

Final Report

UNICEF Sierra Leone Country Office

Evaluability Assessment of UNICEF Sierra
Leone Country Programme (2020-2023)

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ACRONYMS

C4D	Communication for Development
CHIS	Child Health Information System
CLTS	Community-led Total Sanitation
CSO	Civil Society Organization
CO	Country Office
COVID	Corona Virus Disease
CP	Country Programme
CPD	Country Programme Document
CPE	Country Programme Evaluation
DHS	Demographic and Health Surveys
EA	Evaluability Assessment
ECD	Early Childhood Development
EMIS	Education Management Information System
EPSP	Evidence, Policy and Social Protection
HMIS	Health Information Management System
IYCF	Infant and Young Child Feeding
MHM	Menstrual Health Management
MICS	Multiple Indicator Cluster Surveys
MOHS	Ministry of Health and Sanitation
MSWGCA	Ministry of Social Welfare, Gender and Children’s Affairs
OEC-DAC	Organisation for Economic Co-operation and Development
PSN	Programme Strategy Note
RAM	Results Assessment Module
SMART	Specific, Measurable, Actionable, Realistic, and Timebound
UNICEF	United Nations International Children’s Fund
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

EXECUTIVE SUMMARY

This evaluability assessment examined how well and to what extent the UNICEF Country Programme of Cooperation with the Government of Sierra Leone was set up to be evaluated in the future. The purpose of this EA was threefold: (1) to improve the measurability and coherence of the ongoing CP as well as its level of risk management and to provide actionable recommendations for strengthening risk informed programming; (2) to strengthen the links amongst the five CP outcome areas and to provide recommendations for convergence in programme implementation, monitoring and evaluation; and (3) to provide recommendations for the CP thematic evaluation.

The approach of this EA was participatory and supportive of strengthening evaluation capacity among the participants, especially as it applies to programme convergence and risk monitoring and evaluation. The EA was executed primarily through qualitative methods, including a review of approximately 25 documents, such as the Country Programme Document and Costed Evaluation Plan, Programme Strategy Notes; and key informant interviews and/or focus group with 33 participants, including UNICEF staff members and Government partners.

The main finding is that the Country Programme is evaluable after strategic adjustments to the theory of change to include UNICEF's contributions, minor changes to the various measurement frameworks, and updating of PSNs to reflect operational realities are addressed. Overall the Country Programme requires greater clarity on what is meant by risk-informed programming and how it is monitored and evaluated. The intended results may not be achieved given the shift in Government priorities to address COVID, and because of lack of sufficient internal human and financial resources for programme implementation. In addition, the ability to evaluate programme convergence is nascent at this time and is still emerging in practice. Thus, the CP evaluation would benefit from a formative evaluation design to assess programme synergies in greater detail, what is working or not working, and lessons learned.

INTRODUCTION

CONTEXT OF THE EVALUABILITY ASSESSMENT

An evaluability assessment (EA) is an analytical and practical exercise to determine the overall readiness of an intervention to be evaluated. In this case, the intervention to be evaluated is the [UNICEF Sierra Leone Country Programme \(2020-2023\)](#). The new Country Programme (CP) identifies UNICEF support to the Government of Sierra Leone and its planned contributions for improving children's well-being across five programmatic areas: 1) Health, Nutrition & HIV; 2) Education; 3) Water, Sanitation and Hygiene (WASH); 4) Child Protection; and 5) Social Policy.

The vision of the CP is that *“more children and women in Sierra Leone, particularly the most deprived, will have increased access to inclusive quality health, nutrition, WASH, education and child and social protection services.”* To realize this vision, UNICEF aims to shift its overall focus from service delivery to emphasizing multisectoral approaches and systems strengthening. This will be accomplished, among other strategies, by supporting local government authorities to plan and implement evidence-based multisectoral plans. There is also an explicit interest in programmatic convergence by scaling integrated services in early childhood development, adolescent development and parenting programmes. Thus, the CP is guided by a multisectoral and life-cycle approach to programming, focusing upon the entire spectrum of systems and services that support early childhood and adolescent development, as well as their potential synergistic effects for realizing children's rights and the Sustainable Development Goals. These goals are ambitious given the high percentage of children under the age of 19 in Sierra Leone (53.1%), the large percentage of children living in poverty (77%), the ongoing effects of climate change, and the COVID-19 global pandemic.¹

Evaluability assessments are particularly useful when no precedent exists, or when new programming approaches are being planned in uncertain contexts. From an initial review of documents, the strategies for multisectoral programming and the potential synergistic outputs and outcomes are not yet explicit in the Country Programme theory of change or results matrix. In addition, the risks and assumptions behind the theory of change should be revisited in light of the short-term and longer-term impacts of the global pandemic, which did not exist when the CP was developed. Thus, an EA is warranted at this time because the UNICEF Sierra Leone Country Office is embarking on a new vision for collective impact in a rapidly evolving context that requires a coordinated humanitarian response. The ability of the CO to adjust strategies as the context evolves along the development-humanitarian continuum, and to monitor and evaluate the added benefits of multisectoral programming will become more important given the projected economic downturn and negative social impacts of the pandemic.

PURPOSE OF THE EVALUABILITY ASSESSMENT

According to the Terms of Reference, the purpose of this EA was threefold: (1) to improve the measurability and coherence of the ongoing CP as well as its level of risk management and to provide actionable recommendations for strengthening risk informed programming; (2) to strengthen the links amongst the five CP outcome areas and to provide recommendations for convergence in programme implementation, monitoring and evaluation; and (3) to provide recommendations for the CP thematic evaluation.

¹ UNICEF Sierra Leone Country Programme Document, 2020-2023, prepared in 2019; accessed at: https://sites.unicef.org/about/execboard/files/2019-PL10-Sierra_Leone_CPD-EN-ODS.pdf

The participatory approach used during this EA and the findings of the assessment will benefit all programme sections in the Sierra Leone Country Office in refining the monitoring and evaluation frameworks for their respective Strategy Notes. In addition, the EA will contribute to defining opportunities for programming convergence for the overall CP, expanding upon what has already been identified to include potential synergistic strategies, outputs, outcomes and impacts. Thus, the EA was a forward-looking exercise, intended primarily to help UNICEF management and programme experts to refine their strategies, and to provide guidance to clarify ambiguities in the monitoring and evaluation framework for the CP. However, the EA may also be useful for Government partners in refining national monitoring and evaluation approaches.

EVALUABILITY ASSESSMENT SCOPE AND LIMITATIONS

The EA focused on the evaluability of UNICEF's Country Programme 2020-2023, which includes an assessment of each programme area theory of change, results frameworks, and monitoring systems. However, there are a number of limitations to the evaluability assessment that are important to consider. First, assessing evaluability requires sufficient strategic documentation and data to assess programme coherence, relevance, data requirements and management procedures. An initial document review revealed that certain elements of the CP theory of change are not explicit and are nascent in development. In particular, the CP does not provide clear codification of programme convergence in the theory of change, but the CP and Programme Strategy notes do identify entry points for collective impact that need to be validated with relevant programme specialists. Second, given conditions for field work are not optimal during the global pandemic, alternative approaches to gathering the information are required through virtual focus groups or interviews. Thus, it was not possible to implement field observations or other methods that would provide adequate triangulation on the information being reported by UNICEF and government partners. Thus, the status of data availability should be viewed with this limitation in mind.

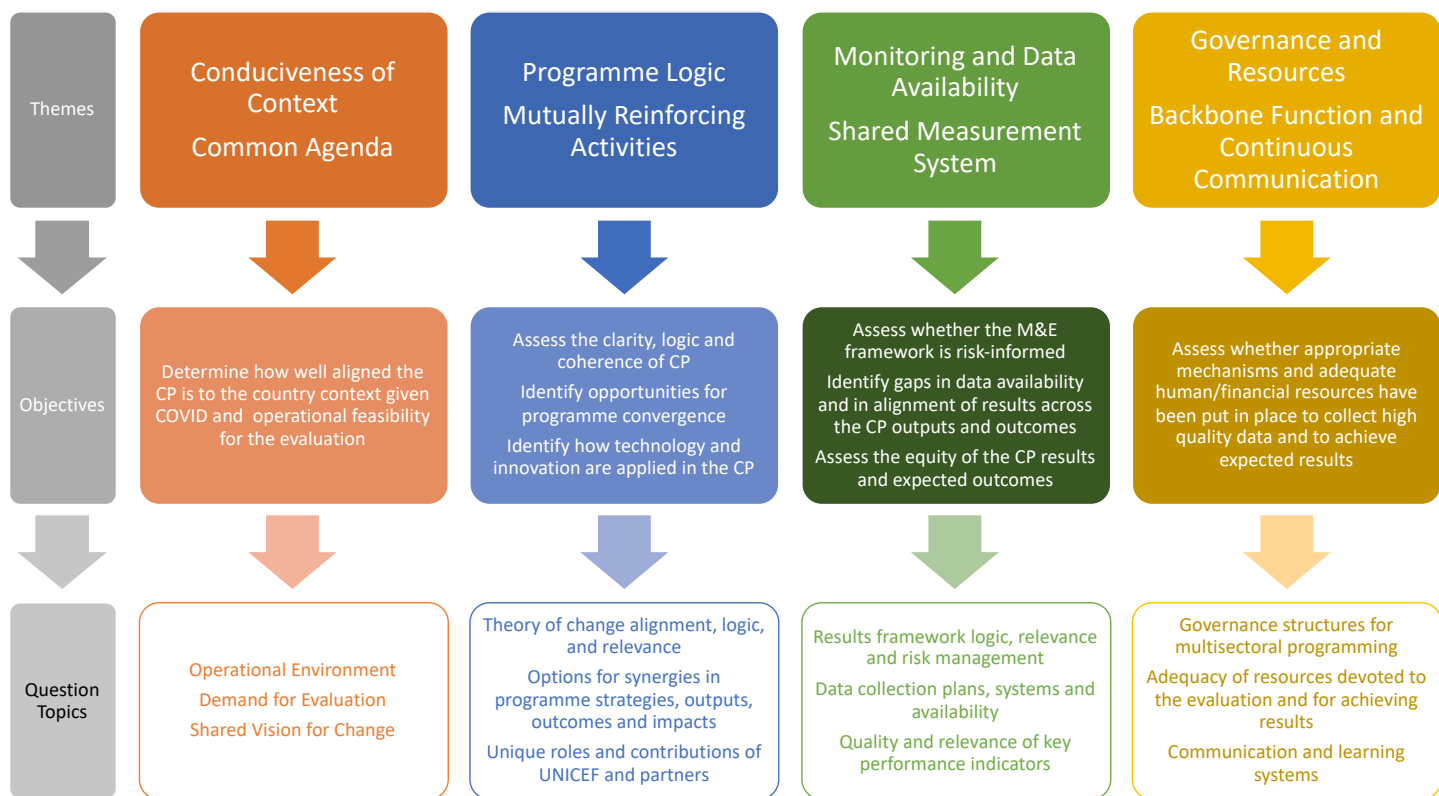
EVALUABILITY ASSESSMENT THEMES, OBJECTIVES AND QUESTIONS

Per the Terms of Reference, this EA examined a variety of themes, pursued a verify of objectives and was centered around some key questions, with the aim to assess the readiness of the technical and strategic elements/components of the Country Programme to be evaluated. An overview of the evaluability assessment themes, objectives and question topics are provided in Figure 1 (see Annex A for a detailed overview of the Evaluability Assessment Framework). The overarching question for this EA was: *How well and to what extent is the CP set up to be evaluated in the future?*

The core evaluability themes include: (i) conduciveness of context, (ii) programme coherence, (iii) monitoring and data availability, and (iv) governance and resources. In parallel, due to the interest in programme convergence, the EA will also examine themes associated **collective impact**, which are initiatives that rely upon multiple actors who commit to a common agenda for solving complex social and environmental issues. Programme convergence within collective impact initiatives can occur geographically, such as in the targeted delivery of multiple services within specific communities; or thematically, such as a focus on the empowerment of adolescent girls through multisectoral programming efforts. Research indicates there are five foundational conditions for collective impact initiatives to be effective in practice; these conditions represent additional themes for the assessment.²

Figure 1: Evaluability Assessment Framework

² Preskill, H., Parkhurst, M., Juster, J. 2014. [Guide to Evaluating Collective Impact: Learning and Evaluation in the Collective Impact Context](#), published by the Collective Impact Forum and FSG.



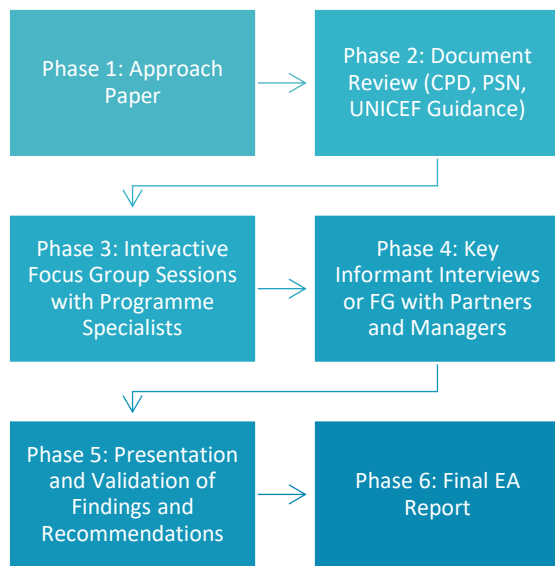
First, there must be a (i) **common agenda** or a shared vision for change, including a common understanding of the problem and a joint approach to solving it through agreed upon actions. Second, there must be (ii) **mutually reinforcing activities**, or differentiated stakeholder activities that are coordinated and synergistic through a mutually reinforcing plan of action. Third, there must be a (iii) **shared measurement system**, or an agreement upon what to measure and how in order to ensure the efforts remain aligned, as well as for continuous learning, improvement and accountability. Fourth, there should be an organization/partner/sector/actor who provides a (iv) **backbone function**, or dedicated programme staff with the necessary skills to coordinate partner organizations and agencies. Finally, there must be (v) **continuous communication** across the multiple actors to build trust, to transparently confirm that mutual objectives are being met, and to maintain motivation.

EVALUABILITY ASSESSMENT METHODS AND PARTICIPANTS

The overall approach of this EA was participatory and supportive of strengthening evaluation capacity among the participants, especially as it applies to programme convergence and risk monitoring and evaluation. The EA will be executed in six phases primarily through qualitative methods, including document review; and key informant interviews and/or focus groups (see Figure 2).

Document Review: The review of documents included approximately 25 data sources, ciliate background documents, such as the Mid-Term National Development Plan, UNICEF Sierra Leone Country Programme Document (2020-2023), as well as monitoring and evaluation documents, such as the Programme Strategy Notes, the CPD Costed Evaluation Plan, Theories of Change and Results Frameworks (see Annex B).

Figure 2: Evaluability Assessment Process



Programme Specific Focus Group Sessions: A total of six focus group sessions with 21 UNICEF staff members were conducted with each programme section and with the Field Offices (see Table 1 and Annex C). These focus groups: (1) provided an overview of the evaluability assessment objectives and uses to ensure a common understanding of the process; (2) enabled a group discussion of the existing theory of change, results framework and data requirements with a view to strengthening the logic and coherence of programme monitoring and evaluation; (3) enabled a group discussion on opportunities for programme convergence (geographic and/or thematic) for potential synergistic actions and impacts; (4) enabled a group discussion about the current operational environment and ways to strengthen risk monitoring and evaluation; (5) facilitated a brainstorm of important themes for the planned CP evaluation; and (6) provided an opportunity to address any gaps or misunderstandings.

Key Informant Interviews/Focus Groups: A total of 3 key informant interviews were conducted with UNICEF managers and cross-cutting specialists (see Table 1 and Annex C). Four focus group discussions and one key informant interview were conducted with government partners, including a total of nine ministry representatives. The focus of the conversations varied by partner, but included an opportunity to discuss the level of buy-in for multisectoral programming and the planned CP evaluation, the resources and capacities to execute the evaluation in the current operational environment, and ways of strengthening the availability of real-time data and for remote communication platforms that are required for effective multisectoral programming.

Table 1: Overview of Evaluation Participants

Participant Type	Method	Number of Participants
Child Protection Programme Staff	Focus Group	3
WASH Programme Staff	Focus Group	2
Health and Nutrition Programme Staff	Focus Group	5
Evidence, Policy and Social Protection Programme Staff	Focus Group	2
Education Programme Staff	Focus Group	7
Chiefs of Field Offices	Focus Group	2
Deputy Representative	Key Informant Interview	1

Participant Type	Method	Number of Participants
Chief, Planning & Monitoring	Key Informant Interview	1
Technology for Development Specialist	Key Informant Interview	1
Government Partners <i>(2 Child Protection, 2 Education, 2 WASH, 2 Health, 1 EPSP)</i>	Focus Group Key Informant Interview	9
Total Participants		33

EVALUABILITY ASSESSMENT CRITERIA

Each theme and its associated set of questions was assessed using pre-determined qualitative rankings from nascent to advanced, which are guided by [OEC-DAC evaluation criteria](#) and various corporate documents that specify the criteria for Country Programme Evaluations and Risk-Informed Monitoring and Evaluation (see Annex D). In particular, the EA explored criteria that are considered important for Country Programme Evaluations, as outlined in the Evaluation Office Guidance for this type of evaluation.³ These criteria are mapped onto the EA Framework (see Annex A) and include the following potential areas of focus for the planned evaluation:

- **Relevance** to national priorities; to UNICEF’s mandate of advancing the realization of the rights of all children; to the current country context; rigor of design for the context (including changes in context); capacity to adapt to changes in context;
- **Effectiveness**: achievement of country programme results; explanatory factors for their achievement (or not); application of UNICEF’s Change Strategies and their effects at the system level; unexpected or unintended outcomes, whether positive or negative;
- **Coherence**: policy coherence with key international commitments including gender equality and women’s empowerment, equity for children, and the human rights-based approach; strategic positioning and UNICEF’s comparative advantage over other development actors to deliver expected results (i.e. application of programme strategies); added value of UNICEF’s programme to UNSDCF results and results of other development actors; UNICEF’s coordination and convening role, within the UN, with government sectors and donors.
- **Connectedness** of humanitarian interventions to the broader development context;
- **Extent of Coverage** of affected groups; and
- **Coordination** with other stakeholders.

The level of risk informed programming will be assessed against UNICEF’s guidance on the Monitoring of Risk and Risk-Informed Programmes, GRIP Modules 3 and 4, as well as the Sendai Framework on the management of risks due to natural disaster. In particular, the EA will examine:

- the extent to which the CP theory of change and measurement framework are adjustable and adaptable to changes in the operating environment to ensure children, families and systems are more resilient to the impacts of shocks and stresses (such as through monitoring risks over time);
- the extent to which the CP theory of change and measurement framework incorporate strategies, outputs and/or outcomes that bridge the humanitarian-development divide (such as through strengthening systems for real-time monitoring, or by building national capacity to reduce risk); and
- the extent to which community and systemic resilience dimensions are considered in the CP theory of change and measurement framework, including: (i) community capacity to prevent and/or mitigate the effects of external shocks, stresses, crises; (ii) capacity of service delivery agents (e.g. health, education) to provide continued

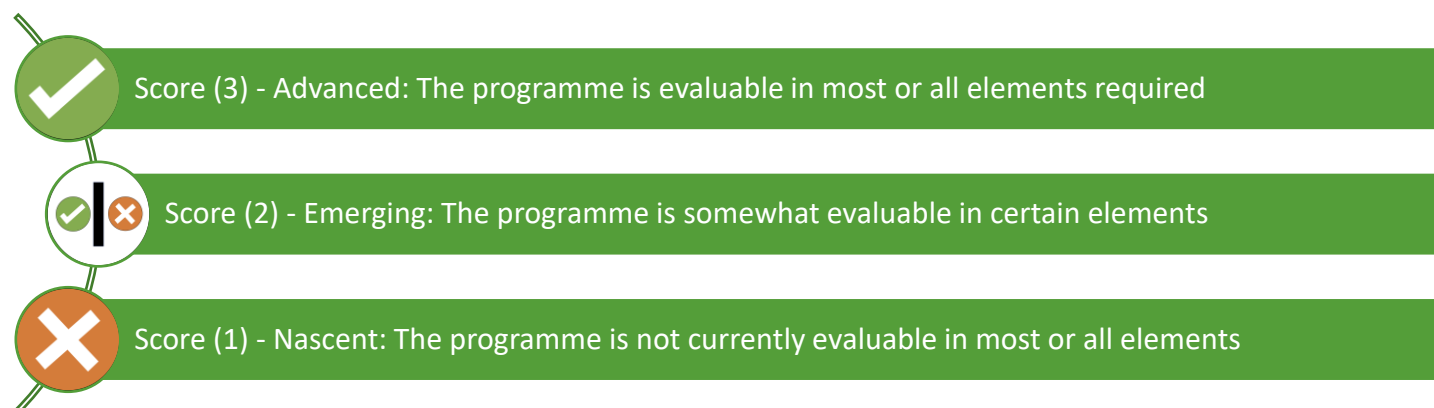
³ Planning Country Programme Evaluations, 2020 Summary Guidance, UNICEF Evaluation Office

essential services during or despite external shocks, stresses, crises; capacity of individuals, including the most marginalized, to have access and use basic essential services during or despite external shocks, stresses, crises.

EVALUABILITY ASSESSMENT FINDINGS

In this section of the report, the overall evaluability of the country programme is provided, followed by an in-depth assessment of the evaluability of the child protection, health and nutrition, education, WASH and evidence, policy and social protection programmes. The reader should keep in mind the evaluability assessment scores that are summarized in Figure 3 when reviewing the results. These scores represent a qualitative and summative 3-point scale for each monitoring and evaluation element under investigation. The scores summarize the overall logic of the assessment criteria (see detailed assessment criteria in Annex D). A score of 1 means that substantial work is required to improve the evaluability of a specific monitoring and evaluation element (i.e., nascent in development); a score of a 2 means that some monitoring and evaluation elements of the programme are evaluability, but more work is required to fill gaps (i.e., emerging in development); whereas a score of a 3 means the programme is evaluable in most or all of the required monitoring and evaluation elements (i.e., advanced in development).

Figure 3: Evaluability Assessment Scores

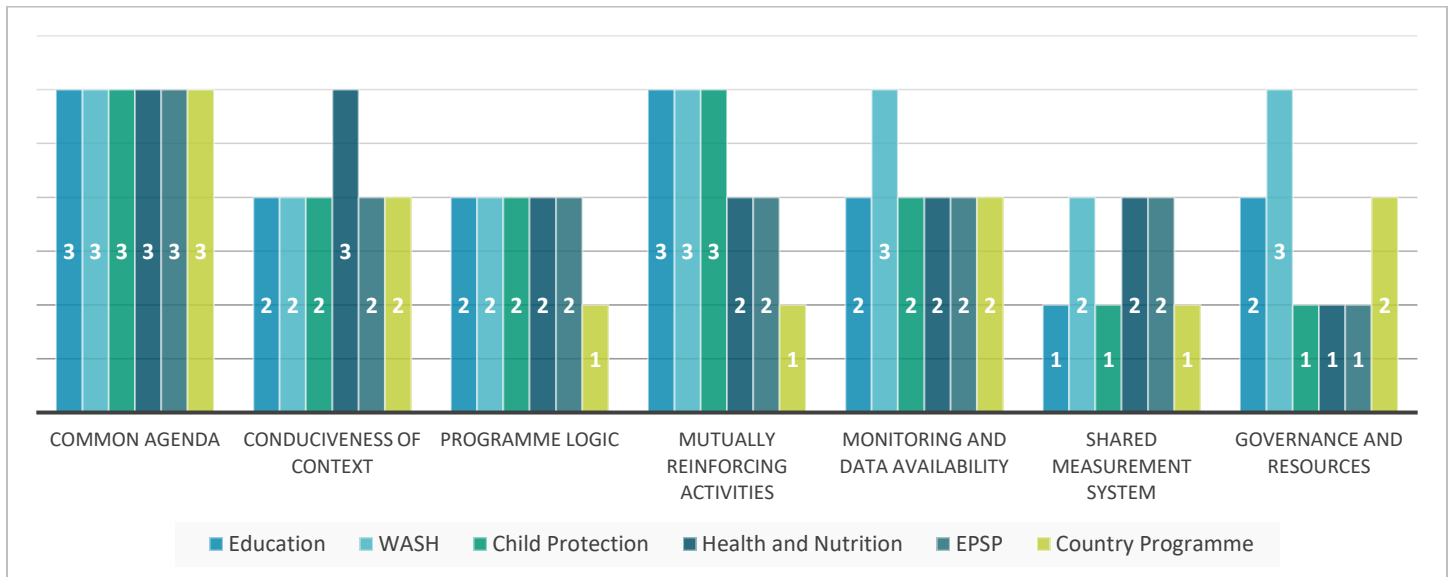


COUNTRY PROGRAMME EVALUABILITY

The evaluability of the country programme is strongly associated with the evaluability of the sectoral and cross-cutting programmes (Figure 4). The country programme is advanced in identifying a common agenda for realizing children's rights in Sierra Leone. There are strengths and weaknesses in the Country Programme evaluability as it relates to the conduciveness of the context, and monitoring and data availability.

Substantial work is required to identify and clarify the overall Country Programme logic, mutually reinforcing activities across the programmes and to develop a shared measurement system that captures programme convergence. Currently the Country Programme reflects standard UNICEF indicators as strongly encouraged by the organization that are sectoral in nature; however, there are two shared global measures for ECD that should be considered because they reflect synergistic outcomes for parents and young children. Such indicators could potentially be added as 'additional indicators' or monitored outside the organization's Results Assessment Module (RAM). Governance structures and human and financial resources are insufficient for achieving results in many programmes, with the exception of WASH and Education. Governance and communication structures and human and financial resources are also insufficient for multisectoral programme planning, management, monitoring and evaluation.

Figure 4: Overview of the results



1=nascent, 2=emerging, 3=advanced; See Annex D for detailed rubrics of each score

COMMON AGENDA

The objective of the country programme is that more children and women in Sierra Leone, particularly the most deprived, will have increased access to inclusive quality health, nutrition, WASH, education and child and social protection services. UNICEF staff members and partners from various sectors have a shared understanding of the child rights issues in the country and common approach to solving them. There is high demand for the planned CP evaluation among all partners, and the vision for the evaluation is realistic in the current operational environment. This means that there is buy-in among partners to participate in the evaluation, to provide data for the evaluation, and that remote methods can be utilized if required given the global pandemic.

CONDUCTIVENESS OF CONTEXT

There is programme alignment with national priorities; and the current country context and situation of children has been addressed to some extent. However, more work needs to be done with UNICEF and national partners to build their capacity to adapt to an evolving context and to reach the most marginalized children. COVID response has impacted all programmes, including changes in programme strategies, resource allocation and in slowing down the achievement of results for children. Some sections were able to adapt quickly to the COVID emergency based upon lessons from Ebola. For example, the health and nutrition section was exceptional in bridging the humanitarian development divide. However, some results may not be reached in light of the pandemic, including in child protection and education.

PROGRAMME LOGIC

There is no explicit theory of change diagram for the Country Programme, only a paragraph of text with a limited articulation of risks and assumptions. The logic from the inputs to outputs to outcomes is unclear, which makes it difficult to determine if the country context and the problems facing children are being sufficiently addressed. While cross-cutting themes such as gender-responsive programming and technology for innovation are mentioned, their connections with the Country Programme and how they fit into the logic of programming requires further articulation and strengthening. Connections between humanitarian and development strategies are not sufficiently articulated.

MUTUALLY REINFORCING ACTIVITIES

Opportunities for programme convergence have been identified to some extent in the text of the Country Programme Document (CPD), but more information is required to understand how certain activities fit together towards a common agenda. UNICEF's comparative advantage is identified in these activities, but the roles and contributions of UNICEF and its partners require clarity. The theory of change does not identify synergies in programme strategies, outputs, outcomes and impacts in the areas of early childhood development, adolescent development and parenting programmes.

MONITORING AND DATA AVAILABILITY

The results framework is somewhat coherent or logical, but more work is required to clearly articulate some of the indicators for specific programmes. Key assumptions, risks and mitigation strategies have been specified to some extent in the results framework, but gaps remain. The results statements and the results framework require strengthening to sufficiently address equity considerations to programming and gender-responsiveness. Key performance indicators require additional work to ensure they are SMART (Specific Measurable Actionable Realistic and Timebound). A challenge in this regard is that most indicators are standard RAM indicators which are defined at the global level and hence cannot be amended by the Country Office. To aid common understanding, the indicator definitions should be attached to the Programme Strategy Notes. Baselines and targets are available for some of the Country Programme indicators, but the data requirements and the availability of information to measure results requires elaboration and strengthening.

SHARED MEASUREMENT SYSTEM

Synergistic indicators have not been explicitly identified across programme areas in the Country Programme, although some suggestions are provided in this report and within specific Programme Strategy Notes. For example, multigenerational poverty, which is a measure associated with the EPSP programme results framework, represents a shared indicator. UNICEF staff and partners may not have the capacity to provide data for monitoring and evaluation as it applies to programme convergence, although steps are being taken to improve national data collection systems that would support geographic programme convergence through technology for development programming. The Country Programme does not have a sufficient monitoring system to gather and systematize the information for programme convergence with defined responsibilities, sources and periodicity. At this time, there is no viable plan across programmatic areas to generate evidence to fill specific data gaps if needed.

GOVERNANCE AND RESOURCES

There are insufficient human and financial resources for achieving the intended results, including for multisectoral management. The financial resources set aside for evaluation and the CP Costed Evaluation Plan are not realistic or sufficient. The adequacy of resources to achieve the CP intended results require strengthening, especially for the child

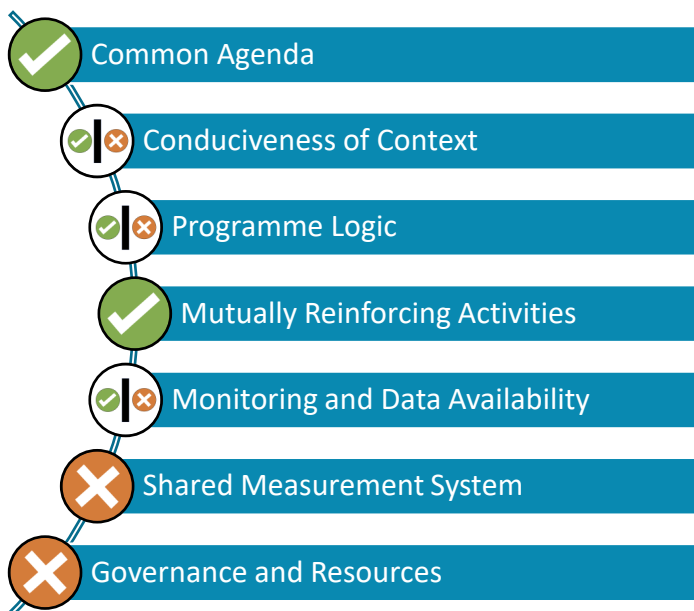
protection and EPSP programmes. There are some transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned for improvement internally and externally, and across all sectors. However, more work is required to strengthen communication in the current operating environment given disruptions in access to the Internet and as it applies to programme convergence planning, monitoring and evaluation.

PROGRAMME EVALUABILITY

CHILD PROTECTION PROGRAMME EVALUABILITY

The child protection programme is advanced in identifying a common agenda with partners and mutually reinforcing activities (Figure 5). There are strengths and weaknesses in the conduciveness of the context, programme logic and monitoring and data availability. Substantial work is required to identify a shared measurement system that captures programme convergence, and governance structures and human and financial resources are insufficient for achieving results.

Figure 5: Status of child protection programme evaluability



Common Agenda - UNICEF staff members and Government partners have a shared understanding of the child rights issues associated with child protection in the country and have a common approach to solving them. The common agenda of the UNICEF Child Protection Programme is, “to ensure that more children, especially the most vulnerable, are better protected from violence, abuse and exploitation.” This agenda was derived from evidence that demonstrates Sierra Leone has the seventh highest FGM rate in the world, the 12th highest incidence of violent discipline in the world, and the 19th highest child marriage rate globally. This agenda was developed jointly with government partners to support implementation of the Child Welfare Policy. Government partners and relevant UNICEF sections were involved in the drafting of the child protection programme theory of change and strategy note. The agreed upon objectives of the child

protection programme are to support the government in rolling out the national child protection system, building the capacity of the social welfare workforce, and improving coordination across the different actors to respond to violence and abuse against children. There is support from Government partners for a Country Programme evaluation to examine progress on the common agenda for child protection, and the vision for the evaluation is realistic in the current operational environment (see section, Options for Country Programme Evaluation for more details).

Conduciveness of Context – While there is programme alignment with national priorities; more work needs to be done with government partners to build their capacity to adapt to an evolving context and to reach those in need. The context for achieving programme goals has changed in two main ways since the drafting of the Sierra Leone Country Programme, which will likely delay the planned results. First, the Child Protection section has had to deprioritize some of its planned activities and re-align other activities to address emergency response to the pandemic. Prior to COVID, the programmatic focus was upstream, with an emphasis on developing a child safeguarding framework at the national level. At the onset of the emergency, this action was put on hold in order to strengthen the capacity of the government to coordinate response efforts downstream in communities. Well-established child protection programmes and platforms that provide

psychosocial support were enacted for COVID response. Thus, the Child Protection programme had to place greater emphasis on monitoring service delivery through government partners in 2020, rather than its original programmatic focus to strengthen child protection systems.

Second, when the new government was elected in 2018, the national governance structure of the child protection sector changed. The Ministry of Social Welfare, Gender and Children's Affairs was split into two Ministries (Ministry of Gender and Children's Affairs and Ministry of Social Welfare), requiring UNICEF staff members to coordinate within and between both ministries. This change has meant that the vision and agenda for the Ministries is no longer in alignment with the previously defined national priorities and agreed strategies and activities in the work plan. For example, a number of activities that were rolled over from the previous Country Programme, have been disrupted or cancelled due to the split. This split has also been challenging because this distinction is at the national level and not at the district level. A majority of frontline workers are accountable to the Ministry of Social Welfare at a national level, but there has been no change in roles at the district level. Thus, UNICEF has spent more time verifying roles for coordination to better align both ministries, which was an unanticipated additional responsibility. Some aspects related to strengthening the social welfare workforce have been given approval (such as recruiting new staff), but there remain unanswered questions about which human resource strategy is guiding decision making and how these changes will translate at the district level.

Programme Logic - There is a theory of change that articulates risks and assumptions for the child protection programme. However, the logic from the inputs to outputs and outcomes requires strengthening to clarify UNICEF's role in facilitating change in this process. For example, the boxes are not labeled in the diagram (see Annex E, Figure 10) so it is not clear what the colors mean or reference (strategies, inputs, outputs?). UNICEF's strategies are missing from the diagram but are included in the text in Section 4 of the Programme Strategy Note. These gaps make it difficult for an outside evaluator to assess programme logic and coherence as it applies to UNICEF's contributions. The theory of change does not clearly indicate how cross-cutting themes such as adolescent development and ECD contribute to programme outcomes; but these aspects can be inferred in the diagram.⁴

Connections between humanitarian and development strategies are articulated to some extent in the programme logic, but require sharpening. Currently the theory of change identifies emergencies as a risk that would derail development programming to the extent that humanitarian response would take over the planned activities. As indicated in the previous section, that is exactly what has transpired. Thus, there are major concerns that the child protection programme theory of change will not hold true and that the planned results will not be realized. More work needs to be done to ensure the child protection programme is risk-informed, which might include: capitalizing on the President's declaration that rape and sexual violence is a national emergency to strengthen capacity and systems for prevention, capitalizing on Primero and scale its use in both development and humanitarian situations to monitor child abuse cases and needs at the community level; and drawing upon previous experiences with Ebola to ensure frontline workers are equipped with strong foundational knowledge and skills to withstand the challenges and shocks that come from emergencies.

Mutually Reinforcing Activities - Opportunities for **thematic programme convergence** have been identified in the child protection strategy note and through interviews, including a clear identification of mutually reinforcing activities with health, nutrition, education, social protection and WASH (see Table 2). The theory of change also identifies synergies in cross-cutting programme areas such as C4D, early childhood development, adolescent development and parenting programmes at the community level. The child protection section is particularly interested in multisectoral policy formation or system strengthening, such as with the Education Act of 2004 or the Child Rights Act of 2007. Given UNICEF's

⁴ For example, there are statements that refer to adolescent girls, such as: "Adolescent girls have access to quality information on female genital mutilation and child marriage."

mandate to work with governments, such multisectoral policies should be examined by each section to systematize programming strategies and interventions if they present opportunities for upstream programme convergence.”

Table 2: Multisectoral programming opportunities for child protection

Section/Programme	Opportunities for Programme Convergence
Health	Strengthening birth registration systems to include opportunities for reporting and monitoring of violence against children as a tool for case management
Nutrition	Building positive parenting skills and raising awareness about child marriage using nutrition parenting programmes as an entry point
Education	Addressing issues of child marriage and teen pregnancy, addressing issues of violence and abuse in schools (including violent discipline), ensuring the Education Act of 2004 includes free education for children who do not have parental care or who are in a situation that they cannot access the education system
Social Protection	Poverty is identified as one of the main causal pathways to child marriage
WASH	Menstrual hygiene and gender responsive programming
Cross-Cutting	Gender-responsive and adolescent programming as it relates to female genital mutilation, sexual violence and abuse; ECD programming with parents to build positive parenting skills; C4D programming to raise community awareness of harmful of child marriage; teen pregnancy and female genital mutilation; communities provide supportive environments for non-violence

Understanding opportunities for **geographic programme convergence** is important for a country like Sierra Leone, where government structures have meant that services are frequently only accessible in urban settings. At this time, opportunities to explore geographic programme convergence are limited due to inadequate spatial data and a lack of clarity within the CO on an integrated approach for working in communities with district councils. However, the child protection section sees potential for geographic programme convergence given that every section has several interventions or activities they have been supporting that compliment or support one another at the community level. In fact, community level engagement is considered as one of UNICEF’s comparative advantage, particularly in terms of the reach of its programming across multiple sectors within the country. Government partners are also eager to gather spatial data and are working towards this goal, although it is nascent in development. Thus, there is great potential for programmatic convergence at the district and community levels in Sierra Leone for child protection programming. UNICEF may be achieving synergistic impacts at the community level, but because there is no spatial coherence or community engagement framework, these results are currently unknown.

UNICEF’s comparative advantage is clearly identified in these activities and the roles and contributions of UNICEF and its government partners are clear. UNICEF is considered a key donor and capacity developer of the government ministries, institutions and frontline workers accountable for child protection, and as a coordinator and convener of multiple actors working within this space. The *National Framework for Child Protection Case Management* also prescribes the stages of case management in Sierra Leone, and clearly articulates the roles and responsibilities of actors within the case management system in terms of receiving, reporting, referring, managing and documenting child protection cases. There is awareness among government representatives that a multisectoral approach to child protection is important because they recognize that violence against children is caused by complex and inter-related factors that have to be addressed in a systematic way. However, government partners stressed that coordination across agencies and between national and district actors working in this space is key for success.

Monitoring and Data Availability - The Child Protection Programme aims to ensure that by 2023, more children in Sierra Leone are better protected from violence, abuse and exploitation, including in emergencies. Programming targets were established based upon projections looking at trends from previous years. Data is integrated from a variety of sources to tell the story of change using programme monitoring reports, household surveys such as the Demographic and Health

Surveys (DHS) and Multiple Indicator Cluster Survey (MICS), perception-based surveys (knowledge, attitudes, practices), and online data collection platforms such as U-Report and Primero.⁵ Impact level data will be readily available to measure changes in violence against children through MICS in 2022 or 2023; thus annual progress on results cannot be assessed through this data.

The results framework is somewhat coherent or logical, but more work is required to clearly articulate the indicators. Key performance indicators require additional work to ensure they are SMART or to attach indicator definitions for standard indicators to the strategy note where available. For example, the qualitative indicators associated with the development of policies, plans and data information systems are not clear. What does “quality” mean in regards to the child protection information management system?⁶ What does the “key criteria for quality” refer to in regards to a national multisectoral plan? For the number of beneficiaries reached, what is the total universe of the populations UNICEF is targeting (i.e., the total number of mothers, fathers, adolescent girls, etc.) and which proportion of the total population is targeted?

The results statements and the results framework require strengthening to sufficiently address equity considerations to programming and gender-responsiveness.⁷ For example, MICS is not disaggregated by geographic location below district level to assess progress on the programme outcomes for different communities. Output 3 (*Parents, caregivers and adolescents are better able to prevent and respond to violence and harmful practices*) relies upon an aggregate figure of the diverse community members being targeted by UNICEF and relies upon reach as a proxy for changes in behavior.⁸ Baselines and targets are available for some of the CP indicators, but the data requirements and the availability of information to measure results requires elaboration. For example, for the “*Number of targeted districts with at least 50% of MSWGCA and CSO social workers demonstrating quality skills in case management,*” only the first part of this result is being measured (# of districts). It is not clear how UNICEF assesses the quality skills of social workers in case management since the indicator only tracks the number of districts. What does “quality skills” mean? It is not clear how risks and mitigation strategies have been specified in the results framework, for example, as it applies to data availability. Data availability, quality and comprehensiveness varies by platform and method. The Country Office only has the capacity to collect data on the reach of programme interventions as a proxy for behaviour change due to the costs involved with collecting this type of information. Behaviour change is moreover a complex process which requires time to manifest results, hence this data is collected through the major household surveys or KAP surveys.

Technology for development has supported child protection objectives to strengthen government systems for data collection. Primero is a child protection management information system focused on case management. The child protection section uses Primero primarily to monitor the work of CSO partners and to ensure accountability of partnership agreements. The government’s interest in using Primero has ebbed and flowed, but there has been renewed interest in using Primero as the main tool for child protection monitoring as a result of COVID. Primero has pros and cons as a monitoring tool. On a positive note, the platform enables the disaggregation of data by sex, age, and region and has the strong potential for coordinating actions across partners. However, not all cases are logged with Primero due to a lack of

⁵ Primero is both a child protection information system and a case management tool and is used by MSWGCA and a variety of NGOs and CBOs to manage child protection cases.

⁶ See for example, “Quality of inter-operable information management system that supports and tracks case management, incident monitoring and programme monitoring” in which, *Level 1 – No system in place; Level 2 – Quality system in place but not operationalized; Level 3 – Quality system in place and operational in some areas of the country; and Level 4 – Quality system in place and operational nationwide.*

⁷ Vulnerable populations include children who experience physical violence; children who experience sexual violence/sexual abuse; children who are married before the age of 18; girls who undergo FGM; children who are not registered at birth; children without family care; children who are in conflict with or contact with the justice system Girls – in particular, adolescent girls – are particularly vulnerable to the protection concerns facing children in Sierra Leone; of the concerns listed, two of them exclusively affect girls – child marriage and FGM – and sexual violence/sexual abuse is predominately perpetrated against girls.

⁸Please note, behavior change is typically measured at the outcome level. Thus, either the output should ideally be rewritten to reflect the reach of parenting programmes.

access to the Internet, computers or tablets (about 13,000 cases have been logged thus far) so the data is not always useful for decision making purposes.

Shared Measurement System - Synergistic indicators have not been *explicitly* identified across programme areas. However, in the theory of change there are opportunities for collective impact at the community level, such as: *“communities provide supportive environments for non-violence.”* Child protection staff and government partners have an interest in monitoring and evaluation as it applies to programme convergence. Primero has potential as a coordination and monitoring system to gather and systematize data collection with defined responsibilities, sources and periodicity, including in programme convergence. However, the system is nascent in development and use across the country. At this time, it is not clear how programmatic areas would generate evidence to fill specific data gaps if needed. Some additional synergistic indicators to consider include: the ECD Index (which is included in MICS) to assess population level changes in children’s developmental status; and a matrix of cross-sectoral indicators from UNICEF’s [Adolescent Country Tracker](#), however these could not be added as standard RAM indicators.

Governance and Resources - There are insufficient human and financial resources for achieving the intended results for child protection, including for multisectoral management. In terms of human resource, the current CO governance structure has not been sufficient for realizing a multisectoral vision in practice. In the past, the child protection section had a C4D officer to ensure all the interventions had a strong community engagement and behavior change focus, but this post was abolished, and while responsibility was moved to the C4D section, that section has also been downsized. Child protection staff have been taking on responsibilities as cross-sectoral gender and disability focal points, which has added to their workload. The child protection section would also like to better engage with Field Offices as it relates to risk monitoring and to clarify the divisions of labor and specific functions between the central and field offices as it relates to child protection programming. In terms of financial resources, it is not clear if there are systems in place to monitor the adequacy of resources to achieve the intended results. Staff reported the child protection section is heavily underfunded, which has ramifications on the capacity of staff members to deliver programming. For example, staff salaries are not covered beyond June 2021 and the overall operating budget is a fraction of what was planned. There is a strong need for a resource mobilization strategy to address these funding gaps.

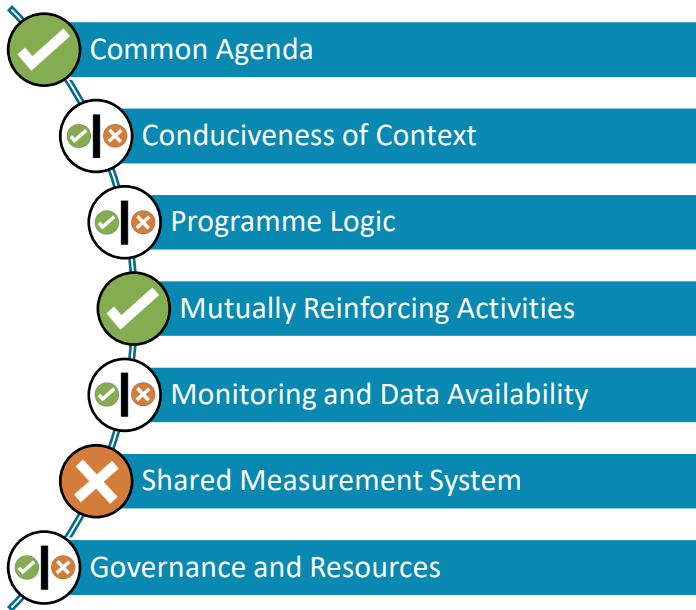
EDUCATION PROGRAMME EVALUABILITY

The education programme is advanced in identifying a common agenda and mutually reinforcing activities with partners (Figure 6). There are strengths and weaknesses in the conduciveness of the context, programme logic, monitoring and data availability, and governance and resources. Substantial work is required to identify a shared measurement system that captures programme convergence.

Common Agenda - UNICEF staff members and Government partners have a shared understanding of the child rights issues associated with education in the country and have a common approach to solving them. The common agenda of the UNICEF Education Programme is, *“to ensure that more children, especially the most vulnerable, have improved and meaningful learning outcomes.”* This agenda was derived from evidence that demonstrates Sierra Leone did not meet the Millennium Development Goals for education, especially in the poorest households living in rural areas. Education access and learning outcomes are poor; early childhood education is a major challenge, with low pre-primary enrolment due to poverty, limited services and social norms related to parenting and girls. This agenda was developed jointly with the Ministry of Basic and Senior Secondary Education (MBSSE) and is reflected in the education programme strategy note. The agreed upon objectives of the education programme are ensuring school readiness, improving teaching and learning especially in the early grades (1-3) and strengthening the education system through improved data collection and

utilization. There is support from Government partners for a Country Programme evaluation to examine progress on the common agenda for education, and the vision for the evaluation is realistic in the current operational environment (see section, Options for Country Programme Evaluation for more details).

Figure 6: Status of education programme evaluability



Conduciveness of Context – There is programme alignment with national priorities and development goals. The current country context and situation of children are being addressed to some extent, but more work is required to achieve UNICEF’s intended results, especially the most marginalized. COVID led to national school closures with more than 1.2 million children not accessing education or early learning in ECD centers. On the positive side, the capacity of UNICEF and national partners to adapt to an evolving context and to reach those in need has been sufficient. This is in large part due to learning from experiences with Ebola and in amplifying existing platforms and tools to provide continuity in learning. For example, the education section has focused on providing technical assistance and resources to the Ministry of Education to ensure learning continuity.

For example, UNICEF has leveraged an existing platform used in the past by the government to implement radio programming with preprimary and secondary schools, to provide teacher training through social media platforms, to integrate social distancing information into the curriculum, and to ensure WASH in schools. UNICEF is also advocating for accelerated learning programmes for children because they have fallen behind in the curriculum. Upstream systems strengthening has continued and is an important component of the education programme. This work includes improving data collection through DHS and MICS and on platforms like EMIS and EduTrac to ensure the government has the capacity to collect efficient and timely data for decision making, as well as supporting the government to develop a new education sector plan that is more risk informed. However, the education section has not been able to address its output related to adolescent girls, largely because of a lack of human resources (see Governance and Resources) and due to delays from COVID response. Thus, the results for this output are not likely to be realized, or may be substantially delayed in realization.⁹

Programme Logic – There is a theory of change that articulates risks and assumptions for the education programme. The theory of change also clearly indicates how cross-cutting themes such as ECD contribute to programme outcomes. However, the logic from the inputs to outputs and outcomes requires strengthening to clarify UNICEF’s role in facilitating change in this process. The boxes are not labeled in the diagram (see Annex E, Figure 11) so it is not clear what the colors mean or reference (strategies, inputs, outputs?). UNICEF’s strategies are missing from the diagram but are included in the text in Section 4 of the Programme Strategy Note. UNICEF’s work in system strengthening is not represented in the diagram, but the education section is aware that this is a cross-cutting strategy for all of its work. The process to represent the education programme diagrammatically was challenging, and staff members refer to the text in the strategy note in lieu of the visual to guide their planning. These gaps make it difficult for an outside evaluator to assess programme logic and coherence as it applies to UNICEF’s contributions. Connections between humanitarian and development strategies

⁹ See Output 4: Adolescents, particularly girls, have improved access to opportunities to develop skills for learning and active citizenship.

are clearly articulated in the programme logic. Currently the theory of change identifies emergencies as a risk that would lessen the chance of programme effectiveness. To mitigate this risk, the education section developed an emergency preparedness and response plan with the Government as part of the 2018-2020 Education Strategic Plan.

Mutually Reinforcing Activities - Opportunities for **thematic programme convergence** have been identified in the education strategy note and through interviews, including a clear identification of mutually reinforcing activities with health, external relations and advocacy, child protection, social protection, and WASH (see Table 3). There are also synergies in cross-cutting programme areas such as C4D, gender and early childhood development at the community level. Government partners reported they see the value of multisectoral programming because of the complexity of social issues that influence education outcomes, and have spearheaded collaborations between the Ministry of Education, the Ministry of Health and Ministry of Social Welfare.

Table 3: Multisectoral programming opportunities for education

Section/Programme	Opportunities for Programme Convergence
Health/Nutrition	Children’s health needs are integrated into ECD programming and policy development; ensuring a health facility has WASH facilities, supporting a healthy community environment; health check-ups in schools; nutrition in ECD programming
External Relations and Advocacy	Support in information and communication for the “Right age of enrollment campaign” and ensuring parents and primary school teachers understand the health and nutrition needs of children
Child Protection	Promoting positive parenting in ECD programmes; reduction in child labour; adolescent skills development and entrepreneurship
Social Protection	Initiatives to understand the barriers for out of school children and how social protection strategies can help them access school, including studies and the situation of the girls and economic barriers to education and elevating real-time data on out of school children to develop strategies and actions with social protection; promoting community based funding mechanisms to pay for education related expenses
WASH	Construction of ECD centers with gender segregated WASH facilities powered by solar energy
Cross-Cutting	C4D support radio programming; Home-visits for targeted behavioural change around parenting and child rearing practices; integrated ECD programming across multiple sectors; ECD policy development; gender-responsive programming and girls’ education (child marriage an impact on school performance)

At this time, opportunities to explore geographic programme convergence are possible with education programming because the government’s EMIS and Edutrac have location data. Education programming is implemented at different geographic scales, including community-level programming, district-level programming and national-level programming. System strengthening is at both the national and district level; advocacy is on a national level; each education office has district representation; and ECD programming is community-based. Thus, there is great potential for programmatic convergence. However, the education section is only aware of where other programmes are operating and there has not been a mapping of programming activities in education with other UNICEF supported interventions. Thus, more work would be required to plan and evaluate the benefits of geographic programme convergence.

UNICEF’s comparative advantage is clearly identified in these activities and the roles and contributions of UNICEF and its government partners are clear. UNICEF is considered a lead agency in the education sector, GPE Grant Agent and active member of the Education Donor Partners, and uses its convening power to harness the commitment of education stakeholders and other sectors to strengthen coordination and promote intersectoral collaboration. Government partners see multisectoral programming as UNICEF’s comparative advantage. However, there is also a view that UNICEF is not doing enough to empower the government in strengthening education systems and standards. For example, when UNICEF partners with NGOs to implement educational service provision, the government reported that it has no control over these services. UNICEF has also hired consultants to deliver professional development training for teachers instead of

drawing upon the existing expertise within the country through the Teaching Service Commission. The view is that there are no demonstrable outcomes of these trainings, the trainings are not sustainable and thus resources have been wasted.

Monitoring and Data Availability – The Education Programme aims to ensure that by 2023, more children have improved and meaningful learning outcomes. Data is integrated from a variety of sources to tell the story of change using programme reports, household demographic and education surveys, DHS, MICS, annual school census and early learning assessments. Technology for development has supported education objectives to strengthen government systems for data collection through platforms such as EMIS, the Situation Room and Edutrac. Programming targets are modest in some cases, such as increasing reading proficiency from 16% to 20% among children ages 7 to 14. Given UNICEF’s investment in the provision of ECD centers, an increase from 19% to 22% of children with whom an adult has engaged in activities to promote learning also seems exceptionally modest. It would be helpful to have greater clarity on how these projections were established.

The results framework is somewhat coherent or logical, but more work is required to clearly articulate the indicators. Key performance indicators require additional work to ensure they are SMART or to attach indicator definitions for standard indicators to the strategy note where available. For example, the qualitative indicators associated with evidence informed planning (output 1.1.) are not clear. What does “quality” mean in regards to timely data from EMIS (output 1.2) and what do the scores from 1 to 4 represent (various outputs).¹⁰ Even if these are standard UNICEF indicators, the definitions for each score should be provided in the measurement framework or by footnote or annex so an outside evaluator knows what the measure is assessing. The results statements and the results framework sufficiently address equity considerations to programming and gender-responsiveness. Baselines and targets are available for some of the indicators, but the data requirements and the availability of information to measure results requires elaboration. For example, MICS is planned for 2023; thus, it is not clear how UNICEF will monitor progress on the outcome indicators during the interim years. Because many indicators rely upon MICS, it will be difficult to assess progress. There is an annual school census listed as a data source for several indicators, but only baseline and end line data are being tracked. Some targets are not yet established, such as the percentage of early learning teachers/facilitators who have successfully completed training on ECD.

It is not clear how risks and mitigation strategies have been specified in the results framework, for example, as it applies to data availability. The education section reported that monitoring and evaluation has been a challenge because they do not have a strong M&E focal point. Data availability, quality and comprehensiveness varies by platform and method. There have been critical decisions made by the Government with the existing data, but questions remain on the integrity and appropriate utilization of the data. Different actors are involved in data management and coordination is generally weak within the sector, although UNICEF is working towards addressing these issues.

Shared Measurement System - Synergistic indicators have not been *explicitly* identified across programme areas. However, in the theory of change there are opportunities for collective impact at the community level regarding social norms, such as: “*There is a supportive community environment for appropriate child-rearing practices.*” There are also opportunities for collective impact for parenting outcomes, such as: “*Caregivers understand holistic child-rearing practices.*” At this time, it is not clear how programmatic areas would generate evidence to fill specific data gaps if needed. One synergistic indicator to consider is the ECD Index (which is included in MICS) to assess population level changes in children’s developmental status. However, the Government of Sierra Leone does not appear to be collecting this data. The education section would also like the country office to develop ECD strategy that includes an integrated monitoring

¹⁰ For example, “Availability of evidence-informed and gender-sensitive models for catch-up learning. (Score 1-4)”.

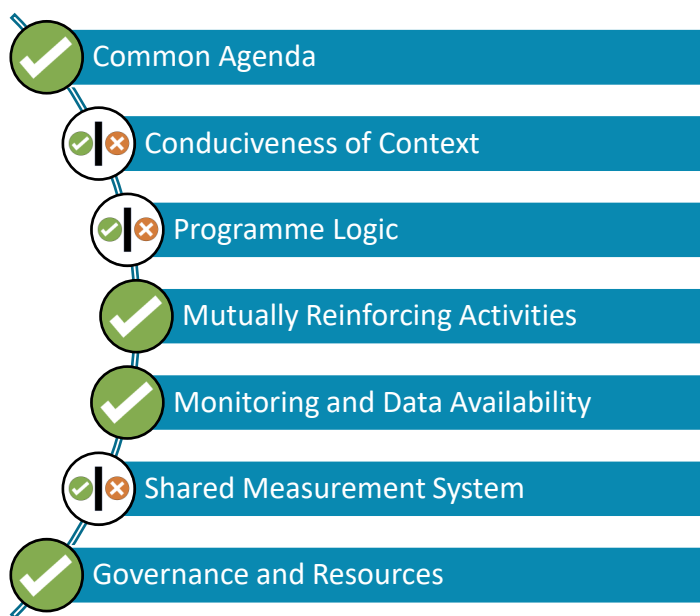
framework based upon the nurturing care framework as its underpinning conceptual framework, that views ECD as an intersectoral concern working across health; child protection, nutrition and education delivery platforms.

Governance and Resources - There are sufficient human and financial resources for achieving the intended results, but not for multisectoral management. The education section has closely monitored financial needs and has made adjustment as necessary. However, multisectoral programme collaboration and management has been a challenge. For example, there is no staff member managing output 4 associated with adolescent development and these results are in jeopardy of being realized. Staff members stressed that because Sierra Leone is a fragile state, it would be preferable for the Country Programme to set aside specific resources for emergency response so regular programme funds are not utilized. The education section had an emergency response plan for education with some funds committed, but these funds had to be redirected to another aid agency for WASH in schools. This was offset with funding from the World Bank, but many donor countries have been hit hard by COVID so the education section scaled down their budget for 2021. There are transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned. For example, there are monthly programme meetings with all sections and with Field Offices. However, there is an interest in better integrating Field Offices into programme development as there is strong education expertise that has been yet untapped. With some Government partners, there are quarterly meetings and open communication channels to focus on key issues, such as through WhatsApp. However, when COVID hit, many international staff went home to their various countries which made communication more challenging in some cases.

WASH PROGRAMME EVALUABILITY

The WASH programme is advanced in identifying a common agenda, mutually reinforcing activities, monitoring and data availability, and governance and resources (Figure 7). There are strengths and weaknesses in the conduciveness of the context, programme logic, and to the shared measurement system.

Figure 7: Status of WASH programme evaluability



Common Agenda - UNICEF staff members and Government partners have a shared understanding of the child rights issues associated with WASH in the country and have a common approach to solving them. The common agenda of the UNICEF WASH Programme is, *“to ensure that more people, especially the most vulnerable children, women, adolescent girls and their families in rural and urban areas have access to and use affordable, sustainable and basic water and sanitation services and practice safe hygiene behaviours.”* This agenda was derived from evidence that indicates 58% of household use drinking water from basic sources, 16% of households use basic sanitation facilities, 97% of households have contaminated drinking water, and 23% practice safe hygiene in Sierra Leone. This agenda was developed through a series of consultations primarily with the Ministry of Water Resources (MoWR), the Ministry of

Ministry of Basic and Senior Secondary Education (MBSSE), and the Ministry of Health and Sanitation (MOHS). The agreed upon objective of the WASH programme is to support the Government’s administrative and technical capacities to improve WASH coverage and quality and promote positive WASH behaviours. There is support from Government partners

for a Country Programme evaluation to examine progress on the common agenda for WASH, and the vision for the evaluation is realistic in the current operational environment (see section, Options for Country Programme Evaluation for more details).

Conduciveness of Context – While there is programme alignment with national priorities; more work needs to be done to reach the most marginalized children. Prior to COVID, the programmatic focus was upstream, with an emphasis on supporting evidence generation and strengthened institutional capacity to ensure policy implementation and coordination. The intention was to have UNICEF act as a provider of last resort, directly funding a limited number of WASH services in targeted deprived communities, especially those in hard-to-reach areas where no other partner is present. Since the onset of COVID, UNICEF has engaged in humanitarian response and service provision of WASH facilities in health care facilities and schools. Thus, there was an additional responsibility placed upon UNICEF staff members because the system strengthening agenda is still ongoing. WASH service delivery has also been challenging. Currently there are many constraints to delivering in the regions due to restrictions, unavailability of production materials, and price escalation. Guidelines have changed and adapted to respond to protocols for COVID, especially as it relates to community engagement, as people are not willing to come out and get involved if face-to-face meetings. According to Government interviewees, UNICEF has scaled down its work from eight to five districts and it was not clear to them how that decision was made. Because UNICEF has a substantial role in reducing open defecation in the country, the Government is not certain that it will reach its national targets for WASH.

Programme Logic – There is a theory of change that articulates risks and assumptions for the WASH programme. However, the theory of change does not explicitly indicate how other sections and cross-cutting themes such as C4D, ECD and adolescent development contribute to programme outcomes. The logic from the inputs to outputs and outcomes requires strengthening to clarify UNICEF’s role in facilitating change in this process. The boxes are not labeled in the diagram (see Annex E, Figure 12) so it is not clear what the colors mean or reference (activities, outputs?). UNICEF’s strategies are missing from the diagram but are included in the text in Section 4 of the Programme Strategy Note, and UNICEF’s work in system strengthening is not represented in the diagram, only in the text. These gaps make it difficult for an outside evaluator to assess programme logic and coherence as it applies to UNICEF’s contributions. Connections between humanitarian and development strategies require strengthening in the programme logic. Currently the theory of change identifies emergencies as a risk that would lessen the chance of programme effectiveness with no mitigation plans in place.

Mutually Reinforcing Activities – WASH is considered a prerequisite to achieving other UNICEF programme outcomes.¹¹ Opportunities for **thematic programme convergence** have been identified in the WASH strategy note and through interviews, including a clear identification of mutually reinforcing activities with health, nutrition, education and child protection (see Table 4). There are also synergies in cross-cutting programme areas such as C4D and gender, including community-led total sanitation (CLTS), menstrual hygiene management (MHM) and the provision of separate WASH facilities.

Table 4: Multisectoral programming opportunities for WASH

¹¹ For example, diarrheal diseases, pneumonia/acute respiratory infections remain amongst the leading causes of death among children. According to data from the WASH strategy note, more than 80 per cent of under-five deaths in hospitals had environmental health and sanitation related causes. Strong evidence indicates that WASH is an essential intervention to reduce undernutrition, with 26% of children under-five being stunted in Sierra Leone. Poor WASH also contributes to the loss of dignity and the threat of sexual assault due to the lack of toilets, both in times of emergency and stability.

Section/Programme	Opportunities for Programme Convergence
Health/Nutrition	WASH in health facilities; inclusion of WASH indicators in the Health and Education policies and strategies including monitoring
Education	WASH in schools
Child Protection	Menstrual hygiene management
Cross-Cutting	Gender-sensitive/separate WASH facilities, C4D support in Community-led total sanitation (CLTS) approaches that focus on understanding and addressing social norms around the use of sanitation facilities

At this time, opportunities to explore **geographic programme convergence** are possible with WASH programming because there is spatial data down to the village level. This spatial data can be overlaid with other interventions to find correlations across the sectors and to understand the added value of WASH where programming components come together at a district level (this includes baseline data and end line data). The WASH programme also has an explicit aim to strengthen the decentralized management framework for water and sanitation provision in rural and poor urban areas, and to enhance multisectoral coordination mechanisms (including decentralized monitoring). UNICEF’s comparative advantage is clearly identified in these activities and the roles and contributions of UNICEF and its government partners are clear. UNICEF is considered a convener and coordinator of the multiple actors working in the WASH space in Sierra Leone in order to strengthen knowledge management across sectors. UNICEF provides capacity development, WASH supplies and funding to Government partners and is their main WASH sector partner. The organization is also recognized for its proven experience in working with communities, such as in its CLTS approach.

Monitoring and Data Availability - The WASH Programme aims to ensure that by 2023, more children and their families, particularly in rural and poor urban areas, have access to and use affordable, sustainable and safely managed water and sanitation services, and practice safe hygiene behaviours. Data is integrated from a variety of sources to tell the story of change using national and district monitoring reports, household surveys (such as MICS and DHS), and programme monitoring reports and reviews. The results framework is coherent or logical. Programming targets are based upon conversion rates from previous years of WASH programming and include many standardized global indicators from UNICEF RAM and the UNICEF-WHO Joint Monitoring Programme. Because MICS is only collected at baseline and end line, there is a plan to conduct surveys on gender and social norms around sanitation to assess knowledge of WASH practices. Technology for development has supported WASH objectives to strengthen government systems for data collection, including digital monitoring of WASH services and facilities through platforms such as Rapid Pro, U-Report, smart phones and text messages. Different actors are involved in data collection and monitoring of WASH, and self-monitoring is common. UNICEF would prefer to have an independent consultant to monitor WASH programming to ensure the data is reliable. It is clear the WASH section is also exploring risk mitigation strategies as it applies to quality assure the monitoring data through these technologies.

Shared Measurement System - Synergistic indicators have been identified across programme areas to some extent, but more work is required to develop a shared measurement system and to make these indicators explicit in the theory of change. Collective output and outcome indicators in the theory of change narrative include: communities have increased capacities and commitment to use basic sanitation and demonstrate improved hygiene behaviors; children and adults are aware of the importance of using sanitation facilities; and children, parents and caregivers have adequate knowledge and skills. However, there are no methods for collecting data on these indicators, and it is not clear how or if the WASH programme intends to collect this information.

Governance and Resources - There are sufficient human and financial resources for achieving the intended results, including for multisectoral management. There are processes (such as quarterly reviews with partners and annual internal reviews) in place to monitor the adequacy of resources to achieve the intended results. There are transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned for

improvement internally and externally, and across all sectors. For example, partners frequently share what is going on at community level through weekly meeting, and it is UNICEF’s policy to visit every site. Virtual coordination meetings were introduced at the onset of COVID, which according to Government interviewees, improved the joint monitoring of programme activities and increased collaboration and networking across partners.

HEALTH AND NUTRITION PROGRAMME EVALUABILITY

The Health and Nutrition programme is advanced in identifying a common agenda, conduciveness of context, and governance and resources (Figure 8). There are strengths and weaknesses in the conduciveness of the context, programme logic, mutually reinforcing activities, monitoring and data availability, and to the shared measurement system.

Figure 8: Status of health and nutrition programme evaluability



Common Agenda - UNICEF staff members and Government partners have a shared understanding of the child rights issues associated with health, HIV and nutrition in the country and have a common approach to solving them. The common agenda of the UNICEF Health and Nutrition Programme is, “to ensure that more children aged 0-18 years and women benefit from quality comprehensive health and nutrition services and healthy life practices.” This agenda was derived from an extensive situation analysis that indicates too many neonates, infants, children under-five, adolescent girls and pregnant/lactating women are dying, malnourished, and becoming sick from preventable causes. For example, Sierra Leone is one of 47 countries that will not meet the SDG 3.2 target to tend the preventable deaths among children under 5 years of age if the current trends continue. This agenda was developed through

consultations with Ministry of Health and Sanitation (MoHS). The agreed upon objectives of the Health and Nutrition programme is strengthening evidence-based planning, budgeting and monitoring for maternal, neonatal, child and adolescent health and nutrition, improving quality of MNCAH and nutrition services as well as family care practices for health and nutrition, and institutionalizing community health and nutrition. There is support from Government partners for a Country Programme evaluation to examine progress on the common agenda for health and nutrition, and the vision for the evaluation is realistic in the current operational environment (see section, Options for Country Programme Evaluation for more details).

Conduciveness of Context – There is programme alignment with national priorities; and the current country context and situation of children are being sufficiently addressed. The capacity of UNICEF and national partners to adapt to an evolving context and to reach those in need is substantial. While UNICEF increased service provision and shifted resources towards emergency response at the onset of COVID, it has largely been able to adhere to the programme goals related to system strengthening, capacity development, coordination and decentralization. This is largely due to the health sector’s experiences with Ebola and UNICEF’s efforts to develop a health strategy that was risk informed. The Ebola experience was instrumental in quickly adapting the approaches for continuing to deliver essential maternal and child health and nutrition services in the context of pandemic, including standard operating procedures and guidelines. For example, the MoHS, UNICEF and partners quickly adopted the no-touch policy for community health workers in sustaining life-saving community-based health and nutrition services.

Programme Logic – There is a theory of change that articulates risks and assumptions for the Health and Nutrition programme. However, the theory of change does not *explicitly* indicate how other sections and cross-cutting themes such as C4D, ECD and adolescent development contribute to programme outcomes. The logic from the inputs to outputs and outcomes requires strengthening to clarify UNICEF’s role in facilitating change in this process. The boxes are not labeled in the diagram (see Annex E, Figure 13) and there is no legend to explain what the colors mean or reference (activities, outputs?). UNICEF’s strategies, outputs and outcomes are missing from the diagram but are include in the text in Section 4 of the Health and Nutrition Programme Strategy Note. These gaps make it difficult for an outside evaluator to assess programme logic and coherence as it applies to UNICEF’s contributions. Section staff agree the diagramming of the theory of change was challenging, especially because the programme integrates health, HIV and nutrition components. In other words, the section itself is multisectoral, which is complex to capture in a visual format.

On the positive side, connections between humanitarian and development strategies are clearly articulated and sufficient in the programme logic. UNICEF worked with the government to develop policy documents that explicitly identify the humanitarian-development nexus. For example, health security was included in the health system pillars for the universal healthcare road map. There has also been increased collaboration between government partners and UN to develop national guidelines on COVID response in communities. Community health workers are instrumental for community perseverance, so the policy was adjusted and revised to make it more risk informed. In addition, the programme strategy provides mitigation measures to address major disasters through its system strengthening efforts.

Mutually Reinforcing Activities – Opportunities for **thematic programme convergence** have been identified in the programme strategy note and through interviews, including a clear identification of mutually reinforcing activities with WASH, education and child protection (see Table 5). There are also synergies in cross-cutting programme areas such as C4D and ECD programming, including cross-sectoral parenting programmes.

Table 5: Multisectoral programming opportunities for health, HIV and nutrition

Section/Programme	Opportunities for Programme Convergence
WASH	WASH in health facilities
Education	School health programming; early childhood development through nurturing care, including parenting programmes that support school readiness
Child Protection	Supporting the prevention of violence against children through ECD parenting programmes, CRVS in health facilities
Cross-Cutting	C4D support to deliver important health messages; ECD programming based upon the nurturing care framework and holistic child development; ECD caregiver interventions that include multiple sectors

At this time, opportunities to explore **geographic programme convergence** are emerging in practice with health, HIV and nutrition programming due to limited spatial data. For example, one district has been targeted with health, nutrition and WASH interventions where UNICEF does joint planning and monitoring of the services being implemented. At the time of developing the Country Programme, each section identified what could be done jointly, but there was insufficient time for discussion on how to operationalize towards collective impact. Thus, there are many unknowns in terms of where geographic convergence is happening across UNICEF supported programming. The section is also interested in exploring integrated policies to connect its work on system strengthening with other sectors. The ECD programming especially targeting the first 1000 days offers the optimal entry point for multisectoral programming because it can be delivered through community health workers and is based upon a lifecycle approach. UNICEF’s comparative advantage could be more clearly articulated in the programme strategy note, but there is recognition that UNICEF has a major role in the supply change systems strengthening.

Monitoring and Data Availability - The Health and Nutrition Programme aims to ensure that by 2023, more children (0-18) and women benefit from quality comprehensive health and nutrition services and healthy life practices. Data is integrated from a variety of sources to tell the story of change using programme reports, population-based data such as demographic and health survey (DHS) and MICS, routine health statistics from HMIS, and partner reports. Technology for development has supported programme objectives to strengthen government systems for data collection through platforms such as RapidPro and U-Report. UNICEF is also working to improve data quality and availability at all levels of service provision, including institutionalization of digital health focusing on the integration of RapidPro into the national HMIS and the scale-use of digitized data collection methods.

The results framework is somewhat coherent or logical, but more work is required to clearly articulate the indicators or to attach definitions of standard indicators where available. For example, what does ‘weak’ or ‘sustained’ mean in relation to the level of functionality and integration of the CHIS into the HMIS, or in the level of institutionalization of community health workers into the formal health system? Programming targets are modest in some cases, such as the target of going from 89.9% to 90% of children aged 0-59 months with symptoms of pneumonia taken to an appropriate health provider. It would be helpful to understand how these targets were established with the PSN¹². For example, for this particular indicator, the target setting goal was intentional to explain the goal of sustaining the current level of service usage. The results statements and the results framework do not sufficiently address equity considerations to programming and gender-responsiveness. For example, the indicators are not disaggregated by location; sex is often implied in the indicator statements that use terms such as “mother” or “pregnant women”, but sex disaggregation is lacking in other indicators (such as in the % of children who are stunted). Baselines and targets are available for all but one of the indicators on the percent of mothers and caregivers with knowledge of at least 5 of the UNICEF essential family practices.

Key assumptions, risks and mitigation strategies have been specified to some extent in the results framework, but gaps remain. For example, UNICEF has been able to gather timely data on access to nutrition and IYCF practices through the national HMIS / CHIS (UNICEF Sierra Leone COVID-19 Situation Reports). This data has been used to adapt programming interventions to ensure that gaps are addressed. UNICEF and the government initiated studies on the impact of COVID on essential service delivery. At the same time, there is a potential new constraint for data availability because the government agency responsible for health evaluations is going through structural changes that will inform new priorities, so some interventions may not be evaluated for their value add. In other words, when priorities change, evaluation needs change, and as a result, the evidence base changes. While evaluations may include a scope that is broader than UNICEF functions or mandates, they are nonetheless useful sources of data for the CP evaluation. UNICEF is supporting the development of M&E strategic plan for health (which does not exist), including an action plan for capacity development of monitoring and supervision.

Shared Measurement System - Synergistic indicators have been identified across programme areas to some extent, but more work is required to develop a shared measurement system and to make these indicators explicit in the theory of change. Collective output and outcome indicators in the theory of change narrative include: more children develop socially, emotionally, physically and intellectually, and strengthened parenting practices and behaviors. However, there are no methods for collecting data on these indicators, and it is not clear how or if the programme intends to collect this information. One synergistic indicator to consider is the ECD Index (which is included in MICS) to assess population level changes in children’s developmental status.

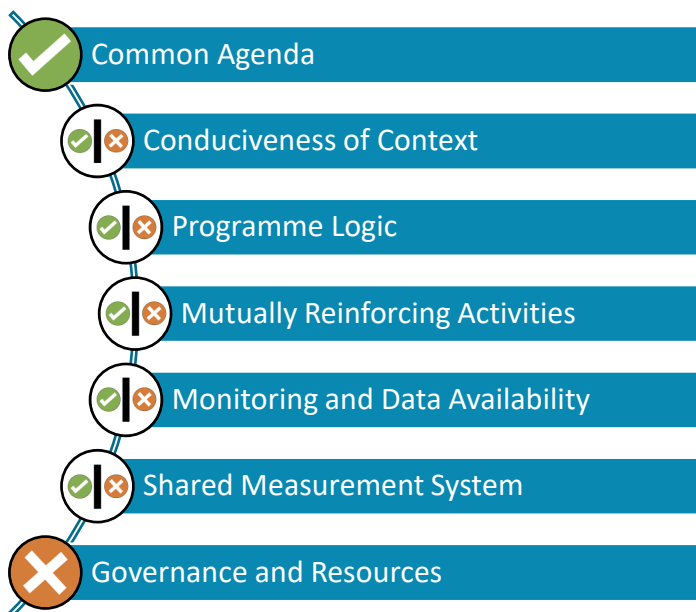
¹² In the case of this particular indicator, target setting was intentional. The goal is not to further increase (not realistic), but to sustain, because the level is already quite high for this indicator. The reason why the programme chose this standard indicator vs., other indicators such as diarrhea is to keep the attention on pneumonia, which is often neglected yet very critical in reducing child mortality in Sierra Leone.

Governance and Resources - There are insufficient human and financial resources for achieving the intended results for health and nutrition, including for multisectoral management. For example, staff reported operating at 200% level because of COVID and feeling overstretched, which has ramifications on the capacity of staff members to deliver programming. There is a strong need for a resource mobilization strategy to address these funding gaps.

EVIDENCE, POLICY AND SOCIAL PROTECTION PROGRAMME EVALUABILITY

The Evidence, Policy and Social Protection (EPSP) programme is nascent or emerging in its evaluability (Figure 9). There are strengths and weaknesses in the common agenda, conduciveness of the context, programme logic, mutually reinforcing activities, and monitoring and data availability. Substantial work is required to strengthen the shared measurement system, governance and resources in order to achieve results for children.

Figure 9: Status of Evidence, Policy and Social Protection programme evaluability



Common Agenda - UNICEF staff members and partners from various sectors have a shared understanding of the child rights issues in the country, and the government partners' approach to solving them is grounded in their institutional affiliation and mandates. The common agenda of the UNICEF Evidence, Policy and Social Protection (EPSP) Programme is, "by 2024, more children benefit from quality child-sensitive policies and social protection programmes, which reduce their vulnerability to multidimensional poverty and the impact of economic shocks and disasters." This agenda was derived from evidence that too many children are living in income and multidimensional poor families. For example, 55% of children are living in income poor households, Multidimensional child poverty rates are high with nearly 7 out of every 10-children deprived in at least

one dimension. This agenda was developed through strategic-level consultations and discussions with a range of key Government Ministries and other relevant stakeholders. The programme has gone through several stages of consultations and discussions, the most recent consultations after the PSN was completed, meaning it is not fully up to date and current. The objectives of the programme are to increase budget allocation and expenditure for children, to strengthen social protection systems, to deliver child-sensitive social protection initiatives including in emergencies, and to support district-level planning and budgeting processes to incorporate community needs. There is support from Government partners for a Country Programme evaluation to examine progress on social protection work in the country, and their interest in examining system strengthening for the evaluation is realistic in the current operational environment (see section, Options for Country Programme Evaluation for more details).

Conduciveness of Context – There is programme alignment with national priorities; however, more work needs to be done with UNICEF and national partners to build their capacity to adapt to an evolving context and to reach the most marginalized. The work of the EPSP programme is largely upstream with a focus on national capacity development and system strengthening. COVID has limited some interactions with external partners due to movement restrictions, and some activities associated with local governance outputs did not have UNICEF EPSP representation at meetings – these were instead directly managed by the Field Offices in close consultation with EPSP chief. Coordination processes for

planning and budgeting at the local level have been strained, and there are delays in achieving results on local governance programming. Progress in enacting the social protection policy and development of the social protection strategy has been delayed due to prioritization of COVID response at the national level. The social protection programme has been shaped by COVID response and has proven itself able to span the development -humanitarian nexus through the focus on shock responsive social protection, including expanding reach to additional beneficiary households for informal workers in urban areas. But one-off cash transfer activities are only providing short-term solutions for improving the situation of children as it relates to poverty reduction, and the programme is seeking to strengthen sustainable programming for children through developing national coordination mechanisms for social protection. This is why systems strengthening is such an important component of EPSP's work. Donor revenue also is at risk given that many donor countries have high incidents of COVID cases and have experienced sharp economic downturns.

Programme Logic – There is a theory of change for the EPSP programme that articulates risks and assumptions. However, the theory of change includes dimensions that are not currently being addressed by UNICEF and do not fall under UNICEF's mandate, such as work with the private sector to secure employment and land. There is a lack of internal coherence between the social protection programme and the evidence and policy function; the theory of change only includes social protection dimensions. The link between the programme and function lies in generating evidence on child poverty and supporting programmes reducing child poverty and strengthening social inclusion, but this could be made clearer in the Programme Strategy Note. The theory of change does not *explicitly* indicate how other sections and cross-cutting themes such as C4D, ECD and adolescent development contribute to programme outcomes. This may be due to the logic of the social protection programme as an accelerator to all other programmes (in the same way as WASH sector positions its programming conceptually as a basic need for realizing all other sectoral outcomes.); however, these connections should be clarified.

The logic from the inputs to outputs and outcomes requires strengthening to clarify UNICEF's role in facilitating change in this process. The boxes are not labeled in the diagram (see Annex E, Figure 14) so it is not clear what the colors mean or reference (activities, outputs?). UNICEF's strategies, outputs and outcomes are missing from the diagram but are included in the text in Section 4 of the Programme Strategy Note. These gaps make it difficult for an outside evaluator to assess programme logic and coherence as it applies to UNICEF's contributions. Section staff agree the theory of change diagram is not up-to-date and does not accurately capture their work. *"The theory of change is not completely accurate. We don't use the theory of change diagram, some of the logic is not necessarily holding, but it should be the case that we have a schematic of what we are trying to achieve and how we are getting there."*

On the positive side, connections between humanitarian and development strategies are more clearly articulated in the programme logic. For example, one of the main responsibilities of the EPSP Section is to work with governments on humanitarian cash transfers in emergencies. Based upon experiences with Ebola the government integrated humanitarian cash transfers into the national social protection system. The section is also working with the government on emergency preparedness by registering communities in disaster prone areas into the social protection registry system.. .

Mutually Reinforcing Activities – The EPSP programme contributes to the achievement of all UNICEF programme goals, by expanding reach to the most vulnerable and mitigating the effects of multidimensional poverty that prevent children from achieving their rights in education, health, WASH and nutrition. Opportunities for thematic programme convergence have been identified in the programme strategy note and through interviews, including a clear identification of mutually reinforcing activities with health, nutrition, WASH, education and child protection (see Table 6). In particular, output 3 is the main entry point for multisectoral programming, which focuses upon supporting local government authorities are better able to develop, coordinate and monitor evidence-based

multisectoral plans to improve children’s well-being. There are also opportunities for multisectoral planning within the evidence function, as it **applies** to public finance for children. Synergies in cross-cutting programme areas such as C4D were identified as important for reaching social protection/cash transfer beneficiaries with behaviour change communication and in building the knowledge and skills of cash transfer beneficiaries. However, more work is required to sharpen these synergies. For example, how can programme convergence be more effectively designed, monitored and evaluated in practice? Which opportunities are priorities for programme convergence? Are programmes tracking these convergent activities in any way?

Table 6: Multisectoral programming opportunities for EPSP

Section/Programme	Opportunities for Programme Convergence
Health/Nutrition	Mother and child grants for pregnant women to give them a cash transfer during pregnancy and through the first few years of a child’s life
WASH	Behavior change communication and sharing materials on hygiene with social protection /cash transfer beneficiaries
Education	School feeding programme for all public primary schools; cash transfer related to the school expenses and social protection programmes targeting out of school children
Child Protection	Strengthening cash transfers delivery systems to mitigate risks of gender based violence; frontline social protection worker training in psycho social support and gender based violence; community monitors to work with social workers for the first time when it comes to case management and child protection case; cash+ programmes with adolescent girls for safe transitions to adulthood
Cross-Cutting	Using some of the C4D materials developed for other sections in behavior change communication with social protection beneficiaries; Evaluation of UNICEF’s effectiveness in strengthening the evidence-based planning and decision making capacity of local councils

At this time, opportunities to explore **geographic programme convergence** are emerging in practice. The EPSP Section has taken steps to mapping programme activities at the decentralized level to support multisectoral planning. The aim is to revive district committees that have been dormant for 20 years to use as a platform for local governance, monitoring progress and coordinate activities across the various sectors. UNICEF’s comparative advantage is identified in the EPSP activities, but the roles and contributions of UNICEF partners require clarity, including the roles of the various ministries implicated in the work (these are mentioned but not elaborated upon in the PSN). UNICEF is recognized as the lead organization supporting the government in evidence generation through MICS. The organization is also recognized for its role in developing child poverty measures for the country and is well-positioned to expand social protection initiatives in the country with other donor partners.

Monitoring and Data Availability - The EPSP Programme aims to ensure that by 2023, more children, especially the most deprived and vulnerable, are better able to access basic services, social protection services including in emergency situations and build resilience to shocks. Data is integrated from a variety of sources to tell the story of change using programme reports, MICS, child poverty data, social protection MIS, budget analyses and policy reports. Technology for development has supported programme objectives to strengthen government systems for data collection through platforms such as U-Report.

The results framework is somewhat coherent or logical, but more work is required to clearly articulate the indicators, and some of the indicators in the PSN are no longer in use. Definitions of standard indicators should be attached where available for common understanding. For example, why is the emphasis on measuring output 1 on UNICEF’s role in evidence generation when the aim is to strengthen government capacity?¹³ While the use of standard UNICEF indicators

¹³ Output 1: The **Government has increased capacity** to use disaggregated data and evidence related to child deprivations. Measures include:

has been encouraged, they do not always perfectly align with the intended outputs. What does “shock responsive” mean in the qualitative scale associated with an emergency preparedness plan?¹⁴ What does “level of inclusion” of child-focused community priorities in the multisectoral plans refer to?¹⁵ It is not clear how the target number of children covered by social protection systems was calculated. The results statements and the results framework do not sufficiently address equity considerations to programming and gender-responsiveness. For example, the indicator “Percentage of relevant (health and education) child-focused SDG indicators that are regularly monitored in Government M&E systems are not disaggregated by location.”¹⁶ This gap in spatial data is important given the goal for decentralized data collection and planning. If data is not available by district, then decentralized planning will not be appropriately informed by inequalities in service provision and in the decision making process. It is not clear what the denominator is for the number of districts covered by the National Safety Net Programme or how the annual targets were determined.¹⁷

Key assumptions, risks and mitigation strategies have been specified to some extent in the results framework, but gaps remain. There are numerous mentions within the programme strategy note on a lack of credible, high quality administrative data on social indicators and at the community level. This is largely related to financial and human resource constraints as well as a lack of institutional capacity at the national and district levels to gather and use monitoring data for routine decision making. According to the strategy note, the programme would address these gaps by providing financial and technical support to Statistic Sierra Leone and the Directorate of Science and Innovation to strengthen the Education Management Information System (EMIS), Edutrac and Health Management Information System (HMIS) to collect quality community/facility-level administrative data, however these sectoral MIS systems are the responsibilities of programme sections rather than EPSP. MICS (both as a core EPSP programme activity and data source) has been delayed due to COVID which means multidimensional child poverty estimates need to be generated from DHS, whereas dedicated COVID impact monitoring surveys were used in 2020 to measure the impact of COVID on households.

Shared Measurement System – Some aspects of a shared measurement system are in place, but more work is required to developed a shared measurement system and to make these indicators explicit in the theory of change. The government partner interviewed for this assessment was also not clear on the synergistic indicators, but sees strong potential in achieving results for children with strategic coordination across the sectors. Multigenerational poverty measures poverty as deprivations in the domains of health, nutrition, education, WASH and child protection, and as such, it represents a shared indicator. There are efforts to build the capabilities of the district councils to develop a results-based multisectoral plan at the district level and to implement a robust community engagement strategy that feeds into these plan priorities, but these actions are nascent in development.

Governance and Resources - There are insufficient human and financial resources for achieving the intended results for EPSP programming, including for multisectoral management. The section is responsible for both a programme (goal area 5) and the evidence function, and as a result, is substantially understaffed and overstretched. The lack of adequate human resources delays results and impacts the quality for programming. For example, while programme monitoring is the

Evidence generated on budgets and their linkages to child outcomes to improve budget allocations/expenditure for children

- *Initiating (1) - UNICEF is working on generating evidence to support budget allocation/expenditure for child related outcomes*
- *Intermediate (2) - UNICEF has generated evidence to support budget allocation/expenditure, but advocacy has not yet demonstrated improved budget allocation/expenditures*
- *Advanced (3) - UNICEF generated evidence and advocacy has led to improved budget allocation/expenditure*

¹⁴ See KPI - Shock responsive NSSN (2.13) under output 2; 0 = No adaptation of operating mechanisms to make them shock responsive; 1 = Operating mechanism partially adapted to make them shock responsive; 2 = Operating mechanisms highly adapted to make them shock responsive; and

3= Operating mechanisms fully adapted to make them shock responsive.

¹⁵ The indicator in question has been deleted from the EPSP results framework, but the strategy note has not been updated accordingly

¹⁶ The indicator has been deleted from the EPSP results framework.

¹⁷ The indicator has been deleted from the EPSP results framework.

responsibility of each programme, the EPSP manages the evaluation function. There are only two staff members managing these two contributions to Country Programme. In addition, the Field Offices are engaged in EPSP programming and decentralized multisectoral programming will require a high level of engagement on their part, which may not be sufficiently represented in their work plans. In terms of financial resources, the section pursues all relevant funding opportunities but the section is heavily underfunded. The evaluation function is also under-resourced and the amount that each programme contributes towards evaluation varies.

SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

STRENGTHENING THE EVALUABILITY OF THE COUNTRY PROGRAMME

Main Finding: Overall, the Country Programme is evaluable, pending strategic adjustments and additional clarifications.

Recommendations: Based upon the findings of this assessment, there are a number of ways to improve upon the evaluability of the Country Programme, such as:

- Addressing the evaluability gaps identified for each programme component, as outlined in detail in the previous section (for example, ensuring the theory of change for each programme component reflects UNICEF contributions, programme convergence and synergies in cross-cutting programmes; ensuring the measures are clearly defined and appropriately disaggregated);
- Developing a comprehensive theory of change diagram for the Country Programme that reflects current programme realities, identifies opportunities for programme convergence and informs a future shared measurement system in the next Country Programme (for example, by developing a theory of change diagram that reflects programme convergence and a life course perspective with synergistic indicators identified);
- Revisiting programme targets in light of COVID, strengthen the identified indicators, and consider further data disaggregation of relevant indicators by location (for example, to better reflect attainable targets or to scale back ambitions where needed; to leverage existing information management systems with disaggregated data to begin mapping out geographic convergence in UNICEF supported programming at a decentralized level);
- Addressing gaps in human and financial resources through a country-wide resource mobilization strategy (especially as it applies to child protection and EPSP programming, which are operating under substantial resource constraints that may affect the achievement of results for children);
- Developing a cross-sectoral Programme Effectiveness Strategy Note which would include the evaluation function; and
- Re-examining the role of the Field Offices to clarify accountabilities, to leverage expertise and to improve internal coherence on programme monitoring at district and community levels.

CLARIFYING PROGRAMME CONVERGENCE

Main Findings: There were many opportunities for programme convergence across the sections. However, programme convergence is not sufficiently explained in the Country Programme Document. Thematic programme convergence is more advanced than geographic programme convergence, but both are important for the Sierra Leone Country Programme.

Recommendations: To improve upon thematic programme convergence, it is recommended that an office-wide planning process be put into practice that goes beyond regular programme meetings. Multisectoral programming requires a backbone function and continuous communication to be effective, and neither of these dimensions are clear in the internal management and governance processes. Human and financial resources are required for multisectoral programme management, which often requires more time and revisions to work planning processes and procedures.

Programme convergence requires more explicit communication materials (such as a theory of change that reflects programme convergence) for UNICEF staff members and government partners for effective planning and decision-making. There could also be infographics that clearly identify and explain connections across the sections based upon the latest research in ECD and adolescent development, and a theory of change that reflects synergistic outputs and outcomes is ideal. In order to improve community engagement, C4D is particularly well positioned to support approach that can allow for the geographic convergence of programmes. At the same time, is important to recognize that the current standard RAM indicators (which programmes have been encouraged to use) are sectoral in nature. The CO would benefit from an overall strategy note on programme convergence (including both geographic and thematic opportunities).

STRENGTHENING RISK-INFORMED MONITORING AND EVALUATION

Main Finding: Overall the Country Programme requires greater clarity on what is meant by risk-informed programming and how it is monitored and evaluated.

Recommendations: There should be more explicit references in programme strategy notes on risk-informed programming, monitoring and evaluation approaches given the high likelihood of continued national emergencies in Sierra Leone. This means that the theory of change must go beyond identifying emergencies as a risk to achieving programmatic outcomes. For example, there can be explicit outputs related to system strengthening that are important for humanitarian response. Data collection tools and e-platforms that yield real-time information on the situation of children should continue to be strengthened for use in emergency and development context. The role of Field Offices in risk monitoring at the decentralized level within communities should be clarified for some sections, such as child protection and EPSP. For example, where UNICEF is supporting delivery of psychosocial support as part of emergency response in specific communities, the child protection programme may require additional assistance from Field Offices.

OPTIONS FOR THE COUNTRY PROGRAMME EVALUATION

Main Findings: There is broad consensus among UNICEF staff members and Government partners that a Country Programme evaluation is needed and that it is operationally feasible in the current context. This means that the government is willing to participate in the evaluation, to provide data or information for the evaluation, and that remote methods can be used if necessary given the global pandemic.

Recommendations: Resources must be mobilized to fund the evaluation as there currently are no financial resources set aside for the process.

Thematic Interests: Overall, there is a common interest in examining the system strengthening work of the CP, as each programme has worked hard to shift from service delivery to more upstream policy development and implementation. There is also a common interest in examining the added value of a multisectoral approach, especially at the decentralized level. Thus, the CP evaluation should examine the relevance, effectiveness and contributions of UNICEF in strengthening sectoral systems, and how and to what extent these have converged on a national and decentralized level. Given the

balance between system strengthening and service delivery was revisited because of COVID, it will also be important to understand *how* programmes made specific decisions to alter their implementing strategies and how nimble UNICEF was in adjusting to this emergency while still maintaining its long-term goals.

Child Protection - The child protection section would like to assess the relevance and effectiveness of multisectoral programming and upstream child rights work, especially its advocacy and approach to child protection budgeting and public financing with Ministry of Finance. Government partners are interested in evaluating progress on policy implementation including roles, accountabilities, sector plans, frameworks and monitoring practices. Government partners are also keen to examine the sustainability of UNICEF’s interventions, particularly as they apply to NGOs. *“We don’t want UNICEF to start with an NGO and then pull out and the project dies; we need to learn how to make the programme sustainable. If we don’t own it as the government, we will not be able to manage it, so we need to understand the roles and responsibilities.”*

Education – The education section is interested in evaluating its work in system strengthening so a benchmark is established for future evaluation. In particular, there is an interest in examining upstream multisectoral programming in relation to ECD policy, improving systems for teacher training and recruitment. Government partners would like to be actively involved in shaping the content of the evaluation given the Country Programme represents a joint plan of action. In particular, government partners would like the evaluation to examine the relevance of UNICEF’s approach in the education sector and the extent to which the partnership has been effective in achieving national development goals.

WASH – The WASH Section has very good evaluation coverage for their standalone programmes, but there is an interest in examining the effectiveness of the multisectoral district-wide approach of the Country Programme. In particular, how effective is multisectoral programming in different fiefdoms and districts? The Government is interested in learning good practices of district-level programming approaches, where there are bottlenecks and how the work can be made more sustainable.

Health and Nutrition – The Health, HIV and Nutrition section is interested in evaluating the overall achievements of the Country Programme with a specific focus on the multisectoral approach. Another theme they are interested in examining in the evaluation is systems strengthening as it applies the development and humanitarian nexus, especially given the reoccurring emergencies in the country and the overall goal to shift from service provision to system strengthening. There is also an interest in examining the effectiveness of UNICEF’s partnerships in achieving results for children at both the national and decentralized levels. The Government values its inclusion in the Country Programme development process and is interested in examining the sustainability of UNICEF-supported interventions.

Evidence, Policy and Social Protection – The EPSP section is interested in evaluating programme convergence, especially as it relates to local governance and the opportunities and challenges to implementation at the district level. There is also an interest in examining the impact of COVID on achieving results for children and in examining how the different sections responded and prioritized their actions. Government partners are also keen to understand the impact of UNICEF’s work on a district level, especially in districts where the organization has been working for more than ten years. They would like examine how and why UNICEF changes its programming and issues of local ownership, including the extent to which the government contributes to these decision making processes.

CONCLUSION

This evaluability assessment examined how well and to what extent the UNICEF Country Programme of Cooperation with the Government of Sierra Leone was set up to be evaluated in the future. After strategic adjustments to the theory of

change to include UNICEF's contributions, minor changes to the various measurement frameworks, and updating of PSNs to reflect operational realities, the CP is ready to be evaluated as it relates to core UNICEF programming in child protection, WASH, health and nutrition, education and social protection. However, the intended results may not be achieved given the shift in Government priorities to address COVID, and because of lack of sufficient internal human and financial resources for programme implementation. In addition, the ability to evaluate programme convergence is nascent at this time and is still emerging in practice. Thus, the CP evaluation would benefit from a formative evaluation design to assess programme synergies in greater detail, what is working or not working, and lessons learned. It is particularly important for the Sierra Leone Country Office to examine its work on a decentralized level when it comes to both geographic and thematic programme convergence.

ANNEX A: EVALUABILITY ASSESSMENT FRAMEWORK

EA Themes and Criteria	EA Objectives	EA Assessment Questions
Conduciveness of Context Common Agenda UNEG Criteria: Relevance, Coverage	1-To determine how well aligned the CP is to the country context	<ul style="list-style-type: none"> • What has changed about the operational environment in the country due to COVID and what impact does this have on the CP logic and future evaluations? • To what extent is there demand for evaluation? If there is no demand for evaluation, why is that? If some demand for evaluation exists, is it realistic given the programme design, budget and data availability? What would be the recommended thematic scope of the Country Programme Evaluation? • Do UNICEF staff members and government partners from various sectors have a shared understanding of the child rights issues in the country and a common approach to solving them?
Programme Logic Mutually Reinforcing Activities UNEG Criteria: Coherence, Effectiveness, Connectedness, Coordination	2-To assess the clarity of objectives, logic and the overall coherence of the Country Programme 3-To identify how “technology and innovation” is applied across the outcome areas and the extent to which it can be harnessed to enhance programme monitoring 4-To identify opportunities for programme convergence	<ul style="list-style-type: none"> • Does the CP have a clear theory of change/logic model? Is this aligned with PSN theory of change? If so, does it address the problems identified? To what extent do the outputs, outcomes and overall goal follow the result chain logic? To what extent are the intended beneficiary groups clearly identified, including the most marginalized? • To what extent is the theory of change of the CP coherently articulated and aligned to country context and national priorities, the UNICEF Strategic Plan and regional priorities? • To what extent is the theory of change risk-informed? Are the assumptions clearly articulated and sufficient? • Does the theory of change sufficiently articulate cross-cutting priorities for the CP, such as gender-responsive programming and technology for innovation? • What are the realistic/operationally feasible opportunities for programme convergence in light of resources and capacities? Which activities are mutually reinforcing towards a common agenda for early childhood development, adolescent development and parenting programmes in particular? • Does the CP theory of change identify synergies in strategies, outputs, outcomes and impacts across the various programmes? What are the possible adjustments/additions that could be made to the ToC? • To what extent have the roles and contributions of partners, government and UNICEF been made explicit in achieving collective impact through multisectoral programming? • Is UNICEF’s comparative advantage clearly articulated, and in relation to other partner contributions?
Monitoring and Data Availability Shared Measurement System UNEG Criteria: Coherence, Relevance, Effectiveness	5-To assess whether the existing monitoring and evaluation framework is sufficiently risk -informed 6-To identify gaps in availability of data and in alignment of results across the CP outputs and outcomes 7-To assess the equity of the CP results and expected outcomes across gender, disability and human rights	<ul style="list-style-type: none"> • To what extent is the results framework coherent, logical, and characterized by clearly articulated indicators? • To what extent have key assumptions, risks and mitigation strategies been specified in the results framework? • To what extent do results statements and the results framework address equity considerations to programming and gender-responsiveness? To what extent are indicators and targets gender-responsive and disaggregated by marginalized group? • To what extent are the key performance indicators SMART (<u>S</u>pecific <u>M</u>easurable <u>A</u>ctionable <u>R</u>ealistic and <u>T</u>imebound)? To what extent are baselines and targets available for all of the CP indicators? To what extent are the indicators based upon evidence? • What are the data requirements and the availability of information to measure results? • To what extent have synergistic indicators been identified across programme areas through a shared measurement system between sections? Is data available to assess these indicators? If not currently available, what are some possible allies (even institutions) that could help collect such data? • To what extent does the CP staff and partners have capacity to provide data for monitoring and evaluation, including for programme convergence since COVID? • To what extent does the CP have a sufficient monitoring system to gather and systematize the information with defined responsibilities, sources and periodicity? • To what extent are staff knowledgeable about the opportunities for adapting/amending the results framework and to what extent is Senior Management is supportive of such option. • To what extent is there a viable plan across programmatic areas to generate evidence to fill specific data gaps? Are there plausible plans to monitor partners’ work in a systematic way and in programme convergence, especially in the current operational environment?

EA Themes and Criteria	EA Objectives	EA Assessment Questions
Governance and Resources	8-To assess whether appropriate mechanisms and adequate human and financial resources have been put in place to collect relevant high-quality data in a consistent fashion and to achieve the CP expected results	<ul style="list-style-type: none"> • Are there sufficient human and financial resources for achieving the intended results, including for effective multisectoral programme management? Is the governance structure clear for multisectoral programming?
Backbone Function and Continuous Communication		<ul style="list-style-type: none"> • To what extent were financial resources set aside for evaluation at the outset of the CP? To what extent is the CP Costed Evaluation Plan realistic and achievable?
UNEG Criteria: Effectiveness, Coordination, Connectedness		<ul style="list-style-type: none"> • To what extent are data and systems in place to let UNICEF assess the adequacy of resources to achieve the CP intended results, and given the current operational environment?
		<ul style="list-style-type: none"> • Does the CO have transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons for improvement internally and externally, and across sectors?

ANNEX B: DOCUMENT REVIEW

Country Office/National Documents

1. UNICEF Sierra Leone Country Programme Document (2020-2023)
2. Costed Evaluation Plan – Sierra Leone – UNICEF Country Programme of Cooperation, 2020-2023
3. The Situation of Children and Women in Sierra Leone (2018)
4. UNICEF Sierra Leone Country Programme Management Plan
5. United Nations Sustainable Development Cooperation Framework, Sierra Leone (2020-2023)
6. Government of Sierra Leone-UNICEF Programme of Cooperation Rolling Work Plans (2020-2021)
7. Child Protection Programme Strategy Note
8. Education Programme Strategy Note
9. Evidence, Policy and Social Protection Strategy Note
10. Health and Nutrition Programme Strategy Note
11. WASH Programme Strategy Note
12. UNICEF Sierra Leone COVID Situation Report #10
13. UNICEF Sierra Leone COVID Situation Report #12
14. U-Report Sierra Leone: Assessing U-Reporters Knowledge and Awareness of Coronavirus
15. Sierra Leone COVID-19 Impact Monitoring Survey

Regional Office Documents

16. West and Central Africa Regional Office Plan/Priorities (2018-2021)

Corporate Guidance Documents

17. UNICEF Evaluation Policy (2018)
18. UNICEF Guidance Note: Adolescent Participation in UNICEF Monitoring and Evaluation (2018)
19. UNICEF Strategic Plan (2018-2021)
20. Guidance Note for Conducting Evaluability Assessments in UNICEF (2019)
21. UNICEF Guidance on Gender Integration in Evaluation (2016)
22. Planning Country Programme Evaluations – Summary Guidance and Technical Guidance (2020)
23. Monitoring of Risks and Risk-Informed Programmes, GRIP Module 4 (no date)

ANNEX C: FOCUS GROUP/KEY INFORMANT INTERVIEW PROTOCOLS

Indicative questions for focus groups with UNICEF programme participants:

1. Please introduce yourself (your name, title, job description, length of time with UNICEF)
2. What has been your role in the development or implementation of the CP for [name of programme]?

3. Using research on collective impact as a guide, please verify if I have correctly understood the following (note a unique PPT presentation will be made for each programme using the document review):
 - a. Common Agenda
 - i. Verify common agenda and the extent to which it was informed by research and evidence
 - ii. How has the operational environment changed since the onset of COVID-19, and what impact has this had on programming?
 - iii. How have strategies been adapted? How do they still need to change?
 - b. Mutually Reinforcing Activities
 - i. UNICEF sectoral roles, partner roles, unique contributions
 - ii. Do you see opportunities for programme convergence? If so, where, why and how?
 - iii. Geographic convergence options
 - iv. Multisectoral programming options
 - v. How is technology being used to assess implementation progress and monitor results?
 - vi. How have programming interventions been adapted to the current operational environment?
 - c. Shared Measurement System
 - i. Where are opportunities for synergistic actions in strategies, outputs and outcomes in the existing theory of change?
 - ii. What lessons have been learned in monitoring and evaluating programmes like this with UNICEF in previous years?
 - iii. Data availability, sources, collection frequency, gaps
 - iv. To what extent can the planned monitoring approach be implemented in the current operational environment?
 - v. How is technology used to collect real-time data for monitoring and risk reduction?
 - d. Backbone Function and Continuous Communication
 - i. Are the necessary human and financial resources in place to demonstrate results for children in the future?
 - ii. Are the necessary governance and communication structures in place to ensure transparent, coordinated and efficient implementation of the relevant programme strategies?
 - iii. Are the necessary learning systems in place to ensure continuous reflection and improvement over time?
4. What do you want to learn from the planned CP evaluation?*

Indicative questions for government partners (all questions) and UNICEF Dep. Rep/PM&E (* questions only):

1. Please introduce yourself (your name, title, job description, length of time working/partnering with UNICEF)*
2. What has been your/your agency/organization's role in the new CP for [name of programme]?
3. What are the unique contributions of your agency/organization for the [name of programme]?
4. What do you consider to be the unique contributions of UNICEF in this programme? Put another way, what difference does it make if UNICEF is involved or not?
5. Do you see opportunities for programme convergence? If so, where, how?*
6. How has the operational environment changed, and what impact has this had on programming? How sustained will this impact be in the future? What is being done to address these challenges?*
7. What amendments have happened to indicators in the time between completing PSNs and uploading to the RAM platform?*
8. Do you think it is possible to demonstrate the impact on this programme on children's rights in Sierra Leone in the future, especially given the current operational environment?
9. What lessons have been learned in monitoring and evaluating programmes like this with UNICEF in previous years? How can these lessons inform risk monitoring practices?*
10. Would your organization support an evaluation of the CP in the future? In what ways?
11. What do you want to learn from the planned CP evaluation?*
12. Are the necessary governance and communication structures in place to ensure transparent, coordinated and efficient implementation of the relevant programme strategies?*

13. Are the necessary learning systems in place to ensure continuous reflection and improvement over time?*
14. Are the necessary human and financial resources available to demonstrate results for children in the future?*

ANNEX D: INDICATIVE ASSESSMENT CRITERIA AND RANKINGS

These rankings will be applied independently for each programme area and for the overall Country Programme.

- **Objective 1:** To determine how well aligned the CP is to the country context
- **UNEG Criteria:** Relevance, Coverage

Ranking	Core EA Theme: conduciveness of Context	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	There is programme alignment with national priorities; however, the current country context and situation of children has not been sufficiently addressed. The capacity of UNICEF and its partners to adapt to an evolving context and to reach those in need is limited.						
Emerging	There is programme alignment with national priorities; and the current country context and situation of children has been addressed to some extent. However, more work needs to be done with UNICEF and national partners to build their capacity to adapt to an evolving context and to reach those in need.						
Advanced	There is programme alignment with national priorities; and the current country context and situation of children are being sufficiently addressed. The capacity of UNICEF and national partners to adapt to an evolving context and to reach those in need is substantial.						
Ranking	Collective Impact Theme: Common Agenda	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	UNICEF staff members and partners from various sectors do not have a shared understanding of the child rights issues in the country, nor a common approach to solving them. There is limited demand for the planned CP evaluation among all partners, and the vision for the evaluation is unrealistic in the current operational environment.						
Emerging	UNICEF staff members and partners from various sectors have a shared understanding of the child rights issues in the country, but do not have common approach to solving them. There is demand for the planned CP evaluation among some, but not all partners, and the vision for the evaluation needs to be adjusted to be realistic in the current operational environment.						
Advanced	UNICEF staff members and partners from various sectors have a shared understanding of the child rights issues in the country and common approach to solving them. There is high demand for the planned CP evaluation among all partners, and the vision for the evaluation is realistic in the current operational environment.						

- **Objective 2:** To assess the clarity of the objectives, logic and the overall coherence of the CP
- **Objective 3:** To identify how “technology and innovation” is applied across the outcome areas and the extent to which it can be harnessed to enhance programme monitoring
- **Objective 4:** To identify opportunities for programme convergence
- **UNEG Criteria:** Coherence, Effectiveness, Connectedness, Coordination

Ranking	Core EA Theme: Programme Logic	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	There is no explicit theory of change nor an articulation of risks and assumptions; however, this information can be inferred through the existing documentation. The logic from the inputs to outputs to outcomes is unclear and is not sufficiently aligned with the country context and the problems facing children. The theory of change does not articulate cross-cutting themes such as gender-responsive programming and technology for innovation. Connections between humanitarian and development strategies are not explicit or clearly articulated.						
Emerging	There is a theory of change; however, the articulation of risks and assumptions requires improvement. The logic from the inputs to outputs to outcomes requires strengthening to be sufficiently aligned with the country context and the problems facing children. The theory of change articulates some cross-cutting themes, but there are gaps that need to be addressed. Connections between humanitarian and development strategies are articulated to some extent, but require sharpening.						
Advanced	There is a theory of change as well as an articulation of risks and assumptions. The logic from the inputs to outputs to outcomes is clear and is sufficiently aligned with the country context and the problems facing children. The theory of change sufficiently articulates cross-cutting themes such as gender-responsive programming and technology for innovation. Connections between humanitarian and development strategies are clearly articulated and sufficient.						
Ranking	Collective Impact Theme: Mutually Reinforcing Activities	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	Opportunities for programme convergence have not been identified, but some mutually reinforcing activities can be inferred. UNICEF’s comparative advantage is not clearly identified, and the roles and contributions of UNICEF and its partners are also unclear. The theory of change does not identify synergies in programme strategies, outputs, outcomes and impacts in the areas of early childhood development, adolescent development and parenting programmes.						
Emerging	Opportunities for programme convergence have been identified to some extent, but more information is required to understand how certain activities fit together towards a common agenda. UNICEF’s comparative advantage is identified in these activities, but the roles and contributions of UNICEF and its partners require clarity. The theory of change identifies some synergies in programme strategies, outputs, outcomes and impacts in the areas of early childhood development, adolescent development and parenting programmes. However, more work is required to sharpen these synergies.						
Advanced	Opportunities for programme convergence have been identified, including a clear identification of mutually reinforcing activities. UNICEF’s comparative advantage is clearly identified in these activities and the roles and contributions of UNICEF and its partners are clear. The theory of change sufficiently identifies synergies in programme strategies, outputs, outcomes and impacts in the areas of early childhood development, adolescent development and parenting programmes.						

- **Objective 5:** To assess whether the existing monitoring and evaluation framework is sufficiently risk-informed
- **Objective 6:** To identify gaps in availability of data and in alignment of results across the CP outputs and outcomes
- **Objective 7:** To assess the equity of the CP results and expected outcomes across gender, disability and human rights
- **UNEG Criteria:** Coherence, Relevance, Effectiveness

Ranking	Core EA Theme: Monitoring and Data Availability	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	The results framework is not coherent or logical, nor comprised of clearly articulated indicators. Key assumptions, risks and mitigation strategies are not specified in the results framework. The results statements and the results framework do not sufficiently address equity considerations to programming and gender-responsiveness. Key performance indicators are not sufficiently SMART (Specific Measurable Actionable Realistic and Timebound). Baselines and targets are not available for all of the CP indicators, and the data requirements and the availability of information to measure results are not clearly articulated.						
Emerging	The results framework is somewhat coherent or logical, but more work is required to clearly articulate the indicators. Key assumptions, risks and mitigation strategies have been specified to some extent in the results framework, but gaps remain. The results statements and the results framework require strengthening to sufficiently address equity considerations to programming and gender-responsiveness. Key performance indicators require additional work to ensure they are SMART (Specific Measurable Actionable Realistic and Timebound). Baselines and targets are available for some of the CP indicators, but the data requirements and the availability of information to measure results requires elaboration.						
Advanced	The results framework is coherent, logical, and comprised of clearly articulated indicators. Key assumptions, risks and mitigation strategies have been specified in the results framework. The results statements and the results framework address equity considerations to programming and gender-responsiveness. Key performance indicators SMART (Specific Measurable Actionable Realistic and Timebound). Baselines and targets available for all of the CP indicators, and the data requirements and the availability of information to measure results are clearly articulated.						
Ranking	Collective Impact Theme: Shared Measurement System	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	Synergistic indicators have not been identified across programme areas. CP staff and partners do not have the capacity to provide data for monitoring and evaluation as it applies to programme convergence. The CP does not have a sufficient monitoring system to gather and systematize the information with defined responsibilities, sources and periodicity, including in programme convergence. There is no viable plan across programmatic areas to generate evidence to fill specific data gaps if needed.						
Emerging	Synergistic indicators have been identified across programme areas, but more work is required to developed a shared measurement system. CP staff and partners have the capacity to provide data for monitoring and evaluation, but require additional support for monitoring programme convergence. The CP has a sufficient monitoring system to gather and systematize the information with defined responsibilities, sources and periodicity, but not as it applies to programme convergence. There is an emerging plan across programmatic areas to generate evidence to fill specific data gaps if needed.						
Advanced	Synergistic indicators have been identified across programme areas and through a shared measurement system. CP staff and partners have the capacity to provide data for monitoring and evaluation, including for programme convergence. The CP has a sufficient monitoring system to gather and systematize the information with defined responsibilities, sources and periodicity, including in programme convergence. There is a viable plan across programmatic areas to generate evidence to fill specific data gaps if needed.						

- **Objective 8:** To assess whether appropriate mechanism and adequate human and financial resources have been put in place not only to collect high-quality data in a consistent fashion, but also to achieve the CP expected results.
- **UNEG Criteria:** Effectiveness, Coordination

Ranking	Core EA Theme: Governance and Resources	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	There are insufficient human and financial resources for achieving the intended results, including for multisectoral management. The financial resources set aside for evaluation and the CP Costed Evaluation Plan are not realistic or sufficient. There are no systems in place to monitor the adequacy of resources to achieve the CP intended results.						
Emerging	There are sufficient human and financial resources for achieving the intended results, but not for multisectoral management. The financial resources set aside for evaluation and the CP Costed Evaluation Plan are realistic, but may not be achievable in the current operating environment. The systems in place to monitor the adequacy of resources to achieve the CP intended results require strengthening						
Advanced	There are sufficient human and financial resources for achieving the intended results, including for multisectoral management. Ample financial resources are set aside for evaluation and the CP Costed Evaluation Plan are realistic and achievable in the current operating environment. There are systems in place to monitor the adequacy of resources to achieve the CP intended results.						
Ranking	Collective Impact Theme: Backbone Function and Continuous Communication	EDU	WASH	CPRO	H/N/HIV	EPSP	CP
Nascent	There are no transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned for improvement internally and externally, and across all sectors.						
Emerging	There are some transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned for improvement internally and externally, and across all sectors. However, more work is required to strengthen communication in the current operating environment.						
Advanced	There are transparent communication plans and ongoing learning systems in place to facilitate sharing of good practices and lessons learned for improvement internally and externally, and across all sectors.						

ANNEX E: PROGRAMME THEORY OF CHANGE DIAGRAMS

Figure 10: Child Protection Theory of Change

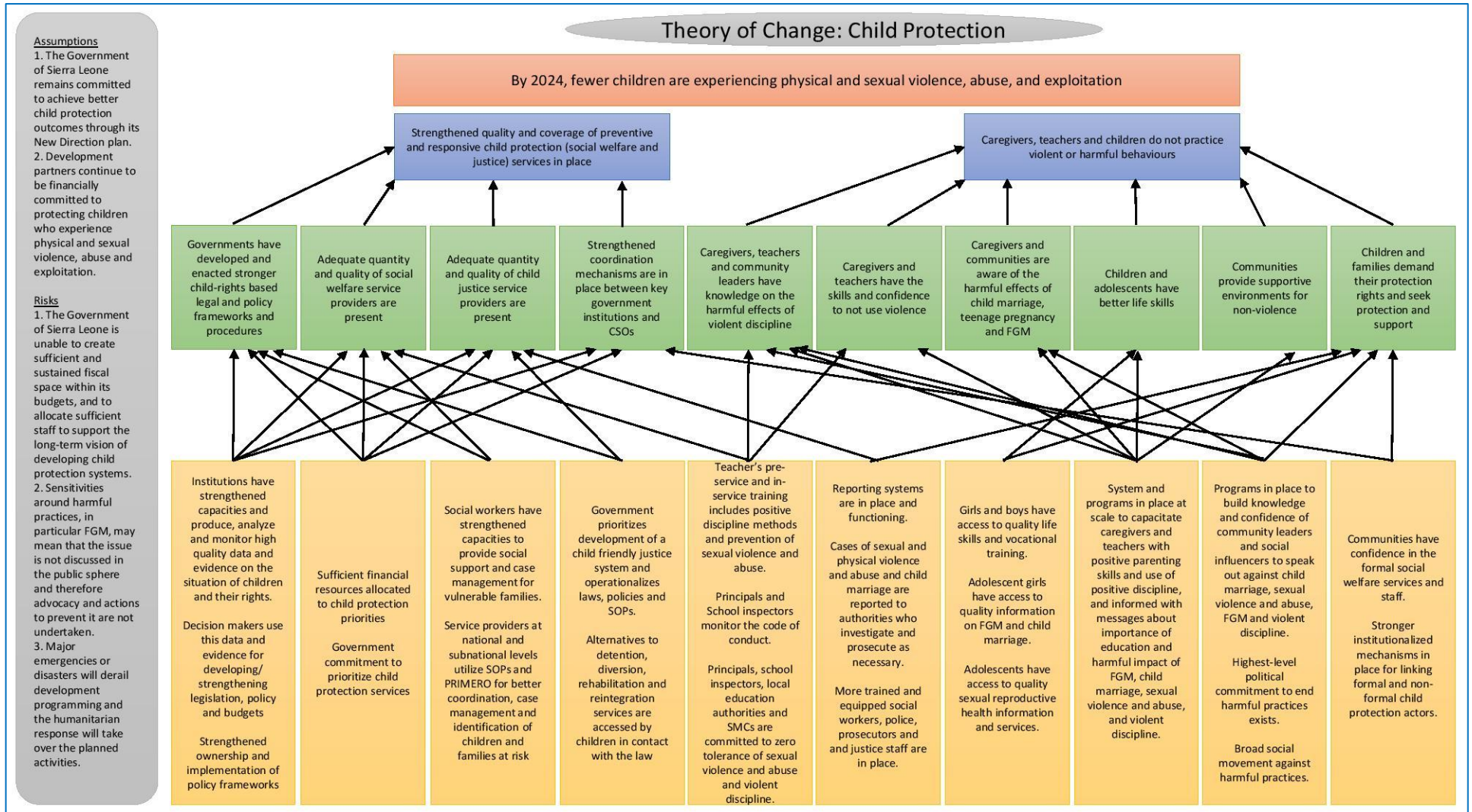


Figure 11: Education Theory of Change

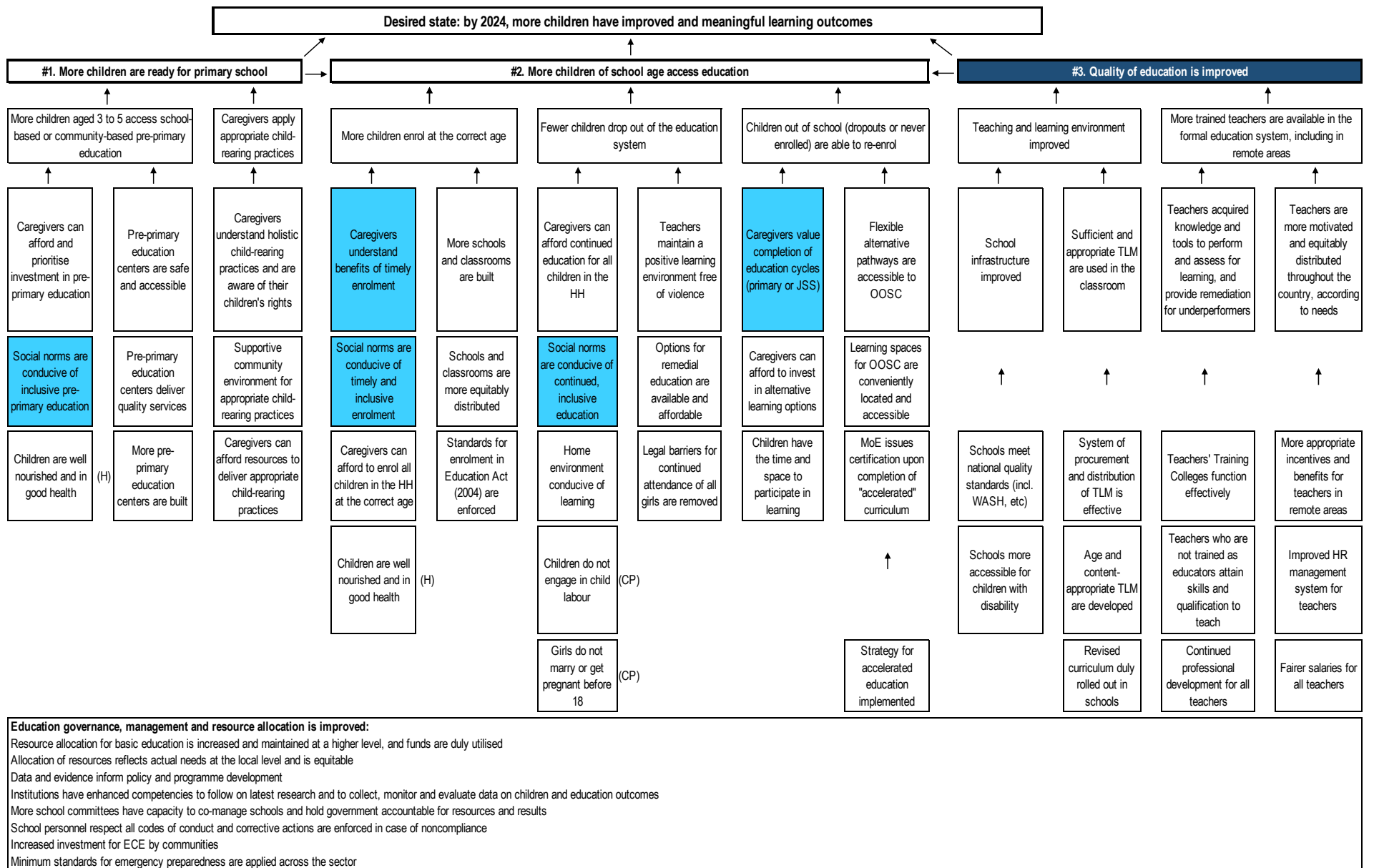


Figure 12: WASH Theory of Change

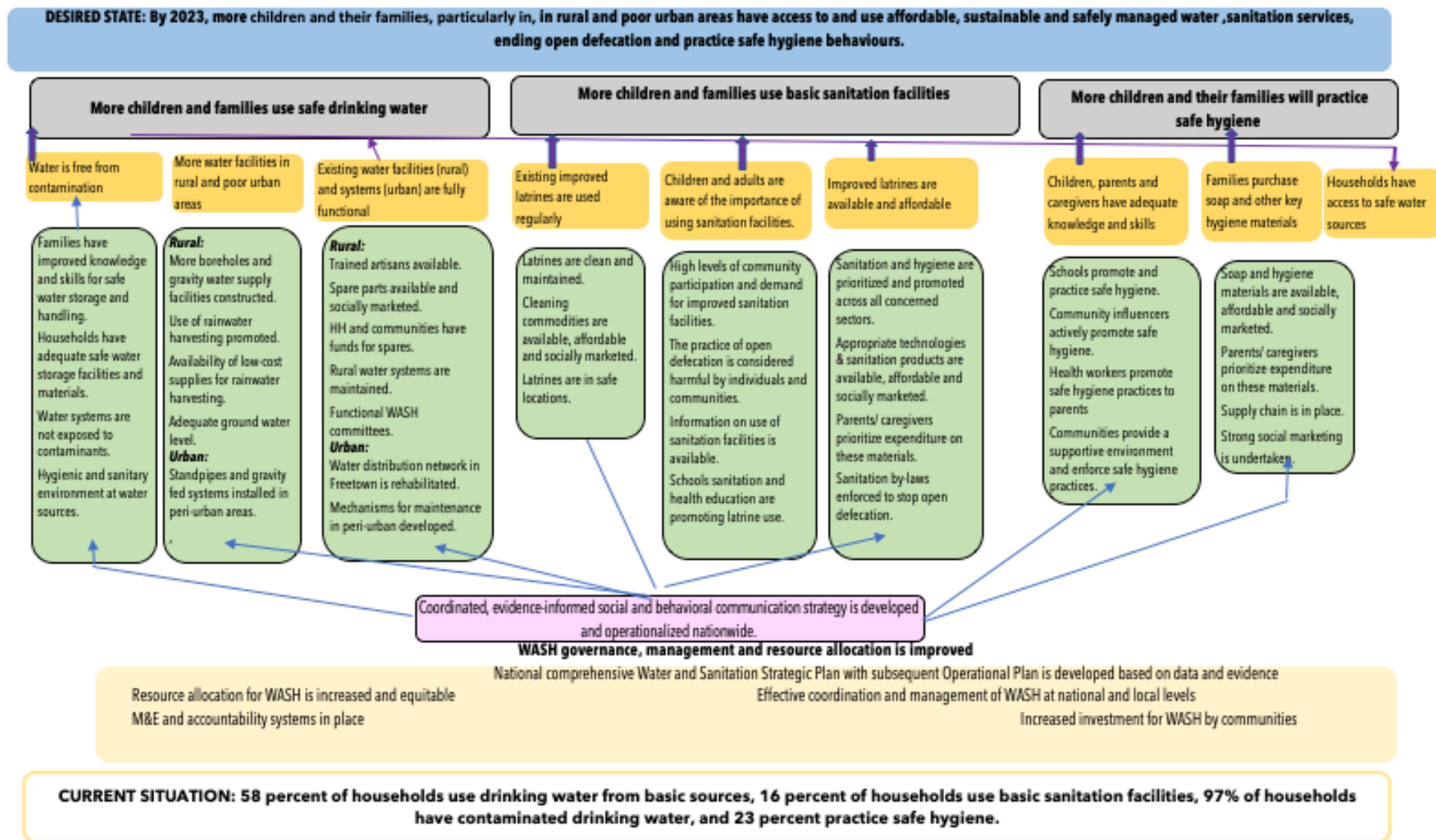


Figure 13: Health and Nutrition Theory of Change

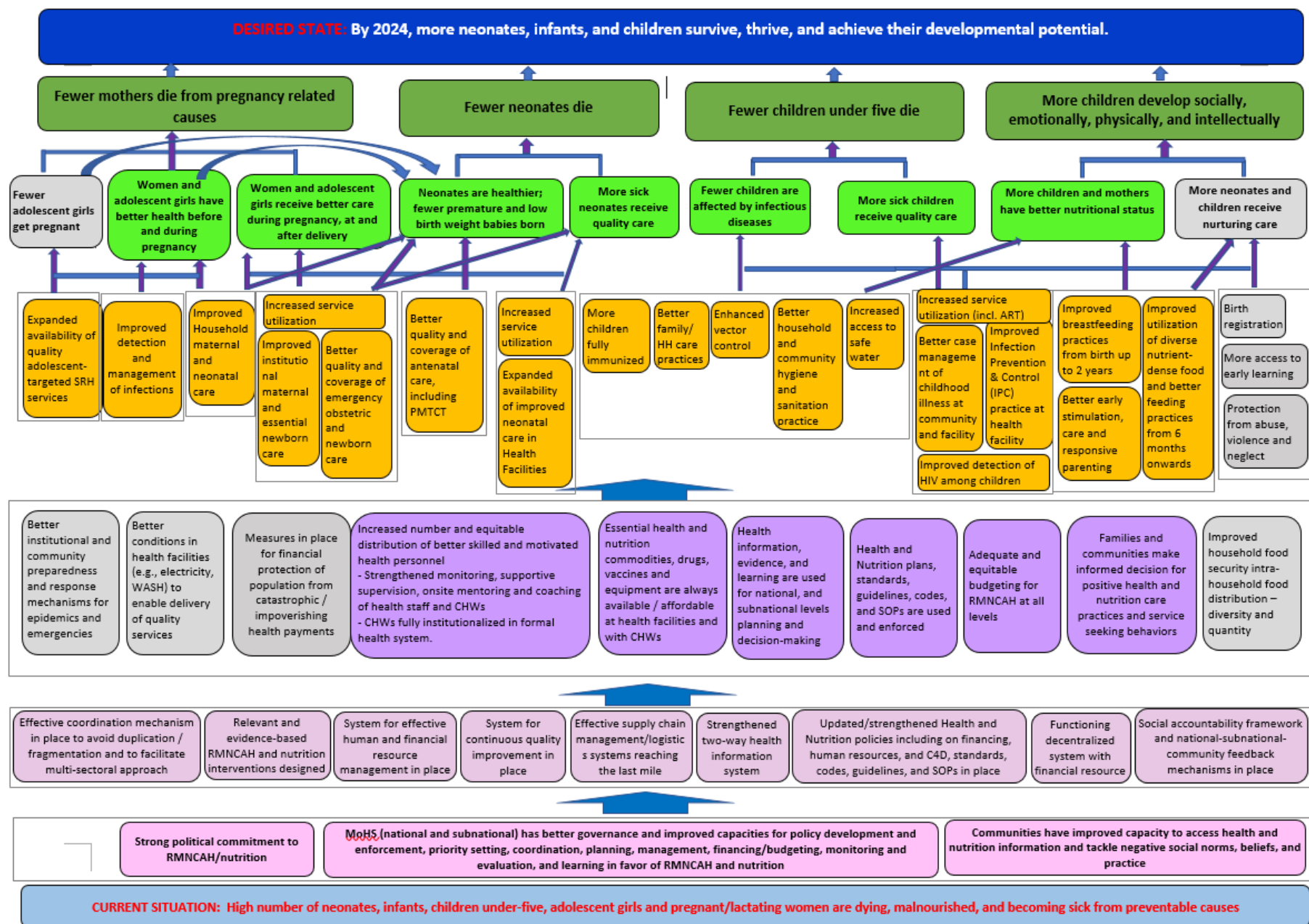


Figure 14: Evidence, Policy and Social Protection Theory of Change

DESIRED STATE: By 2023, less children in Sierra Leone are living in income- and multi-dimensional poverty and have an adequate standard of living to enable them to reach their full potential.

More children are living in households with sufficient income and assets to ensure their rights are met.

Parents and caregivers have improved economic and job opportunities

Parents are qualified for employment in quality jobs.
Government and private sector generate quality jobs.
Poor families have land and other capital

More poor and vulnerable households access social protection benefits and services

Increased scale and coverage of existing social protection programmes with improved targeting

New SP programmes are developed, including for emergencies

Coordinated and integrated Social Protection system

Strengthened capacities in NACSA for coordinating and leading SP programmes.
Harmonized standards and systems are developed and used by all SP programmes
Integrated and linked database / information system functional
Social Protection Strategy is strengthened and costed
Additional resources for social protection are available

Local evidence is available on the cost of social protection programmes and the cost of inaction.
Stronger political commitment to accelerate social protection programmes and ensure coordinated approach.
Legislation is enacted to enforce social protection programme and framework.

More poor and vulnerable families are resilient to the socio-economic impact of economic shocks, emergencies and disasters.

Fewer households are in hazardous or disaster prone environments

Improved urban planning and urban management.
Reduced environmental degradation.
Enforcement of standards of construction.
Development and enforcement of guidelines for rural and urban housing.

Families have improved knowledge on potential threats and skills to plan for, minimize or mitigate

Improved early warning system.
Community-level education and training programmes are in place, including financial management.
Poor families have improved access to financial services.
Political and local leaders act to reduce the culture of dependency / reliance on Government to provide.
Innovative community support initiatives are introduced & traditional systems enhanced.

Strengthened community support mechanisms

National strategy is developed and operationalized to address household resilience.

Up-to-date national and disaggregated local-level data and strategic information on the situation of children is available and used.
Improved capacity to conduct and provide evidence on the efficiency and effectiveness of public expenditure and social services delivery.
Public sector budgets and development partner prioritise more equity-focused, efficient, and effective budget allocation and execution for the delivery of quality basic services and social protection programmes.

More poor families and children benefit from inclusive access to quality basic social services

More poor and vulnerable families access quality basic social services (health, nutrition, education, WASH, social welfare, justice)

Decentralization of responsibilities and accountabilities to local government is accelerated

Local government authorities and local government social service technocrats have better capacity to plan, budget and manage services for children

Government adopts special measures for the poorest, most vulnerable including landless urban poor.

Families/communities participate actively in planning and budgeting for programmes and services

CURRENT SITUATION: Too many children living in income and multidimensional poor families (55% children are living in income-poor families; 64.8% are deprived in at least one dimension)