor the most important, drivers.

¹¹⁷ Emerging evidence suggests that girls' empowerment is likely to have the largest impact on child marriage rates. According to UNFPA comments.

¹¹⁸ Interviewees from UNICEF West and Central Africa Regional Office (WCARO) and in India reported that adolescent girls have expressed that, even once they are aware of more choices for them, it is expecting too much to assume they can refuse to marry young without significant changes in family/community/societal attitudes, and that this assumption puts significant pressure on them.

¹¹⁹ While the first outcome refers to "Adolescent girls at risk of and affected by child marriage", the output and goal levels do not reflect what 'success' would be for married girls.

¹²⁰ The Indicator Reference Sheet, February 2015, requires that reporting on Output Indicator 1.2 be disaggregated by married/unmarried status.

would be unhelpful.¹²¹ Accordingly, the team feels that some elements of response/mitigation could usefully be represented in the GToC.

- There is no mention in the GToC of supporting governments in their role of coordinating partners nationally or locally in support of ending child marriage, although UNICEF and UNFPA do typically support government coordination processes.
- While fostering enabling legal and policy frameworks is included in the GToC, there is no mention of advocacy to governments, civil society and other partners to maintain and intensify their commitments on ending child marriage and to bring them into line with international norms. This despite the fact that advocacy is described in the Programme Inception Report as a programme focus at all levels.

Comments related to specific levels of the GToC:

 **Problem statement:**

- The current problem statement does not articulate the reasons *why* child marriage is harmful, which should be spelt out so that the rest of the GToC can address the specific issues (e.g. human rights violations, health issues for adolescent girls and their babies, loss of education and economic opportunities for married girls, etc.).

 **Drivers and causes:**

- Humanitarian crises are included as a driver/cause of child marriage, and the evaluability team concurs with this assessment. Both conflicts and natural disasters often result in increased rates of child marriage. However, the specific reasons for these increases are not detailed in the GToC¹²² and, more importantly, issues related to humanitarian crisis are not reflected at all in the strategies, outcomes

¹²¹ Mozambique interprets protection services (Output 3.1 of the results framework) as including capacity strengthening of police, legal aid providers, judiciary, prosecutors, social workers, and members of child protection committees, and the CO reported results of their interventions in these areas under the GPECM. In Ethiopia, a key element of UNICEF GPECM interventions relates to building capacity of law enforcement agencies relating to ending child marriage, and educating communities on existing laws related to child marriage is included in community dialogues. UNICEF Uganda feels that access to justice interventions should logically be included under the GPECM, but has not done so specifically because it is not included in the GToC. By contrast, the CP team in India considers that the GToC emphasis on prevention is appropriate as legal/judicial response uses considerable amounts of funding and can mean that communities practice child marriage 'underground', or that, in cases of love matches, the young couples themselves are punished by law enforcers. They also consider that, in India, considerable resources have already been focused on the response, and therefore that the GPECM should be more focused on prevention. Law enforcement should not be seen as the entry point.

¹²² Rates of child marriage can rise as early marriage is seen as a coping mechanism to protect girls from perceived increased risks of violence, or related to the increased poverty of displaced families who need to reduce food costs and increase revenue for rent or other expenses. Or, protection mechanisms (community and institutional) can break down, such as happened following the 2015 earthquake in Nepal, which had a considerable effect on rates and patterns of child marriage, including an increase in trafficking. Reduced ability of Government Ministries to implement policies to stop child marriage policies in the immediate aftermath of the earthquake has also been a significant 'risk' to reducing rates of child marriage, including for GPECM interventions.

or impact of the GToC. As a result, so there is no link shown between this driver and any other level of the GToC.¹²³

- Among the drivers and causes, poverty and economic opportunities/structure of the economy relate directly to one of the five strategies, but are not reflected in the outcomes (presumably because this is not a core area of programme focus for either UNICEF or UNFPA.) However, given the importance of economics at all levels as a driver of child marriage,¹²⁴ it needs to be included in the GToC, either as an outcome related to tackling economic/poverty issues at scale (with the implementation led by partners for which tackling poverty/development is a core issue) which would ensure that this key driver is addressed as part of the overall, multi-sectoral approach; or it should be stated in the assumptions that UNFPA and UNICEF expect that other organisations will be tackling this aspect of reducing rates of child marriage.
- Linked to the point above: the GToC is predicated on a primary driver of child marriage being social and cultural norms and based on lack of knowledge, at the community level, of the negative effects of child marriage. In some of the GPECM countries, this is viewed as too simplistic. While some child marriages are based on lack of information or knowledge

of the harm of the practice, others are driven more by structural drivers (lack of economic opportunities), very real challenges to girls' safety and security, or by parents feeling that they have few other options (despite knowing the potential negative consequences).

Impact:

- The GToC includes two 'impact' statements, defining what success will look like in the medium and long term.¹²⁵ However, while the upper statement (see Figure 1) is formulated as an impact statement, the lower one is an amalgamation of some of the outcome statements (excluding enhanced service provision, and re-emphasizing the importance demonstrated in this ToC placed on empowering adolescent girls themselves.) The team would suggest that the lower statement is the strategic objective of the GPECM and should be re-classified as such.

GToC Assumptions:

- ToCs should be accompanied by the set of explicit assumptions on which the theory, and the nature of the intended causality between different elements, is based. The Programme Inception Report includes four assumptions. These need to be part of the GToC.¹²⁶ Additional assumptions relating to the gaps/revisions recommended in this

¹²³ This is a significant gap, given that sudden onset crisis can greatly affect the rates of child marriage, which would need to be explained in reporting project results. At the same time, some humanitarian crises have catalyzed a huge influx of funding related to addressing higher rates of child marriage (notably the Syrian crisis and refugee outflow to neighbouring countries), which has supported much stronger programming to be implemented on ending child marriage as part of the humanitarian response. (Lawry-White, Janey, Katie Tong et. al, 'Multi-country Real-Time Evaluation of UNICEF Gender-based Violence in Emergencies Programming, Final Synthesis Report', UNICEF, October 2016. Also key information interviews with UNICEF MENARO).

¹²⁴ Including at the macro-economic level, as witnessed in the overall drop in rates of child marriage in India over the past ten years at a time of significant economic growth and development. The importance of the economic perspective is emphasized in the Programme Inception Report discussion of the GToC (p.13) but this has not been adequately reflected in the GToC, which is what most programme countries are using to guide programme design. The issue of marriage as an 'industry', where monetary transactions play an important role in determining how and when a girl is married off, needs also to be reflected.

¹²⁵ GPECM Inception Report, p.15.

¹²⁶ Ibid, p.17.

report should also be added as appropriate, including for areas that UNICEF/UNFPA do not address within their mandates, such as economic factors.

(ii) Global Results Framework

■ KEY FINDING 2:

While following the logic of the GToC closely, the current global results framework is limited and simplistic. It fails to capture programme results across the range of inter-related factors that contribute to decisions on child marriage.

Programme countries are required to report annually using the GRF (which is the main component of the Annual Reporting Template), and therefore the GRF is an important tool for interpreting the programme logic.

The five outcomes of the GToC have been translated into seven outcome statements and seven outputs, each with one associated indicator. Outcomes 1 and 3 each have two outcome statements and two associated outputs, while the others have one of each.

The comprehensiveness, clarity and logic of the GRF are discussed here, while the GRF result statements (outcomes and outputs) and indicators are considered under Section 4.2.1.

The GRF closely follows the logic underlying the GToC, and as such the same issues relating to gaps in the GTOC are relevant for the GRF (e.g. lack of outputs/indicators measuring C4D, advocacy, or the impact of humanitarian/conflict crises on programming.)

In addition to the gaps in the GRF relating to the five outcomes, there are no indicators to report on cross-cutting issues, or to monitor the programme alignment or benefits conferred by programming in accordance with the eleven programme principles.¹²⁷

While recognizing that, to report globally, GPECM programme countries need to report using one GRF, a common view among RO and CO staff is that the current GRF is too simplistic. Given the complexity of factors influencing decisions on child marriage,¹²⁸ the choice to restrict indicators to one per outcome or output statement means that reporting is focused on a few programme areas, rather than on the range of inter-related factors that contribute to decisions on child marriage. The requirement for quantitative monitoring and reporting at both output and outcome levels for Outcomes 1,2 and 3 also means that the indicators as currently formulated cannot capture progress in terms of changing perceptions, attitudes and behaviours towards desired results. This is a serious gap for a programme in which the overall goal is social change.¹²⁹

4.1.2 Contextualization of global programme logic by country and regional offices

■ KEY FINDING 3:

Programme guidance emphasizes the importance of tailoring the GoT to specific country contexts. GPECM global logic is generally well reflected in programme country interventions, which are well contextualized and supportive of national priorities on

¹²⁷ See below for further discussion on cross cutting issues (Section 4.2.3) and monitoring of programme principles (Section 4.2.4).

¹²⁸ As indicated above in the discussion on the GToC.

¹²⁹ There is a more detailed discussion of the GRF indicators in Section 4.2.1 below, in the discussion of evaluability in practice.

ending child marriage. Regional offices do not have service delivery activities, but are supporting programme countries and engaging in regional advocacy and initiatives.

The importance of programme countries contextualizing the GToC nationally and sub-nationally, as appropriate, is emphasized in the programme guidance. The GPECM has been designed to provide “a harmonized global vision for the programme, while leaving sufficient room for diversity and country-level adaptation.”¹³⁰ Programme guidance also states that “The principle of ... cultural contextualization [is] essential to programming aiming to advance the eradication of child marriage,”¹³¹ as well as recognizing that “country offices are ultimately responsible and accountable for their country programmes agreed with governments”, while being guided by the GToC and GRF.¹³²

(iii) Country offices

COs concur that the GToC has provided a clear, relevant and useful framework to guide them in developing new interventions as part of the GPECM, or in refining and scaling up existing interventions.

As part of contextualizing the GToC, four programme countries¹³³ have developed country-level GPECM ToCs. All other countries are using the GToC. The country ToCs all follow the logic of the GToC closely, while interpreting

drivers, strategies and outputs relevant their specific contexts under the five outcome areas. They reflect the same gaps as the GToC: all need clearer and more specific problem statements, and should include humanitarian crisis as appropriate at all levels.¹³⁴ None of the ToCs include access to justice/response to child marriage, and no causal links are indicated. Ghana mentions teenage pregnancy as a driver, but this is not reflected specifically at any other level. Uganda has greater representation of the importance of economic opportunities than the GToC, and Ethiopia and Uganda emphasize the importance of economic/livelihood skills and opportunities more clearly than the GToC. Ethiopia also includes nutrition and water, sanitation and hygiene (WASH) amongst other services impacting levels of child marriage. The ToC for Ghana includes a sixth strategy relating to generation of robust data in line with GToC Outcome 5 (“Government(s) support and promote the generation and use of robust data and evidence to inform programme design, track progress and document lessons”).

The government of Nepal has developed a national child marriage ToC for the National Strategy on Ending Child Marriage. This ToC is also well aligned with the GPECM GToC, but goes further in that one of the pillars relates to working with men and boys.

Some UNICEF COs have developed their own child marriage strategies to inform their interventions,¹³⁵ although these are CO rather than

¹³⁰ GPECM Inception Report, p.4.

¹³¹ Ibid, p.65.

¹³² Ibid, p.4.

¹³³ Uganda, Ethiopia, India (UNICEF only) and Ghana. The Ethiopian ToC was developed as part of the 2015 Roadmap exercise. It was aligned with the GToC (in terms of adding a fifth outcome area to mirror the GToC outcomes) when the GToC was finalized, and will be refined further during 2017 to identify the core package of interventions to help achieve results at scale in Ethiopia. A Ghana ToC was developed during the Steering Committee visit in March 2017, with support from HQ and RO colleagues.

¹³⁴ Ghana ToC has no mention of humanitarian crises as a driver at all.

¹³⁵ Nepal, Zambia, Sierra Leone, UNICEF Ethiopia.

GPECM strategies.¹³⁶ Given the engagement of UNICEF and UNFPA in the development and implementation of national strategies and action plans across all programme countries, these are well aligned with the overall GPECM programme logic.

Contextual research has informed the targeting and focus of country interventions. As part of the inception phase of the GPECM during 2015, all UNICEF COs except Yemen developed 'roadmaps', which provided contextual analysis and identified key result areas where UNICEF could deliver.¹³⁷ Specific contextual research on drivers has also been undertaken in a few programme countries, which has guided GPECM interventions.¹³⁸ Research/studies supported by both UNICEF and UNFPA have been conducted to identify (variously) child marriage 'hotspots', prevalence of child marriage and mapping of existing activity to address child marriage.¹³⁹ One UNICEF CO also undertook sector niche analysis¹⁴⁰ of various sectors to identify links between each section and ending child marriage, which has informed their GPECM programming.

GPECM interventions in all programme countries are well aligned with national priorities. One criterion by which programme countries were selected was government commitment to addressing child marriage, and accordingly, there are national/state¹⁴¹ plans on child marriage in place or under development in all programme countries. Under Outcome 4, GPECM activities are focused on supporting the finalization and/or implementation of these plans.

A number of UNICEF and UNFPA COs were addressing child marriage within their country programmes before the launch of the GPECM. In addition, in some countries they are partners in joint programmes that address child marriage directly, or through a related priority (e.g. adolescent empowerment, teen pregnancy, FGM/C, VAC, sexual and reproductive health [SRH], maternal and child health [MCH], and GBV). Some of these existing programmes are considerably larger than GPECM interventions in-country, and were well established when the GPECM was launched.¹⁴² In these cases, rather than try to establish standalone programming with GPECM funding, it has

¹³⁶ The child marriage strategy of UNICEF Nepal is well aligned with the GPECM ToC, except that it goes further in emphasizing the importance of engagement with men and boys, and has no focus on collating evidence.

¹³⁷ The lack of a UNICEF Yemen roadmap is due to the onset of the conflict in March 2015, when the work on child marriage was put on hold and UNICEF shifted its programming towards emergency relief. (RO comment.)

¹³⁸ Including: Qualitative study of child marriage in six districts of Zambia, GRZ/UNICEF, 2015; Qualitative research on child marriage, adolescent pregnancy, initiation rites and VAC in high prevalence provinces in Mozambique, UNICEF, 2015.

¹³⁹ Including Jones, Nicola et. al., *One Size Does Not Fit All: The patterning and drivers of child marriage in Ethiopia's hotspot districts*, ODI & UNICEF, March 2016; United Nations Children's Fund, *Assessment of resource allocation and expenditure of local bodies (VDC/Municipalities) on issues/activities related to ending child marriage and Study on levels and trends in the prevalence of child marriage*, UNICEF Nepal; United Nations Population Fund, 'Policy Brief on Ending Impunity for Child Marriage in Nepal: A review of normative and implementation gaps', UNFPA Nepal.

¹⁴⁰ Ethiopia.

¹⁴¹ In India, UNICEF and UNFPA are engaging with state and sub-state local governments (most Indian states being as large or larger than other programme countries, and with considerable contextual variation between and within states). In India, the political context means that the focus of UNICEF and UNFPA is primarily leveraging government programming to strengthen delivery or national/state government interventions, even when working through IPs. (Key information interviews, country visit.)

¹⁴² For example, "Action for Girls and Young Women's Sexual and Reproductive Health and Rights" (Action for Girls) is a Government of Mozambique-led, One UN joint programme, with a budget of US\$14 million funded by the Swedish Government, which is being jointly implemented by UNICEF, UNFPA, UN Women and UNESCO. Other examples include the EU-funded Millennium Development Goal Initiative (MDGi) to improve mother and child health and inform boys and girls on SRH and HIV/AIDs in Zambia, and a Government of Zambia-led joint UN programme on GBV. UNFPA in India has been working on programmes aimed at enhancing Value of the Girl Child and addressing GBSS for 20 years. Similarly, UNICEF India has been addressing child marriage as part of its integrated CP programme.

been used to augment existing programmes by expanding the scope or the nature of existing programming, or expanding into additional geographic areas, or the programme has raised the profile of the ending child marriage focus within the wider programming or with political partners.¹⁴³ Given the amounts of GPECM funding available to most programme countries, this appears to the team to be a strategic use of resources. It is also in line with programme guidance.¹⁴⁴ Elsewhere, and again as appropriate and strategic, funding has been used to catalyse standalone activities.¹⁴⁵

Prior to the annual GPECM Meeting in April 2017, held in Uganda, most programme countries understood that, between UNICEF and UNFPA, they were expected to implement activities under each of the five outcome areas.¹⁴⁶ This understanding was corrected at the meeting, so that programme countries now recognize that they should implement activities in those areas (a) that are not covered by other partners working in the country; and (b) in which they have a clear comparative advantage in the context. It will be interesting in the reports for 2017 to see if countries have altered

their programme priorities/areas of focus in light of this understanding. However, different programme countries appear still to have different views on whether some outcomes should routinely be prioritized over others.¹⁴⁷

(iv) Regional Offices

In terms of RO engagement with GPECM, none of the four ROs involved (Middle East North Africa/Arab States, Eastern and Southern Africa, West and Central Africa and South Asia/Asia Pacific) are implementing specific projects under the GPECM, although for some, addressing child marriage is a regional priority, and in Asia another regional project is ongoing in which ending child marriage is one of three foci.¹⁴⁸ However, in addition to providing technical support to the programme countries, ROs are involved in advocacy and engaging with/supporting regional partners in ending child marriage initiatives.¹⁴⁹ ROs also provide platforms for generating regional evidence,¹⁵⁰ research, and facilitating sharing of regional- and country-generated learning on child marriage between countries across their regions.

¹⁴³ As in India.

¹⁴⁴ GPECM Inception Report, p.8, under joint programming.

¹⁴⁵ For example, a baseline survey conducted by UNFPA and the Population Council in Bangladesh.

¹⁴⁶ The exception to this is Yemen, where UNICEF has worked only on Outcomes 1 and 2 in 2016. This will continue during 2017, as the other outcomes are not appropriate for the current situation. UNFPA India has received 95 per cent of its GPECM funding to date from Canada, which has tied the funding to Outcomes 1 and 5. (However, programming funded by other UNFPA resources in India is addressing Outcomes 2, 3 and 4 as part of their country programme.)

¹⁴⁷ UNFPA and UNICEF India both consider following the Uganda global meeting that strengthening a systems and services approach (Outcome 3) should be prioritized in order to achieve scale and sustainability and play a catalytic role in countries like India, and that focusing on numbers reached through implementing Outcomes 1 and 2 will not produce desired results. This view was not heard from other programme countries.

¹⁴⁸ Addressing child marriage is a regional priority for UNICEF Middle East and North Africa RO (MENARO) and UNICEF Eastern and Southern Africa RO (ESARO). In UNICEF South Asia Regional Office (ROSA), the IKEA Foundation is funding a regional programme addressing empowerment of adolescent girls, for which ending child marriage is one of the three programme aims. India, Afghanistan and Pakistan are the countries in which this programme is being implemented.

¹⁴⁹ UNICEF West and Central Africa RO (WCARO) is the lead in supporting the African Union Campaign to End Child Marriage, as well as the regional Child Marriage Working Group.

¹⁵⁰ MENARO is conducting a joint (UNFPA/UNICEF) regional, multi-country study (Egypt, Yemen, Morocco, Lebanon, Jordan and Sudan) to take stock of programming in the region aimed at addressing child marriage. Child marriage is also an issue in other countries in MENA, such as Iran and Iraq, and UNFPA ESARO commissioned a detailed review of laws and policies related to safeguarding young people in 23 Eastern and Southern African countries in 2014-2016. Meanwhile, UNICEF ROSA is planning a study on the links between humanitarian crises and child marriage.

(v) Ongoing revision of programme logic

A significant challenge raised by ROs and COs in terms of their ability to interpret the programme logic is that the GToC and the GRF have continued to be revised through the inception period and into Phase I. This has led to a perception that the GToC and GRF are 'moving targets', which both COs and ROs continue to find challenging.¹⁵¹ While this is frustrating for ROs and COs, given that the GPECM is attempting to programme in a new area (particularly at the scale of the programme), and that experience/evidence of effective programme modalities are limited at this scale, continued revision, while challenging for programme countries, is to be expected through Phase I.

4.1.3 Drivers, assumptions, risks and mitigation strategies

Drivers, challenges, risks and assumptions are identified in all the UNICEF roadmaps, and are reported in the relevant section of the annual reports for 2016, together with actions to be taken to mitigate some of the risks and challenges. Continuing to capture this information systematically, ideally more completely and with more details on how programming/processes are being adjusted to mitigate the risks and challenges, is important, as a discussion of drivers, assumptions, risks and mitigation will be included in the formative evaluation/MTR and any forthcoming outcome evaluations of the GPECM.

With reference to crises as a potential risk to programme effectiveness, some COs reported that political, security, economic or natural crises have slowed or limited their ability to implement interventions,¹⁵² but only Yemen has explicitly noted that the humanitarian crisis will affect rates of child marriage, (and therefore reportable results of their GPECM interventions).¹⁵³

Recognizing the potential impact of humanitarian crises on programme results will be important across all affected programme countries, to inform the forthcoming formative evaluation/MTR and future outcome evaluations. Crises could impact GPECM programme results such that GPECM interventions reduce the levels of increase often associated with crises, or even keep rates stable. This would be a success in situations where, without the GPECM, rates could otherwise have increased. Therefore, actions taken to respond to different crises, and the varying rates of child marriage which result, need to be recorded by all programme countries experiencing humanitarian crises, as they will provide important indications of effectiveness of different GPECM interventions in times of crisis.

¹⁵¹ Some designed their programmes, and established baselines, against earlier versions, and now find they are no longer fully aligned with the current GToC and GRF.

¹⁵² For example, in Burkina Faso, where border security in parts of the Sahel region has been identified as a major constraint, management arrangements have been made to transfer funds to the regional level to ensure that programming continues. Mozambique cited political-military tensions as well as humanitarian crises related to El Niño as major challenges affecting implementation and monitoring capacity, as well as the financial and economic crisis in 2016, which negatively affected service provision for health, education and social services.

¹⁵³ The recent UNICEF-supported KAP study in Yemen found that a higher number of girls are being married early in the current war, with 66 per cent of women respondents reporting a dramatic increase in child marriages. This is due, among IDP girls, to their families' need for money following their displacement. (UNICEF MENARO CP comments.)

4.2 EVALUABILITY IN PRACTICE: DATA, SYSTEMS AND CAPACITIES

4.2.1 Adequacy of GRF indicators as meaningful measures of performance

■ KEY FINDING 4:

As indicated in Key Finding 2, the current GRF has significant shortcomings and gaps, and requires a major re-think, to enable the collection of clear, meaningful results. Clarifying ‘what success looks like’ across the different programme countries and globally is a key starting point for the revision. The current focus on numerical indicators for Outcomes 1, 2 and 3 is inappropriate for measuring social change. Aggregating the current numerical results across programme countries produces largely meaningless results. They do not reflect the wide contextual variations between and within countries, or the differences in the nature of interventions addressing the same outcomes in different countries.

Programme countries are required to report annually to the GPSU using the GRF.¹⁵⁴ For this reason, countries have not developed separate GPECM results frameworks, although some have developed a few sub-indicators.¹⁵⁵ The discussion below therefore focuses mainly on the GRF indicators, and indicates where developing country-specific indicators is important.

The team has identified a number of challenges/issues with the current GRF:

(i) Identifying the nature of success is necessary in order to develop meaningful indicators

Indicators serve two primary uses: (i) to report to key stakeholders (beneficiaries, national and local governments, donors, etc.) and (ii) to inform project/programme management decisions. The core purpose of the GRF is to capture results related to the first use: i.e. conveying progress against desired outcomes across the 12 programme countries. Identifying ‘what success looks like’ for different stakeholders at both output and outcome levels is therefore a critical first step. Perceptions of success may vary between different contexts, so programme countries need to identify the elements of success in their own contexts.¹⁵⁶ Where these measures of success are common across programme countries, they can be included as global indicators in the revised GRF. Where the elements of success are specific to particular (sub-)national settings, monitoring these elements needs to be conducted at country level. (See Section 4.1.2.)

(ii) Project/programme management indicators

To address the second generic purpose of indicators, programme/project management indicators need to be in place – in each programme country for day-to-day management of GPECM interventions, and globally with regard to GPSU management of their activities. The team did not come across

¹⁵⁴ GPECM Inception Report, para 86, p.30.

¹⁵⁵ For example, Burkina Faso has developed a few performance and management sub-indicators, and Uganda has developed a few performance sub-indicators. However, these are for CO use and not reported at global level.

¹⁵⁶ For example, not just looking at rates of marriage (i.e. numbers) but whether marriage is forced or undertaken willingly; the numbers of unmarried and married girls who remain in formal/informal education, and if not, why not; increased choice/negotiating ability of girls (and boys) accessing life-skills (even if they are married under 18, girls may have confidence and greater negotiating power with regard to spacing births or returning to education). These are real signs of progress, even though rates of child marriage may not reflect results.

any project management indicators during the evaluability assessment, either relating to country interventions or at global level. However, where GPECM funding has been added to existing large programmes, or where such indicators are already included to monitor UNFPA/UNICEF country programmes, programme management indicators may already exist. If this is not the case, these management indicators need to be developed at global and country levels.

One area of programme management that should be regularly monitored at both country and global levels is to what extent programme design and implementation is in line with the 11 programme principles, and what benefits/value added alignment with these principles has brought. At present there are no indicators and no requirement to report on this in the Annual Reporting Template, which is a significant gap that needs to be addressed. (See further discussion below, Section 4.2.4.)

(iii) Too few and restrictive formulation of indicators

As mentioned in Section 4.1.1, the limited number and simplistic formulation of output and outcome indicators in the GRF cannot capture the complexity and inter-relatedness of the factors contributing to decisions on child marriage. While recognizing the importance

of not having an excessive number of indicators (which would place a disproportionate burden on monitoring systems in-country), the GRF needs to include sufficient indicators to capture the complex reality more adequately than it does at present. The number of indicators should be agreed between the GPSU and programme countries as part of the revision of the GRF.

The draft Indicator Reference Sheet, defining global Output Indicators and circulated in February 2017,¹⁵⁷ has been helpful for setting minimum programme standards and reporting against Output Indicators, and is designed to support greater comparability of reporting across countries. At the same time, these definitions/standards are, by definition, minimum acceptable levels of activity. By requiring all programme countries to report against the same indicator, with no provision for additional explanations of the content and nature of the programmes or the specifics of the context, the learning and experience of more intensive or sophisticated programme interventions is not being captured.¹⁵⁸ Important learning related to what contributes to effective programming to end child marriage is therefore lost.¹⁵⁹ Where programming does not exactly match the definitions provided for Output Indicators in the Indicator Reference Sheet, COs are confused about how to report for those outputs.¹⁶⁰

¹⁵⁷ A draft of the Indicator Reference Sheet was circulated in February 2017 to ROs and COs, which have provided comments on the draft. No revision has yet been circulated.

¹⁵⁸ For example, the definition for Output Indicator 1.1 states that “actively participate” means minimum exposure of 31 hours of life-skills or health information per year. In Uganda, life-skills programming provides 31 hours of exposure for participants each few weeks, so the total exposure per participant is far greater than 31 hours, and can, therefore, be expected to catalyse significantly greater change in attitudes/behaviours than life-skills programmes that provide the minimum.

¹⁵⁹ The team understands that some of the findings on the Indicator Reference Sheet were raised and discussed in Uganda at the global meeting in April 2017, but no subsequent revisions have been made.

¹⁶⁰ Output Indicator 2.1 stipulates that reporting must be based on a minimum of six sessions of engagement in community dialogues. Given that it is challenging to track exactly which individuals attend these sessions, this is impossible to report with any certainty. There is also some disagreement over whether six sessions are needed to make a difference. (For example, COs in India consider six sessions to be unnecessarily high.)

(iv) Need for a mix of qualitative and quantitative indicators

In addition to their limited coverage of issues, all current GRF indicators for Outcomes 1, 2 and 3 (both output and outcome indicators) are quantitative. The team considers that this is not appropriate for a programme that primarily aims to demonstrate social change. Quantitative indicators can be used to measure social change if tools and indicators are designed appropriately, but to collect the nuances of KAP and maximize learning, there must be a mix of both quantitative and qualitative indicators in the GRF.¹⁶¹

For Output Indicators, numbers have some value in terms of showing levels of participation in specific activities that are assumed to contribute to the desired social change. But these numbers need to be accompanied by explanations of the nature and context of what is being delivered.¹⁶²

To meaningfully report on progress, outcome indicators for social change programmes need to collect data on perceptions, attitudes, and behaviours as well as numbers and percentages. The GRF also needs to reflect the reality that progress on outcomes is the result of a number of factors, many of which are outside UNICEF/UNFPA control, and outcome indicators can only measure contribution (not attribution) of the interventions to results.

The team presumes that one reason for the current focus on numerical indicators is to facilitate aggregation of results reported by the programme countries to produce global reports. Producing reports combining results from the programme countries is obviously an important accountability requirement for global stakeholders. However, the variety of contexts within and between programme countries, as well as the variations in specifics in the nature of programming highlighted above, mean that aggregating numbers reported by different countries against the same indicators elsewhere can produce meaningless results.¹⁶³

Given the wide variation in contexts, countries need to be the unit of account for monitoring, and – as part of the revision of the GRF – the GPSU needs to give more thought to how global reporting can provide a picture of what is being achieved globally, while representing more accurately the variety of interventions and contexts in which the GPECM is being implemented.

(v) Need for intermediate (between outcome and output) results

The ‘jump’ from output to outcome indicators in the current GRF is considerable. Intermediate ‘milestone’ indicators, between output and outcome indicators, are one way to bridge this gap. The need for intermediate milestones has been recognized by the GPSU and

¹⁶¹ For example, in India, questions about KAP are being included in monitoring frameworks, which can be used to report against Outcome Indicator 2.1 These questions include, for example, (i) Are there any benefits of marrying off a girl/boy before 18 years of age? - What benefits (with a list of options given)? (ii) Is there any harm in marrying off a girl/boy before 18 years of age? – What kind of harm (List of harms given)? Findings will be expressed in numbers and percentages. In Ethiopia, a similar question is included in the monitoring framework: Per cent of male and female caregivers who were approached for child marriage and refused the request for marriage her/his daughter/child girl under 18 years (in %). (UNFPA comment.)

¹⁶² This is because the specifics of interventions addressing the same output vary considerably between different target communities even within the same programme countries, and even more between programme countries, depending on both the capacities of IPs implementing them and the need to tailor interventions to specific contexts.

¹⁶³ Eg: Aggregation of attendance at different life-skills interventions or community dialogues across different contexts with different norms/socio-economic conditions influencing decisions on child marriage, may give an idea of the numbers attending, but will give no information at all on what, why and how specifics of different programmes are contributing to changed attitudes/perceptions/behaviours among adolescents and community members in different target areas and between different programme countries.

the UNICEF Gender, Rights and Development team, although to the knowledge of the evaluability assessment team they have not yet been formulated.

Measuring social change is relatively complex and expensive, and needs to involve Knowledge, Attitude and Practices (KAP)-type surveys and impact assessments. To inform the recommended re-think of the current GRF and monitoring systems, the GPECM can draw on the experience and learning from those programme countries in which UNFPA and/or UNICEF have developed MRE systems designed to collect detailed qualitative and quantitative data on social change programming,¹⁶⁴ as well as UNICEF/UNFPA experience of M&E systems developed by Columbia University, the UNICEF GBV in emergencies (GBViE) team as part of their Communities Care programming, and for measuring social change as part of health care delivery.¹⁶⁵ (See more detailed discussion of these systems in Section 4.2.7.)

Team comments on individual indicators currently included in the current GRF are included in Annex 5. Together with the findings above, these comments are provided to support the revision of the programming-related indicators in the GRF, which, in turn, will support the generation of more meaningful results. However, given the team's conclusion that the GRF requires a major revision, the

relevance of the specific comments will need to be assessed in light of which of the current indicators are retained.

4.2.2 Annual Reporting

■ KEY FINDING 5:

To date, only outputs have been reported on. Reporting on incremental social change against outcome indicators would provide a better picture of whether current interventions are on the right track to reduce rates of child marriage. The current format of the Annual Reporting Template is not well suited to: (i) reporting on the results of the same indicators across countries; and (ii) capturing, as far as is possible in a standard global format, the richness of programme experience and results, in order to maximize learning.

Since the launch of the GPECM in early 2016, a single annual report has been provided by each programme country using the Annual Reporting Template, and collated globally by the GPSU. This process has highlighted a number of issues:

(i) No reporting to date on social change as a result of the GPECM

To date, monitoring and reporting has been against Output Indicators only. No guidance has been provided for monitoring outcome indicators. The team recognizes that it typically

¹⁶⁴ These MRE systems are discussed in more detail in Section 4.2.7 below.

¹⁶⁵ Programme countries that have developed more sophisticated MLE systems include UNICEF and UNFPA India, UNFPA Mozambique, and UNICEF Bangladesh. Other programmes, sectors and partners who are working on MRE systems to provide more adequate measures of social change include health partners monitoring levels of understanding and perceptions around HIV; UNICEF GBViE pilots for the Communities Care programme in Somalia, with M&E studies being undertaken by the UNICEF CP section in partnership with Johns Hopkins University (UNICEF Multi-country Real-Time Evaluation of Gender-based Violence in Emergencies Programming, Somalia Country Case study report, July 2016, Vine Management Consulting Ltd); and the UNICEF/UNPFA MENARO experience of adapting a model developed by WCARO with Columbia University and piloted in Senegal to measure the results of community engagement and measure social norm change.

takes years to bring about lasting change of social attitudes and norms, particularly relating to issues such as marriage that lie at the heart of societies. However, even relatively early in programming, results can be captured on incremental changes in attitudes/behaviour, which, while not affecting rates of child marriage, nevertheless represent real gains in terms of valuing girls and providing increased space for adolescent girls (and boys) to have their voices heard within families and communities. To assess whether the GPECM is on the right track, it is important to start to capture these results, through the formulation and regular monitoring of intermediate milestones as discussed above.

(ii) The need for guidance on how to report GPECM results within larger child marriage programmes

In countries where GPECM resources are used to expand and enhance existing programmes addressing child marriage, segregating the results by funding source is seldom possible. Other interventions are funded solely by GPECM resources. Programme guidance is not clear on what should be reported under the GPECM as contributing to accelerating the end of child marriage in programme countries, and different countries reported differently in 2016. COs adding GPECM resources to existing programmes reported all relevant country programme results under the respective indicators in the GRF. In other countries, where results could be segregated, COs reported results funded specifically by the GPECM

against the same GRF indicators.¹⁶⁶ These different reporting patterns clearly undermine the comparability of results.

Similarly, in some programme countries, some GPECM outcomes are being addressed with GPECM funding, while other outcomes are also being addressed by UNICEF and UNFPA using other funding sources.¹⁶⁷

Clear, pragmatic guidance is urgently needed to clarify how to report results that are relevant to reducing rates of child marriage in programme countries but are not being achieved solely with GPECM resources. In cases where it is impossible to segregate results between donors, the reports should be accompanied by explanations to clarify what is being reported, so that global reports do not aggregate or compare incompatible results.

(iii) Revision of the Annual Reporting Template required

The experience of the 2016 reporting process, as well as the findings of this evaluability assessment, have highlighted the need for the Annual Reporting Template to be updated. In addition to the comments above regarding formation of specific indicators and different means of reporting against the same indicators, the revision and accompanying guidance needs to address further inconsistencies in the ways reporting against indicators has been done. For example, in the 2016 annual reports:

- Some countries are reporting results against indicators that do not align with

¹⁶⁶ For 2016, Ghana and Mozambique COs reported all CO results relating to ending child marriage interventions in the GPECM Annual Report, while UNFPA Uganda was able to report discrete results for Outcome 1, as it had used GPECM funding to extend the geographical reach of its life-skills clubs programmes, and reported only results from those discrete areas.

¹⁶⁷ UNFPA India has received 90 per cent of its GPECM funding in 2016 and 2017 from Canada, which ties the funding to Outcomes 1 and 5. Its programming on Outcomes 2, 3 and 4 of the GPECM has been funded from the remaining 5 per cent of GPECM funding (from the UK) and from other, non-GPECM resources.

indicator/activity explanations of the Indicator Reference Sheet,¹⁶⁸ or by including information they could not report under indicators as part of the narrative section of the Annual Reporting Template.

- In terms of human resources dedicated to the GPECM, one country (Nepal) reported staff time dedicated to child marriage programming overall, rather than time specifically spent on GPECM interventions.

Global guidance on how to address these inconsistencies is needed in order to strengthen comparability between different country reports.

The format of the 2016 annual report (i.e. reporting on targets that were set at the end of 2015) is not helpful, since, for the majority of programme countries, the funding they were allocated in 2016 and 2017 was (sometimes significantly) less than they planned for and set targets against. While the initial narrative requests a statement of progress highlighting two to three significant results, there is no reporting on the context of specific indicator results, which can be very different in different parts of the country. Similar programmes may be responding to very different drivers and rates of child marriage in different parts of the same country, as well as between countries. This element of the format needs to be re-thought to ensure that reports are capturing the most important information about what works for different target populations.

More emphasis on capturing the details of research/learning from the different settings could usefully be included in annual reports. Currently, countries are asked to provide a list of studies conducted to support the learning/knowledge management focus of the GPECM. But analysis by country focal points of key learning relating to management and implementation of interventions could also be a useful source of learning that is currently not being exploited.

4.2.3 Measurement of cross-cutting indicators

■ KEY FINDING 6:

The lack of systematic monitoring and reporting on cross-cutting issues is a significant gap in the GRF and will undermine this element of any future evaluation if not addressed.

Programme guidance on forthcoming GPECM evaluations states that: “The principles of equity, human rights (and) gender equality ... are essential to programming aiming to advance the eradication of child marriage. As such, these principles will be integrated in the evaluation design, scope, approach, methods and analysis.”¹⁶⁹ Despite this statement, reporting against these and other cross cutting issues (e.g. disability) is not required under any of the GRF indicators.

¹⁶⁸ For example, Mozambique included numbers of legal aid providers, judiciary and prosecution actors trained under 3.1 (under protection services), even though the guidance states that number and proportion of service delivery points, rather than individuals, were to be reported. Mozambique also reported that information/awareness building on existing ECM-related laws were included in the community dialogues. In Ethiopia, where a key element of the UNICEF GPECM activities is strengthening law enforcement, reporting of these activities was included under Outcome 3 (protection service delivery) and Outcome 2 (community dialogue), even though these are outside the indicator definitions provided, since there is no specific indicator within the GRF relating to law enforcement.

¹⁶⁹ *Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage*, October 2015, p65.

The Indicator Reference Sheet includes a column headed “Level of Disaggregation”, which requires results reported to be variously disaggregated by age, sex, geographic area, marital and educational status. But none of these relate to the cross-cutting issues noted in the guidance.

At the same time, focal points in all programme countries discussed in interviews how cross-cutting issues were taken into account in intervention design¹⁷⁰ and are reflected in programming, despite this not being systematically reported in the GRF and GPECM Annual Report. The 2015 UNICEF roadmaps all discuss gender equality specifically, and in some countries addressing gender inequalities/female empowerment is an area of government focus within the overall activities to end child marriage.¹⁷¹ Data on cross-cutting issues are being collected through other monitoring systems, including by implementing partners.¹⁷²

Common views highlighted in interviews with country colleagues relating to cross-cutting issues:

- Out-of-school girls are widely seen as the most vulnerable target group in programme countries.
- No disaggregation of disabled children vulnerable to child marriage has been attempted in any of the programme countries.

¹⁷⁰ Including, for example, when consultations were held with different levels of beneficiaries to discuss relevant results and programme design in Ethiopia. The UNICEF Ethiopia CO has developed a separate strategy demonstrating how GPECM interventions will promote gender equality and change perceptions of gender roles. It reports through the RO annually on this, separate from the Annual Reporting Template. Similarly, UNFPA Ethiopia has identified the gender equality aspects of its planned interventions in its micro-plan. In India, UNFPA IPs collect data on cross-cutting issues within their own data sets, although not always on disability.

¹⁷¹ E.g. Zambia, India.

¹⁷² For example, in Mozambique, UNFPA is supporting the national Bureau of Statistics with the current census (2017) as well as a range of data collection relating to SRH (including wellbeing and education). Cross-cutting issues are among the data being collected.

4.2.4 Capturing alignment and value-added of being a joint, UN-led programme

■ KEY FINDING 7:

The potential value-additions of the GPECM as a UN-led programme, identified in programme guidance as 11 programme principles, have not been clarified, and are not being monitored. Benefits conferred by alignment with these principles will be an important focus of assessment in the forthcoming formative evaluation/MTR and future outcome evaluations, so the lack of systematic monitoring is a significant gap. The significant benefits expected from joint programming between UNFPA and UNICEF is of particular interest to key stakeholders.

The Programme Inception Report states that “the global approach and operationalization at regional and country levels [should be] informed by the ... core [programme] principles that capture the key value added of a United Nations programme.” (p.8). This guidance highlights the very considerable potential value-added for the GPECM conferred by:

- (i) the degree to which the GPECM can maximize the normative and leadership role of the UN relating to each of the 11 principles; and

- (ii) UN agency capacity to convene a range of partners to address child marriage in a coordinated way at global, regional and country levels.

The degree of alignment with the programme principles at all levels, and the extent to which potential advantages are being exploited and maximized, will be an important area of assessment in the forthcoming formative evaluation/MTR and any future outcome evaluation. Yet, as noted above (Section 4.2.1), the GRF and Annual Reporting Template currently include no requirement to monitor or report on this.¹⁷³

Each of the programme principles is important, but the joint nature of the GPECM, bringing together the different but complementary comparative advantages of UNICEF and UNFPA, is of particular interest to the GPSU, donors and HQ stakeholders. The Programme Inception Report identifies the value added of joint programming as being (i) reduction of transaction costs for governments; (ii) promoting coherence; and (iii) promoting the efficient use of UNFPA and UNICEF and programme country resources at national and regional levels.¹⁷⁴ The guidance further states that maximizing the value of joint programming “may result in UNFPA and UNICEF focusing on different states/regions to maximize coverage of

similar interventions, while in other countries, efforts will be concentrated in the same region to take advantage of each agency’s comparative advantage.”¹⁷⁵

While the evaluability assessment team recognizes that the GPECM has a complex and innovative management structure, within both agencies as well as working together in a joint programme, the potential benefits set out in the Programme Inception Report and any additional value additions gained by joint programming need to be clarified globally, and regularly monitored and reported upon. Similarly, the benefits conferred in different contexts by the agencies choosing to work with the same target populations or in separate communities needs to be regularly monitored, both for programme management and to learn which modalities are most effective in the different country contexts. Results from the monitoring will also inform the forthcoming formative evaluation/MTR and future outcome evaluations of the GPECM.¹⁷⁶

Currently, some joint activities and resultant benefits have been captured in RO joint monitoring mission reports, minutes and action points from joint webinars and conference calls with programme countries, joint responses to HQ trip and advocacy reports,

¹⁷³ The Annual Reporting Template does ask UNFPA and UNICEF to report on the areas in which they work, so it can be seen where they are working jointly or separately, but there is no assessment of the value added of this in the different contexts as part of this reporting.

¹⁷⁴ GPECM Inception Report, p.8.

¹⁷⁵ Ibid, p.8.

¹⁷⁶ UNFPA and UNICEF ROs are working closely together on the GPECM, providing joint support to programme countries in their regions. This support includes joint missions, joint research on child marriage, and joint advocacy with governments and regional bodies. Interviewees reported that working together is generally seen as more effective than working separately. Similarly, UNFPA and UNICEF in programme countries are working together, although to differing degrees. However, this is an evaluation rather than an evaluability assessment finding.

and in CO documentation such as Letters/Memoranda of Understanding and other joint programme documents.¹⁷⁷

This same process of clarifying expected benefits (globally in discussion with programme countries) needs to be undertaken for each of the other programme principles, so the benefits of alignment with each of them can also be monitored and reported upon systematically.¹⁷⁸

As for cross-cutting issues, programme staff in nearly all programme countries have good knowledge of most of the programme principles, and can explain how they inform GPECM intervention design and implementation. For example:

- The centrality of taking a multi-sectoral approach to GPECM programming is discussed in the UNICEF roadmaps (2015), although these do not include specific consideration of whether and how multi-sectoral programming adds value and/or enhances specific programme results.
- Sustainability is interpreted by all COs as working closely with governments

on the development of programme interventions, or using GPECM funding to strengthen delivery of flagship government programmes that include addressing child marriage or related issues (in India).

4.2.5 Establishment of baselines and targets

■ KEY FINDING 8:

Output baselines and targets are in place for most programme countries. Four programme countries have developed outcome baselines. Outcome targets are yet to be developed.

In the 2016 annual reports, eight out of 12 countries reported baselines and targets for all Output Indicators,¹⁷⁹ and two further countries have baselines and targets for all outputs but 5.1.¹⁸⁰ UNICEFYemen is developing a baseline for 2017.¹⁸¹ UNICEFYemen has targets for Outputs 1.1 and 1.2.

Current baselines derive from a combination of administrative figures (DHS, census, MICS), baseline studies conducted as part of other

¹⁷⁷ In Uganda and Zambia, UNFPA and UNICEF have signed Memoranda/Letters of Understanding (MoU/LoU) clarifying respective divisions of labour and responsibilities. UNICEF and UNFPA were already working together on the joint global programme addressing FGM/C (Burkina Faso, Uganda, Ethiopia, Yemen); on humanitarian response (Ethiopia); maternal and child health (Zambia); and in Mozambique, where UNICEF and UNFPA have worked closely together over the past four years, as part of the One UN Joint Programme, as well as supporting the government to develop and implement the National Strategy for the Prevention and Combatting of Early Marriage. However, in Ghana, where there is no history of the two agencies working together, cooperation is at an incipient stage. Again, these are evaluation rather than evaluability findings.

¹⁷⁸ In Yemen, with the exception of the added value of joint programming (which both UNFPA and UNICEF consider to exist), measuring alignment with and benefits of programming in line with all programme principles will not be possible. (There is no GPECM engagement with the government, for example.) However, to inform future evaluations, the reasons for this need to be documented.

¹⁷⁹ Burkina Faso, Ethiopia, Ghana, Mozambique, Nepal, Niger, Sierra Leone, Zambia.

¹⁸⁰ Bangladesh and India.

¹⁸¹ The previous baseline for UNICEFYemen was based on the 2013 DHS but details were not included in the 2016 annual report.

child marriage (or related) programmes,¹⁸² and additional baselines being developed with GPECM resources.¹⁸³ Some ROs and COs are still in process of developing baselines or mid-lines for outputs.¹⁸⁴ Baselines derived from DHS, censuses, or MICS reporting may not be entirely accurate, and may be superseded by more detailed or nuanced research.¹⁸⁵

There are a few discrepancies in the 2016 reports, including:

- Different denominators for some indicator baselines and targets (e.g. in one country, UNICEF provided numbers trained under 3.1 while UNFPA reported on the number of service facilities);
- One baseline was reported as “yes but limited” (with the respective target reported as “yes progressively”;¹⁸⁶ and one baseline as being “provided by HQ”;¹⁸⁷
- In one case, there are discrepancies between figures reported for married and unmarried girls and the totals provided for the same figures.

Given that baselines are being developed at different times, they will not represent a common timeline against which to report results. This could pose a challenge for aggregation of progress against baselines across all 12 programme countries in an evaluation.

The Joint Annual Work Plans for 2017 include baselines and targets for most activities in most countries.¹⁸⁸

Outcome baselines have been developed for Ethiopia, Niger, India and Bangladesh. Other countries are yet to develop these. No outcome targets have been developed to date. To measure changes in behaviour, attitudes and perceptions, baselines will need to be established for these areas. Some programme countries are conducting these, and others plan to. It will be important to get outcome baselines in place for all countries as soon as possible, and definitely by the start of Phase II, to enable overall global progress to be measured from January 2020.¹⁸⁹

¹⁸² For example, in Mozambique, UNFPA has conducted baselines for the Joint One UN Action for Girls (2016). In Burkina Faso, a national survey is planned to collect national and decentralized data to inform national baselines. In addition, a UNICEF survey (2016) collected data for the Sahel region, and a baseline study on child marriage was undertaken in the Boucle du Mouhoun region (2016). In India, both UNFPA and UNICEF have outsourced the collection of baseline data to third parties as part of their MRE systems. In Uganda, a UNFPA baseline study for GPECM and Better Life for Girls programming was finalized in early 2017 with Makerere University, and IPs (including World Vision) in Northern Uganda are conducting their own household and community-level surveys from which baselines can be established. In addition, in Uganda, the Ministry of Gender, Labour and Social Development is planning to conduct a VAC baseline this year.

¹⁸³ E.g. by UNFPA Bangladesh with the Population Council.

¹⁸⁴ For example, in Bangladesh. A baseline evaluation in Zambia was planned for 2017 but late receipt of GPECM funding has delayed its start to the end of the year. UNFPA Nepal is conducting a baseline study of child marriage and a review of legal provisions, which resulted in a policy brief entitled “Ending Impunity for Child Marriage in Nepal – a Review of Normative and Implementation Gaps”. Burkina Faso’s Annual Report 2016 states that additional financial and technical support from RO and HQ will be needed to conduct a national survey on child marriage to provide more accurate baselines and indicators.

¹⁸⁵ Qualitative research in six GPECM target districts in Zambia found that the prevalence of child marriage appeared higher in these districts than numbers recorded in the previous two rounds of the ZDHS (2007, 2013-2014) and in the census of 2010. (Key information interviews, Zambia Focal Points).

¹⁸⁶ Mozambique 2016 Annual Report.

¹⁸⁷ Ghana.

¹⁸⁸ Some are missing for Mozambique, and Yemen has no baselines.

¹⁸⁹ The lack of outcome baselines from the launch of the GPECM will mean that progress for the whole 15-year life of the GPECM cannot be captured.

4.2.6 Availability of reliable, verified data

■ KEY FINDING 9:

Administrative data, while of variable quality, is credible and reliable to support future reviews/evaluations of the GPECM, within the limitations of the breadth of data currently being gathered to report on the GRF. The challenge of 'double-counting' of beneficiaries is recognized by programme countries, and attempts made to minimize it. However, all programme staff agree that it is virtually impossible to avoid.

(i) Data

In line with the GPECM guidance, wherever appropriate, national administrative data are being used to report progress on GPECM interventions. This means that the quality is variable, depending on the reliability of national data collection and analysis systems,¹⁹⁰ but has the advantage of the GPECM using the same data as national governments. Most country focal points consider that the data in their country are reliable enough to inform credible GPECM evaluations. Both UNICEF and UNFPA are strengthening government capacities for information collection and management as part of programming in their areas of operation, by providing technical assistance to strengthen

administrative data collection relating to child marriage. This is being done through the inclusion of more detailed questions in administrative surveys, as well as provision of capacity development to national/state government staff and information management systems.¹⁹¹

In those countries where MRE systems measuring social change are being developed by UNICEF and/or UNFPA, these systems are generating more detailed and reliable data to measure GPECM results. The systems are strengthening quality and range of administrative data and the capacities of government and civil society partners, either through regular trainings or because the systems are developed jointly with governments.¹⁹² (For further discussion of MRE mechanisms/systems, see Section 4.2.7.)

In addition to administrative data, implementing partners are also collecting data. With very few exceptions, GPECM focal points in programme countries expressed confidence in the quality of IP data. One international nongovernmental organization (INGO) has developed innovative systems to capture data on attitudes/behaviours of households in target areas, and to assess lasting changes.¹⁹³ Even in Yemen, with the unique challenges to implementing and monitoring GPECM interventions in a serious humanitarian crisis, both UNICEF and UNFPA expressed confidence in the data collected by IPs.

¹⁹⁰ For example, in Sierra Leone, statistics regarding the percentage of girls married under 18 differ significantly between sources, showing as 50 per cent in 2015 administrative data as compared to 39 per cent in the UNICEF State of the World's Children Report in 2016. In Yemen, the data source for GPECM interventions (Outcomes 1 and 2) is IP reports that both UNICEF and UNFPA consider credible. In some countries, those collecting the administrative data alter it so that it is in line with laws and government policy, even if the practice on the ground is not aligned with those laws and policies. (UNICEF staff comment.)

¹⁹¹ For example, both UNFPA and UNICEF are providing technical advice to the Government of Rajasthan, including advising on the range of questions to be included in administrative surveys, and with analysis of data collected.

¹⁹² Experience from other related programmes, such as the IKEA programme which addresses child marriage as one key objective, is including innovative questions which try and overcome distorted reporting (done to avoid appearances of laws/policies on child marriage being broken by communities). This experience could be drawn upon as relevant to the GPECM.

¹⁹³ World Vision, Uganda (see also below 4.2.7).

(ii) Double-counting

The issue of 'double-counting' is acknowledged as a challenge by the GPSU and all programme country focal points. Interviewees acknowledge that while some efforts can be made to limit double-counting,¹⁹⁴ realistically it is almost inevitable with programmes of the complexity and scale of the GPECM. The multi-sectoral approach being taken in the GPECM (which is a strategic choice) means that the same groups of beneficiaries are accessing a range of interventions. Adolescent girls attending life-skills sessions are also accessing other services (health, education or protection services) supported through the GPECM, as well as benefitting from mass media or other communication programmes, or UNFPA/UNICEF support to governments in developing and implementation of National Action Plans on ending child marriage. For community/household members involved in activities under Outcome 2, cultural sensitivities,¹⁹⁵ as well as limited staff capacities, mean that registering the names of all individuals attending meetings and checking them against those benefitting from all other GPECM supported interventions/service provision is not feasible.

There are challenges even within UNICEF COs, where monitoring of their contribution is conducted by different sections separately and reported to the GPECM focal points in country offices. Focal points do not have the capacity or the necessary information to check all these figures for double-counting.

The likelihood of double-counting, as well as the reliance in the current GRF on monitoring outputs with numbers (discussed above), means that care needs to be taken with aggregation of indicator results, both within countries and particularly globally. At the least, explanations pointing out the likelihood of double-counting should be included in global reports.

One example of the need to be careful with aggregation of CO results (see Figure 3) is within the 2016 Results Framework, where figures of the total number of girls reached (754,105) have been calculated by adding together the numbers reported for Output Indicators 1.1 and 1.2. A significant proportion of the girls reported under Output Indicator 1.1 (girls actively participating in at least one targeted activity) are the same as those reported under Output Indicator 1.2 (girls in programme areas supported to access and remain in primary or lower secondary school or non-formal education), since many of the life-skills clubs are part of after school activities; thus, adding the numbers together as has been done here considerably inflates the total number of reported beneficiaries globally.

(iii) Protocols for confidential data

Given the confidential nature of some data relating to child marriage, the use of ethical protocols for the collection, storage and sharing of this data are important.

¹⁹⁴ For example, by applying local knowledge to numbers reported against different interventions to reduce the obvious levels of double-counting.

¹⁹⁵ Community dialogues with leaders often involve the participants wandering in and out. In most of the programme countries, it is not culturally acceptable to register names of all individuals involved in all meetings. (Country KIIs)

In most programme countries, protocols are in place.¹⁹⁶ In several countries, government agreement must be obtained before sensitive data are collected.¹⁹⁷ DHS enumerators are routinely given training on collection and

handling of sensitive data, and where UNICEF is supporting helplines on child marriage or other closely related areas (such as GBV or CP), training in ethical protocols is integrated in the set up.

FIGURE 3

UNICEF-UNFPA Joint Programme to Accelerate Action to End Child Marriage 2016 Targets and Results

UNICEF-UNFPA Joint Programme to Accelerate Action To End Child Marriage 2016 Targets and Results															
		1.1		1.2		2.1		3.1		3.2		4.1		5.1	
		Target	Results	Target	Results	Target	Results	Target	Results	Target	Results	Target	Results	Target	Results
Bangladesh	UNICEF	100,000	93,166	9,000	37,371	1,000,000	1,013,419	100	89	47	620	1	0	1	1
	UNFPA	0	0	1,100	0	3,000	0	0	0	0	0	No	No	Yes	Yes
Burkina Faso	UNICEF	10,750	12,417	0	1,105	17,500	17,500	44	44	300	301	0	0	2	1
	UNFPA	500	2,560	5,684	0	10,500	10,900	10	10	0	0	Yes	Yes	Yes	Yes
Ethiopia	UNICEF	18,124	51,239	0	5,415	104,800	31,400	877	885	713	455	1	0	1	2
	UNFPA	0	0	0	0	0	0	0	0	0	0	No	No	No	No
Ghana	UNICEF	18,000	56,600	0	0	150,000	2,400,000	0	0	2	1	1	1	1	1
	UNFPA	21,650	29,390	0	0	1,270	1,120	30	45	0	0	Yes	No	Yes	No
Mozambique	UNICEF	0	0	0	0	65,000	68,000	7,130	10,243	15% in 3 districts	15% in 3 districts	5	5	0	0
	UNFPA	2,682	16,200	0	0	15,000	5,759	0	102	0	0	Yes	Yes	Yes	Yes
Nepal	UNICEF	1,050	2,346	0	9,804	5,000	10,032	0	311	0	257	2	1	0	5
	UNFPA	4,000	5,220	0	0	15,520	10,000	6	6	0	0	Yes	No	Yes	Yes
Uganda	UNICEF	20,000	60,992	81,000	6,286	3,165	12,103	10	0	100	687	1	0	2	2
	UNFPA	8,733	10,900	0	0	5,270	12,103	30	0	0	0	Yes	Yes	Yes	Yes
Yemen	UNICEF	19,350	3,660	0	0	15,500	2,78,080	0	0	0	0	0	0	0	0
	UNFPA	0	0	0	0	0	0	0	0	0	0	No	No	No	No
Zambia	UNICEF	2,430	0	900	0	50	0	50	27	500	744	1	0	0	0
	UNFPA	1,250	2,778	0	0	2,403	910	30	0	0	0	Yes	No	Yes	No
India	UNICEF	125,000	131,889	125,000	131,888	100,000	140,000	5	3,673	0	1,627	1	1	1	1
	UNFPA	30,900	29,900	0	0	40,000	0	0	0	0	0	No	No	Yes	Yes
S.L.	UNICEF	1,500	1,998	0	2,536	10,000	11,185	0	0	0	0	1	0	0	0
	UNFPA	1,500	2,400	4,000	5,072	2,000	2,300	0	21	0	0	Yes	No	Yes	No
Niger	UNICEF	7,702	7,461	45,465	19,088	15,645	31,341	89	116	691	2,860	0	0	0	0
	UNFPA	16,000	14,424	0	0	60,000	64,282	133	0	0	0	No	No	Yes	Yes
Total		411,121	535,540	199,249	218,565										

	Target	Results
Total Girls Reached	610,370	754,105

¹⁹⁶ For example in Zambia, where the Ethical Review Body has to agree collection of all data on children before it can be undertaken, and in Mozambique, where institutions collecting data on VAC have confidentiality procedures (e.g .police, child helpline, HIV helpline, etc.) and understanding of protocols is good at government and research levels, as well as through national and provincial ethics committees. In Yemen, UNICEF and UNFPA (with strong RO support) have standard data collection systems that are in line with ethical standards. In Uganda, UNICEF has been instrumental in supporting the government to establish helplines with accompanying service provision, and training on confidentiality is provided to those responding on the helpline.

¹⁹⁷ For example in India, where state and central governments have to approve any large-scale data collection exercise, particularly relating to protection issues.

Despite the widespread existence of these protocols and requirements, however, the degree to which practice conforms with requirements is not known.

4.2.7 Monitoring, reporting and evaluation systems

■ KEY FINDING 10:

In all programme countries, monitoring and reporting of GPECM interventions is done against GRF indicators. In a few countries, to augment this very basic reporting, more sophisticated M&E systems have been developed to measure a wider range of qualitative data on social change. These systems have the potential to provide important inputs into future reviews/evaluations of the GPECM, as well as to inform the revision of the GRF and GPECM monitoring mechanisms globally and in programme countries. Ongoing impact assessments will be one important element of GPECM MRE mechanisms for providing reliable evidence of the contribution of different interventions to incremental social change.

In all programme countries, monitoring and reporting of GPECM interventions is conducted against the GRF indicators, based on monitoring data provided by IPs. As discussed above, given the current GRF, has significant shortcomings as a mechanism for recording meaningful results on GPECM-catalysed social change.

However, in a number of programme countries, MRE systems have been developed (either for the GPECM directly or other social change-related programming) to measure the effectiveness of social change programming. These systems have the capacity to measure KAP, and have the potential (and are already being used) to generate and analyse far more nuanced qualitative data than the GRF, and thus enhance the formative evaluation/MTR and any future outcome evaluations.

The evaluability team is aware of the following MRE systems being developed and trialled:

- UNICEF Bangladesh is working with the Ministry of Planning and Bureau of Statistics to strengthen and deepen collection of household data on quality and coverage of services, and (as of 2017) attitudes/knowledge/perceptions at household and community levels on child marriage. The focus is on data to inform outcomes indicators that track social norms and practice. The system has strong government ownership.
- UNFPA Mozambique's real-time monitoring system (RTMS) is generating high quality data on four UNFPA country programme pillars, including empowerment of girls and their social environment. Government service providers and adolescent mentors collect data using digital equipment on standard questionnaires,¹⁹⁸ and some data on processes. Once submitted by data collectors, the raw data are immediately available to key stakeholders¹⁹⁹ for programme management, and to inform quarterly Steering Committee meetings at which data are analysed and implications discussed. Ongoing support to service providers/mentors is provided

¹⁹⁸ The questionnaires are different for the two data-collecting groups.

¹⁹⁹ UNFPA, government partners, donors.

to maintain data quality. The RTMS is also being used to monitor programming (with adjusted data collection questionnaires), in both refugee camps and in areas affected by humanitarian crisis.

- UNICEF India, with a research partner,²⁰⁰ has developed a Monitoring, Learning and Evaluation (MLE) system to promote internal learning, strengthen monitoring and data systems, inform programme design and generate global evidence. Data are gathered through household surveys and programme participant surveys in order to establish baselines and gather demographic and qualitative information on the effect of interventions on knowledge, attitude and behaviour relating to child marriage and other CP programming. Information is aimed at informing outcome-level results and providing nuanced and specific learning to inform scaling up of programming. Impact evaluations²⁰¹ are conducted in parallel to other data-gathering activities. Regular learning and feedback processes are integrated in the system with UNICEF and government partners. The system has required considerable investment to develop (US\$500,000), but plans are in place to reduce costs²⁰² and also to transfer ownership to state and local governments in the next three to five years.²⁰³
- UNFPA India is also introducing impact evaluations into their regular M&E activities that will include assessments of knowledge, attitude and behaviours for those engaged in GPECM and other child

marriage-related interventions, as well as information on accessing services. Monitoring, using a range of mechanisms such as capturing stories of change and photo-video documentation, is also being integrated into CO M&E systems, to broaden the scope and depth of information used for monitoring and learning.

- UNICEF Ethiopia is working with government partners²⁰⁴ to develop a monitoring tool for child marriage programming in Amhara region, to be rolled out shortly.
- UNICEF Burkina Faso has developed, together with the child protection working group, a monitoring and reporting system for the Sahel region, which is linked to the quality child-friendly school programme being implemented by the education section of UNICEF.
- World Vision in Northern Uganda (a UNICEF IP) is conducting perception surveys and developing a tracking system by which households that have pledged not to marry their daughters as children are tracked over a three-year period.
- A local NGO, Trailblazers Mentoring Foundation (working with UNICEF Uganda), is conducting regular after-action reviews of communities where GPECM interventions addressing Outcome 1 are being implemented, in order to gauge changes in attitudes/behaviours over time.

Both UNFPA and UNICEF India have integrated impact assessments as a regular element of their M&E systems. Ongoing

²⁰⁰ Neerman.

²⁰¹ With the 'control' communities being communities where programme implementation is planned for two years in the future (i.e. 'Hold until 2019'), which addresses ethical issues of withholding programme benefits.

²⁰² With ongoing modifications, reduction of the frequency of surveys and impact evaluations.

²⁰³ The timeline depending on the capacities of different state administrations.

²⁰⁴ Bureau of Women and Children's Affairs, Bureau of Education, Bureau of Justice

impact assessments (using communities that have similar characteristics but where GPECM interventions have not yet begun as control populations) are a useful mechanism to establish in more detail than is possible by monitoring indicators alone, which aspects of the interventions are catalysing change in social attitudes/behaviours in which contexts. The process of revising GRF and GPECM MRE frameworks and systems needs, therefore, to draw on the experience in India, as well as on impact assessment methodologies, together with the wider experience of UNICEF and UNFPA evaluation offices. One possible approach, provided by the UNICEF Evaluation Office and being used by UNFPA India,²⁰⁵ is included in the box below.

Learning from all of these systems (and other appropriate systems for monitoring social change) needs to be systematically collected and shared across programme countries, to support the revision of the GRF and to ensure MRE systems are in place that can support collection, in all programme countries, of reliable data on KAP. These results are necessary not just for reporting on results, but to provide evidence on the efficacy of the GToC and proof of concept.

Given the relative paucity of M&E systems that can provide the detailed, qualitative data necessary for UNICEF and UNFPA to assess their contribution to promoting desired social change (for ending child marriage, but also more generally across social change programming), the effectiveness of these systems and their replicability (in terms of development costs and national capacities) across UNICEF and UNFPA COs is of much wider interest than just for programming on child marriage. The GPECM could provide a useful forum for refining and sharing these approaches/tools/

systems throughout UNICEF and UNFPA and among partners programming on social norm change well beyond the GPECM.

4.2.8 GPECM resources for monitoring, evaluation and knowledge management

■ KEY FINDING 11:

GPECM resource levels for monitoring and evaluation and knowledge management are incompatible with the strong GPECM focus on collating evidence and learning of what works across different contexts to end child marriage.

Accountability for MRE of the GPECM in programme countries is clear in the programme guidance. The GPSU recognizes that, with the exception of one country, there has been no dedicated M&E capacity at any level of the GPECM until very recently. (Since the beginning of the evaluability assessment, a P4 M&E specialist has been recruited to join the GPSU as the first global dedicated M&E staff member supporting the GPECM.) The accountability for MRE therefore falls on GPECM focal points.

The majority of UNICEF and UNFPA focal points consider that the human resource capacity provided under the GPECM is insufficient to fulfil what they view as the relatively heavy MRE demands of the programme.

ROs and HQ provide technical support on M&E to programme countries through annual global meetings, webinars, telephone conversations and emails. However, engagement of RO M&E staff on the GPECM is varied. One Regional M&E advisor had little awareness, before the evaluability assessment, of the GPECM and had not provided any support,

²⁰⁵ The ongoing evaluation of UNFPA India's work with adolescent girls is based on this methodology. (UNFPA India)

How can we know the interventions of the joint programme are having an effect once external factors are accounted for?

An ending child marriage-focused impact assessment/evaluation is complex and should be carried out through a multi-method approach. For example, if one were to measure the impact of the various activities of the joint programme, then one would use field visits and surveys. Critically, the impact evaluation should cover geographical sub-districts where the programme is run as well as those where it is not. The control sub-district(s) of households should be as similar as possible to the project sub-district(s) in terms of characteristics (ethnicity, income and other background). The study could look at the differences between the two groups during a one year time interval. The impact would be determined as the difference between the two sub-district group outcomes. This approach controls for the fact that child marriage is likely to decline due to other factors (such as social factors or general improvement in living standards) even in the absence of the intervention. Statistically significant and valid samples for the baseline and end-line surveys for both groups should be drawn scientifically. The survey methodology must account for programme drop-out or selection. In other words, if the survey picks up only children not married and some children in the group marry and move on, the survey will overestimate the impact. The quantitative analysis of various survey data should be complemented by qualitative assessments, obtained through a variety of methodologies such as case study, focus group interviews of children and recently married children, and PRAs. Individuals' and communities' own (subjective) perceptions about the benefits of the programme intervention and about improvements in awareness over time are as important as external (and objective) evaluations of these variables. The relevance of the impact study would be further enhanced by collecting data on service delivery, teenage children's behavioural outcomes, and implementation processes, in order to better understand the causal chain and what part of the chain is weak.

Only an impact assessment/evaluation will show if the policy, activities and programme changes effected under GPECM are making a real difference in the lives of the vulnerable children. Evaluation of programmes and policies have to be made from the point of view of the impact they have on children's wellbeing and protection. As child marriage is linked to many other issues, key areas such as sexual and reproductive health, retention in school and teenage pregnancies should be part of the enquiry.

while elsewhere a regional CP M&E specialist was dedicating part of their time to support the GPECM (although not funded by the GPECM).

According to human resource levels reported in the 2016 annual reports, only one CO (UNFPA India) has a consultant dedicated full time to GPECM M&E. Six countries have no dedicated M&E capacity, and five countries have some M&E experience among those staff supporting the GPECM. Specific arrangements vary between COs and agencies: In some COs, GPECM focal points are supported by CO M&E teams to a limited extent; some

UNICEF CP sections have dedicated CP M&E specialists within UNICEF RO or CO that give a percentage of their time to support the GPECM; and some programme staff supporting the GPECM in both UNICEF and UNFPA have M&E within their skill set. UNICEF India engaged a technical agency as a partner to develop the MLE system and roll it out in the eight states in which it is being used, with a UNICEF M&E specialist managing the work.²⁰⁶

²⁰⁶ The M&E Specialist is not funded by the GPECM.

4.3 ADEQUACY OF HUMAN AND FINANCIAL RESOURCES TO MEET EXPECTED PROGRAMME RESULTS

■ KEY FINDING 12:

Actual funds received for Phase I are only 40 per cent (US\$94.5 million) of those sought (US\$246.7 million). This has necessitated scaling down the ambition of the GPECM and, in some countries, delaying some interventions. Resources are not sufficient in most countries to fully support the staff capacity required to design, implement, monitor and report GPECM interventions. Funding is also unpredictable and short-term, which presents a significant challenge for the long-term programming required to support social change.

4.3.1 Human resources

Numbers of CO staff supporting the GPECM vary widely, according to 2016 annual reports. UNICEF Bangladesh lists the highest number (at 23 staff), while in UNICEF Yemen, capacity was one third of one staff member's time. Four countries²⁰⁷ report staff 100 per cent dedicated to the GPECM in one agency. Elsewhere, all staff, including focal points, have multiple responsibilities in addition to the GPECM.

In most programme countries and some ROs, staff reported that more time is spent supporting the GPECM than is being funded by the GPECM. Country focal points are responsible for the design, implementation, IP relations and MRE of the GPECM interventions. Focal points in some countries regretted that,

because of multiple responsibilities, they could not devote sufficient time to the GPECM to achieve the results that would be possible if they had more time. Continuing to subsidize the GPECM in terms of staff time in the future will be challenging for UNFPA, given the organizational challenges resulting from a significant drop in corporate funding.

As for MRE, RO and HQ technical support delivered through missions, webinars, emails and telephone calls has been requested and received, including for interpretation of programme guidance and development of intervention. The annual GPECM global meetings have been appreciated as fora in which understanding on how the GPECM is to be implemented and specific areas of global guidance have been clarified.

IP capacity to deliver GPECM activities is assessed by the Harmonized Approach to Cash Transfer (HACT) assessments, which are mandatory. These show that, with very few exceptions, IP capacity across all programme countries is medium or high.

One area of the GPECM that suffers particularly from lack of capacity at all levels is knowledge management (KM).²⁰⁸ This has been highlighted as a key area for the programme, but without dedicated capacity to document and collate lessons learned, this objective will not be realized. Given the contextual variations within and between countries, learning needs to be captured at sub-national as well as national levels in order to inform future programming. Staff turnover and gaps in cover at both UNICEF and UNFPA HQ has constrained implementation of KM activities planned in the global KM plan.

²⁰⁷ Zambia, Bangladesh, India, Mozambique.

²⁰⁸ It should be noted that APRO/ROSA have developed a KM plan for addressing child marriage.

This under-resourcing is at odds with the emphasis of the programme globally on gathering evidence and learning on what works at scale in different contexts to accelerate the end of child marriage.

4.3.2 Funding capacity

All programme countries planned against more funding than they have received. This has meant revision of planned interventions in all countries. A programme principle of the GPECM is that resources allocated should be used to leverage more resources. Even so, however, the gap between funding sought and received for Phase I (US\$94.5 million²⁰⁹ v. US\$246.7 million²¹⁰) has resulted in some planned activities not being conducted.²¹¹ The challenge of reduced funding has been compounded in a number of countries by (sometimes very) late receipt of funding, which has meant further revisions and delays to planned activities.²¹²

In addition to funding levels, GPECM funding allocation systems do not support the multi-year programming necessary to catalyse social change. Funds managed by the GPSU are usually allocated annually, using criteria which include the previous year's reports and annual work plans. This means that countries have no certainty of whether, or what, level

of funding they will receive from year to year. Programmes aimed at catalysing social norm change require long-term engagement with partners and stakeholders, so this short-term allocation of funding compromises design of interventions. UNICEF and UNFPA are not able to establish the long-term partnership agreements with IPs that are necessary (particularly for Outcomes 1 and 2) to maintain support to adolescents and communities over several years, which is itself necessary to support social change.

Global funding constraints being faced by UNFPA are compounded, for some programme countries, by the organization's 'colour quadrant classification',²¹³ by which their level of engagement with countries is based on a set of criteria reflecting relevant needs. Where additional funding (e.g. from the GPECM) is not received (i.e. for any but the highest need countries), engagement at individual and community levels is restricted. This severely constrains UNFPA CO capacity to subsidize activities addressing Outcomes 1 and 2 of the GToC.²¹⁴

²⁰⁹ Key informant interviews, GPSU.

²¹⁰ Evaluability Assessment ToR, p.3.

²¹¹ For example, UNICEF Zambia planned community dialogues that have not taken place due to funding shortfalls.

²¹² Delayed funding was a theme in country interviews. A baseline/endline study planned by UNICEF in Zambia has been delayed and will start in late 2017. UNFPA Mozambique's experience was particularly extreme, with the CO only receiving GPECM funds for 2016 in November 2016. What programming was undertaken used other funding sources. UNFPA India received funds nine to ten months late, which negatively impacted the momentum and continuity of interventions.

²¹³ UNFPA Strategic Plan, 2014-2017, Annex 4: Funding Arrangements.

²¹⁴ For example, UNFPA India currently implements activities on Outcomes 1 and 5 with funding from Canada, which is tied to these two outcomes. Activities contributing to Outcomes 2, 3 and 4 are being implemented as part of the country programme, resourced by other resources. Given the lack of Canadian funding committed past the end of this year, activities and Programme Cooperation Agreements (PCAs) for Outcome 1 will have to be phased out. UNFPA India is in the orange quadrant, and therefore focused on engaging on advocacy, policy, dialogue advice and KM. This means that they will not be able to continue with activities for Outcomes 1 and 2, which they consider to be important for achieving GPECM results.

4.4 TIMING, FOCUS AND SCOPE OF PLANNED FORMATIVE EVALUATION/MTR AND OUTCOME EVALUATION

■ KEY FINDING 13:

Conducting both the planned mid-term review and outcome evaluation before the end of 2019 is unrealistic. The team considers that there would be significant value in formally recognizing this first phase as a hybrid implementation and learning phase, and of conducting a strengthened and formative evaluation/MTR during the second half of 2018. The results of the formative evaluation/MTR would complement those of this evaluability assessment and inform revisions of programme logic, guidance and tools as well as programme implementation and management, and would provide key stakeholders with an assessment of progress on desired GPECM results to date.

4.4.1 Timing

The Steering Committee Evaluation Plan for the two evaluation offices (UNFPA and UNICEF) for Phase I of the GPECM included this evaluability assessment, a formative evaluation/mid-term review (MTR) to be conducted by the GPSU, and an outcome evaluation.²¹⁵ All were planned to take place before the end of 2019.

The team agrees with programme countries and RO focal points that two years into a programme is too early to conduct a meaningful outcome evaluation, and that trying to conduct both a formative evaluation/

MTR and an outcome evaluation before the end of 2019 is unrealistic. Additionally, data against which outcome results can be evaluated will be very limited during Phase I, given that (a) the GPECM was only initiated in January 2016, with UNFPA not starting interventions until mid-2017 in some countries,²¹⁶ (b) GPECM outcomes are not finalized and (c) no outcome baselines have been established, and no reporting conducted against outcome indicators to date.

Development of the GPECM included a formal inception phase (2014-2015), during which the programme logic and GRF were developed. However, based on the findings of this evaluability assessment, and given the innovative nature of the GPECM, the team considers that there would be significant value in extending this learning phase for the whole of Phase I, by formally recognizing it as a hybrid implementation and learning phase.

In line with this recognition, and to take stock of programme results to date as well as how effective and efficient GPECM management processes are at different levels, the team proposes that a strengthened formative evaluation/MTR be conducted in the second half of 2018, with the formative evaluation/MTR findings and recommendations being finalized by late 2018. The planned outcome evaluation would be delayed until Phase II.

Findings, conclusions and recommendations of the formative evaluation/MTR would complement those of this evaluability assessment. The hybrid learning/implementation status of Phase I would include a revision of programme logic, tools and guidance, and systems and interventions at all levels, in line with the recommendations of the evaluability

²¹⁵ Again, this plan only covers evaluative work conducted by UNICEF and UNFPA evaluation offices, and not any evaluative work planned within programme countries or the GPSU as part of the GPECM itself.

²¹⁶ Bangladesh, Yemen.

assessment and the formative evaluation/MTR. It is proposed that these revisions are finalized before the end of Phase I. The revisions will strengthen all aspects of the GPECM during Phases II and III.

4.4.2 Focus and scope of the formative evaluation/MTR

(i) Focus

Detailed proposals to guide the focus and scope of the formative evaluation/MTR, based on findings from this exercise, are included in Annex 7. Headlines from these proposals are included below.

Reflecting and contributing to the strong learning focus of Phase I of the GPECM, the emphasis of the formative evaluation/MTR should be on reviewing both programme and management processes:

Programming:

- Take stock of programme results to date;
- Consider whether GPECM interventions are on the right track and likely to contribute to desired GToC results;
- Review to what extent programme results to date validate the GToC and programme logic.

Management processes:

- Take stock of effectiveness of management processes and implementation at global, regional and country levels;
- Clarify the expected value-added for the GPECM at all levels of being a UN-led programme, including reviewing the extent of alignment with the 11 programme principles in programme design and implementation, with a special focus on the value added of joint programming; and

- Review financial processes and implementation, and how/whether these are contributing to GPECM effectiveness.

The primary focus of the formative evaluation/MTR should be on learning, but accountability should also be part of the exercise, with the stock-taking of programme and management results informing reporting to key stakeholders on progress to date.

(ii) Scope

The MTR scope should include all 12 programme countries and all levels of the GPECM between January 2016 and the time of the formative evaluation/MTR.

Programmatic elements, management and leadership models, and programme finance (levels and processes) should be included, with a focus on how they are contributing (or not) to overall effectiveness.

4.5 VALUE OF UNDERTAKING ADDITIONAL EVALUATIVE WORK/RESEARCH

■ KEY FINDING 14: _____

A number of research studies have been/ are being undertaken by programme COs and ROs. To date, only 5 per cent of the global KM strategy has been implemented, due to capacity restraints. As well as establishing strong MRE systems, globally and in-country, that measure meaningful social change and programme management as a top priority, undertaking standalone evaluative research in-country (as far as resource constraints allow) would contribute to future evaluations.

4.5.1 Existing and planned studies/evaluations

Qualitative and formative research has been undertaken in a number of programme countries on drivers of child marriage. This has informed GPECM interventions and the development of national strategies and action plans. Information on research and evaluations is held by the GPSU,²¹⁷ but to date the selection of topics has been made in the CO/RO, with no guidance by the GPSU. Such guidance could help reduce duplication and indicate areas where there is less knowledge across the field.

In addition to ongoing country qualitative analysis and baseline studies which are expanding and deepening knowledge of drivers and causes of child marriage, MENARO has completed a regional, multi-country study of child marriage. APRO/ROSA has undertaken a joint study on drivers of child marriage, and is planning a joint study on the links between humanitarian crises and child marriage.²¹⁸ In addition, both UNFPA and UNICEF have conducted evaluations on related issues, including a corporate evaluation of GBV by UNFPA, currently underway, and a multi-country real-time evaluation of GBV in emergencies, conducted by UNICEF in 2016.

4.5.2 Actioning the KM Strategy

To maximize the benefits of shared experience and learning, the planned activities in the GPECM KM Strategy need to be revisited, prioritised and implemented as far as resources permit.

In addition to the shared learning opportunities in ROs and at Global GPECM meetings, facilitating peer exchange visits between GPECM countries (both within and across regions) would be an inexpensive way of sharing experience. Before global meetings, exchanging short (two-page) papers on specific lessons learned – including challenges and how these have been addressed, as well as positive experiences – would be more time efficient than a series of presentations during the meeting. These could then be discussed at the meeting, and would maximize the practical learning aspects of how to address specific issues.

In addition to the GPECM programme countries, approximately 30 UNICEF and UNFPA COs have interventions or programmes that address ending child marriage.²¹⁹ Non-programme countries have been invited to Annual GPECM Meetings. Building on this shared experience between UNICEF/UNFPA COs and with other partners is an important element of strengthening the understanding and quality of work within and beyond the GPECM, to build the wider knowledge of effective programming, which is a key goal of the GPECM.

4.5.3 Resources for learning

One result of the lack of capacity in the GPSU has been that only 5 per cent of the global KM strategy has been implemented to date.²²⁰ Dedicated resources for MRE and KM at both global and in-country, or guidance on what percentage of allocated funding should be dedicated to MRE and KM (neither of which exist at present) would be much more in alignment with the programme's stated emphasis on learning.

²¹⁷ The evaluability assessment has not compiled a full list of all research/evaluations conducted to date, as this is reported in the 2016 annual reports and compiled by the GPSU.

²¹⁸ Planned country MICS/DHS for some countries in MENARO on 2017/2018, including a module on child marriage, will provide updated national data for those countries by mid-end 2018. Other joint UNICEF/UNFPA studies and research are also planned for MENARO.

²¹⁹ According to the GPECM Inception Report, p.10.

²²⁰ In the estimation of the GPSU.

4.5.4 Potential studies to inform forthcoming reviews/evaluations

As well as establishing strong MRE systems, globally and in-country, that measure both meaningful social change and programme management, undertaking standalone evaluative research in-country (as far as resource constraints allow) would contribute to future evaluations.

Maximizing the quality and relevance of data collected on real change in attitudes and behaviours, at all levels of GPECM programming, as well as medium-term change across systems, policy and strategies, will contribute to overall learning of what works to influence rates of child marriage and which are catalytic interventions in the different contexts. This can be done in a resource-efficient way

by (i) drawing on the existing knowledge of programme countries and other UNFPA and UNICEF programme countries who have developed MRE systems focused on social change, and sharing tools and experience systematically between countries; (ii) conducting qualitative analyses of existing data (DHS, MICS and other surveys conducted in-country) to mine as much information as possible on drivers/causes/effective responses in the different target areas and GPECM countries; and (iii) conducting ongoing impact assessments to report against Outcomes 1 and 2 in particular.

Should additional or dedicated funding be made available for M&E and KM, conducting both quality MLE and standalone reviews/evaluations as originally planned would obviously be preferable.²²¹

²²¹ Should additional resources be made available, the following subjects were proposed by CO and RO colleagues as areas they considered gaps in existing knowledge and which would inform their programming and future evaluations:

Impact studies:

- A focus on the impact of adolescent empowerment, not in terms of changing overall prevalence, but at lower levels. For example, even if a girl still marries young but has benefitted from life-skills, is she better able to negotiate a healthier relationship with her husband and mother-in-law, delay pregnancy (if not first birth, then second or subsequent births), access contraception, re-access education, etc.?
- *Linked to the idea above:* Tracking cohorts of girls within life-skills programmes over the GPECM programme cycle and linking this to a cost / benefit and value for money analysis.
- Small-scale comparative real-time impact studies, for example, in Uganda, with school records in target locations, comparing those schools within sub-counties which benefitted from the Go Back To School (GB2S) campaign against those sub-counties in which the campaign was not run.
- The relative effectiveness of multiple GPECM interventions (across multiple outcomes) in convergence districts compared with the effect of only one or two outcome area interventions in non-convergence districts (and linking this to evidence of added value of joint programming).
- The impact of different patterns of social network mechanisms/social influencers on social norm change throughout the programme cycle of GPECM. This could be developed across all 12 country programmes

Studies on what works to reduce rates of child marriage in different contexts:

- The shifting 'weight' of different drivers, or underlying causes, for child marriage in humanitarian settings (such as when dealing with a fluid population across borders).
- The interplay of factors related to ending child marriage in different contexts – e.g. FGM/C, VAC, GBV, and how this could affect approaches to GPECM interventions.
- How the GPECM has contributed to systems strengthening and how this element impacts on child marriage reduction.
- The hierarchy and combination of outcomes for maximum effect in different country classifications (Human Development Index scale, World Bank classification, level of conservativeness of culture, development-humanitarian continuum).
- How much a regional strategy has impacted on national action plans and national progress. Is there a causal pattern to whether country-level engagement on ending child marriage contributed to regional strategies, or did regional leadership increase national efforts across the region?

Process studies on joint programming:

- Processes/learning for UNICEF and UNFPA working jointly and effectively in different countries. (Some have established partnerships, others are working together for the first time). Capturing the processes by which cultures/management and financial processes/geographical targeting and focus, and human and financial resources, can work most effectively together in different countries.

5

CONCLUSIONS



This section presents the conclusions that emerged from the findings of the evaluability assessment, organized by the five objectives (with an additional conclusion relating to programme design designated as proof of concept). These conclusions are based on the key results from the findings section and inform the recommendations.

5.1 PROGRAMME DESIGN

5.1.1 The Global Theory of Change is relevant and has been well contextualized in programme countries

The GToC has provided UNICEF and UNFPA country and regional offices with a relevant and useful framework around which to conceptualize and programme their work on child marriage. It clearly demonstrates the importance of programming to address child marriage at multiple levels and as part of multiple sectors. The GToC has also been of value in emphasizing child marriage as such within wider approaches of empowering adolescents.

The programme guidance stresses the imperative for contextualization of the GToC in light of national and sub-national specifics. In line with this guidance, the programme logic has generally been well reflected in country programme interventions, which are well contextualized and supportive of national priorities on ending child marriage.

Where GPECM funding has been used to enhance or expand existing programming and strengthen the focus on child marriage, this represents a strategic use of limited funding. Elsewhere, as appropriate to the context and existing coverage of the five outcomes, standalone interventions have been funded. Again, this appears to have been strategic.

5.1.2 The Global Theory of Change could be further strengthened to reflex the complexity of issues affecting decisions on child marriage. It needs to demonstrate expected causality and include explicit assumptions

The GToC could be further strengthened by reflecting the range and complexity of the issues affecting rates of child marriage, and how these issues (including FGM/C and teen pregnancy) can materially influence decisions on child marriage. In addition, a number of areas need to be more fully represented throughout the GToC, including:

- Humanitarian crisis, which currently appears only as a driver. This is a gap, given the impact crises have been recognized as having on patterns of child marriage.
- Economic drivers of marriage are also critical to decisions on child marriage, and therefore need to be represented at all appropriate levels of the GToC, or addressed specifically in the assumptions.

The current version of the GToC places too much reliance on girls having the autonomy to make decisions about when and whom they marry once they are better informed, without stressing the necessity of household and community attitudes changing to allow them the space to exercise their increased agency.

The necessity of addressing both Outcome 1 and 2 together or not at all (from an ethical perspective) should be emphasized.

Importantly, the GToC does not demonstrate the causal links between strategies, outputs and outcomes, which is integral to any strong theory of change. Currently, the theory of change does not show *how* the strategies are expected to contribute to progress on the outcomes, either singly or in combination, or how outcomes are interlinked and affect each other.

No assumptions are included as part of the GToC. These are required to make explicit the thinking behind how the GToC was developed based on research/evidence, and which areas UNFPA and UNICEF are depending on other actors to address in order that the desired goal is achieved.

5.1.3 The Global Results Framework has significant limitations and needs a major revision in order to demonstrate desired results in social norm change

The GRF follows the logic of the global theory of change closely, and therefore includes the same gaps as the GToC. This is compounded by the limited number of indicators per outcome/output, which mean that the reality of varied programming across different contexts cannot be captured.

The focus on collecting almost exclusively numerical results for both output and outcome indicators is inappropriate for a programme with the overall objective of social change. A

mix of qualitative and quantitative indicators need to be included that can measure progress towards changing knowledge, attitude and practices. Inclusion of intermediate indicators between output and outcome indicators would enable incremental results, indicative of changed attitudes and behaviours supportive to reducing child marriage, to be noted and reported. These incremental changes will demonstrate whether programming is on the right track well before a noticeable effect on rates of child marriage is recorded.

The current focus on numerical indicators (both outputs and outcomes), without the opportunity to explain the context or analyse the results relating to reporting on each indicator, generates data with limited meaning, particularly when aggregated across programme countries.

Revised qualitative and quantitative indicators at all levels (outputs, intermediate and outcome indicators) need to be informed by 'what success looks like' in the different country and sub-country contexts. Where 'success' is locally-specific, it needs to inform country results frameworks, but where elements of identified success are common across countries, then indicators can be included in the revised GRF.

A notable gap is the absence of any monitoring of the potentially significant value added of the GPECM being a UN-led programme, as defined in the 11 programme principles.²²² Particularly the principle relating to joint programming, and how this will confer significant benefits in terms of maximizing the complementary effects of UNICEF and UNFPA's

²²² (i) Human rights-based and culturally-sensitive programming; (ii) contributing to global learning; (iii) government ownership and alignment with national strategies/plans; (iv) multi-stakeholder partnerships; (v) joint programming; (vi) leveraging investments; (vii) multi-country programming; (viii) increasing reach of programming; (ix) working multi-sectorally; (x) value for money; (xi) sustainability. For a fuller explanation of programme principles, see GPECM Inception Report, p.8-10.

different comparative advantages, needs to be highlighted. Similarly, cross-cutting issues are missing from the GRF.

No programme management indicators are included at global, regional or country levels. These are essential for sound programme management and need to be in place at both country and global levels.

5.1.4 The importance of establishing 'proof of concept'

There is no proven model for national scale programmes to end child marriage; thus the GPECM provides, perhaps for the first time, the opportunity to test which combinations of strategies work over the medium to long term in reducing the national, regional and global incidence of child marriage. However, the programme has not been established with strong enough systems or sufficient dedicated resources to allow Phase 1 to show the strengths and weaknesses of the strategies set out within the theory of change.

Various studies, reviews and evaluations are being planned by country offices but with no dedicated learning budget to support them. A more sophisticated approach to assessments at outcome level, including the inclusion of ongoing impact assessments, will be required to provide the data to support the planned formative evaluation/MTR and any later outcome evaluation. Whatever approach for impact assessments is adopted across the GPECM, it will need to be 'user-friendly' and adaptable to the contexts of the programme countries.

This will require a greater investment in MRE and in KM. The innovative nature of the GPECM, and the range of programming across

the varied contexts of the programme countries, mean that rich material for the proof of concept can be captured, which would be a key contribution of the GPECM to development partners working on reducing the prevalence of child marriage.

5.2 M&E DATA AND SYSTEMS

5.2.1 M&E systems that can measure social change, based on the experience and systems already being developed in some programme countries, need to be rolled out in all the programme countries

To monitor the revised GRF, M&E systems that measure incremental social change need to be utilized in all programme countries. The development by some programme countries²²³ of relatively sophisticated systems measuring a range of qualitative data provides a useful starting point for developing these systems, which could build on their learning and experience. Considerations of replicability of these systems across countries with varied levels of national capacity need to be part of the process of sharing experience.

Use of more varied data collection methods, including capturing stories and photo-video recording, could also expand the range and depth of qualitative data available. In addition, the inclusion of impact assessments for programming against Outcomes 1, 2 and 3 on a regular basis will be important for any reliable demonstration of the contribution of GPECM interventions to changing social norms on child marriage. Establishing outcome baselines as soon as possible will enable progress against these to be measured in the impact assessments and other forthcoming evaluations.

²²³ UNICEF Bangladesh, UNFPA Mozambique and UNFPA and UNICEF India.

Normalizing the use of these systems across the programme countries will support forthcoming reviews and evaluations as well as broadening the knowledge and experience in general for quality monitoring of social change programming.

Given that these M&E systems are all being developed in partnership with national or local governments, they will also serve to strengthen national data sources and capacities.

5.2.2 Current administrative data provide a credible basis for future reviews/evaluations

In line with GPECM guidance, wherever possible, administrative data are used to report against progress. While variable in quality, this means that GPECM reporting is in line with government figures, which is useful and provides a basic level of credible data to inform any forthcoming evaluation. UNFPA and UNICEF are strengthening capacities through technical inputs to expand collection of data collected through government systems on child marriage. Qualitative analysis of DHS/MICS data is also being used produce more in-depth information on local variations on drivers and prevalence of child marriage, which is also strengthening the data base.

5.2.3 Baselines for child marriage prevalence and for outputs are in place, but those for outcomes need to be established before the beginning of Phase II

The DHS provides baselines of the number of children married under 18 and under 15. These are augmented in some programme countries with the results of more detailed surveys. At country level, baselines are also in place for outputs in most programme countries.

To date, outcome baselines have been established in four out of the 12 programme countries. Outcome indicators relating to knowledge, attitude and practices around child marriage need to be in place for all programme countries at the start of Phase II to support monitoring and evaluation of the progress on KAP relating to ending child marriage to which the GPECM has contributed during Phases II and III.

5.2.4 The Annual Reporting Template is not capturing the richness of country experience

The annual reporting process and template, and accompanying guidance, need revision in order to enable programme countries to report more fully on their experience, including the variations between different target areas in those countries. The goal of the revision should be to capture, as far as possible in a standard global format, the richness of programme experience and results, to maximize learning as well as tracking results. The revision of the GRF, which is the core element of the Annual Reporting Template, will facilitate this, and will mean that a wider range of data is being reported on. This will include programme results, issues relating to programme management (as relevant), and the value added of being a joint, UN-led programme.

The template also needs to enable countries to report on the nature of challenges faced and how programming or management systems have been adapted to mitigate these. The current focus on reporting against previously established targets is restrictive.

Accompanying guidance is needed on how to report where GPECM resources have been added to existing multi-partner programmes or to support national objectives, to ensure greater comparability of reporting across programme countries.

5.3 RESOURCING

5.3.1 GPECM resources are not adequate

The success of the GPECM is being limited by insufficient funding. The funding received for 2016 was only 40 per cent (US\$94.5 million) of that budgeted (US\$246.7 million). Programme targets have had to be scaled down in all programme countries, meaning that desired results on the scale originally planned cannot be achieved. This has also meant that some UNICEF/UNFPA country and regional offices are cross-subsidising GPECM activities from other resources, both in terms of staff time and financing.

GPECM resource levels for M&E and KM (both financial and human resources) are incompatible with the global focus on materially expanding global programme knowledge on how to end child marriage at scale, and across a range of contexts. Too little capacity in the GPSU, which has had to establish secretariat functions as well as coordinate the global programme, has contributed to the delay in implementing the planned global KM activities.

The conclusions and recommendations in this report relating to strengthening M&E systems will be challenging to implement without additional resources. Given the importance of this programme, and its potential to expand knowledge of effective programming to reduce rates of child marriage significantly, it is hoped that more resources will be made available in line with the recommendations in this report.

Equally challenging to the shortfall in funding is the unreliable and short-term nature of the funding provided. Long-term interventions are required to change perceptions and behaviours at individual and community level, and to build systems, government capacity and legislation to support a reduction in the rates

of child marriage. The current short-term, unreliable funding from the GPECM undermines this approach.

Committed, predictable funding is required for at least a three-year period, so that the agencies and their implementing partners can plan ahead. Country offices need a more reliable financial basis on which to plan.

5.4 PLANNED FORMATIVE EVALUATION/MTR/ OUTCOME EVALUATION

5.4.1 Conducting both an outcome evaluation and formative evaluation/MTR before December 2019 is unrealistic. However, a strong emphasis on Phase I as a hybrid learning and implementation phase, together with the conduct of an independent formative evaluation/MTR will provide the necessary accountability to stakeholders, while refining all aspects of the GPECM

Conducting both the internal formative evaluation/MTR and external outcome evaluation, as planned, before the end of phase 2019, would certainly result in evaluation fatigue by ROs and COs. In addition, given that outcome indicators have not been finalized and no monitoring done to date, outcome results are not available to inform such an evaluation.

By designating Phase I as a hybrid implementation and learning phase, the GPECM will emphasize the learning focus of this early part of the GPECM, which is commensurate with it being the first of its type to address child marriage at national scale.

A strengthened and independently-conducted formative evaluation/MTR would expand and build on the findings, conclusions and recommendations of this evaluability assessment without overloading GPECM programme staff with multiple reviews/evaluations. Taken together, the findings of this evaluability assessment and the formative evaluation/MTR would inform the revision of the programme design, the GRF, Annual Reporting Template and all associated guidance, as well as revision of programme interventions and management processes as appropriate in light of formative evaluation/MTR findings.

The reformulation and addition of indicators (at all levels) and other revisions to the MRE guidance and tools could usefully be delayed until the findings and recommendations of the formative evaluation/MTR are available. One set of revisions made in light of the findings of *both* this evaluability assessment and the formative evaluation/MTR can then be made. This would ensure that the programme guidance and MRE tools are strengthened and in place for the beginning of Phase II, while minimizing continuous disruption and change in the monitoring and reporting processes.

An outcome evaluation can be conducted toward the end of Phase II based on the strengthened systems and programming implemented as a result of the learning focus of Phase I.

5.5 ADDITIONAL EVALUATIVE WORK/RESEARCH

5.5.1 Strengthening meaningful data collection on social change is a top priority. Once in place, results gathered through the systems will inform stand-alone research studies

A number of CO and RO studies are already underway, and ongoing qualitative analysis of existing data will add to the knowledge that future reviews and evaluations can draw on.

However, given the reality of constrained resources, with no dedicated funding for M&E and KM, and HR resources stretched in almost all of the programme countries, the team considers that establishing strong and relevant M&E systems that can measure incremental social change is the first priority. Once in place across the programme countries, results gathered through these systems will inform standalone research studies, which will, in turn, provide a very valuable input into forthcoming evaluations and to the overall knowledge base on ending child marriage.

Greater input by the GPSU into which studies are conducted, based on an overview of what work has already been done, would help minimize duplication and target existing gaps in knowledge.

6

RECOMMENDATIONS



The evaluability assessment team offers a limited set of priority recommendations, all of which are considered by the team to be of high importance. These are based closely on the findings and conclusions presented above, and should be fully operationalized by the end of Phase I of the GPECM.

RECOMMENDATION 1:

Recast Phase I as a hybrid learning/implementation phase

Phase I of the GPECM should be formally designated as a hybrid learning/implementation phase for programming, measurement and reporting, and management of the joint global programme; with the goal of arriving at the end of Phase I (end 2019) with a tested, comprehensive and reliable theory of change (providing proof of concept), programme guidance, and a clear, effective monitoring, reporting and evaluation framework and systems.

Learning, and accompanying revisions of the programme logic, frameworks, tools and guidance, as well as any revision of the management systems recommended by the formative evaluation/MTR during Phase I, should itself be considered an important result of this first phase, in terms of assuring effective management and programme implementation for the remaining ten years of the GPECM.

A dedicated learning budget should be set aside from within the GCPM budget, even if this limits the scale of implementation.

RECOMMENDATION 2:

Further strengthen the GPECM Global Theory of Change

UNICEF and UNFPA should further strengthen the GToC in line with the detailed findings of this evaluability assessment, including:

- Showing the expected causal links between all levels of the GToC;
- Including the issues that influence and are closely connected with child marriage, such as FGM/C, teen pregnancy, gender-based violence, violence against children, value of girl children, bride price/dowry, trafficking of girls, etc.;
- Including strategies and outcomes to reflect the importance of humanitarian crises (including conflict situations) on levels and rates of child marriage at all levels of the GToC;
- Clarifying the imperative for Outcomes 1 and 2 to be addressed in tandem in the same settings;²²⁴
- Clarification of whether mitigation of the impact of early marriage and response (access to justice/support to the police)²²⁵ is to be included together with prevention;

²²⁴ This does not mean that they have to be addressed by UNICEF or UNFPA, if another partner is addressing one of them. Just that Outcome 1 should not be addressed in the absence of any work on Outcome 2.

²²⁵ To be implemented as relevant to the context, as with all GToC outcomes.

- Recognize the need to target boys married as children where this is contextually appropriate, and to target men and boys as ‘gate keepers’ for girls;
- Include support to governments in their lead, coordination role as well as advocacy in the GToC;
- Revision of the problem statement to articulate the specifics of why child marriage is negative;
- Revisit the impact statements and ensure that any statement defines what success will look like in the medium and long term;
- Develop explicit assumptions related to the revised GToC, which inform the intended causality based on research evidence, including relating to economic issues as a key issue affecting child marriage rates.

RECOMMENDATION 3:

Refine the GPECM Global Results Framework, and as necessary, augment the GRF with country-level indicators from programming and programme management

The GRF needs to be revised in the light of the evaluability assessment findings:

- Revisit the number and formulation of all GRF indicators. Indicators measuring programmatic results need to reflect the logic of the enhanced GToC. Develop

qualitative (perception/opinion-based) outcome and intermediate indicators (between output and outcome indicators) that capture meaningful results on incremental social attitude and behaviour change. This is particularly important for Outcomes 1 and 2. This should be done by drawing on the experience of relevant systems already developed in programme countries by UNICEF/UNFPA and partners to measure social change.

- Clarify, at country and global levels, what success looks like. Where this is common across countries, indicators can be included in the GRF. Where it is country-specific, or target-population specific, these indicators need to be formulated and monitored at country or project level.
- Clarify cross-cutting issues to be monitored regularly, and develop indicators.
- Clarify desired criteria by which the value addition of being a UN-led programme will be measured, and develop relevant indicators based on the 11 programme principles. In particular, highlight the desired benefits of joint programming, based on programme guidance and GPECM experience at all levels to date.
- Develop indicators for project/programme management at both global and country levels where these are not already in place in other frameworks.²²⁶

²²⁶ Core foci for the forthcoming formative evaluation/MTR will be: (i) the benefits expected of being a UN-led, joint programme, and those associated with other programme principles, and taking stock of whether these benefits are being realized; and effectiveness of existing programme management processes. So, operationalizing these elements of recommendation 3 might benefit from waiting for the findings and recommendations of the formative evaluation/MTR.

RECOMMENDATION 4:

Ensure appropriate monitoring and evaluation systems are in place to measure and report on the revised GRF and related country results frameworks. M&E systems should include regular impact assessments, using a model developed and agreed between the GPSU and programme countries

Ensure that all programme countries have appropriate systems in place to measure and report on the revised GRF and related country results frameworks, drawing on experience of existing UNICEF and UNFPA M&E systems measuring social change. This will require dedicated resourcing.

Impact assessments should be conducted regularly (frequency to be agreed between programme countries and the GPSU) in all programme countries from the beginning of Phase II, particularly relating to interventions addressing Outcomes 1, 2 and 3, so that credible evidence is being collected of the contribution of the GPECM to changing social norms and behaviours. This will require (i) baselines to be in place (for outputs, intermediate and long-term outcomes); (ii) data collection in both programme and 'not-yet-programme' areas; (iii) sufficient funding for sample sizes to be adequate for meaningful assessments.

RECOMMENDATION 5:

Revise the GCPM reporting approach, tools and guidance

The GCPM should revise its reporting approach and guidance to strengthen compatibility of reporting across countries and to capture, as far as is possible in a standard global format, the richness of programme experience and results. Country results will need to be synthesized

meaningfully into the annual report of GCPM, drawing on both qualitative and quantitative analysis from the country level, in a way that preserves the learning while painting a picture of what is being achieved in different settings.

RECOMMENDATION 6:

Clarify levels and predictability of GPECM resources

Achieving real programme results for social change is dependent on predictable resources. The GPECM Steering Committee, including its donor members, needs to clarify to UNFPA and UNICEF country offices the likely future levels of funding for the GPECM. Ideally, donors will keep to their original intentions, but if current levels are to continue, offices should be advised so they can prioritize activities that are the most influential and catalytic in each programme country/target area. Either way, the Steering Committee should provide a three year forward plan for likely resourcing.

Additional, dedicated resources for M&E and KM are a pre-condition to quality monitoring and to action the GPECM and the evaluation and KM plans.

To ensure funding is received on time, processes need to be in place and adhered to.

RECOMMENDATION 7:

Implement the formative evaluation/ mid-term review with an external team in Q3/Q4 2018 and delay the outcome evaluation

As part of the recognition of Phase I as a hybrid learning/implementation phase, the planned formative evaluation/MTR should be strengthened and conducted by an independent team during Q3/Q4 2018. A proposed scope is provided in Annex 7. This will address

the need for accountability to key stakeholders while not overloading the programme staff. The main areas of review should be:

- Take stock of programme results to date;
- Assess whether interventions to date are on track to deliver desired results;
- Validate the programme logic of the GPECM;
- Assess effectiveness of current management processes at all levels; and
- Clarify and ensure monitoring of the benefits of being a UN-led, joint global programme.

It is recommended that any outcome evaluation is delayed until at least 2021, when monitoring of outcome indicators will have yielded data on changed perceptions over at least three years and new MICS/DHS data may have provided new data on the incidence of child marriage.

ANNEXES

ANNEX 1: EVALUABILITY ASSESSMENT TERMS OF REFERENCE, JANUARY 2017

1. BACKGROUND

The UNICEF and UNFPA Evaluation Offices plan to jointly commission an evaluability assessment of the UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage. An evaluability assessment is an exercise to determine the overall readiness of the programme to be evaluated in a reliable and credible fashion and check the coherence and logic of the programme.

With the integration of child marriage into Sustainable Development Goals²²⁷, the issue has gained global momentum and is a top corporate priority for both UNFPA and UNICEF, as reflected in their respective strategic plans and distinct but complementary mandates. Beginning in January 2014, the two agencies initiated an inception phase to develop a Global Programme on child marriage. Throughout the inception phase, UNFPA and UNICEF have agreed on the value of a harmonized global vision captured in a programmatic framework that allows for diversity and country-level adaptation. The programme approach and logic is articulated in the “Report of the Inception Phase of the UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage.”

The initial phase of the UNFPA-UNICEF Global Programme is spanning from 1 January 2016 to 31 December 2019, with an indicative four-year budget (2016-2019) estimated at \$246.7 million with contributions from Canada²²⁸, the Netherlands, Italy, the United Kingdom and the European Commission.

The Global Programme recognizes that ending child marriage entails addressing the complex socio-cultural and structural factors underpinning the practice over a period of 10 to 15 years, and that the effort is very much anchored in the Sustainable Development Goals (SDGs). The Global Programme envisions three time frames, as reflected in its Goal/Vision and Strategic Objective:

The *initial phase*, or the first four years of the programme, will strengthen critical institutions and systems in select localities and countries to deliver quality services and opportunities for a significant number of girls. It will also lay the foundation for attitudinal change among a “critical mass” of families and communities for a longer-term shift in behaviors and norms.

²²⁷ Target 5.3. Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation under Goal 5: Gender Equality, <https://sustainabledevelopment.un.org/topics/sustainabledevelopmentgoals>, consulted 11/2/2016

²²⁸ Canada has funded two complimentary projects with UNICEF and UNFPA to address the issue of child, early forced marriage. These projects, while aligned, predate the Global Programme to Accelerate Action to End Child Marriage.

TABLE 1		Programme countries	
Middle East and North Africa	Eastern and Southern Africa	West and Central Africa	South Asia
Yemen	Ethiopia, Mozambique, Uganda, Zambia	Burkina Faso, Ghana, Niger, Sierra Leone	Bangladesh, India, Nepal

Over the *midterm (5-10 years)*, the strategic objective is to use the demonstration and catalytic power of this critical mass of strengthened systems, communities and girls to further accelerate progress at significant scale.

The goal/vision of the *longer term (10-15 years)* is that significantly larger proportions and numbers of girls fully enjoy childhood free from the risk of marriage, and that they experience healthier, safer and more empowered life transitions, including through making decisions about their education, sexuality, relationship formation and marriage, and childbearing.

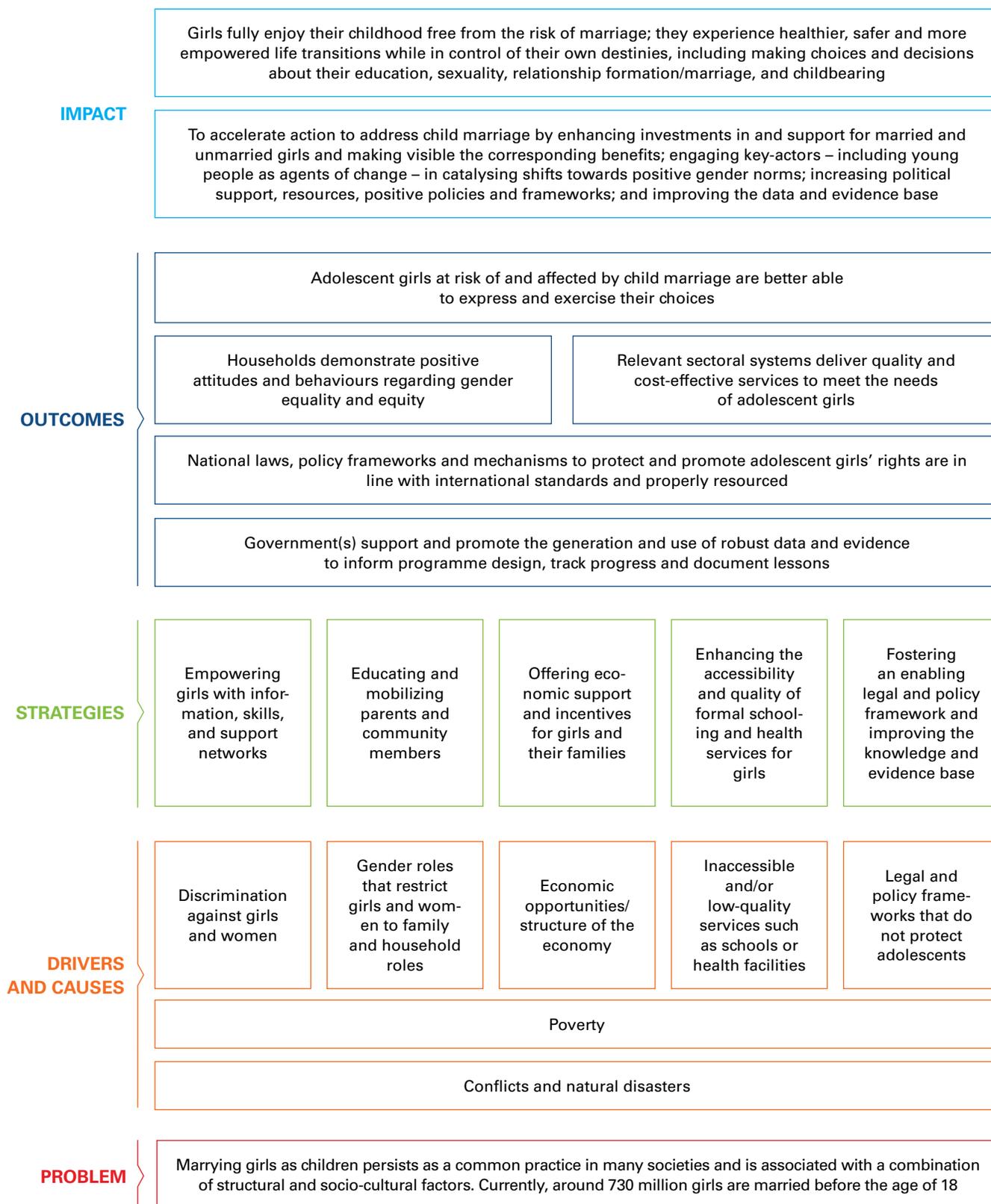
This will be implemented in support of and in line with the approved strategies/plans of governments and the SDGs. Success will require significant acceleration of programmes to ensure that millions of girls are reached at multiple levels—those of the adolescent girl, community, systems and broader enabling environment.

The expected impact of the programme is: “girls fully enjoy their childhood free from the risk of marriage; they experience healthier, safer and more empowered life transitions while in control of their own destiny, including making choices and decisions about their education, sexuality, relationship formation/marriage, and childrearing.” The Global Programme focuses on five key outcomes:

1. Adolescent girls at risk of an affected by child marriage are better able to express and exercise their choices.
2. Households demonstrate positive attitudes and behaviours regarding gender equality and equity.
3. Relevant sectoral systems deliver quality and cost-effective services to meet the needs of adolescent girls.
4. National laws, policy framework and mechanisms to protect and promote adolescent girls’ rights are in line with international standards and properly resourced.
5. Government(s) support and promote the generation and use of robust data and evidence to inform programme design, track progress and document lessons.

The beneficiaries of the UNFPA and UNICEF Global Programme are adolescent girls (ages 10-19) at risk of child marriage or already in union, particularly adolescent girls in the 12 programme countries. Initial calculations estimate that the programme will reach approximately 2.5 million adolescent girls.

Global Programme Theory of Change²²⁹



²²⁹ The information on the UNFPA-UNICEF Global Programme is taken from the programme inception report which includes detailed information on the programme.

2. RATIONALE FOR AN EVALUABILITY ASSESSMENT

Given the scale, complexity and overall budget of the UNFPA and UNICEF Global Programme it is important to check that the programme is robust and that it will be possible to measure and assess the results achieved following implementation. An independent evaluability assessment of the programme will be a useful programming and management tool as it will provide (i) an appreciation of the relevance, coherence and strength of the programme's design; (ii) enable early adjustment and corrections to the design of the programme, as needed, (iii) strengthen the application of tools to track programme performance and demonstrate results and (iv) provide an indication of the readiness of programmes to be evaluated. This constitutes the overall goal of the evaluability assessment.

Conducting an evaluability assessment early on will validate the programme's continuing coherence and check if the means to measure progress and demonstrate results are in place. The evaluability assessment helps to manage risks by clarifying gaps in overall programme logic, or pointing to a lack of data. The participatory approach taken for the Evaluability Assessment will foster a shared understanding among key stakeholders of the targeted results and the programme logic.

The key users of the assessment will be the UNICEF/UNFPA Global Programme Support Unit, the Joint Programme Steering Committee, UNICEF and UNFPA Senior Management, participating Joint Programme Regional and Country Office teams, the Evaluation Offices of UNICEF and UNFPA.

3. PURPOSE AND OBJECTIVES

The purpose of the Evaluability Assessment is to determine the extent to which progress towards the objectives of the UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage can be readily and reliably measured, monitored and evaluated. The evaluability assessment will examine evaluability in principle and in practice²³⁰. More specifically, evaluability in principle will look at the clarity of design of the programme whereas the evaluability in practice will assess how the programme theory has been operationally translated in practice. In addition, the exercise will provide guidance on approaches to the outcome evaluation of the programme. The evaluability assessment of the global programme is framed around the following five objectives:

Objective 1: An assessment of the clarity and logic of objectives, relevance and coherence of the Programme design, including the integrity of the causal chain linking inputs and activities with expected outcomes and impacts.

Objective 2: Assess the adequacy and validity of the indicators, tools and systems for monitoring, measuring and verifying results (credible monitoring, reporting and evaluation systems); and whether resources are allocated to support adequate monitoring, evaluation and reporting on results.

Objective 3: Assess the adequacy of human resources and financial resources to meet the expected results.

²³⁰ "In principle" evaluability, looks at the nature of a project design, including its Theory of Change (ToC) and asks if it is possible to evaluate it as it is described at present. "In practice" evaluability looks at the availability of relevant data, as well as systems and capacities which make that data available. Davies, R. (2013). 'Planning Evaluability Assessments. A synthesis of the literature and recommendations'. DFID Working Paper 40. London: DFID.

Objective 4: Provide guidance on approaches for the planned outcome evaluation of the programme. Delimit the scope of the evaluation and present a number of options delineating the purpose, outlining key objectives and framing the scope of the evaluation, specifying its focus in terms of thematic coverage and key issues to consider, geographical coverage, and the time span of programmes to be covered by the evaluation.

Objective 5: Provide a diagnosis, guidance and options on the feasibility and value of undertaking additional evaluative work to be considered by the joint programme (including but not exclusively thematic evaluations, developmental evaluation and impact evaluation) to strengthen evidence generation subject to human and financial resource implications.

4. SCOPE OF THE EVALUABILITY ASSESSMENT

The evaluability assessment will cover the implementation of the programme during the period of 1st January 2016 to the time of the conduct of the evaluability assessment in Q1 to Q3 of 2017.

The evaluability assessment is not an evaluation. It will not aim to provide management with prescriptive expert recommendations on what the specific contents of the programme TOC/results framework should be. Rather, it will be a forward-looking exercise, intended to help management and programme experts to refine the global programme's implementation strategy.

With regard to the scope, the evaluability assessment will:

- Clarify logic and coherence of the global programme and its alignment to the

country context. Determine whether the objectives, theory of change and the results framework are clearly articulated and whether relevant, reliable and valid indicators, measures, tools and mechanisms are in place. In practice, this will require a review of the theory of change (ToC), including related outputs, implementation strategies and cross-cutting issues, to determine whether a clear, comprehensive and coherent results framework is in place at the global and country level. More precisely, determine how well has the overall ToC been translated at the country level.

- Assess the adequacy and validity of the indicators, tools and systems for monitoring, measuring and verifying results.
- Assess the availability and quality of the data needed to measure and monitor results (including the availability and sufficiency of baselines and targets).
- Determine whether ethical risks have been adequately considered in the program design, how data on ethical risks can be gathered, and how data needed by the program can be gathered offering maximum ethical protections.
- Review performance indicators and targets to determine whether they adequately measure progress at different levels of the results chain; and identify any significant gaps in coverage.
- Assess the adequacy and quality of information available from current monitoring systems to conduct useful evaluations. The assessment will identify whether adequate monitoring, reporting and evaluation frameworks are in place and whether sufficient budgets are set aside.

- Determine the feasibility of results in terms of human resources and adequacy of financial resources.
- Assess arrangements for the management and governance towards results.
- The evaluability assessment will pay particular attention to the integration of cross-cutting issues such as gender equality, equity, giving special attention to the most vulnerable and excluded, and culturally sensitive and rights-based approaches.
- Provide guidance on approaches for the outcome evaluation of the global programme and its components, including consideration of the benefits and constraints of conducting an outcome evaluation.
- The evaluability assessment will also include a diagnosis and guidance on the feasibility and value of undertaking additional evaluative work by the joint programme to strengthen evidence generation in order to inform the outcome evaluation as well as programmatic decision-making. Such initiatives could include rigorous impact evaluations, a developmental evaluation approach, thematic evaluation etc. The diagnostic assessment will lay out potential evaluation topics, appropriate methodologies as well as human and financial requirements in view of strengthening the evidence component of the programme.
- As regards the geographical scope, the evaluability assessment will cover the twelve programme countries across four regions (Middle East and North Africa,

Eastern and Southern Africa, West and Central Africa and South Asia)²³¹ the regional and global/HQ set up.

5. QUESTIONS

The questions of the evaluability assessment are articulated around the key objectives. In addition, the consultant team selected to undertake this exercise will develop the evaluation matrix indicating the sources of information to measure progress and results.

Indicative criteria and questions:

Coherence/Relevance:

- How clear is the programme's internal logic across the results levels including the Theory of Change?
- How well have key assumptions, risks and mitigation strategies been specified? Have assumptions about the role of partners, government and UNICEF/UNFPA been made explicit?
- Does the programme have gaps that would affect the likelihood of the programme achieving the anticipated outcomes?
- How clearly has the programme logic been communicated to programming units and how well have they been understood?
- To what extent are cross-cutting priorities including gender, equity and cultural contextualization been integrated in the programme design?
- To what extent have ethical issues been addressed in the programme design?

²³¹ Yemen, Ethiopia, Mozambique, Uganda, Zambia, Burkina Faso, Ghana, Niger, Sierra Leone, Bangladesh, India and Nepal.

Adequacy and validity of the indicators tools and systems for monitoring, measuring and verifying results:

- To what extent are results, indicators and activities measurable (including baselines and targets)?
- To what extent do the present indicators represent a necessary and sufficient set of performance markers for measuring whether results have been achieved and appear to be sustainable?
- To what extent are cross-cutting priorities including gender, equity and cultural contextualization measurable against clear targets and disaggregated?
- Is there a verification system in place which is sufficiently reliable to generate information at reasonable intervals to help monitor change and generate credible evidence?
- What is the current availability of data?
- What baseline data needs to be gathered as the basis for measuring the Global Programme's contribution over time?
- Are the monitoring, reporting and evaluation efforts required to demonstrate results in place? And is sufficient budget set aside?
- Are adequate ethical safeguards in place in the tools and systems for monitoring, measuring, and verifying programme results?

Adequacy of human and financial resources to meet the expected result and to support adequate monitoring, evaluation and reporting on results:

- Are resources aligned with the results?
- How effectively has the resource allocation process managed in keeping with the nature of the global programme as opposed to a

fund? How clearly have these distinctions between a programme and a fund (and their stakes) been communicated to and understood by programming units?

- Is there adequate capacity to carry out the global programme's management function (human, technical, and financial resources)?
- How clearly have internal programme accountabilities been identified in line with both the corporate nature of the agreement between UNICEF, UNFPA and the global programme's donors?

Adequacy of evaluation plans and approaches:

- What should be the purpose and objectives of the outcome evaluation?
- What should be the purpose and scope of the outcome evaluation?
- Is there adequate coverage in terms of any evaluation work at regional and country level planned evaluation work? Will this provide adequate coverage to inform ongoing management processes and the eventual outcome evaluation?
- What additional evaluative work should the programme consider undertaking to complement/feed into the outcome evaluation?
- How does the evaluative work link to the various research initiatives undertaken by programme management?

6. APPROACH AND METHODOLOGY

Approach

The evaluability assessment will be transparent, inclusive, as well as gender, disability and human rights responsive. The evaluability assessment will be conducted in

a participatory manner. The approach has the objective to promote (i) ownership, (ii) instill evaluative thinking in planning and programming and (iii) accountability for results in a relevant final product. The evaluability assessment will utilize mixed methods and draw on quantitative and qualitative data.

These complementary approaches will be deployed to ensure that the exercise:

- a) responds to the intended use of the evaluability assessment results;
- b) integrates gender and human rights principles throughout the evaluability exercise process, including participation and consultation of key stakeholders to the extent possible;
- c) utilizes both quantitative and qualitative data collection and analysis methods that can provide credible information about the extent of results and benefits of support for particular groups of stakeholders, especially vulnerable and marginalized groups.

Data will be disaggregated by relevant criteria (wherever possible): age, gender, marginalized and vulnerable groups, etc.

The evaluability assessment will follow the guidance on the integration of gender equality and human rights principles in the evaluation focus and process as established in the UNEG Handbook, Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. It will follow UNEG Norms and Standards for Evaluation in the UN system and abide by UNEG Ethical Guidelines²³² and Code of Conduct and any other relevant ethical codes²³³.

The evaluability assessment will utilise a theory-based approach taking into consideration the programme planning document, the programme theory of change and results framework.

Methodology

The consultant team will design the evaluability assessment methods and tools to answer the questions and to come up with an overall assessment backed by clear evidence. The team will propose a provisional methodological design within the bid (including detailed cost estimates). The methodological design will include: an analytical framework; a strategy for collecting and analysing data; a series of specifically designed tools; and a detailed work plan. The main elements of the method will be further developed during the inception phase in line with the agreed evaluability assessment questions (incl. assumptions to be assessed, indicators, data collection tools and analysis approach) and analytical framework and should include, but not be limited to, the following:

Documentary review and secondary data: A preliminary list of relevant documentation (together with electronic copies) including key documents related to UNICEF and UNFPA activities, reports from other stakeholders and existing literature in the theme has been prepared by the Evaluation Offices in consultation with UNICEF and UNFPA technical experts.

A full set of available documents will be shared with the consultant team during the inception phase. It will include global/regional/country-level resources that are already available in headquarters such as strategic documents, annual reports, portfolio analysis containing financial information, thematic papers, related studies, evaluations, etc.

²³² <http://www.unevaluation.org/document/detail/102>

²³³ http://www.unicef.org/supply/files/ATTACHMENT_IV-UNICEF_Procedure_for_Ethical_Standards.PDF

The consultant team will also take into account documentation produced by other donors, experts, and international institutions. In addition, evaluators will be responsible for identifying and researching further information (both qualitative and quantitative) at global, regional and country levels. The available documentation will be reviewed and analysed during the inception phase to determine the need for additional information and finalisation of the detailed evaluability assessment methodology.

Interviews with key informants: will be conducted by the consultant team with relevant stakeholders. Key staff from programme countries and global/regional advisors/experts will be interviewed during the inception phase. During the data collection phase, interviews will be conducted with international and national experts and staff. Interviews will also be held with staff of other UN agencies and relevant institutions that partner with the joint programme at global, regional and/or national levels. Interview protocols will be developed during the inception phase.

Group interviews: will be conducted by the consultant team with selected UNICEF/UNFPA staff. The specific protocols for focus group discussions will be developed during the inception phase.

Country visits: the consultant team will assess programme support at global, regional and country level. The team will conduct three country visits and spend 5 working days in situ per country to provide an in-depth assessment.

Desk review: In addition, for a balanced approach, the team will undertake nine desk based country assessments covering the remaining programme countries (no field visit) to supplement the field visits and inform the synthesis report. Methodology for the desk cases will involve a documentary review and interviews.

In selecting country visits, much attention will be paid to the large disparities between regions as well as the disparities attached to cultural and political issues. The criteria to identify and select countries to visit will be developed by the consultant team at the inception phase in close collaboration with the reference group and the Joint UNICEF/UNFPA Evaluation Management Group.

7. EVALUABILITY ASSESSMENT PROCESS

The assessment will be conducted in four phases:

I – Preparatory Phase

The Joint UNICEF/UNFPA Evaluation Management Group leads the preparatory work in consultation with technical teams. This phase includes:

- The drafting of terms of reference for the evaluability assessment;
- The initial document collection and review;
- The selection and recruitment of the independent evaluability assessment team;
- The constitution of a reference group for the evaluability assessment

II - Inception Phase

The evaluability team will conduct the design of the evaluability assessment in consultation with the the Joint UNICEF/UNFPA Evaluation Management Group. This phase includes:

- The inception phase will involve a briefing from the Joint UNICEF/UNFPA Evaluation Management Group and the Reference Group.
- It will also involve discussions with selected UNICEF and UNFPA staff at

NY headquarters, regional and country offices. The consultant team will conduct in-person or over the phone discussions/interviews with selected UNICEF staff at NY headquarters, regional and country offices.

- A **documentary review** of all relevant documents available at headquarters, regional office and country office levels and documentation from external source. The inception phase will involve a desk-based review analyzing the documents related to the preparation of the Global Programme, processes, and activities undertaken to date, country programme documents of the twelve programme countries, work plans, management plans, strategies and any additional documents shared by the Evaluation Management Group²³⁴. The selected team will also conduct broad background reading of past evaluations and evaluability assessments of similar programmes, narrow the focus on key document of the global programme, and refine the evaluability assessment approach.
- A review of the **intervention logic** and the theory of change of the joint programme;
- The **development of the list of evaluability assessment questions**, the identification of the assumptions to be assessed and the respective indicators, sources of information and methods and tools for the data collection (see annex 4 - evaluation matrix);
- The development of a **data collection and analysis strategy**.
- A concrete work plan for the field and reporting phases.

- The selection of the **regional/country case and desk studies**.

- During this phase, the team will produce a 20 to 25 page inception report. It will further refine the assessment's objectives, scope and key questions to be answered by the evaluability exercise. Finally, it will present the assessment frames and instruments that will be used to prepare the final report as well as the work plan. The evaluability team leader will submit the final inception report and present it to the reference group in person in New York. The inception report shall be considered final upon approval by the Joint UNICEF/ UNFPA Evaluation Management Group.

The inception report will follow the structure set out in Annex 1a.

III - Data Collection and Analysis Phase

This phase of the evaluability assessment will involve an extensive desk review and analysis. It will also include global, regional and country level consultations. For the global consultations, a first step for this will be to identify stakeholders at this level and assess their roles in planning and implementation of the programme in UNICEF and UNFPA. The list of respondents and collaborations will be completed by programme colleagues:

- UNICEF and UNFPA sections (programme colleagues to indicate sections, due to the cross-cutting nature of the programme, technical working group);
- Strategic multilateral partners;
- Participating donors;

²³⁴ An initial list of documents will be shared with the consultant team but will have to be complemented during the interview process.

The Evaluability Assessment team will conduct structured in-person or phone/skype interviews and/or focus group discussions with Global Joint Programme Support Unit, other governance structures of the global joint programme, regional office colleagues in UNICEF/UNFPA, and participating country offices.

For the country level consultations, the Evaluability Assessment team will visit three countries (selection criteria will be developed by the team during the inception phase) and spend 5 working days in situ per country visit to review the design, technical and management aspects of the programme at the country level with regard to the constraints, opportunities, contextual and substantive issues in operationalizing the global joint programme at the country level. The selected of countries to be visited will depend on their progress and implementation status.

The Evaluability Assessment team will carefully review the sources and reliability of information, determine what gaps there may be in the information required, and suggest methods needed to fill the gaps. At the end of each country visit, the Evaluability Assessment team will collaborate with the country office to organize a stakeholders' workshop. The purpose of the workshop will be to solicit feedback on preliminary findings and recommendations from both the country and global findings.

The team will conduct a desk review of the nine programme countries not visited. Methodology for the desk review will include documentary review and stakeholder interviews.

The team will develop the methodology for analysis during the inception phase.

IV - Validation and Reporting Phase

In this phase three debriefing meetings will be held to validate major findings of the draft evaluability assessment report. A first

debriefing will be held with the UNICEF and UNFPA Global Programme Support Unit and the Evaluability Assessment Reference Group. A second debriefing will be conducted with the Joint Programme Steering Committee. A third debriefing through skype for business will be held with participating country and regional offices. The purpose of these debriefings is discuss and comment on the evaluability assessment, checking for factual errors or errors of interpretation.

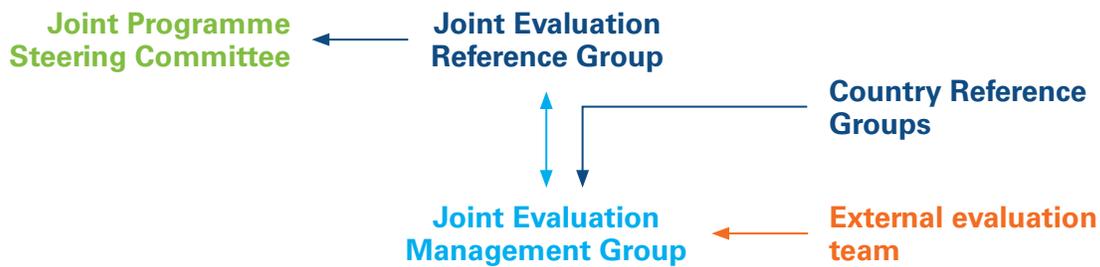
The exercise will culminate with the completion of the evaluability assessment report that includes an evaluation matrix, findings, and recommendations. The report should not exceed 60 pages including the executive summary but excluding annexes. The final report will be formally approved by the joint Evaluation Management Group.

8. DISSEMINATION AND FOLLOW-UP PHASE

The management of the evaluability assessment will follow a participatory approach in close collaboration with programme colleagues of both UNICEF and UNFPA and development partners concerned in order to engage them in key moments of the evaluability assessment process.

The evaluability assessment team may be requested to assist in dissemination and follow-up activities, participating in for instance webinars and conference presentations on the findings and conclusions of the exercise.

In the dissemination and follow-up phases, relevant units will jointly prepare a management response the recommendations in the final report which be received by the joint Evaluation Management Group.



Governance and management of the evaluability assessment

The evaluability assessment will be conducted jointly and managed by the UNICEF and UNFPA Evaluation Offices, independent of stakeholders involved in the programme at global, regional and national level. The **joint evaluation management group (EMG)** composed of staff from UNICEF and UNFPA Evaluation Offices will be the main decision-making body for the evaluability assessment and have overall responsibility for the management of the evaluation process including hiring and managing the team of external consultants. The joint EMG is responsible for ensuring quality and independence of the evaluation and to guarantee its alignment with UNEG Norms and Standards and Ethical Guidelines. Key roles and responsibilities of the EMG include:

- To prepare the terms of reference for the joint evaluability assessment;
- To lead the selection and hiring of the team of external consultants;
- To supervise and guide the consultant team in each step of the evaluability assessment process;
- To review, provide substantive comments and approve the inception report, including the work plan, analytical framework, methodology, and selection of countries for in-depth case studies;

- To review and provide substantive feedback on interim deliverables and draft/final evaluability assessment reports;
- To quality assure the entire evaluability assessment process;
- To approve the final report for the evaluability assessment;
- To liaise with the ERG and convene and chair the ERG review meetings with the evaluation team;
- To identify and ensure the participation of relevant stakeholders in coordination with the ERG throughout the evaluability assessment process;
- To contribute to learning, knowledge sharing, the dissemination of the evaluability assessment findings and follow-up on the joint management response.

A joint evaluation reference group (ERG) will support the evaluability assessment at key moments of the evaluation process to ensure broad participation on the conceptualization of the exercise. Members will provide substantive technical inputs, will facilitate access to documents and informants, and will ensure the high technical quality of the evaluation products as well as learning and knowledge generation. The joint ERG will consist of staff from headquarters, the regional offices and external organizations and will have a balance of expertise in evaluation and child marriage and other related areas as deemed relevant.

A **Global Programme Support Unit** composed of UNICEF and UNFPA programme managers will be part of the evaluation reference group and facilitate access to information, data, stakeholders, and to UNICEF and UNFPA staff at all levels. A focal point will be appointed for each agency at global level to coordinate data collection and stakeholder access across the programme countries. An evaluation focal point will be appointed in each of the 12 programme countries to collect data at country, facilitate stakeholder access.

The **Global Programme Steering Committee** is comprised of senior programme managers of all signatories of the joint programme document. The EMG will ensure a regular

flow of information to the Global Programme Steering Committee. The Programme Steering Committee will participate in debriefing meetings/workshops to present, discuss and disseminate results of the evaluability assessment.

9. TIMEFRAME AND DELIVERABLES (INDICATIVE AND SUBJECT TO CHANGE)

Expected deliverables include the following:

1. **An Inception report (max 20-25 pages):** following an initial desk review, which outlines the scope, methods and chapter plan for the final evaluability

Phases/Deliverables	Dates
Inception Phase	
Briefing Meetings (skype)	March/April 2017
Preliminary interviews skype and in person (visit to New York)	April 2017
Draft Inception Report	April 2017
Final Inception Report	April 2017
Data Collection and Analysis Phase	
Interviews (HQ, RO, CO) /skype and in person	April/May 2017
Field missions to three programme countries (5 working days in situ per country) including debriefing presentations to regional/country offices (PowerPoint)	April-May 2017
Validation and Reporting Phase	
Draft Country country reports (max 5 pages)	May/June 2017
Final Country country reports (max 5 pages)	May/June 2017
Draft Evaluability Assessment Report	June/July 2017
Stakeholder Validation Meetings skype and in person (visit to New York)	July 2017
Final Evaluability Assessment Report	August 2017
Management Response	
Management Response Process launched	August 2017
Dissemination Phase	
Evaluability Assessment brief; French and Spanish versions of the Executive summary.	August/Sept 2017

assessment including instruments for interviews, a work plan and a completed evaluation matrix.

2. **Country reports (max 5 pages) for each of the programme countries. For the 3 countries visited the lengths can be extended to max 10 pages:** a brief with main findings and recommendations to facilitate presentation to national implementers at the end of each country visit (to be shared only with the EMG for information).
3. **A draft evaluability assessment report (max 60 pages including the executive summary and excluding annexes).**
4. **A second and third draft evaluability assessment report** based on comments received on the draft report during the validation phase, the lead consultant will finalize the Evaluability Assessment as required, and submit the Final Report and Summary to the joint EMG.
5. **A PowerPoint Presentation and up to three facilitated participatory debriefings/workshops with key stakeholders²³⁵:** A summary of key findings and conclusions prepared towards the end of the evaluability assessment and submitted before the stakeholder validation workshop (10 to 15 slides).

6. **Workshop reports, summarizing the discussion, decisions taken and actions agreed, and addressing feedback provided by the Steering Group.**

The inception report and draft evaluability assessment report will be shared with ERG, and participating country offices for rapid feedback.

The proposed timeframe and expected products will be discussed with the evaluation team and refined in the inception report. The joint EMG reserves the right to ensure the quality of products submitted by the external evaluability assessment team and will request revisions until the product meets the quality standards as expressed by the joint EMG.

²³⁵ The precise number of debriefings/workshops suggested should be included in the inception report.

ANNEX 2: EVALUABILITY MATRIX AND QUESTIONS

Evaluability Matrix for the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage

OECD DAC definition of evaluability: “The extent to which an activity of project can be evaluated in a reliable and credible fashion”, with the purpose of improving the design and logic and the results framework.

Objectives and Questions	Data Sources	Data Collection Methods and Tools	To be determined through
Objective 1 – An assessment of the clarity and logic of objectives, relevance and coherence of the programme design, including the integrity of the causal chain linking inputs and activities with expected outcomes and impacts.			
1.1 Do the global Theory of Change and Results Framework present a clear, logical and comprehensive causal chain?	<ul style="list-style-type: none"> Global Theory of Change Global Results Framework Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage 	<ul style="list-style-type: none"> Document review Evaluability in Principle Template Indicator Review Matrix 	<ul style="list-style-type: none"> Analysis of ToC strategies, outcomes and impacts against matrices criteria. Findings based on document review cross-checked with global, regional, country level KII.
1.2 Do RO and Programme Countries’ ToC and/or programme documents reflect the logic and coherence of the global ToC while taking account of the country context?	<ul style="list-style-type: none"> Country Programme Documents and results frameworks KII with CO and key partner stakeholders 	<ul style="list-style-type: none"> Document review Interviews (relevant semi-structured questionnaire templates) 	<ul style="list-style-type: none"> Analysis of country level ToC and/or programme documents, relevant contextual/situational analysis. Findings based on document review cross-checked with KII to identify gaps or affirm/augment findings.
1.3 Have key drivers, assumptions, risks and mitigation strategies been specified at RO and CO level? Are programme any modifications relating to each of these factors being recorded?	<ul style="list-style-type: none"> Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage Country Programme Documents Interviews at HQ, RO and in-country 	<ul style="list-style-type: none"> Document review Interviews (using relevant semi-structured questionnaire templates) 	<ul style="list-style-type: none"> Review of global and country programme documents augmented by interviews to see what is happening in practice.

Table (cont'd)

Objectives and Questions	Data Sources	Data Collection Methods and Tools	To be determined through
Objective 2 – Assess the adequacy and validity of the indicators, tools and systems for monitoring, measuring and verifying results (credible monitoring, reporting and evaluation systems), and whether resources are allocated to support adequate monitoring, evaluation and reporting on results.			
2.1 Do the indicators in the global results framework, and in any regional and country results frameworks, provide a sufficient set of performance measures to report results that are a) meaningful to key stakeholders, and (for regional and country indicators) b) able to be aggregated to report on desired global results? Could they be rationalized to fewer indicators without losing important information?	<ul style="list-style-type: none"> • Results Frameworks • Global menu of indicators • Global guidance/tools for M&E (eg on standard data sources; units of analysis; quality control; indicator definitions etc) 	<ul style="list-style-type: none"> • Indicator Review Matrix (IRM) • Interviews with Global Programme Support Team and RO staff responsible for M&E tool development and support to programme countries and technical focal points in-country 	<ul style="list-style-type: none"> • Analysis of output, outcome and impact level indicators against criteria in IRM • Document review and interviews used to ensure that indicators measure meaningful progress for different stakeholders and are aggregable.
2.2 Do the indicators measure and disaggregate cross-cutting priorities and process (including gender, equity, disability, effect of humanitarian crises on rates of child marriage)?	<ul style="list-style-type: none"> • Results Frameworks 	<ul style="list-style-type: none"> • Indicator Review Matrix 	<ul style="list-style-type: none"> • Analysis of output, outcome and impact level indicators against criteria in IRM. • Document review and interviews used to assess whether indicators measure meaningful results for different stakeholders.
2.3 Is alignment of programme design, management and implementation with the 11 programme principles (including the value added of joint programming and value for money*) being monitored?	<ul style="list-style-type: none"> • Results frameworks • HQ, RO, CO interviews 	<ul style="list-style-type: none"> • Document review • KII at HQ, RO and CO 	<ul style="list-style-type: none"> • Analysis of which processes are being monitored and reported upon (eg what is the value added/challenges of joint programming).
2.4 Are baselines and targets in place against which to measure progress on all indicators?	<ul style="list-style-type: none"> • Results Frameworks • Monitoring reports 	<ul style="list-style-type: none"> • Indicator Review Matrix 	<ul style="list-style-type: none"> • Analysis of documents

* Applied through (i) promoting coherence and effective coordination at national, regional and global levels; (ii) selecting evidence-informed and cost-effective interventions to maximize results; (iii) strengthening and expanding the sensitivity to child marriage within existing platforms and plans; (iv) leveraging investments from other sectors; (v) monitoring performance and readjusting programme strategies on a continual basis. (GPECM Inception Report, October 2015, p.9.).

Table (cont'd)

Objectives and Questions	Data Sources	Data Collection Methods and Tools	To be determined through
2.5 What is the availability of reliable, verified data to measure programme results?	<ul style="list-style-type: none"> • Interviews • Programme reports (global and country) 	<ul style="list-style-type: none"> • Evaluability in Practice Matrix • Document review • Interviews 	<ul style="list-style-type: none"> • Assessment against criteria in Evaluability in Practice Matrix
2.6 re the monitoring, reporting and evaluation (MRE) mechanisms in place and working as intended?	<ul style="list-style-type: none"> • Country Programme Documents • Monitoring reports • Interviews 	<ul style="list-style-type: none"> • Document review • KII with global, regional and CO staff and key partners 	<ul style="list-style-type: none"> • Analysis of monitoring reports submitted to date, augmented with interview findings to assess if real results (not activities) can be demonstrated as a result of programme interventions.
2.7 Is sensitive information collected, stored and analysed in line with global ethical standards of good practice?	<ul style="list-style-type: none"> • Results Frameworks 	<ul style="list-style-type: none"> • Indicator Review Matrix 	<ul style="list-style-type: none"> • Analysis of existence and monitoring of indicators pertaining to ethical programming included in IRM. Interviews to augment this analysis.
2.8 Are programme resources (dedicated budgets and human capacity) adequate to meet MRE needs?	<ul style="list-style-type: none"> • Programme documents • UNICEF, UNFPA, UNEG guidance on MRE resourcing • Interviews 	<ul style="list-style-type: none"> • Document review • Interviews with programme technical and senior HQ and CO staff 	<ul style="list-style-type: none"> • Analysis of MRE budgets and human capacity v recommended levels in programme guidance • Consultant assessment of adequacy based on discussions with programme staff in-country and RO
2.9 Have MRE accountabilities been clearly identified in line with global programme requirements?	<ul style="list-style-type: none"> • Programme documents • MRE plans, strategies etc • Interviews 	<ul style="list-style-type: none"> • Document review • Interviews 	<ul style="list-style-type: none"> • Analysis of planned accountabilities for MRE against practice as described in reports and interviews
Objective 3 – Assess the adequacy of human and financial resources to meet the expected (programme) results.			
3.1 Are sufficient resources (human and financial) available for programme results to be achievable in the view of the programme managers (at global, regional and country levels)?	<ul style="list-style-type: none"> • Programme documents (ToC, logframes, budgets) • Interviews with programme managers 	<ul style="list-style-type: none"> • Document review • Interviews 	<ul style="list-style-type: none"> • Analysis of whether sufficient resources/capacities are in place to implement the projects as designed.

Table (cont'd)

Objectives and Questions	Data Sources	Data Collection Methods and Tools	To be determined through
<p>Objective 4 – Provide guidance on approaches for the planned outcome evaluation. Delimit the scope of the evaluation and present a number of options delineating the purpose, outlining the key objectives and framing the scope of the evaluation, specifying its focus in terms of thematic coverage and key issues to consider, geographic coverage, and the time span of the programmes to be covered by the evaluation.</p>			
<p>4.1 What should be the approach, purpose, scope and objectives of the planned outcome evaluation for phase I of the Global Programme?</p>	<ul style="list-style-type: none"> • Global Programme Document (Inception Report), particularly the Evaluation Plan • Monitoring reports • Knowledge products produced to date 	<ul style="list-style-type: none"> • Document review • Discussion with Evaluation Offices of UNICEF & UNFPA & Global Steering Committee representatives 	<ul style="list-style-type: none"> • Recommendations to be based on thematic analysis of programme documents, monitoring reports to date, interviewee opinions, and the EA team’s assessment/technical knowledge
<p>Objective 5 – Provide a diagnosis, guidance and options on the feasibility and value of undertaking additional evaluative work to be considered by the joint programme (including but not exclusively thematic evaluations, developmental evaluation and impact evaluation) to strengthen evidence generation subject to human and financial resource implications.</p>			
<p>5.1 What evaluative/knowledge products are planned by UNFPA, UNICEF and partners at HQ, regional and country level to the planned outcome evaluation?</p>	<ul style="list-style-type: none"> • Global Programme Document (Inception Report), particularly the Evaluation and Knowledge Management Plans • Regional and Country level evaluation plans for UNFPA/UNICEF • Knowledge management plans • Interviews 	<ul style="list-style-type: none"> • Document review • Interviews with global, regional and country staff on plans for knowledge collation and sharing; document review of partners and other actors involved in child marriage reduction programming and research 	<ul style="list-style-type: none"> • Analysis of evaluation and KM plans and proposed events; what research/evaluations are being planned/conducted by partners; EA team’s assessment/technical knowledge • Recommendations for types of products which would support phase I evaluation (realistic related to capacity)
<p>5.2 Are planned products strategic in terms of addressing gaps in existing child marriage sector knowledge? If not, what are the priority focus areas (programme and geographic areas)?</p>	<ul style="list-style-type: none"> • Global Programme Document (Inception Report), particularly the Evaluation and Knowledge Management Plans • Regional and Country level evaluation plans for UNFPA/UNICEF • Knowledge management plans • Interviews 	<ul style="list-style-type: none"> • Document review • Interviews with global, regional and country staff on plans for knowledge collation and sharing; document review of partners and other actors involved in child marriage reduction programming and research 	<ul style="list-style-type: none"> • Analysis of evaluation and KM plans and proposed events; what research/evaluations are being planned/conducted by partners; EA team’s assessment/technical knowledge

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Strategic note/narrative/roadmap for achieving results

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GP country roadmap

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2016 results report (financial)

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2016 Annual Workplan (UNFPA)

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ANNEX 4: KEY INFORMANT INTERVIEWEES

Name	Organisation	Role	M/F
Headquarters			
Colin Kirk	UNICEF	Director, Evaluation Office	M
Alexandra Chambel	UNFPA	Acting Director, Evaluation Office	F
Cornelius Williams	UNICEF	Associate Director, Child Protection	M
Anju Malhotra	UNICEF	Principal Advisor, Gender, Rights & Development	F
Mathew Varghese	UNICEF	Senior Advisor, Evaluation Office, Evaluability Management Group	M
Valeria Carou-Jones	UNFPA	Evaluation Specialist, Evaluability Management Group	F
Laurence Reichel	UNICEF	Evaluation Specialist, Evaluability Management Group	F
Satvika Chalasani	UNFPA	Technical Analyst, Sexual & Reproductive Health	F
Heli Oraviita	UNFPA	Programme Manager, Global Programme	F
Joyanne Muthee	UNFPA	Evaluation Intern	F
Nankali Maksud	UNICEF	Coordinator, Global Programme	F
Karima Lahrach	UNICEF	Consultant, Global Programme	F
Sagri Singh	UNICEF	Senior Specialist, Gender Section	F
Helen Belachew	UNICEF	Gender & Development Manager, Gender & Rights	F
Kirsten Mastwijk	Government of the Netherlands	Senior Policy Researcher, Policy & Operations Evaluation Department, Ministry of Foreign Affairs	F
Mieke Vogels	Government of the Netherlands	Senior Policy Advisor, Health & Aids Division, Social Development Department, Ministry of Foreign Affairs	F
Amy Ballard	DFID	Policy & Programme Manager, Gender Team	F
Lina Payne	DFID	Senior Evaluation Advisor	F
Regional Offices			
Adelakin Olugbemiga	UNFPA MENARO	Regional M&E Advisor	M
Anthony MacDonald	UNICEF MENARO	Regional Senior CP Advisor	M
Shoubo Jalal	UNICEF MENARO	Regional Gender Advisor	F
Kendra Gregson	UNICEF ROSA	Regional CP Advisor	F
Natalie Gol	UNICEF ROSA	Regional Advisor, Adolescent Development & Participation	F
Sheeba Harma	UNICEF ROSA	Regional Gender Advisor	F
Ingrid FitzGerald	UNFPA APRO	Technical Advisor, Gender & Human Rights	F
Suppiramaniam Nanthikesan	UNFPA APRO	M&E Advisor	M

Table (cont'd)

Name	Organisation	Role	M/F
Ramatou Toure-Merlo	UNICEF WCARO	Regional Senior CP Specialist	F
Anandita Philipose	UNFPA WCARO	Regional Programme Specialist, Adolescents & Youth	F
Jean-Francois Basse	UNICEF ESARO	Regional M&E Advisor	M
Jonna Karlsson	UNICEF ESARO	Regional CP Specialist	F
Reginald Chima	UNFPA ESARO	Regional M&E Advisor	M
Country Offices			
India Country Visit			
Yasmin Ali Haque	UNICEF India	Representative	F
Javier Aguilar	UNICEF India	Chief, Child Protection	M
Dhuwarakha Sriram	UNICEF India	Child Protection /Adolescent Specialist	F
Rajesh Patnaik	UNICEF India	Child Protection Specialist, Monitoring and Evaluation	M
Arupa Shukla	UNICEF India	Communication for Development Specialist, Adolescent & HIV	F
Sanjay Kumar Nirala	UNICEF India	Child Protection Officer	M
Suchorita Bardhan	UNICEF India, Jaipur	Communication Specialist	F
Marjaree Pant	UNICEF India, Jaipur	C4D Specialist	F
Sulajna Roy	UNICEF India, Jaipur	Education Specialist	F
Suresh Parmar	UNICEF India, Gujarat	State Consultant	M
Keshav Karnavat	UNICEF India, Gujarat	District Consultant	M
Dr Sumeet Patil	Neerman, UNICEF Monitoring Partner	Research Director Monitoring Partner	M
Diego Palacios	UNFPA India	Representative	M
Ena Singh	UNFPA India	Assistant Representative	F
Shobhana Boyle	UNFPA India	National Programme Officer, Gender	F
Dhanashri Brahme	UNFPA India	National Programme Officer, Gender	F
Dr Sanjay Kumar	UNFPA India	Programme Office, Monitoring and Evaluation	M
Kamalini Mukherjee	UNFPA India	Coordinator, Child Marriage (Consultant)	F
Srinadh Ranganadham	UNFPA India	M&E Consultant	M
Sunil Thomas Jacob	UNFPA India	State Programme Coordinator, Rajasthan	M
Rajnish Ranjan Prasad	UNFPA India	State Programme Officer, Rajasthan	M

Table (cont'd)

Name	Organisation	Role	M/F
Richa Khoda	Rajasthan State Government	Commissioner for Women's Empowerment, Women & Child Development Department	F
Lakshmi Murthy	Jatan (UNFPA IP)	Founder & Former President	F
Dr Kailash Brijwasi	Jatan	Executive Director	M
Krishna Baldev Singh	Jatan	Training Manager	M
Bhupen Kumar Sahu	Jatan	MIS Manager	M
Ankur Kachhawa	Jatan	Project Manager	M
Uganda Country Visit			
Harriet Akullu	UNICEF Uganda	Child Protection Specialist	F
Harriet Nambassa Kajubi	UNICEF Uganda	Child Protection Officer	F
Sylvia Pasti	UNICEF Uganda	Child Protection Chief	F
George Ebong	UNICEF Uganda	Planning Specialist	M
Laura Fragiacomio	UNICEF Uganda	Child Protection Specialist - Justice for Children	F
Irene Oluka	UNICEF Uganda	Child Protection Officer - Justice for Children	F
Jane Afoyocah	UNICEF - Mbarara	Programme Officer	F
Danile Okello	UNICEF - Mbarara	Child Protection Officer	M
Florence Apuri	UNFPA Uganda	Programme Specialist Gender and Human Rights	F
Edson Muhwezi	UNFPA Uganda	Assistant Representative	M
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Simon Ndizeye	UNFPA Uganda	Monitoring and Evaluation Analyst	M
Sarah Kabaija	UNFPA Uganda	Monitoring Specialist	F
Aida Girma	UNFPA Uganda	Representative	F
Miranda Tabifor	UNFPA Uganda	Deputy Representative	F
John Odaga	UNFPA Uganda	National Programme Specialist (M&E)	M
Florence MTagoola	UNFPA Uganda	Programme Specialist Data and Population Dynamics	F
Jonah Robert Egwayu	TMF (UNICEF IP)	Programme Officer	M
Annet Makaliti	BRAC (UNFPA IP)	Operations Manager	F
Jennifer Kemigisha	BRAC	Programme Manager	F
Abunyo Naurqz	BRAC	District Coordinator	M
Sunil Kumar Gaine	BRAC	Operations Manager	M
Alfred Thembo	BRAC	Monitoring and Evaluation Officer	M
Suminja Kauma	Iganda District Local Government (DLG)	Community Development Officer	F
Robert Kyaula	Iganda DLG	Community Development Officer	M
Abudu Kintu	Iganda DLG	Community Development Officer	M
Mathias Ndhokero	Iganda DLG	Community Development Officer	F
Iman Nyende	Iganda DLG	Social Protection Senior National Officer	F

Table (cont'd)

Name	Organisation	Role	M/F
Obadiah Kashemeire	Ministry of Gender, Labour & Social Development (MoGLSD)	Monitoring and Evaluation Officer	M
Jane Stella Ogwang	MoGLSD	Principal Probation and Welfare Officer	F
James Ebitu	MoGLSD	Director of Social Protection	M
James Kaboggoza Ssembatya	MoGLSD	Assistant Commissioner of Children's Affairs	M
Irene Naiga	UNICEF	Education Specialist	F
Angela Nakafeero	Ministry of Education & Sport (MoES)	Gender Technical Advisor	F
Angella Nansubuga	MoSE	Finance and Administration Officer	F
Ester Nasiky	World Vision	Policy and Campaigns Specialist	F
Caroline Abalo Okello	World Vision	M&E Officer	F
James Kintu	World Vision	Associate Director, Advocacy	M
Tina Mukunba	World Vision	Senior Programmes Director	F
Gilbert Omedi	World Vision	Project Coordinator	M
Programme Country Telephone Interviews			
Roshni Basu	UNICEF Bangladesh	Gender and Development Specialist	F
Carlos Acosta Bermúdez	UNICEF Bangladesh	Chief, Social Policy, Evaluation, Analytics and Research	M
Juanita Vasquez-Escallon	UNICEF Bangladesh	Research and Evaluation Specialist, Social Policy, Evaluation, Analytics and Research Section	F
Eshani Ruwanpura	UNFPA Bangladesh	Programme Specialist for Adolescents and Youth	F
Guirlene Frederic	UNICEF Burkina Faso	Chief, Child Protection	F
Edith Ouedraogo	UNFPA Burkina Faso	Chargé de programme Genre et Droits Humains	F
Nene Barry	UNFPA Burkina Faso	Gender Specialist	F
Zemzem Shikur	UNICEF Ethiopia	Social Mobilization Specialist, CP team	F
Ephrem Belay	UNICEF Ethiopia	Monitoring and Evaluation Specialist	M
Bethlehem (Beti) Kebede	UNFPA Ethiopia	Programme Specialist Gender	F
Annalisa Caparello	UNICEF Ghana	Child Protection Specialist	F
Sylvester Baffoe	UNICEF Ghana	M&E Assistant	M
Bawa Faisal	UNFPA Ghana	Programme Coordinator	M
Selina Owusu	UNFPA Ghana	National Programme Analyst – Gender	F
Lilit Umroyan	UNICEF Mozambique	Child Protection Specialist	F

Table (cont'd)

Name	Organisation	Role	M/F
Massimiliano Sani	UNICEF Mozambique	Communication for Development Specialist	M
Pascale Barate	UNFPA Mozambique	Monitoring and Evaluation Specialist	F
Debora Nandja	UNFPA Mozambique	Programme Analyst, Adolescents & Youth	F
Pragya Shah Karki	UNICEF Nepal	Youth and Adolescent Development Specialist	F
Mariana Muzzi	UNICEF Nepal	Chief, Child Protection	F
Robert Thomas	UNICEF Nepal	Planning and Monitoring and Evaluation Specialist	M
Apekchaya Rana Khatri	UNFPA Nepal	Gender Programme Officer	F
Kristine Blokhuis	UNFPA Nepal	Deputy Representative	F
Dan Rono	UNICEF Niger	Child Protection Specialist	M
Salmey Bebert	UNICEF Niger	Child Protection Specialist	M
Nora Le Jean	UNFPA Niger	Adolescent and Youth Programme Officer	F
Dr Nounou Maman	UNFPA Niger	Capacity Development Officer	F
Fatuma Akellos	UNICEF Sierra Leone	Child Protection Specialist	F
Fiona Kaikai	UNFPA Sierra Leone	Programme Specialist	F
Dhuha Al-Bashra	UNICEF Yemen	Child Protection Officer	F
Ahlam Sofan	UNFPA Yemen	Programme Associate	F
Sylvi Hill	UNICEF Zambia	Child Protection Specialist	F
Rita Magawa	UNFPA Zambia	Monitoring and Evaluation Analyst	F

ANNEX 5: COMMENTS ON INDIVIDUAL GLOBAL RESULTS FRAMEWORK INDICATORS

Result Statement and related indicators	Comment
IMPACT: Girls fully enjoy their childhood free from risk of marriage; they experience healthier, safer and more empowered life transitions while in control of their own destiny, making choices and decisions about their education, sexuality, relationship formation/marriage and childbearing.*	
Impact Indicator 1: Percentage of women aged 20-24 married/in-union before age 18	The impact indicators cannot be used to measure progress against the Impact Statement as there is no reference in the statement to reducing rates of child marriage. The impact indicators appear to have been chosen to reflect DHS/MICS level data. As this is collected every 4-5 years, no change in rates will be seen using these measurements in shorter periods of time than when the DHS/MICS is conducted, or – more importantly for an evaluation – in line with the end of each phase of the GPECM. Also, the set age ranges mean that no intermediate progress will be visible as a result of programming even if there is (for example) a reduction in rates of marriage for 12 or 13-year olds. It may therefore be useful to reduce the age-ranges for the different indicators and find additional mechanisms to collect relevant information over shorter periods of time than the 4-5 year gap between DHS/MICS.
Impact Indicator 2: Percentage of women aged 20-24 married/in-union before age 15	
Impact Indicator 3: Among all women aged 20-24 married/in-union before age 18, percentage who gave birth before age 20	
Impact Indicator 4: Among all women aged 20-24 married/in-union before age 15, percentage who gave birth before age 18	
Percentage of adolescent girls of lower-secondary school age that are out of school	
Percentage of women aged 15-19 who have their need for family planning satisfied with modern methods	
Percentage of live births to girls aged 15-19 attended by skilled health personnel	
OUTCOME 1: Adolescent girls at risk of and affected by child marriage are better able to express and exercise their choices	
OUTCOME 1.1 Indicator: Number and proportion of adolescent girls in programme areas demonstrating increased knowledge and skills	Explanation is required - Knowledge and skills relating to...? How can “demonstrating increased knowledge and skills” be interpreted in practice? This could be through behaviour changes (this would be the strongest demonstration of change), and through an opinion survey. Qualitative data on perceptions/attitudes on issues related to adolescent empowerment and gender equality (not necessarily just on ending child marriage) will be required to report on this indicator. Milestones or sub-indicators could be developed to indicate increased agency in a variety of areas which are meaningful for adolescents attending GPECM courses. (See discussion above)

*Comments on the impacts and outcomes are discussed under the section on the GToC but remain relevant for the GRF.

Table (cont'd)

Result Statement and related indicators	Comment
<p>OUTCOME 1.2 Indicator: Girls' retention rate at primary or lower-secondary school/Girls' transition rate from primary to lower-secondary school in programme areas</p>	<p>It's a little confusing to have indicators relating to education under both Outcomes 1 and 3.</p> <p>The choice of indicator here assumes a direct relationship between girls remaining in school and being able to express their choices better with regard to child marriage. While lower rates of child marriage appear to be closely related to girls staying in school, it is not clear whether this means they are able to express and exercise their choices better. Is this an evidence-based assumption? It needs to be explained.</p> <p>There is no differentiation in this indicator between the impact of formal and non-formal education. Evidence to date demonstrates that the relationship with raising age of marriage is more closely tied to formal education, and informal education is more often what is available/acceptable for girls who are already married. This distinction is important and should be reflected in the indicators.</p>
<p>OUTPUT 1.1: Adolescent girls (aged 10-19) are actively participating in a targeted programme (life skills, health information, economic empowerment, social protection)</p>	
<p>Output Indicator 1.1: Number of adolescent girls (aged 10-19) in programme areas actively participating in at least one targeted intervention</p>	<p>This indicator provides no way of measuring (or capturing) the relative effectiveness in terms of changed behaviour regarding child marriage of girls participating in one, two or more targeted interventions. There is no opportunity to differentiate between the quality and intensity of what is delivered in different settings, which could have considerable effects on the relative effectiveness of different interventions. These differentials are important for learning what works best in different settings.</p>
<p>OUTPUT 1.2: Adolescent girls are supported to enroll and remain in formal and non-formal education, including through the transition from primary to secondary education</p>	
<p>Output Indicator 1.2: Number of adolescent girls in programme areas supported to access and remain in primary or lower secondary school or non-formal education</p>	<p>The key age for girls to avoid marriage is around transition from primary to secondary school in many countries, maybe this should be reflected more clearly in the indicator?</p> <p>There is a big difference between formal and non-formal education, and married girls – if they are allowed to attend education after marrying – they usually return to non-formal education. So, this indicator is trying to count two different things: (i) avoiding child marriage; and (ii) working with married girls to mitigate the effect of child marriage. This information needs to be collected separately (as both are important but different with reference to addressing child marriage).</p>

Table (cont'd)

Result Statement and related indicators	Comment
OUTCOME 2: Households demonstrate positive attitudes and behaviours toward investing in and supporting adolescent girls	
<p>OUTCOME 2.1 Indicator: Number and proportion of individuals in programme areas that hold gender equitable attitudes</p>	<p>Is holding gender equitable attitudes the most meaningful measure at outcome level with regard to decisions on child marriage?</p> <p>“Gender equitable attitudes” needs to be defined (possibly with some differences in different countries/regions/ethnic groups). Very few meaningful baselines exist for this sort of information, so progress cannot be measured as a result of GPECM interventions. Even where baselines exist, can the contribution of the GPECM be measured?</p> <p>The indicator takes no note of humanitarian crisis, which can have an important effect on household decisions regarding child marriage. Related to this, the indicator assumes that the main cause of child marriage is a negative attitude towards women and girls, or that the decision to marry girls as children is due to a lack of knowledge. It also assumes that behaviour/decisions reflect attitudes. These factors are not always correct, particularly in humanitarian crises where protection concerns or significantly increased levels of poverty can be a deciding factor and parents may marry their adolescent daughters even though they are aware of the potential negative effects because the other factors outweigh these in the particular situation.</p>
OUTPUT 2.1: Households are increasingly aware of the benefits of investing in adolescent girls and ending child marriage	
<p>Output Indicator 2.1: Number of individuals in programme areas who regularly participate in dialogues promoting gender equitable norms including delaying child marriage</p>	<p>Add to the indicator... “and have made a pledge not to marry their children” (which can then be tracked over time)</p>
OUTCOME 3: Relevant sectoral systems deliver quality and cost-effective services to meet the needs of adolescent girls	
<p>OUTCOME 3.1 Indicator: Number and proportion of adolescent girls in programme areas that have utilized health or protection services</p>	<p>This is an Output Indicator, not an outcome indicator.</p> <p>This indicator doesn’t collect any data to report on ‘relevance’, ‘quality’, or ‘cost effectiveness’ of sectoral systems, but these are parts of the outcome statement and will need to be addressed in any evaluation.</p> <p>Indicators under Outcome 3 limit reporting to health and protection services, while other areas of important systems level engagement include C4D (also possibly WASH and nutrition). Where should this activity be reported?</p> <p>Collecting data on the numbers of girls using health and protection services falls quite a long way short of being able to report on whether Outcome 3 is being addressed and in what ways, in terms of both programme management and reporting to key stakeholders.</p>
<p>OUTCOME 3.2 Indicator: Percentage point difference in exam-pass rates between boys and girls in programme areas</p>	<p>Again, this is not an outcome level indicator.</p> <p>Why are education exam-pass rates included under Outcome 3 when Outcome 1 relates to education? Is exam-pass rates the most meaningful indication across all programme countries of measuring progress on quality service provision? Measuring education service delivery under both Outcomes 1 and 3 is a little confusing.</p>

Table (cont'd)

Result Statement and related indicators	Comment
OUTPUT 3.1: Health and protection systems supported to implement guidelines, protocols, and standards for adolescent girl-friendly health and protection services	
Output Indicator 3.1: Number and proportion of service delivery points in programme areas implementing guidelines for adolescent girl-friendly health and protection services	<p>Programme results for Output 3.1 are all to be measured under one very general indicator relating to support to implement guidelines, protocols and standards in health and protection services. This permits no learning at all on which of the services provided in different settings is the most effective, how information transmitted by service providers is being used by adolescents, and what difference the support to services is making in terms of influencing decisions on child marriage.</p> <p>This indicator doesn't take note of issues relating to supply and demand or access. Just because services are available, and are implementing guidelines, does not mean they are accessible to girls, or that girls will access them, although these assumptions are made in the formulation of the indicator. Including a measurement of the satisfaction of the girls with the service provision (e.g. ease of accessibility; feeling they were treated respectfully and appropriately) as well as a measure of the quality of service provision would address these points.</p>
OUTPUT 3.2: Non-formal/primary/secondary school supported to improve quality of education for adolescent girls	
Output Indicator 3.2: Number of non-formal/primary/secondary schools implementing interventions to improve the quality of education for adolescent girls	The team is not aware that the quality of education has been shown to have a direct impact on whether or not girls are taken out of school. More pertinent, from KII, would be menstrual hygiene facilities being available and safety for girls on their journeys to and from school.
OUTCOME 4: National laws, policy frameworks and mechanisms to protect and promote adolescent girls' rights are in line with international standards and are properly resourced	
OUTCOME 4 Indicator: Whether country has resources allocated to decreasing child marriage in at least two ministries within a national action plan or another clearly defined policy/planning mechanism	<p>This indicator is only measuring one element of the outcome statement, with no reference to whether the policies and laws are in line with international standards. How will this element be measured/evaluated?</p> <p>Stipulating "which involves at least two ministries" makes reporting difficult for countries where the budgets to end child marriage are given to the lead ministry, while other ministries are expected to work with the lead to implement the NAP (e.g. Uganda). Similarly, in India, where UNICEF/UNFPA engagement is primarily with state and not central governments, the formulation of this indicator precludes their being able to report on progress being made.</p> <p>The contribution of endorsing and implementing relevant policies and laws to reducing rates of child marriage is not being measured at all in any indicators under Outcome 4.</p>
OUTPUT 4.1: Country has costed national action plan or development plan on ending child marriage across more than one ministry	
Output Indicator 4.1: Whether countries have developed a costed national action plans/development plans on ending child marriage across more than one ministry	<p>As above outcome indicator 4</p> <p>The lack of an indicator on whether or not existing legislation is being implemented effectively is a gap, particularly as for many programme countries, this is a key focus of GPECM activities.</p>

Table (cont'd)

Result Statement and related indicators	Comment
OUTCOME 5: Government(s) and partners within and across countries support the generation and use of robust data and evidence to inform policy and programming, track progress and document lessons	
<p>OUTCOME 5 Indicator: Whether country uses robust data and evidence on child marriage to inform policy and programming</p>	<p>This is a repeat of the outcome statement and requires a definition/ explanation of “robust data and evidence”. There are no indicators to measure tracking progress, or documenting lessons which will need to be reported upon for progress against the outcome to be assessed.</p> <p>As above, the contribution of the generation and use of robust data to reducing levels of child marriage is not being measured here, and yet this is ultimately the information which is necessary to understanding what works to reduce levels of child marriage in different settings.</p> <p>Demonstrating how use of data/evidence has informed policy and subsequently brought about changes in child marriage would be a higher level outcome result than just measuring that data is used.</p>
OUTPUT 5.1: Country-specific, high-quality data and evidence generated and shared on what works at scale to accelerate ending child marriage	
<p>Output Indicator 5.1: Whether country collects and shares high-quality data and evidence on what works at scale to accelerate ending child marriage</p>	<p>Various elements have been included in the indicator which are not in the outcome statement – i.e. what works at scale to accelerate the end of child marriage. Indicators are designed to measure elements of the outcome/outputs rather than add in additional factors.</p>

ANNEX 6: EVALUABILITY ASSESSMENT TOOLS/MATRICES

MATRIX OF INTERVIEW QUESTIONS TO GUIDE KII WITH DIFFERENT STAKEHOLDERS

Introduction:

We are using the OECD Definition: ‘The extent to which an activity or project can be evaluated in a reliable and credible fashion’. This exercise

is not focused on assessing results. The only assessment will be of the logic, coherence and comprehensiveness of the global ToC. The evaluability assessment will also provide guidance on evaluative work to be considered by the joint programme outside of the GP evaluation plan approved by the Steering Committee.

Questions	Interviewee category					
	GPSU	HQ KII	Donors	RO	PC	Part
Institutional Structure/Accountability (for information)						
1. How is the Global Programme situated within the overall agency structure?	√	√				
2. Who is ultimately accountable for its design, implementation and reporting?	√	√				
Objective 1 – Programme Logic						
3. Are there gaps in the global Theory of Change? Any of the strategies/results/assumptions which need to be revised in the light of experience?	√	√	√	√	√	
4. What are the main issues which have emerged in the interpretation of the global ToC at country level in terms of understanding and translating it (i) with reference to the specific contexts? (ii) in relation to the ToC logic; coherence; relevance of the global strategies and results? Have CO re-analysed their programming in relation to the new global framework or have they just continued with the existing programmes aimed at reducing levels of child marriage?	√	√	√	√	√	√
5. How well have key assumptions, risks and mitigation strategies been noted in programme strategies/documents?	√	√		√	√	√
6. Were the programmes designed with reference to gender, child protection, or other XCI?		√		√	√	√
7. Is the Steering Committee aware of issues which have emerged across several countries relating to the interpretation of the global ToC at country level which need to be addressed at this point to ensure that the GP is being implemented as intended?			√			
8. What technical assistance is being offered by HQ and ROs for country intervention design and monitoring, reporting and evaluation. Has this been appropriate to challenges noted to date	√	√	√	√	√	√

Table (cont'd)

Questions	Interviewee category					
	GPSU	HQ KII	Donors	RO	PC	Part
Objectives 2 – indicators, tools, systems for MRE						
9. What are the main issues which have emerged relating to M&E (developing baselines, targets, indicators, monitoring activity etc)? Eg (but not limited to): <ul style="list-style-type: none"> Data availability from reliable government/administrative sources? Monitoring/reporting capacity of partners? Double counting individuals either between agencies or different activities? Data on XCI or how ethically the programmes are being implemented? M&E capacity? 	√	√	√	√	√	√
10. Based on the 2016 country annual reports, what worked well and what didn't? le <ul style="list-style-type: none"> Do the indicators report on results rather than activities? Are they reporting results which are meaningful to key stakeholders? Are there indicators which need revising? How comparable was the data reported from the different agencies and countries? 	√	√	√	√	√	√
11. In terms of the added value of this joint global programme – how is this being measured to support an evaluation of this aspect of the programme? Is there any ongoing monitoring/reporting of the GP management structures/processes? Does this presuppose there will only be an end of project evaluation and no midterm evaluation?	√	√	√	√	√	
12. Are the Results Frameworks (global and country) adequate to generate key information to inform ongoing programme implementation and the planned outcome evaluation of phase I (2019)? Could the indicators be rationalised without losing important information for decision-makers and to report on results?	√	√	√	√	√	
13. Are MRE accountability clearly identified in country and globally?	√	√		√	√	
14. Is sensitive information collected and used in line with global ethical good practice?	√	√		√	√	
Objective 3 – HR/financial capacity						
15. Are there common key capacity challenges/issues in designing programmes and related monitoring frameworks across the countries?	√	√	√	√		
16. Is HR/financial resourcing/capacity a problem for ongoing M&E across the programme as a whole (either for UNFPA/ UNICEF CO or Implementing Partners)?	√	√	√	√	√	

Table (cont'd)

Questions	Interviewee category					
	GPSU	HQ KII	Donors	RO	PC	Part
Objective 4: Planned Reviews/Evaluations during Phase I						
17. What progress has been made on the Mid-Term Review of the programme, planned for end 2017 going to happen?	√	√				
18. In the Phase I Outcome evaluation (2019), apart from results relating to reduction levels of child marriage what are the main aspects of the GP which you would wish to see evaluated?	√	√	√	√	√	√
Objective 5: Evidence gathering and Knowledge Management						
19. A number of activities to support exchange of knowledge/ collation of knowledge are set out in the Inception Report for the programme. Which of these (or anything else) has happened? What is planned? Eg: <ul style="list-style-type: none"> • Annual Global meetings of UNFPA/UNICEF RO/CO • Thematic webinars • Use of existing regional network meetings on CP, Education, Adolescent Health, Gender, Planning/Social Policy, M&E, Communications, C4D • Establishing a Community of Practice CoP for technical staff to share knowledge with HQ/RO facilitating this exchange • Use of latest technologies 	√	√		√	√	
20. Can existing regional networks (eg gender, CP networks) be used/are they being used to share/exchange knowledge on the GP?	√	√		√		
21. The Programme Inception Report talks about support being provided to a small number of countries to design impact evaluation studies to test impact of specific interventions that aim at scale (para 81). What does this mean in practice?	√	√		√	√	
22. What operational research/evaluative exercises have been done/are being planned in your country/programme countries/regionally either within the GP or by partners?	√			√	√	
23. Do you know of any evaluations or research planned by your Government or other partners which would be a valuable resource for the phase I evaluation?			√			
24. How important is the development and collation of knowledge on effective programming to end Child Marriage to your government?			√			
25. Are you aware of any events which have taken place to generate or share this knowledge?	√	√	√	√	√	
26. Is there anything else we should be looking at re evaluability/programme logic?	√	√	√	√	√	√

RO = GP Focal Points at Regional Offices (UNFPA & UNICEF)

PC = Programme Country staff

Part = GP partners in-country

EVALUABILITY IN PRINCIPLE CRITERIA AND MATRIX

(Programme and results framework logic, coherence and comprehensiveness)

Evaluability in Principle Template	
Evaluability Criteria	Answers the question...
Relevance & Clarity	Which explicit/implicit factors were considered in choosing which interventions to implement in each programme country (top down/bottom up)? Are the ToC components relevant to the needs of the target groups, as identified by any form of situation analysis, baseline study, or other evidence? Are the intended beneficiary groups clearly identified? Are the elements (e.g. strategies, results) of the ToC clearly identified and are the proposed steps towards achieving these defined? Does the Results Framework reflect the ToC results?
Comprehensiveness	Are there significant gaps in the ToC? Are cross-cutting issues (gender, disabilities, human rights, etc), programme principles* and programme management results** being monitored?
Plausibility	Is there a continuous causal chain, connecting outputs and outcomes to the desired final impact? Are there explanations about how the connections are expected to work? It is possible to identify which linkages in the causal chain will be most critical to the programme success, and should therefore be a focus for the evaluation?
Verifiable/Validity	Are all expected results of the ToC described in a way which can be verified? Are there valid indicators for each result (output, outcome, impact)? Are they capturing information which really informs progress on the desired result (not activities) and which is meaningful for different stakeholders?
Context	Have other underlying assumptions (including role of other actors external to UNICEF/UNFPA) been made explicit and how flexible is the ToC to accommodating changing contexts/ongoing programme learning? Are assumptions and drivers specific to each objective? Are there plausible plans to monitor these in any practical way? Have issues of attribution for outcome and impact indicators been considered?
Understandability & Agreement	Is the global ToC understood by programme countries with its elements translated to their contexts? Do different key stakeholders hold different views about the ToC objectives and how they will be achieved?

* See GPECM Inception Report for list of Programming Principles the GP is being implemented in line with.

** E.g. the value added of joint programmes as such and how this joint programme is working in practice.

Evaluability Criterion	Comment
Relevance & Clarity	
Comprehensiveness	
Plausibility	
Verifiable/Validity	
Context	
Understandability & Agreement	

MASTER SPREADSHEET TO CAPTURE KEY INFO FROM DOCUMENTS

Objectives	1- assessment of clarity and logic of programme design	2- adequacy and validity of indicators and tools and systems for monitoring	3- adequacy of human and financial resources	4- guidance on approach for outcome evaluation	5- suggestions for other evaluative exercises
Final CM GP Country Profiles					
CM workplans, inception					
country budgets/outputs					
country roadmap					
capacity questionnaire					
partnerships					
results framework					
country ToC					
strategic note/ narrative					
research and evaluation mapping					
2016 results narrative					
2016 results financial					
2016 AWP UNICEF					
2016 AWP UNFPA					
2017 joint AWP					

EVALUABILITY IN PRACTICE CRITERIA AND MATRIX

(Data, Systems and Capacities for Monitoring, Reporting and Evaluating)

Evaluability in Practice Template	
Evaluability Criteria	Answers the question...
Relevance, Availability & Quality	Is data to inform progress on indicators readily available? Is the data reliable and verifiable? Can it be meaningfully aggregated to inform country and global ToC results?
Systems	Did the existing monitoring systems generate quality reports, on time and in the form required by the GP for 2016? Where there gaps/issues which could be strengthened? Where relevant, are protocols for ethical data collection, sharing and storage reflected in MRE procedures/activities? Are there any systems in place to collate and share best practice, exchange of experience?
Capacity	Is MRE capacity (people, resources) available to monitor and report on results framework indicators meaningfully and to the required standards? Did those accountable understand their monitoring & reporting roles and fulfil their responsibilities adequately? Was support offered to achieve quality monitoring & reporting if requested (HQ, RO, other)? Are there resources available for planned evaluations, operational research, knowledge sharing?

Evaluability Criterion	Comment
Relevance, Availability & Quality	
Systems	
Capacity	

EVALUABILITY ASSESSMENT OF THE GLOBAL PROGRAMME TO ACCELERATE ACTION TO END CHILD MARRIAGE

Terms of Reference and Proposed Agenda for the Country Visits

Background

The Evaluability Assessment (EA) of the Global Programme to Accelerate Action to End Child Marriage is being conducted with the aim of **ensuring that the global programme to end child marriage (GPECM) can be evaluated in a reliable and credible fashion at the end of Phase I** (currently planned for the second half of 2019).

This means (i) looking at the **logic of the global programme** (as contained in the global Theory of Change and associated programme guidance) to ensure that it is coherent and comprehensive, and **how this has been translated at country level**; and (ii) **taking stock** of what **monitoring and reporting tools, systems and capacities are in place at global and country level to enable the collection of credible, reliable, relevant data demonstrating progress towards GP goals**.

With the exception of the assessment of the programme logic, the EA will not include evaluative judgements but will **highlight issues across the programme countries at regional level and at HQ where additional support for monitoring, reporting and evaluation (MRE) is required** and, facilitate sharing of innovative practices.

The EA is being managed by an Evaluation Management Group (EMG) composed of staff from the Evaluation Offices of UNFPA and UNICEF. It is being conducted by an independent team of two consultants.

Country Visit Purpose

The EA team will conduct 3-5 day country visits to three programme countries to gain a deeper understanding of issues relating to programme implementation at country level **that will impact on whether a meaningful evaluation can be conducted at the end of Phase I.**²³⁶ Countries have been selected according to criteria agreed with the EMG. The **main aim of the visits is to learn from those countries with comprehensive MRE systems in place, so that this learning can be shared across all programme countries.**

The **objectives of the visit**, as per the evaluability assessment ToR, are:

1. To gain an understanding of how CO have translated the GP Theory of Change logic, strategies and results into country interventions. To learn about country Theories of Change for GP interventions.
2. To learn more about:
 - (i) Tools/systems which are in place at the end of year one to monitor and report on the programme;
 - (ii) Sources of data and systems for data collection;²³⁷

(iii) Support being offered to programme countries from HQ, RO and other sources for monitoring and reporting;

(iv) Evaluative or knowledge management work being conducted related to the GP.²³⁸

Pre-visit document review

In preparation for the visit, the Evaluability Assessment consultancy team will have conducted a document review based on the documentation available on the Global Programme shared information platform. The team will consult the following documents (as available) for all countries:

- Final child marriage GP country profile
- Capacity questionnaire
- Strategic note/narrative
- Research and evaluation mapping
- Country ToC
- Results Framework
- Child marriage workplans, inception
- GP country budgets/outputs
- GP country roadmap
- Partnerships
- 2016 results report (narrative)
- 2016 results report (financial)
- 2016 Annual Workplan (UNICEF)
- 2016 Annual Workplan (UNFPA)

²³⁶ Telephone interviews with key programme staff from UNFPA and UNICEF will be conducted with the other 9 programme countries.

²³⁷ Country visits will allow the evaluability assessment team to review how data is collected by Implementing Partners in more depth than country desk reviews.

²³⁸ Both programme results and an assessment of the value added/challenges/lessons learned of conducting joint programming will likely be included in the end of Phase I evaluation.

If there are additional documents which the UNICEF/UNFPA COs consider would help provide a comprehensive picture of programme evaluability, please let the consultant team know what they are and how to access them.

Proposed Visit Agenda

(to be finalised following discussion with country GPECM focal points in UNFPA and UNICEF):

1. Interviews

(a) In UNFPA and UNICEF CO with:

- » CO Representatives (UNICEF and UNFPA) courtesy meetings
- » Deputy Representative
- » GPECM Focal Point
- » CO colleagues in all sectors/teams who are involved in designing, implementing and/or monitoring, reporting on and evaluating the GPECM eg Sexual and Reproductive Health (SPH), adolescent and youth specialists, C4D, M&E, gender, CP, Education, Health etc (This could be one meeting with the section colleagues altogether, and a second meeting with the MRE colleagues)

(b) 1-2 government partners who are involved in implementation and data collection/analysis for the GP, for example:

- » Ministries of Women/Children/Welfare colleagues who gather and report data on GP activities
- » National Office of Statistics

(c) 1 NGO/LNGO implementing partners

A more detailed **interview guide** will be sent to CO in preparation for the visit, but in general the interviews will be held for the consultancy team to understand:

- the logic of country interventions specific to the context and translating the global ToC and other programme guidance
- challenges/learning during development of results frameworks (setting baselines, targets, developing indicators), including support provided from HQ and RO or other sources. How results frameworks been developed to inform national or regional plans/strategies?
- access to quality, reliable data (from government, administrative data, partner generated data)
- challenges/learning relating to capacity of UNFPA/UNICEF and implementing partners for MRE of the GP
- learning relating to the design and conduct of the joint programme coordination/management processes and how this learning is being captured to inform any evaluations
- learning from the first year of reporting (points of interest, challenges, areas which require further support)

2. Visit to implementing partner(s)

(a) Field visit to 1-2 implementing partners (eg one government partner and one civil society partner) to see how they collect, collate and report data on the activities they are implementing as part of the GPECM.

3. De-briefing meeting

On the final day of the mission, the team would like to meet jointly with UNFPA and UNICEF colleagues who work on the GPECM for c. 2 hours.

The purpose of the meeting is:

- (i) To provide an opportunity for discussion of the team's observations and for refinement

of their learning in discussion with the key CO staff from both UNFPA and UNICEF.

- (ii) To discuss (if relevant) possible ways to strengthen existing systems/tools for MRE of the GPECM activities in relation to analysis tools developed for the EA.
- (iii) As appropriate, to share what other programme countries have done re MRE and to foster learning.

Participants for the de-briefing meeting would ideally include:

- Deputy Representative (as responsible for GPECM)
- Focal points for GPECM from UNFPA & UNICEF
- Other sector colleagues who work on the GPECM
- Colleagues from M&E team who support monitoring and reporting for the GPECM
- Any colleagues who are involved in research, knowledge generation, evidence gathering, evaluations which include elements of the GPECM

Evaluability Assessment Reports

Final Evaluability Assessment Report

A final Evaluability Assessment report will **highlight the current evaluability status of the GPECM** in relation to what is working well at global, regional and country levels in terms of (i) translating the global programme logic into interventions on the ground which reflect the global Theory of Change while being contextually relevant; and (ii) the current status of data collection systems and capacities for strong monitoring, reporting and – as appropriate – evaluation of the GPECM elements. The report will highlight where additional support/focus is needed to ensure that the relevant data will

be available to inform the proposed elements of the planned end of Phase I evaluation.

The final report will include a limited number (c. 6-7) recommendations which need to be actioned in the next few months to strengthen the planned evaluation of Phase I.

There will be **no individual country recommendations** included in the final report. Any recommendations pertaining to country level will relate to any evaluability issues identified by the consultant team which are common across a number of countries.

There will be **de-briefing telecons**, organised by the UNFPA/UNICEF EMG at which participating programme countries, regional offices and HQ staff can **feedback on the draft version** of the Evaluability Assessment report. The report will be finalized in the light of these de-briefings.

EVALUABILITY ASSESSMENT OF THE GLOBAL PROGRAMME TO ACCELERATE ACTION TO END CHILD MARRIAGE

Terms of Reference for Documentary Case Studies

Background

The Evaluability Assessment of the Global Programme to Accelerate Action to End Child Marriage (EA) is being conducted to help ensure that the global programme (GPECM) can be evaluated in a reliable and credible fashion at the end of Phase I (second half of 2019). This means in practice (i) looking at the logic of the global programme (as contained in the global Theory of Change and associated programme guidance) to ensure that it is coherence and comprehensive and how this has been translated at country level; and (ii) taking stock of what monitoring and reporting tools, systems and capacities are in place

at global and country level to enable credible, reliable, relevant data demonstrating progress towards GP goals to be collected, which will enable a meaningful evaluation of Phase I of the programme can be conducted in the second half of 2019.

With the exception of the assessment of the programme logic, the EA will not include evaluative judgements – but will facilitate sharing of innovative practices and highlight issues across the programme countries where additional support for monitoring, reporting and evaluation (MRE) is required.

The EA is being managed by an Evaluation Management Group (EMG) composed of staff from the Evaluation Offices of UNFPA and UNICEF. It is being conducted by an independent team of two consultants.

Country Case Studies

The EA team will undertake document reviews of all programme countries to gain a picture of which interventions and MRE systems/tools are in place. Following this, the team will conduct telephone interviews with programme staff of 9 of the countries.²³⁹

The objectives of the document reviews and telephone interviews are:

1. To gain an understanding of how CO have translated the GPECM Theory of Change logic, strategies and results into country interventions with associated monitoring and reporting systems/tools to support a meaningful evaluation of the programme at the end of Phase I of the GPECM.

2. To learn about tools/systems which are in place at the end of year one to monitor and report on the programme - specifically development of results frameworks (including baselines, targets and results focused indicators) which inform both national and GP reporting for programme results, sources and systems for data collection, support being offered to programme countries from HQ, RO and other sources for monitoring and reporting and any additional evaluative or knowledge management work being conducted related to the GPECM.^{240, 241}

Document review

The team will consult the following documents for all countries. Assistance in accessing those which are not publically available would be appreciated:

- (iv) Final child marriage GP country profile
- (v) Capacity questionnaire
- (vi) Strategic note/narrative
- (vii) Research and evaluation mapping
- (viii) Country ToC
- (ix) Results Framework
- (x) Child marriage workplans, inception
- (xi) GP country budgets/outputs
- (xii) GP country roadmap
- (xiii) Partnerships
- (xiv) 2016 results report (narrative)
- (xv) 2016 results report (financial)

²³⁹ Three short country case studies will be conducted with the other three countries.

²⁴⁰ Both programme results and an assessment of the value added/challenges/lessons learned of conducting joint programming will likely be included in the end of Phase I evaluation.

²⁴¹ Country visits will allow the evaluability assessment team to review how data is collected by Implementing Partners in more depth than country desk reviews.

(xvi) 2016 Annual Workplan (UNICEF)

2016 Annual Workplan (UNFPA)

If there are additional documents which would help provide a comprehensive picture of programme evaluability, please let us know how to access them.

Areas for discussion during the telephone interviews with key programme staff in UNFPA and UNICEF:

- (i) the logic of country interventions in relation to the particular context and in translation of the global ToC and associated programme guidance;
- (ii) challenges/points of interest and learning in development of results frameworks (setting baselines, targets, developing indicators) including support provided from HQ and RO or other sources and how these have been developed to inform national or regional plans/strategies;
- (iii) access to quality, reliable data (from government, administrative data, partner generated data);
- (iv) challenges/learning relating to capacity of UNFPA/UNICEF and implementing partners for MRE of the GPECM;
- (v) learning relating to the design and conduct of the joint programme processes and how this learning is being captured;
- (vi) learning from the first year of reporting (points of interest, challenges, areas which require further support).

Evaluability Assessment Report

A final Evaluability Assessment report will **highlight the current evaluability status of the GPECM** in relation to what is working well at global, regional and country levels in terms of (i) translating the global programme logic into interventions on the ground which reflect the global Theory of Change while being contextually relevant; and (ii) the current status of data collection systems and capacities for strong monitoring, reporting and – as appropriate – evaluation of the GPECM elements. The report will highlight where additional support/focus is needed to ensure that the relevant data will be available to inform the proposed elements of the planned end of Phase I evaluation.

The final report will include a limited number (c. 6-7) recommendations which need to be actioned in the next few months to strengthen the planned evaluation of Phase I.

There will be **no individual country recommendations** included in the final report. Any recommendations pertaining to country level will relate to any evaluability issues identified by the consultant team which are common across a number of countries.

There will be **de-briefing telecons**, organised by the UNFPA/UNICEF EMG at which participating programme countries, regional offices and HQ staff can **feedback on the draft version** of the Evaluability Assessment report. The report will be finalized in the light of these de-briefings.

ANNEX 7: DETAILED PROPOSALS FOR FOCUS AND SCOPE OF THE FORMATIVE EVALUATION/ MID-TERM REVIEW

FOCUS

The MTR will need to be both outward-focused (accountability to donors and other stakeholders and to catalyze further funding commitments for Phases II and III), and also inward-focused (providing learning for global, regional and country level management of the GPECM).

Given that all interventions aimed at changing the attitudes and behaviours that influence child marriage decisions will contribute to results achieved (particularly relating to GPECM Outcomes 1 and 2), it will be challenging, particularly in countries where GPECM resources have been added to existing and possibly much larger programmes, to segregate results of GPECM resources from that of other donors. Clarity will be needed therefore on how the MTR should approach this.

SCOPE

The core of the MTR will be to:

- **'Take stock'**²⁴² of programme results to date against objectives at appropriate levels (outputs and indications of progress on outcomes);
- **Assess whether results achieved demonstrate that interventions are on the right track** to deliver GPECM desired results at scale; and

- **Review to what degree results to date validate the programme logic.**

The following areas should also be included in the independent MTR:²⁴³

- Value added for the GPECM at all levels of being a **UN-led programme**, with the extent of alignment demonstrated in programme design and implementation with the 11 **programme principles**, with a special focus on the **value added of joint programming**:
 - » Human rights-based and culturally sensitive programming: 1. Include a comparison of direct and more circumspect approaches to ending child marriage. For example, consider both contexts (a) with National Strategies and Action Plans specifically aiming to End Child Marriage and (b) those approaching it through sector specific plans (e.g. health plans such as adolescent pregnancy national action plans) or more generic adolescent-focused national action plans, such as in Niger. 2. Map the interplay of factors related to decisions on child marriage in different contexts – e.g. FGM/C, VAC, GBV, etc. and the relative weighting of different drivers to understand the complexity of how they influence decisions in different contexts.
 - » Contributing to global learning: 1. Collation of specific lessons learned on what works in different settings and why including

²⁴² Rather than conduct a detailed evaluation.

²⁴³ The additional proposals on how each of these areas could be approached are based on discussions between the team, the EMG and RO and CO colleagues during this evaluability assessment. Many of these areas could usefully be included in all subsequent reviews/evaluations of the GPECM.

identifying catalytic interventions/combinations of interventions. 2. Consider the value added of a UN global programme per se. 3. Effect of humanitarian crises on child marriage interventions and programme results; 4. Wider socio-economic-political factors and how these are affecting GPECM programme results.

- » Government ownership and alignment with national strategies/plans: Degree of alignment between GPECM interventions and National/Regional Strategies? Related to this, how far have governments taken ownership of initiatives to end child marriage? What has supported high degrees of government ownership and have these resulted in significantly more effective results to date?
- » Multi-stakeholder partnerships: Map the range of multi-stakeholder partnerships being utilized to end child marriage. What part do donors play? What is the most effective UN role?
- » Joint programming: The value added of joint programming as defined in the Programme Inception Report, 2015, and also in terms of programme effectiveness (e.g. the convening power of the UN, efficacy of joint advocacy and support, e.g. to regional programmes to end child marriage; the political profile of joint programmes; whether maximizing comparative advantages in terms of UNICEF/UNFPA's different programme foci contributes to stronger results than the agencies working separately; the value of UN programmes; etc. These and other factors (to be clarified) that are potential value adds of joint programming, need to be weighed against the challenges of working jointly in terms of harmonizing

different processes/organizational cultures and the investment of time involved in working together. Capturing the learning at all levels – global, regional and in-country – on how effectively and how UNFPA and UNICEF are working together.

- » Leveraging investments: The degree to which GPECM activities/resources have leveraged additional funds/human capacity addressing ending child marriage. How, and with what results?
- » Multi-country programming: What benefits does this confer at different levels?
- » Increasing reach of programming: What has worked to take interventions to scale (sub)-nationally?
- » Working multi-sectorally: Within UNICEF across sectors, and between UNICEF and UNFPA. Also through partnerships with organisations with expertise in those areas that are not core areas for UNICEF and UNFPA, e.g. expanding economic opportunities/poverty reduction.
- » Value for money (VfM): According to the Programme Inception Report, 2015, this is applied through (i) promoting coherence and effective coordination at national, regional and global levels; (ii) selecting evidence-informed and cost-effective interventions to maximize results; (iii) strengthening and expanding the sensitivity to child marriage within existing platforms and plans; (iv) leveraging investments from other sectors; (v) monitoring performance and readjusting programme strategies on a continual basis.²⁴⁴The MTR could also usefully consider VfM in terms of graduations of empowerment and changed behaviour which programming has contributed to.

²⁴⁴ GPECM Inception Report, p.9.

- » Sustainability: Most COs consider that partnerships with government at national and sub-national levels themselves provide evidence of sustainability. But evidence of promoting sustainability would include, for example, a specific plan for an INGO partner to transfer of activities to governments/local NGOs, or government plans to include the activities with associated budgets when programme funding ceases. (Effective sustainability can only be measured after the programme ends.)
- Collation of learning on innovative MRE systems (including conducting ongoing impact assessments/evaluations) to measure social norm change pertaining to child marriage meaningfully in the specific context.
- Management of the GPECM: (i) Effectiveness of co-leadership model in UNICEF (Gender and CP) at HQ, and different leadership models in place at RO and CO: Respective effectiveness/learning from these variations. (ii) Secretariat functions and effective support to programme countries. (iii) Communication issues (inclusion of RO in CO communication at all times; necessity to produce reports in French for francophone governments, etc.).
- Programme Finances: (i) Review of the risk matrix (specifically lack of resources as a major risk). (ii) Allocation and dispersal of funds mechanisms, and timing of receipt of GPECM funds by COs, and how this supports (or not) effective programme implementation.

SELECTION OF GEOGRAPHIC CASE STUDIES

The MTR should include a number of country case studies. These should represent a range of:

- geographic spread across regions

- country income levels (middle and lower income countries)
- countries with humanitarian crises and development settings
- francophone and anglophone countries
- countries where GPECM funding has been used for standalone interventions and those where it has been added to funding for larger existing programmes
- a mix of case-studies where UNICEF and UNFPA programming is converging and where they are working separately

The design of any global exercise will need to balance the value of presenting an overall global picture versus reflecting the variations in context between national and sub-national programme areas. Detailed analysis and interpretation of data from different programme areas will be needed to learn lessons on whether programming is on track and is addressing the specifics of the target groups. Even by including case study countries across the regions, results cannot just be extrapolated and seen as reflecting the region. At the same time, it will be interesting to see if common themes do emerge across regions or globally.

Including countries where there are MRE systems in place measuring social norm/outcome level changes, and which are conducting ongoing or periodic impact assessments, will be important, both for the results generated by the MRE systems and also to learn how effective and how replicable these systems are across other programme countries. Whether or not the countries with these MRE systems are selected as case studies, a sub-review of these systems in programme countries (and relevant systems in other countries, or developed by partners) should be included in the MTR.

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