



ANNEX J: GPECM EVALUATION TERMS OF REFERENCE



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

Final terms of reference for the independent joint evaluation

July 2018

INTRODUCTION

The UNFPA and UNICEF evaluation offices plan to jointly commission an independent evaluation of the UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage (GPECM). The evaluation is expected to provide an independent assessment of the progress made with a view of identifying key lessons learned from the first two years of implementation and improving upon the interventions in progress.

The focus of the evaluation is both outwardly focused (to ensure accountability), and inwardly focused (to provide learning and insights for the global, regional and country-level management of the GPECM). In terms of accountability, it tracks and independently validates programme progress and results. In

terms of use and programme improvement, it uses a dual approach. First, it learns lessons from early programme implementation experience. Second, it reviews ways to improve programme management effectiveness.

The evaluation recognizes in its design that the GPECM is a complex, jointly managed programme, with multiple partners and donors, which is implemented across 12 countries using different strategies.

The proposed evaluation is in line with the findings and recommendation of the evaluability assessment report of the GPECM concluded in November 2017. It will be jointly managed by the UNFPA and UNICEF evaluation offices and conducted by a team of external specialists.



The main users of the evaluation include UNFPA and UNICEF programme managers at all levels who implement the GPECM; regional and country office teams; the Global Programme Steering Committee, including donors that have funded the programme; programme country governments and partners, civil society organizations and diverse stakeholders (including beneficiaries, critical institutions and households) in programme countries.

1.1 Background

1.1.1 The global context of child marriage

Child marriage is a marriage in which one or both of the spouses are under the age of 18 years old.⁴ While child marriage is a reality for both boys and girls, girls are disproportionately the most affected.⁵ Recent research estimates that the global number of child brides at 650 million, which includes girls under the age of 18 who have already married, as well as adult women who married in childhood.⁶ It is estimated that if there is no reduction in child marriage, the global number of women married as children will reach 1.2 billion by 2050.⁷

At its core, child marriage is rooted in gender discrimination and gender inequality, placing girls and women as inferior to boys and men.

Child marriage prevalence, however, varies across regions and countries and communities, driven by various factors, such as social (patriarchal values, accepted social norms), cultural (religious or customary rites), economic (relief from financial burden), political (manage disputes or foster alliances) or humanitarian (protection from sexual violence)⁸ factors.

The impact of child marriage on the child is significant, affecting every aspect of a girl's life. Child brides face a host of challenges, because in large part they are not physically, mentally or emotionally ready to become wives or mothers, and moreover, they are deprived of their fundamental rights to health, education and safety.⁹ Research has shown that child brides are less likely to remain in school and have minimal economic opportunities.¹⁰ Moreover, child brides are more likely to experience domestic violence and often are unable to negotiate safer sexual practices, resulting in a higher risk of HIV and other sexually transmitted diseases.¹¹ In addition, child brides are more likely to become pregnant before their bodies are physically able, increasing the risk of both maternal and newborn death and morbidity, as well as pregnancy-related injuries such as obstetric fistula.¹²

⁴ United Nations Population Fund, 'Child Marriage: Frequently Asked Questions', <www.unfpa.org/child-marriage-frequently-asked-questions>, accessed 3 April 2019.

⁵ United Nations Children's Fund, 'Harmful practices', <www.unicef.org/protection/57929_58008.html>, accessed 5 April 2019.

⁶ United Nations Children's Fund, 'Child Marriage: Latest trends and future prospects', UNICEF, New York, 2018.

⁷ Girls Not Brides, 'Child Marriage Around the World', <www.girlsnotbrides.org/where-does-it-happen/>, accessed 11 April 2019.

⁸ United Nations Population Fund, 'Child Marriage: Frequently Asked Questions', UNFPA, <www.unfpa.org/child-marriage-frequently-asked-questions>, accessed 3 April 2019; Girls Not Brides, 'Why Does Child Marriage Happen?', <www.girlsnotbrides.org/why-does-it-happen/>, accessed 5 April 2019; United Nations Children's Fund, 'Harmful practices', UNICEF, <www.unicef.org/protection/57929_58008.html>, accessed 5 April 2019.

⁹ Girls Not Brides, 'What Is the impact of Child Marriage?', <www.girlsnotbrides.org/what-is-the-impact/>, accessed 5 April 2019.

¹⁰ International Women's Health Coalition, 'The Facts on Child Marriage', <iwhc.org/resources/facts-child-marriage/>, accessed 5 April 2019.

¹¹ United Nations Children's Fund, 'Harmful practices', UNICEF, <www.unicef.org/protection/57929_58008.html>, accessed 5 April 2019.

¹² UNFPA, <www.unfpa.org/child-marriage-frequently-asked-questions>, accessed 3 April 2019; International Women's Health Coalition, 'The Facts on Child Marriage', <iwhc.org/resources/facts-child-marriage/>, accessed 5 April 2019.



1.1.2 Global normative framework on child marriage

Globally, child marriage is recognized as a human rights violation. Many international and regional agreements prohibit child marriage, calling for a uniform age of marriage and underscoring the importance of free, full and informed consent to marriage. These include, but are not limited to: the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination Against Women, the Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriages, the Convention on the Rights of the Child, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa ('The Maputo Protocol'), the African Charter on the Rights and the Welfare of the Child, the American Convention on Human Rights, and the International Conference on Population and Development Programme of Action.¹³ Alongside this, there have been global and regional campaigns to accelerate progress, such as the 2014 Girl Summit, the African Union (AU) Campaign on Child, Early and Forced Marriage, and the Regional Plan to End Child Marriage in South Asia.

Additionally, there have been landmark resolutions made by the United Nations recognizing child marriage as a violation of human rights. In 2014, the General Assembly adopted a resolution on Child, Early and Forced Marriage (A/

RES/69/156), building on the previous global commitments, including the 2015 Human Rights Council Resolution addressing child marriage.¹⁴ Most recently the General Assembly passed another resolution on Child, Early and Forced Marriage (A/RES/71/175), reaffirming past commitments while also expanding existing language on child marriage and setting the roles and responsibilities of United Nations Member States on ending child marriage.¹⁵ Moreover, the global commitment on ending child marriage has been included in the Sustainable Development Goals (SDGs), specifically, the inclusion of Target 5.3 to end child marriage.¹⁶ This has significantly raised the profile of child marriage and provided the political traction to take action to end it.

1.2 UNFPA and UNICEF joint programme on child marriage

For UNFPA and UNICEF, child marriage is one of the corporate priorities, as reflected in their respective strategic plans for both 2014–2017 and 2018–2021.¹⁷ In January 2015, the two agencies initiated an inception phase to develop a global programme on child marriage, within the context of the United Nations reform agenda. 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, in accordance with the

¹³ Calimoutou, E., et al., 'Compendium of International and Legal Frameworks on Child Marriage (English)', Working Paper 109260, The World Bank, Washington, D.C., 2016; Girls Not Brides, 'Provisions of International and Regional Instruments Relevant to Protection from Child Marriage', <www.girlsnotbrides.org/wp-content/uploads/2015/03/Intl-and-Reg-Standards-for-Protection-from-Child-Marriage-By-ACPF-May-2013.pdf>, accessed 6 April 2019.

¹⁴ United Nations, 'Child, early and forced marriage', General Assembly Resolution A/RES/69/156, United Nations, New York, 22 January 2015.

¹⁵ United Nations, 'Child, early and forced marriage', General Assembly Resolution, A/RES/71/175, United Nations, New York, January 23, 2017.

¹⁶ Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation under Goal 5: Gender Equality, <sustainabledevelopment.un.org/topics/sustainabledevelopmentgoals>, accessed 22 April 2019.

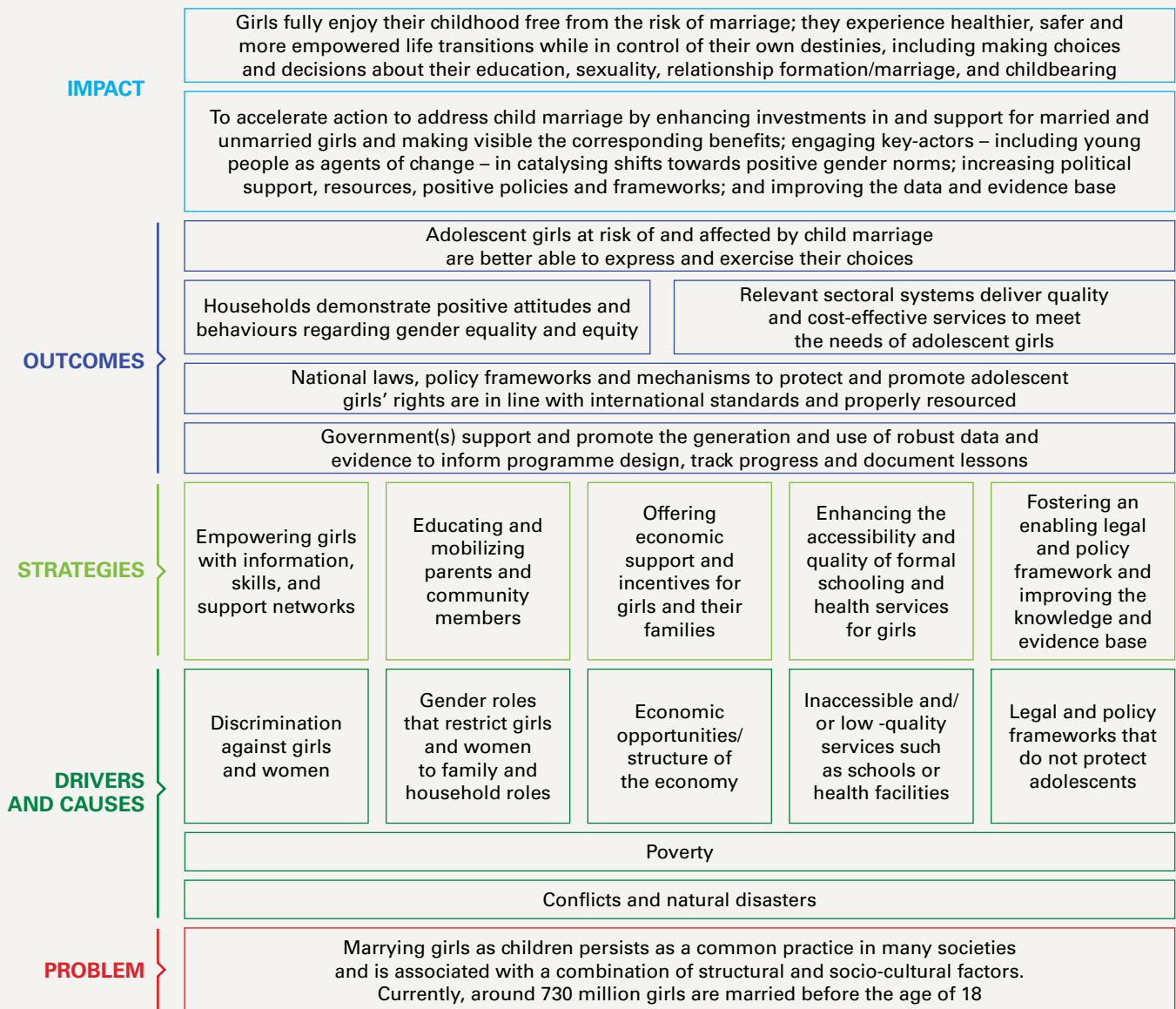
¹⁷ United Nations Children's Fund, 'Strategic Plan 2014–2017', UNICEF, New York, 2013; United Nations Children's Fund, 'Strategic Plan 2018–2021', UNICEF, New York, 2017; United Nations Population Fund, 'Strategic Plan 2014–2017', UNFPA, New York, 2013; United Nations Population Fund, 'Strategic Plan 2018–2021', UNFPA, New York, 2017.



Quadrennial Comprehensive Policy Review of United Nations operational activities for development. The programme approach and logic are articulated in the 'Report of the Inception Phase of the UNICEF-UNFPA Global Programme to Accelerate Action to End Child Marriage' and is illustrated in the theory of change below.

As illustrated in the theory of change, 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."

1.2.1 GPECM theory of change¹⁸



¹⁸ The information on the UNFPA-UNICEF Global Programme is taken from the programme inception report which includes detailed information on the programme.



The GPECM focuses on five key outcomes:

1. Adolescent girls at risk of and 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 GPECM recognizes that ending child marriage entails addressing over a period of 10 to 15 years the complex socio-cultural and structural factors underpinning the practice, and that the effort is very much anchored in the SDGs. In this view, the GPECM envisions change in three timeframes:

- The **initial phase** (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 behaviours and norms.

- 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.

Currently, the UNFPA-UNICEF GPECM is in its initial phase of implementation, which commenced on 1 January 2016 and will continue to 31 December 2019. This initial phase had an indicative four-year budget (2016–2019) estimated at US\$246.7 million with contributions from Canada,¹⁹ Italy, the Netherlands, the United Kingdom and the European Commission.

The first phase of implementation is aimed at targeting adolescent girls (ages 10–19) at risk of child marriage or already in union, particularly adolescent girls in the 12 programme countries, as outlined in the table below.

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, the Niger, Sierra Leone	Bangladesh, India, Nepal

¹⁹ Canada has funded two complementary projects with UNICEF and UNFPA to address the issue of child, early / forced marriage. These projects, while aligned, predate the GPECM.



1.2.2 Programme governance and architecture

The Joint Steering Committee, comprising the signatory agencies, donors and select programme country governments, provides overall oversight and strategic direction for the GPECM and holds the decision-making authority.

The Partners Advisory Group, consisting of United Nations agencies, donors and civil society organizations, provides specific advice to the GPECM on a range of issues.

At the Headquarters offices of UNFPA and UNICEF, the Global Programme Support Unit (GPSU) is tasked with planning, implementation and management of the programme at its various levels. Regional and country offices work closely with the GPSU to ensure a collaborative effort.

Drawing from both UNFPA and UNICEF technical experts, there are also technical advisory groups to advise on sector-specific aspects of country strategies around key annual milestones and work streams such as annual planning, evaluation and advocacy.

UNICEF, as the Administrative and Convening Agent, takes the lead and management of the GPSU. It is also responsible for the consolidated annual global narrative and financial report.

1.2.3 Evaluability assessment

The evaluation offices of UNFPA and UNICEF 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 January 2016 to August 2017. The evaluability assessment has been conducted with the purpose of determining the extent to which progress towards GPECM objectives can be readily and reliably measured, monitored and evaluated.

The evaluation will take into account key findings and conclusions from the evaluability assessment, including but not limited to the following:

- The programme's theory of change does not provide a comprehensive representation of the complexity of factors influencing child marriage (including female genital mutilation and teen pregnancy) nor does it demonstrate expected causality.
- The global results framework has significant limitations and needs a major revision in order to demonstrate desired results in social norm change.
- Monitoring and evaluation and reporting systems, which can measure social change, are being utilized in some countries; however they have not been rolled out and systematically used for all programme countries.
- Current administrative data provides a credible basis for future reviews/evaluations, including demographic health survey baselines for child marriage prevalence. There are however no baselines for knowledge, attitudes and perceptions of child marriage.

JOINT EVALUATION OF THE JOINT PROGRAMME

2.1 Rationale and purpose for the joint evaluation

The UNFPA-UNICEF GPECM has the potential to impact the lives of millions of vulnerable adolescent girls. Given its importance to reduce violations of children's rights, and taking into account the scale, the amount of investment and the complexity of the GPECM, an evaluation is warranted and essential for its effectiveness going forward. An evaluability assessment, conducted between April and September 2017, recommended an evaluation be conducted in 2018 for accountability and learning purposes.



The purpose of the evaluation is to support programme accountability for the results achieved and learning among key stakeholders at all levels. The evaluation will serve programming and management purposes as the initial learning phase of the programme is nearing its conclusion. In this view, the evaluation is expected to take stock and capture the changes the programme has gone through in this learning phase, to test the GPECM theory of change, to assess progress made in different country contexts, support learning among key stakeholders to inform current implementation, and feed into the potential next phase of the GPECM.

2.2 Objectives

The primary objectives of this evaluation are to independently assess progress towards and achievement of results of the GPECM, assess the management effectiveness of this complex co-managed programme, and recommend changes if appropriate, and assess programme efficiency, including components contributing towards assessing the value for money such as efficiency and economy. The evaluation will also help to improve programme implementation and management by identifying good practices and lessons learned from the first phase of its implementation.

The specific objectives are:

1. Assess results achieved against objectives of the UNFPA-UNICEF GPECM.
2. Assess the sustainability of the results achieved.
3. Assess the extent to which issues of human rights, cultural sensitivity, equity and gender equality have been taken into consideration in programme implementation.
4. Assess the efficiency of the implementation of the UNFPA-UNICEF GPECM.
5. Assess the effectiveness of the joint management modalities at global, regional and national levels.
6. Assess the extent of coordination with partners at the various levels of the programme (global, regional and Headquarters).
7. Identify lessons and distil good practices from the implementation of UNFPA-UNICEF GPECM.

2.3 Scope of the evaluation

The evaluation of the GPECM will cover the implementation of the programme during the period of 1 January 2016 to the time of the conduct of the evaluation starting in the third quarter of 2018 (preparatory phase) and is expected to conclude in the first quarter of 2019.

The evaluation scope will address all 12 countries under the GPECM, and all four programme levels (global, regional, national and community) and their interconnections. The evaluation will cover all activities planned and/or implemented during the period under evaluation. The evaluation will focus primarily on the progress towards achieving outputs and contributions to outcomes in the theory of change and results frameworks presented.

The evaluation will particularly focus on four distinct but related elements:

- 1. Take stock of programme achievement of results to date:** Assess whether results achieved demonstrate that the programme is on the right track to deliver the desired objectives. Assess to what degree results to date validate the programme logic in the theory of change.
- 2. Take stock and assess** the following: a) value added of joint programming in terms of contributing to the results as per the theory of change; b) human rights-based, equity, gender-responsive and culturally sensitive



programming; c) social norms and drivers of change; and d) working multi-sectorally in UNICEF/UNFPA and harnessing partner capabilities.

3. Assessment of the management of the

GPECM: a) effectiveness of joint management and implementation model between UNFPA and UNICEF and within each respective organization; b) secretariat functions and effective support to programme countries; c) role and effectiveness of regional offices; d) communication issues; e) value for money and economies attributed to joint strategic work and synergies between partners; and f) how the programme learns and integrates evidence in programming and implementation.

The evaluation will build on the findings and conclusions of the evaluability assessment and any other evaluation or review conducted under the programme.

2.4 Approach and methodology

2.4.1 Approach

The evaluation will utilize a theory-based approach taking into consideration GPECM planning documents, which reflect the intervention logic and the strategy that have guided the programme. The approach will be based on an analysis of the intended outcomes, outputs, activities and the contextual factors that may have influenced the implementation of the programme. Using a theory-based approach will allow the evaluation team to test the theory of change, i.e. investigate in detail the expected pathways of change, including the assumptions that underpin the causal chains and linkages between elements of the results chain in the programme's theory of change. The analysis of the programme's theory of change will

play a central role in the design of the evaluation, in the analysis of the data collected, in the reporting of findings, and in the development of conclusions and of relevant and practical recommendations.

The evaluation will be **transparent, inclusive and participatory, as well as gender- and human rights-responsive**. The evaluation will utilize mixed methods and draw on quantitative and qualitative data and methods of analysis. These complementary methods and collection of different sources of data will be deployed to ensure that the evaluation:

- Responds to the needs of users and their intended use of the evaluation results;
- Integrates gender and human rights principles throughout the evaluation process; and
- Triangulates the data collected to provide reliable information on the extent of results.

The evaluation will be conducted in a participatory manner and will be utilization-focused. It is intended to be inclusive, which means that throughout the process the UNFPA/UNICEF global, regional and country teams will be continuously involved through consultations.

Gender and human rights principles will be integrated into the design of the evaluation and throughout the evaluation process, including participation and consultation of key stakeholders (including beneficiaries/rights holders) to the extent possible. Data will be disaggregated by relevant criteria (wherever possible): age, gender, marginalized and vulnerable groups, etc. and gender analysis will be applied. The evaluation will follow the guidance on the integration of gender equality and human rights principles in the evaluation design, focus and process as established in the UNEG handbook, 'Integrating Human Rights and Gender Equality



in Evaluation – Towards UNEG Guidance’.²⁰ The evaluation will follow the UNEG Norms and Standards for Evaluation in the United Nations system and abide by UNEG Ethical Guidelines²¹ and the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis.²²

2.4.2 Evaluation questions

The evaluation will be informed by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Criteria (DAC) criteria of effectiveness, efficiency and sustainability, as well as other criteria relevant to the GPECM, such as ‘jointness’ and management.

The preliminary evaluation questions are articulated around the key objectives and scope of the exercise and further focus the evaluation criteria. Once the evaluation team acquires a clear understanding of the logic and rationale of the programme, as well as the extent of implementation of the programme, the team will further refine the evaluation questions and develop the evaluation matrix (template in the annexes) for this exercise during the inception phase, detailing all evaluation questions, assumptions to be assessed, indicators and sources of information. The potential usefulness and feasibility of each proposed evaluation question will be assessed in close collaboration with the Joint Evaluation Reference Group with a view to determining the final set of questions.

Indicative areas for investigation and preliminary evaluation questions are as follows:

Achievement of results

- To what extent has the GPECM achieved or is on track to achieving its planned results?
- To what extent were there unexpected results (positive or negative) when implementing the GPECM?
- To what extent are there sustainability considerations built into programme implementation?
- What have been supporting and constraining factors in terms of progress towards and achievement of results and why?
- To what extent has the programme been implemented following a human rights, gender equity and culturally-sensitive approach?
- To what extent has the programme ensured that those most left behind are reached?

GPECM joint governance and management

- To what extent is the joint governance structure and management structure effective at all levels of the GPECM to facilitate results and efficient delivery?
- To what extent has the programme made good use of human, financial and technical resources in pursuing the achievement of results?
- To what extent are the monitoring, reporting, financial and human resource management systems in place and working effectively?
- To what extent is learning from other components informing design and implementation of activities?

²⁰ United Nations Evaluation Group, ‘Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance’, UNEG, 2011, <www.uneval.org/document/detail/980>, accessed 24 April 2019.

²¹ United Nations Evaluation Group, ‘UNEG Ethical Guidelines’, UNEG, 2008, <www.unevaluation.org/document/detail/102>, accessed 24 April 2019.

²² United Nations Children’s Fund, ‘UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis’, UNICEF, 1 April 2015, <www.unicef.org/supply/files/ATTACHMENT_IV-UNICEF_Procedure_for_Ethical_Standards.PDF>, accessed 24 April 2019.



GPECM partnerships, coordination and value added

- To what extent has the GPECM had a catalytic effect²³ at the different levels (global, regional and country) and in the broader global community and national governments?
- To what extent has cooperation with the programme's implementing partners been efficient and effective?
- To what extent have complementary interventions contributed to reaching girls through multiple interventions?

Lessons learned: The evaluation will take stock of key lessons learned to inform programme implementation and the potential next phase of the GPECM.

2.4.3 Methodology

During the inception phase, the consultant team will design the evaluation methods and tools to answer the evaluation questions and to ensure the overall assessment is backed by credible and robust evidence. The methodological design to be developed will include an analytical framework; a strategy for collecting and analysing data; a series of specifically designed tools; and a detailed work plan that includes participation and consultation with relevant stakeholders. The main elements of the methods will be further developed during the inception phase in line with the agreed evaluation objectives and scope (including assumptions to be assessed, indicators, sources of data, data collection tools) and analytical framework.

Stakeholder analysis: At global, regional and country levels, a stakeholder analysis will be carried out to identify key stakeholders. This includes global partners, governments and other institutional entities, international

agencies, UNFPA and UNICEF staff involved in the planning, management and implementation of the programme and/or reducing early child marriage; the primary target groups/beneficiaries of the programme.

Evaluation matrix: To ensure that the collection and recording of data and information is done systematically, evaluators are required to set up and maintain an evaluation matrix. This matrix will help evaluators to consolidate in a structured manner all collected information corresponding to each evaluation question and to identify data gaps and collect outstanding information before the end of the field phase.

The evaluation matrix will play important but slightly varying roles throughout all stages of the evaluation process and therefore will require particular attention from the evaluators:

- During the inception phase, the evaluation matrix will be used to capture core aspects of the evaluation design: a) what will be evaluated (i.e. evaluation criteria, evaluation questions and related issues to be examined, or assumptions to be assessed); and b) how to evaluate (sources of information and methods and tools for data collection). In this way, the matrix will also help evaluators and the evaluation manager to check the feasibility of evaluation questions and the associated data collection strategies.
- During the data collection phase of the evaluation, the evaluation matrix will help evaluators to: a) approach the collection of information in a systematic, structured way; b) identify possible gaps in the evidence base of the evaluation; and c) compile and organize the data to prepare and facilitate the systematic analysis of all collected information.

²³ Catalytic effect: to cause things to happen or to increase the speed and or depth at which things happen.



- During the analysis and reporting phase, the evaluation matrix will help evaluators to conduct the analysis in a systematic and transparent way, by showing clear association between the evidence collected and the findings and conclusions derived on the basis of this evidence.
- During the dissemination phase, and the actual use of the evaluation, the evaluation matrix plays a key role in making sure that users of the report can understand how evaluators interpreted the available evidence to arrive at their findings on the performance of the programme, so that the findings are considered credible and valid.

Owing to the changing role and function of the evaluation matrix over the course of the evaluation, the matrix will need to serve as a series of working tools throughout the evaluation process. It is essential that the published version of the evaluation matrix is structured and formatted to facilitate the easy access of evaluation users to the evidence that supports the answer of each evaluation question.

2.4.4 Methods for data collection

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

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

The consultant team will also take into account other documentation produced by other donors, experts and international institutions and 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 for the finalization of the detailed evaluation methodology.

Semi-structured interviews with key informants and group discussions: Key stakeholders and staff from programme countries and global/regional advisors/experts will be interviewed during the evaluation. Interview protocols will be developed during the inception phase.

Online survey: The consultant team will assess programme results at global, regional and country levels. To that effect, each of the 12 programme countries, the regional and global structure at Headquarters will undergo an online survey. A questionnaire will be prepared and targeted to UNFPA, UNICEF and key stakeholders/partners. The inception report will contain the questionnaire and guidance on the online survey process.



Focus group discussions will be conducted in the countries visited. The initial protocols for focus group discussions will be developed during the inception phase and will be finalized when preparing the field visits. When organizing focus group discussions, attention will be given to ensure: gender balance, geographic distribution and cultural sensitivity, representation of population groups and representation of the stakeholders/duty bearers at all levels (policy/service providers/target groups/communities). The evaluation team must detail the characteristics of each sample: how it is selected, the rationale for the selection and the limitations of the sample for interpreting evaluation results.

Site visits and observation of joint programme implementation at national and community levels.

Country visits: The team will conduct visits to three programme countries to obtain an in-depth view of implementation at the country level, maximize the breadth and depth of insights into the evaluation questions and provide a deeper understanding and analysis of the range of contexts (social, normative, institutional and political) that the global programme is operating in and how it has responded to these varied contexts. The country visits are meant to investigate the design and implementation of the programme's interventions and the results achieved within the specific context of programme countries, at both the national and local (subnational) levels. Each case study shall rely on multiple sources and types of evidence (both quantitative and qualitative).

The selection of geographic studies will be based on the following:

- Countries with different levels of development/health indicators;
- Geographic spread across regions;
- Countries with humanitarian crises and development settings;
- 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 UNFPA and UNICEF programming is converging and where they are working separately; and
- Countries at different stages of programme implementation and funding levels.

Evaluators are expected to begin data collection for the country visits as part of their desk study, but will, in addition, have the opportunity to collect more primary and secondary data and information during the visits.

The country selection will be decided during the inception phase of the programme after selected interviews and the preliminary document review as well as consultations with key stakeholders of the programme. The country visit duration is expected to be five to seven days but will be dependent on the methods to be finalized in the inception phase. Data and information collected from the country visits will be analysed and documented in a detailed evaluation matrix.



The remaining nine programme countries will be subject to a desk review and remote semi-structured interviews. The desk-based review will serve two primary purposes: a) it will allow evaluators to cover a wider range of country contexts in their data collection and analysis, thus widening the basis for internally and externally valid findings, conclusions and recommendations resulting from the evaluation; and b) it will help evaluators to prepare for the country visits, particularly by allowing evaluators to compile and analyse available secondary information, and to start formulating more complete theoretical hypotheses that will inform the data collection during the field phase.

For the desk review and country visits, the same units of analysis should be examined to facilitate cross-case comparison and analysis of results. The design of the desk case studies should include the same components as that of the field-based case studies. Data and information collected from the desk review will be analysed and documented in a detailed evaluation matrix.

2.4.5 Methods for data analysis

The evaluation matrix will provide the guiding structure for data analysis for all components of the evaluation. The evaluation questions will be used to structure data analysis. The following methods of data analysis and synthesis are encouraged to be used:

Descriptive analysis: to identify and understand the contexts in which the joint programme has evolved, and to describe the types of interventions and other characteristics of the programme.

Content analysis: to analyse documents, interviews, group discussions and focus groups notes and qualitative data from the survey to identify emerging common trends, themes and patterns for each key evaluation question, at all levels of analysis. Content analysis can be used to highlight diverging views and opposing trends. The emerging issues and trends provide the basis for preliminary observations and evaluation findings.

Comparative analysis: to examine findings on specific themes or issues across different countries. It can be used to identify good practices, innovative approaches and lessons learned. This type of analysis allows for comparing findings emerging from the field visits and data collected through the survey.

Quantitative analysis: to interpret quantitative data, in particular data emerging from the survey, as well as from the joint programme annual reports, country-level studies and reports and financial data.

Contribution analysis: to assess the extent to which the joint programme contributed to expected results. The team is encouraged to gather evidence to confirm the validity of the theory of change in different contexts, and to identify any logical and information gaps that it contained; examine whether and what types of alternative explanations/reasons exist for noted changes; and test assumptions, examine influencing factors and identify alternative assumptions for each pathway of change.

Value for money analysis: to assess the framework for the measurement of value for money and information available.



2.5 The evaluation process

The evaluation will be conducted in five phases:

I. Preparatory phase

The evaluation offices of UNFPA and UNICEF lead the preparatory work in close collaboration with the Joint Global Programme Support Group and with technical teams. This phase includes:

- The constitution of a Joint Evaluation Management Group (EMG);
- The drafting, review and approval of terms of reference by the EMG;
- The initial document collection;
- The selection and recruitment of the independent external team; and
- The constitution of a reference group for the evaluation.

II. Inception phase

The inception phase will involve a briefing from the evaluation offices of UNFPA and UNICEF and the Joint Global Support Group as well as the Joint Evaluation Reference Group. It will also involve discussions with selected UNFPA and UNICEF staff at Headquarters, regional and country offices. The consultant team will conduct in-person or over the phone discussions/interviews with selected UNICEF staff at Headquarters, regional and country offices. The inception phase will require the consultant team to travel to New York.

The evaluation team will:

- Undertake a documentary review of all relevant documents available at Headquarters and at regional office and country office levels, as well as documentation from internal and external sources. The desk-based review will analyse the documents related

to the GPECM, 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 Joint Global Programme Support Group.²⁴

- Conduct broad background reading of completed evaluations and the recently conducted evaluability assessment of the programme.
- Undertake a stakeholder mapping to facilitate and illustrate the different (groups of) stakeholders relevant to the evaluation and their relationships to each other.
- Develop the evaluation design and methodological approach including data collection methods and tools and the analytical approach.
- Develop an evaluation matrix (evaluation questions, assumptions and indicators, sources of information and methods).
- Develop a concrete work plan for the data collection and reporting phases.
- Undertake a pilot mission to one of the programme countries to test the methodological approach.
- Produce a 20- to 25-page inception report which will be presented to the reference group in person in New York (template in annex). The inception report shall be considered final upon approval by the UNFPA and UNICEF evaluation offices.

III. Data collection and analysis phase

This phase will involve the continuation of an extensive desk review, global, regional and country level consultations and analysis of all collected data. Key informants include:

²⁴ An initial list of documents will be shared with the consultant team.



- Global Joint Programme Support Unit;
- Members of the governance structures of the GPECM;
- Regional and country office colleagues in UNICEF/UNFPA offices;
- National governments of programme countries;
- Other UNFPA and UNICEF sections as relevant (programme colleagues to indicate sections, due to the cross-cutting nature of the programme, technical working group);
- Strategic partners;
- Participating donors; and
- Beneficiaries.

The team will spend five to seven working days in each of the three case study countries, depending on the methodology elaborated at the inception phase. The team will have to complete and submit to the evaluation management team a pre-mission matrix reflecting the literature/desk review analysis for each evaluation question for the specific country visited ahead of the country visit.

At the end of each country visit, the evaluation team will provide the country offices with a debriefing with a view to validate preliminary findings and test considerations to feed into the joint evaluation report. For each country visit, the evaluation team will prepare an evidence table) of internal documents used to inform the evaluation report.

IV. Reporting phase

The reporting phase will open with a one-day validation workshop bringing together the evaluation team, the evaluation offices' evaluation managers and programme managers to discuss the results of the data collection phase including the case study findings. The evaluation team then proceeds with the drafting of the report.

The first draft of the evaluation report will be submitted to the EMG for comments. If the quality of the draft report is satisfactory (form and substance), the chair of the EMG will circulate it to the reference group members for review and comments. In the event that the quality is unsatisfactory, the evaluators will be required to produce a new version of the draft report.

On the basis of the comments expressed by the reference group, the evaluation team should make appropriate amendments. For all comments, the evaluation team will indicate in writing how they have responded (trail of comments). The final report should clearly account for the strength of the evidence on which findings are made so as to support the reliability and validity of the evaluation. The report should reflect a rigorous, methodical and thoughtful approach. Conclusions and recommendations need to be built on the findings of the evaluation. Conclusions need to clearly reference to the specific evaluation questions they have been derived from and recommendations need to reference the conclusions they are responding to.

Prior to the submission of the second draft final evaluation report, a one-day workshop will be organized with the evaluation team, evaluation managers and programme managers to review the findings, conclusions and recommendations.

The final report should clearly account for the strength of the evidence on which findings are made so as to support the reliability and validity of the evaluation. The report should reflect a rigorous, methodical and thoughtful approach. Conclusions and recommendations need to be built upon the findings of the evaluation.

The report is considered final once it is formally approved by the directors of both evaluation offices.



The final report will follow the structure as set out in the annexes.

V. Dissemination, follow-up and management response phase

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

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

In the dissemination and follow-up phases, programme management will jointly prepare a management response on the recommendations.

2.6 Governance and management of the evaluation

The evaluation will be conducted jointly and managed by the UNFPA and UNICEF evaluation offices. The EMG will be composed of one evaluation manager and one evaluation analyst from each evaluation office. The EMG is responsible for ensuring the quality and independence of the evaluation and to guarantee its alignment with the UNEG Norms and Standards and Ethical Guidelines.

Key roles and responsibilities of the EMG:

- To prepare and finalize the terms of reference after due consultation with the stakeholders;
- To lead the selection and hiring of the team of external consultants;
- To supervise and guide the consultant team in each step of the evaluation process;

- To review, provide substantive comments and approve the inception report, including the work plan, analytical framework and methodology;
- To review and provide substantive feedback on interim deliverables and draft/final evaluation reports;
- To quality assure the entire evaluation process;
- To recommend the final report for approval by the directors of the evaluation offices;
- To liaise with the Evaluation Reference Group and convene it during the inception stage and draft report stage; and
- To contribute to learning, knowledge sharing, the dissemination of the evaluation findings and follow-up on the joint management response.

The Joint Global Programme Support Group will facilitate access to information, data, stakeholders and to UNFPA and UNICEF staff at all levels. A focal point will be appointed for each agency at the global level to coordinate data collection and stakeholder access across the programme countries. Similarly, in each of the 12 programme countries, an evaluation focal point will be appointed to collect data and facilitate stakeholder access at the country level.

The Joint Evaluation Reference Group will support the evaluation at key moments of the process to ensure broad participation throughout 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 Evaluation Reference Group will consist of staff from Headquarters, the regional offices and external organizations who have a mix of expertise in evaluation and child marriage and other related areas as deemed relevant.



2.7 Timeframe and deliverables (indicative and subject to change)

Phases/deliverables	Dates
Preparatory phase	
Drafting of terms of reference Set up of Evaluation Reference Group Selection of team Document preparation	March–July 2018
Inception phase	
Briefing meetings	October 2018
Preliminary interviews on Skype and in person (visit to New York)	October 2018
Desk review report	October 2018
Draft inception report	October 2018
Final inception report	October 2018
Data collection and analysis phase	
Interviews (Headquarters and regional and country offices) on Skype and in person	October–November 2018
Online survey/questionnaire disseminated to all stakeholders	November 2018
In-country review meetings and country visits	October–November 2018
Validation and reporting phase	
Draft evaluation report	January 2019
Validation meetings, Skype and in-person (visit to New York)	January 2019
Final evaluation report	February 2019

2.8 Deliverables

Expected deliverables include the following:

1. **An inception report** (maximum 20–25 pages): following an initial desk review, which outlines the scope, methods and chapter plan for the final evaluation including instruments for interviews, the survey, a work plan and a completed evaluation matrix;
2. **A desk review report** (maximum 30 pages);
3. **PowerPoint presentation of the findings of the evaluation;**
4. **An online survey;**
5. **A draft evaluation report** (maximum 60 pages including the executive summary and excluding annexes);
6. **A final evaluation report** based on comments received on the draft report/s and an executive summary to be submitted to the joint EMG; and
7. **A PowerPoint presentation and up to three facilitated participatory debriefings/workshops with key stakeholders:**²⁵ A summary of key findings and conclusions prepared towards the end of the evaluation and submitted before the stakeholder validation workshop (10–15 slides).

The inception report and draft evaluation report will be shared with the Evaluation Reference Group and programme country and regional offices for feedback.

²⁵ The precise number of debriefings/workshops suggested should be included in the inception report.



The consulting team will refine the proposed timeframe and expected products in the inception report. The EMG reserves the right to ensure the quality of products submitted by the external evaluation team and will request revisions until the product meets the quality standards as expressed by the EMG.

2.9 Team composition and consultant profile

This evaluation is to be carried out by highly qualified consultants including an evaluation and a thematic expert as well as a research/data analyst. The external team members will not have been involved in the design, implementation or monitoring of the UNFPA-UNICEF GPECM during the period under review, nor will they have other conflict of interest or bias on the subject.

The team must also demonstrate a clear understanding of the United Nations system and ensure that the evaluation is conducted in line with the UNEG Norms and Standards for Evaluation in the United Nations system and abides by UNEG Ethical Guidelines and Code of Conduct as well as any other relevant ethical codes or UNEG guidelines. UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation should also be reflected throughout the evaluation.²⁶

The team is expected to be composed of three internationally recruited core members.

a. Team leader/evaluation expert (90 days)

The team leader must have an extensive experience in leading evaluations or programmes of a similar complexity and character, as well as technical expertise in areas related to child

marriage, education, adolescent health, gender equality and women's empowerment, human rights, behaviour and social change.

His/her primary responsibilities will be:

- Conducting and leading the evaluation in all its phases and managing the inputs of the other team members throughout the exercise;
- Setting out the methodological approach;
- Undertaking country visits;
- Reviewing and consolidating the team members' inputs to the evaluation deliverables;
- Liaising with the UNICEF/UNFPA EMG representing the evaluation team in meetings with stakeholders; and
- Delivering the inception reports and evaluation report (country case study notes) in line with the requested quality standards.

Minimum qualification required:

- Master's degree in development studies, sociology, economics, social studies, international relations or other related field;
- 10 to 15 years of experience conducting evaluations in relevant thematic areas such as adolescents and youth, child marriage, child protection, gender equality and education;
- Experience working with United Nations agencies, particularly UNFPA and UNICEF;
- Awareness of ethical risks in programming around sensitive issues, both in programme delivery and in all aspects of monitoring and evaluation;

²⁶ United Nations Evaluation Group, 'Document Library', UNEG, <www.unevaluation.org/document/guidance-documents>, accessed 22 April 2019.



- Proven skills in evaluation methodology and mixed methods approaches, including quantitative and qualitative data collection and analysis techniques;
 - Demonstrated expertise/experience in developing results frameworks, tools or guides for monitoring and evaluation;
 - Demonstrable experience of ensuring a human rights-based approach to evaluation;
 - Be fully acquainted with results-based management orientation and practices;
 - Excellent report writing skills, analytical skills and computer skills;
 - Excellent command in written and spoken English and preferably French and/or Portuguese; and
 - Experience leading teams.
- 10 to 15 years of experience in relevant thematic areas such as adolescents and youth, child marriage, child protection, health, gender equality and education;
 - Experience working with United Nations agencies, particularly UNFPA and UNICEF;
 - Experience in participating in programme evaluations on relevant areas;
 - Understanding of ethical issues and approaches to informed consent with regards to collecting information on child marriage;
 - Excellent analytical, communication and drafting writing skills in English;
 - Fluency in French and or Portuguese will be required;
 - Proven skills in social and behaviour change programming; and
 - Extensive experience in women's human rights and gender equality, with a specific focus on social norm change.

b. Senior thematic expert (75 days)

The senior thematic expert must have knowledge of and expertise in the following areas: harmful practices and social norms; child marriage; human rights, including specifically gender equality and the rights of women; education; and sexual and reproductive health. He/she should have a strong ability to interact with a wide range of stakeholders, particularly on issues that are quite sensitive. His/her primary responsibilities will be:

- Contributing to the design of the methodological approach;
- Contributing to the inception and final reports in line with the requested quality standards;
- Undertaking country visits; and
- Providing quality inputs to all deliverables.

Minimum qualification required:

- Master's degree in development studies, health, sociology, economics, social studies, international relations or other related field;

c. One international research/data analyst consultant/team member (40 days)

The data/research analyst will support the team leader and thematic expert in data collection, undertaking an in-depth documentary review and preparing inputs to the evaluation report deliverables.

In close cooperation, and under the supervision of the team leader, the data/research analyst is expected to:

- Conduct the data collection and assemble relevant data and information;
- Conduct interviews as required;
- Undertake desk review of data sources and materials relevant to the independent evaluation and undertake analysis; and
- Prepare matrices and other formats required for systematic analysis and synthesis of the material reviewed.



The data/research analyst will have the following qualifications:

- A university degree in one of social sciences or in evaluation, statistics or research methods;
 - At least 10 years of experience with international development assistance;
 - Research or evaluation experience in gender evaluations and gender analysis;
 - Understanding of gender equality and the empowerment of girls and women, equity and child rights as an area of policy and practice;
 - Excellent analytical, writing and communication skills (English and at least working knowledge of French and/or other United Nations languages); and
 - Experience with literature/document search and analysis.
- The third level of quality assurance of the evaluation report will be conducted by the Evaluation Reference Group, notably to verify accuracy of facts presented and validity of interpretations of evidence;
 - The directors of the evaluation offices of UNFPA and UNICEF maintain an oversight and quality assurance of the final evaluation report. The final report will be subject to a quality assessment by an external evaluation company.

QUALITY ASSURANCE

This evaluation will follow and be subject to the UNEG Norms and Standards and Good Practices of the international evaluation community. Quality of deliverables should follow UNEG guidelines.

Specifically, levels of quality assurance will include:

- The first level of quality assurance of all evaluation deliverables (including drafts) will be conducted by the lead evaluator prior to submitting the deliverables for the review of the evaluation management group;
- The second level of quality assurance of the evaluation deliverables will be conducted by the EMG;