

Evaluability Assessment for Country Programme (2021– 2025), UNICEF Indonesia Country Office

Paul Davies, Independent Consultant

Evaluability Assessment for UNICEF Indonesia Country Programme

**Indonesia Country Programme
Document (CPD), 2021–2025**

Evaluability Assessment for UNICEF Indonesia Country Programme

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For further information, please contact:

East Asia and Pacific Regional Office – Evaluation Section
United Nations Children’s Fund
19 Pra Athit Rd, Chana Songkhram, Pra Nakhon,
Bangkok, 10200, Indonesia
asia.pacific.evaluate@unicef.org

PREFACE

This report aims to assess the logical framework of the UNICEF Indonesia Country Programme with respect to the expected results for children. The report evaluates the design perspective, measurability, and evaluability of the expected results. The primary objective of this analysis is to assess the relevance of the expected results for children in the context of the country programme and to identify any gaps or limitations in the design of the results framework.

The assessment was conducted by an evaluation expert with vast experience in the region and used a combination of qualitative and quantitative methods. The consultant reviewed the country programme documents and reports, conducted key interviews with programme staff and stakeholders, launched an online survey, and analysed available data on the expected results.

This report, which is intended for use by UNICEF, presents the evaluation findings and provides recommendations to improve the design and implementation of the country programme in terms of its expected results for children.

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Lastly, thanks are extended to all the staff members who contributed to the Country Programme Document (CPD) and results framework for their dedication and tireless efforts to improve the lives of children in the country. This report intends to contribute to their efforts by offering recommendations to increase programme efficiency and enhance the monitoring, assessment and reporting of results for children at different levels.

ACRONYMS

CO	Country Office
CP	Child Protection
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CRC	Convention on the Rights of the Child
CSG	Child Support Grant
CYCT	Children and Youth Council of Indonesia
DCY	Department of Children and Youth
DLA	Department of Local Authority
EA	Evaluability Assessment
ECD	Early Childhood Development
GDP	Gross Domestic Product
HIV/AIDS	Human immunodeficiency virus and acquired immune deficiency syndrome
HQ	Headquarters
IMEP	Integrated Monitoring and Evaluation Plan
ICO	UNICEF Indonesia Country Office
KAPS	Knowledge, Attitude and Practice Survey
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MICS	Multiple Indicators Cluster Survey
MoU	Memorandum of Understanding
MPSR	Mid-Programme Strategic Review
RO	Regional Office
WASH	Water Sanitation and Hygiene

EXECUTIVE SUMMARY

UNICEF's cooperation with the Government of Indonesia dates to 1948, along with its Plan of Agreement and Cooperation Frameworks¹. At the global level, UNICEF cooperation is linked to the United Nations 2030 Agenda for Sustainable Development; and at the country level, to the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021–2025.

The UNICEF Indonesia Country Programme 2021–2025 was approved in September 2020 with a budget of \$22,560,000 from regular resources (RR) and \$124,393,000 from other resources (OR). After two years, the Indonesia Country Office (ICO) seeks to finalize the Evaluability Assessment (EA) of the country programme to determine if the set results for children are measurable and evaluable. Evaluability is essential for enhancing results-based management and showcasing the impact of UNICEF programmes on children's rights. The organization's revised evaluation policy emphasizes evaluability assessments early in the programme cycle to ensure proper design and monitoring of implementation. The primary aim of the EA is to assess the logical consistency of the programme's causal pathways and examine the mechanisms for tracking performance, ensuring adequate evidence generation for results at various levels. The assessment provides a cursory review of the programme theory and analyses its clarity, coherence and consideration of assumptions, risks and external factors.

The three objectives of the EA are to:

1. Assess the overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools and mechanisms are in place.
2. Assess the adequacy of the Monitoring and Evaluation (M&E) systems established to measure progress and achievement of planned results for the programme components and the extent to which equity, gender and humanitarian action have been integrated in various data generation systems.
3. Provide recommendations to further improve the design, data collection tools and systems to better implement, monitor and eventually evaluate the planned results of the country programme. This would include suggestions on the preparation of the systems and tools to conduct the country programme evaluation, as well as evaluations in the costed evaluation plan and other planned evaluations by the programme teams.

CONCLUSIONS

1. The ICO Country Programme Document (CPD) is grounded in extensive evidence and prior analysis and identifies and addresses key long-term challenges for children in Indonesia. Through comprehensive consultations, it has pinpointed relevant issues, and

¹ UNICEF and Government of Indonesia CPA 2021-2025, December 2020.

with its strong emphasis on changing social norms through Social Behavioural Change (SBC), it aims to improve children's wellbeing.

2. The country programme has detailed Theory of Change (ToC) frameworks for its seven programme areas, but a comprehensive review is needed for the overall CPD ToC, especially given its application as more of a compliance tool than a practical operational guide. While many individual programme ToC frameworks remain relevant, there is a need for clearer implementation strategies, better incorporation of emerging issues, and a reconsideration of the 'if-then' approach used by UNICEF, which often lacks clarity in outlining actionable pathways. These include a lack of a clear pathway to results, UNICEF outputs and results, and the lack of a partnerships lens.
3. Several interviewees emphasized the need for the ICO to be more proactive in addressing emerging issues rather than 'playing catch-up' and highlighted areas like Artificial Intelligence (AI), online protection for children and climate change. The overarching message is the necessity for a proactive, forward-looking approach, with a greater focus on influence and advocacy, while also addressing core, sometimes sensitive, issues to create meaningful outcomes for children.
4. Generally, the results are seen as realistic, particularly looking at the output level which, as one interviewee stated, 'is where UNICEF is accountable'. Many of the results are around the enabling environment, supporting government capacity to ensure it can deliver at the national and de-centralised level, and ensure that partners have the capacity to provide services. The results, indicators and measurability were also agreed during extensive consultations with the government, as detailed below in the Alignment section.
5. The CPD is seen as being highly aligned with the country's National Medium-Term Development Plan (RPJMN) 2020–2024, with the government being involved in both the development and review of the CPD. This is also strongly reflected in the Country Programme Action Plan (CPAP) with the government which clearly reflects the established developmental priorities. This EA is based on the results of all the evidence gathered during this undertaking, including interviews and the review of various documents such as RPJMN, UNSDCF, Sustainable Development Goals (SDGs) and UNICEF's strategic plan.
6. Overall, it was noted that there is a gap in resources, especially after the bloating and skewing of human resources that occurred during the COVID-19 response. There is a lack of resources in some programme areas (i.e., Education) and at the sub-national level. This is exacerbated by the dilemma of trying to 'sell need' in an upper-middle income country.

7. The outcome indicators are generally well-defined, specific and time-bound, which is positive. However, there are indicators lacking metrics on the strategies and interventions to achieve the targets. Also, it is important to measure how UNICEF's role will contribute to the expected results.
8. The EA could not find strong evidence on how the CO uses M&E data for strategic decision making and learning. It was evident that there is a commitment to learning, but several interviewees stated that there is too little time for this during the regular working day – i.e., 'learning' seems relegated to voluntary brown bag lunches and is not something that is incorporated into Programme Management Team (PMT) meetings.

Recommendations for the UNICEF Indonesia CO

Objective 1: Overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools, and mechanisms are in place.

- Review and align the Country Evaluation Plan (CEP) with the strategic plan, evaluation policy, and recent programme changes.
 - Update the evaluation priorities. Given the recent events and experience from the CPD implementation so far, an update/review of the CEP could be beneficial for the present programme cycle.
- An internal visioning/update of the contextual strategy note might be needed to complement the CPD to explain more clearly the political situation, risks, opportunities, etc., given recent changes in the political system.
- Enhance the ToC to clarify UNICEF's role, contribution and partnerships, transitioning it from a compliance tool to a practical operational guide.
 - Review individual programme ToCs for clarity, alignment with emerging issues, and flexibility in identifying actionable pathways.
 - Revise and improve ToC and results indicators to capture UNICEF's contributions effectively, ensuring that all indicators are Strategic, Measurable, Achievable, Relevant and Time-bound (SMART).
- Strengthen outcome indicators to define expected results and UNICEF's strategy for achieving them, with a focus on clear communication in the CPD.

Objective 2: The adequacy of the systems established to measure progress and achievement of planned results for the programme components of the new CP.

- Evaluation (M&E) system to pinpoint and rectify gaps in data collection and analysis. Emphasize the importance of SMART) indicators. Ensure tight alignment of the M&E system with the CPE and upcoming evaluations.

- Include CPD M&E indicators (beyond the CO dashboard) in CMT sessions with accompanying action plans.
 - Include CPD M&E indicators in the CO mid-year and end-year reviews, analyzing progress from baselines towards targets.
- Change in perspective: Transform the perspective of M&E from a compliance-focused activity into a critical instrument for decision-making, organizational learning, and continuous improvement. Emphasize the value of data in informing strategic decisions and programme effectiveness.
- Stakeholder engagement and communication: Actively engage with stakeholders to gather feedback on the effectiveness of the M&E system and identify areas for improvement. This ensures that data collected serves the needs of donors, partners, and beneficiaries, enhancing accountability and transparency.
- Staff training: Provide training to staff on the Country Evaluation Plan (CEP) and the M&E system. Equip them with the necessary skills and knowledge to effectively utilize data for programme assessment and decision-making.
- Scaling best practices: Deepen efforts to identify and document best practices for piloting and scaling programmes. Analyse key success factors and share these findings to inform future programme design and implementation, fostering continuous improvement.
- Establish a specialized task force: Create a dedicated task force or unit to anticipate and address upcoming challenges, such as those related to AI, online child protection, and climate change. This task force can develop expertise in these areas and ensure that the M&E system adequately addresses these evolving issues.

CONTEXT OF THE EVALUABILITY ASSESSMENT

Since 1946, UNICEF has been ‘mandated by the United Nations General Assembly to advocate for the protection of children’s rights, to help meet their basic needs and to expand their opportunities to reach their full potential’. UNICEF’s cooperation with the Government of Indonesia dates to 1948, along with its Plan of Agreement and Cooperation Frameworks². At the global level, UNICEF cooperation is linked to the United Nations 2030 Agenda for Sustainable Development; and at the country level, to the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025³.

The UNSDCF⁴ prioritized four main pillars to frame United Nations Cooperation in Indonesia. These were as follows:

1. Inclusive human development,
2. Economic transformation,
3. Climate and disaster resilience, and
4. Innovation to accelerate SDG achievement.

The legal basis underpinning the vision, mission and positioning for SDG attainment in Indonesia is Presidential Decree Number 59/2017. The SDGs have been embedded in successive Medium-Term National Development Plans (RPJMN). The United Nations has identified 118 of the 164 targets most relevant to the country context that have been incorporated into the RPJMN 2020–2024. Sub-national governments have also been mainstreaming SDGs in their medium-term national development plans.

The UNICEF Indonesia Country Programme 2021–2025 was approved by the UNICEF Executive Board as part of its regular session in September 2020, with a proposed indicative budget of \$22,560,000 from regular resources (RR), subject to availability of funds, and \$124,393,000 in other resources (OR), subject to the availability of specific purpose contributions for the period 2021–2025. As noted above, the ICO aims to complete the delayed EA, originally commissioned late in 2021 of the CPD after nearly two years of implementation, to assess if the results for children to at the conclusion of the country programme are rational, quantifiable, and evaluable.

The country programme 2021–2025 was built on the previous country programme’s ToC, adopting proven and effective models, approaches and strategies. In addition, it intended to ze the Government of Indonesia at national, provincial and district levels to take these proven interventions to scale through child-focused legislation and policy, sufficient budgetary

² UNICEF and Government of Indonesia CPA 2021-2025, December 2020.

³ Evaluability Assessment of Indonesia CPD, Terms of Reference, July, 2021.

⁴ UNSCDF 2021-2025, Government of Indonesia, and UNSCDF, April 2020.

allocations, and enhanced technical capacity where it is needed. Further, the overall theory of change underpinning the 2021–2025 country programme is that the fulfilment of children’s rights is protected and accelerated if: solutions prioritize the most vulnerable and furthest left behind; design, financing and delivery of social service policies replicate and scale up evidence-based solutions; cooperation for results promotes integration, and builds systems and capacities that are resilient to multiple shocks and stresses, including emerging threats, and mobilizes all parts of national and subnational government, civil society, the private sector and other duty bearers in creating and meeting demand for increased service standards; and positive social norms and participation of children and young people, including those with disabilities, are promoted through communication-based strategies.



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The ToC underpinning the current country programme is linked to the fulfilment, protection and acceleration of child rights. The overall vision is that ‘By 2030, all children and adolescents in Indonesia, especially the most vulnerable, develop to their full potential and live in environments that are safe, protective and conducive to the fulfilment of their rights.’©

This overall vision is to be delivered through six linked programme components that strengthen the normative environment of children in both development and humanitarian contexts. The following are the sectoral outcome statements:

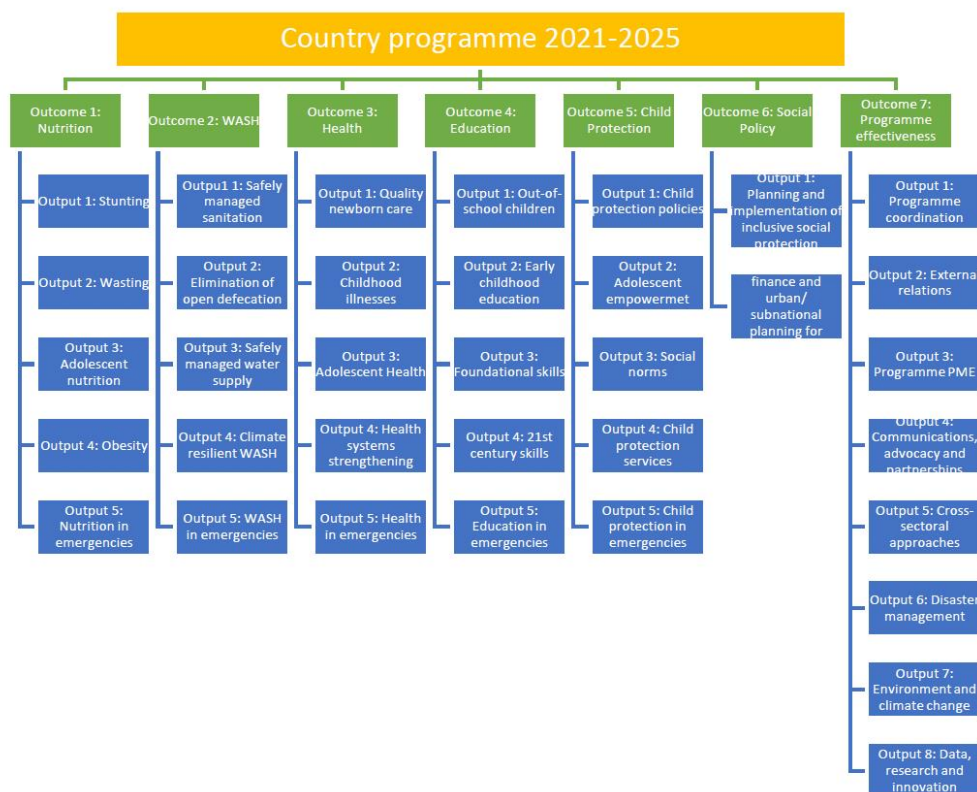
- **Nutrition:** Women and children have more equitable access to evidence-based nutrition services and adopt appropriate care practices across the life cycle from pregnancy to adolescence.
- **WASH:** Children and their families, especially the most vulnerable, increasingly use safely managed and sustainable WASH services, adopt critical hygiene practices, and live in resilient WASH environments. Five out of the six sectoral programmes, including WASH, have a strong linkage to climate-resilient programming.
- **Health:** Newborns, children and adolescents in the decentralized context live in healthy environments and access equitable, high quality primary health care, especially in most marginalized, underserved regions.

- **Education:** An increasing proportion of children across the life cycle, especially the most disadvantaged, have access to learning in quality, resilient, safe and inclusive environments.
- **Child Protection:** Children are progressively empowered and protected from violence, exploitation, neglect and harmful practices by functioning, quality child protection systems and positive social norms at national and subnational levels including in humanitarian settings.
- **Social Policy:** Children and adolescents benefit from evidence-based planning and budgeting, public data, and an expanded universal social protection system that accounts for environmental risks and disasters.

As noted in the ToR, these six areas are being supported by a Programme Effectiveness component that is rolled out across all programmes, and includes dedicated outputs in programme coordination, external relations, programme planning, monitoring and evaluation, communications, advocacy and partnerships, other cross-sectoral approaches such as gender, adolescent and youth engagement, communication for development, disability, early childhood development, disaster risk reduction/disaster management, environment and climate action and data and innovation. Programme Effectiveness includes cross-sectoral results and strategies that will ensure integration across the office that promotes holistic approaches to child rights. As the unprecedented global pandemic in 2020, COVID-19, posed threats to the wellbeing of all people, mitigation and recovery measures were incorporated into all programme areas.

The programme elements are summarized and presented in the figure below.

Figure 1: Programme Structure of the 2021-2025 Country Programme



It is noted that to support catalytic change and move from pilot to scale, UNICEF Indonesia will employ a combination of overarching approaches and implementation strategies to achieve results under each of the programme components and outputs.

- **Advocacy and communication:** Policy dialogue to promote the understanding and application of evidence and innovation for children, emphasizing the obligations of duty bearers. Focus on creating an enabling policy and legislative environment that creates and sustains social transformation. Use of communication-based strategies to raise awareness, alter social norms, and change behaviours.
- **Data and evidence generation:** Identifying children at greatest risk and in greatest need as a prerequisite for leaving no child behind, supported by quality data, research and evaluation. This includes generating, synthesising and promoting the use of evaluation, research and data about child wellbeing to catalyse change for the most vulnerable children.
- **Empowerment of young people:** Amplifying the voices of children from marginalized groups to inform decision-making processes affecting their rights and welfare. Support children and young people as agents of change, creating platforms and opportunities for them to demand accountability and drive progress for children.
- **Partnerships and private sector engagement:** All of UNICEF's work depends on partnerships, and the ability to mobilize resources to reach vulnerable children. The private

sector has a critical role to play. UNICEF's goal is to deepen engagement and strengthen the ability to leverage the power and voice of businesses and markets to benefit children whilst harnessing the power of traditional partners such as United Nations agencies, governments and civil society organizations (CSOs) to advance results for children.

- **Cross-sectoral integration:** Cross-sectoral approaches are promoted to address key result areas (e.g., stunting, across nutrition, WASH, health, social policy, communications), in recognition of the fact that solutions to complex development challenges for child rights are rarely confined to any one sector.
- **Systems strengthening** Promoting holistic approaches to child rights that look at interventions, projects, and programmes as part of broader systems that facilitate rapid scale-up, including through deliberate capacity development.
- **Equity, gender and inclusion:** Equity is a core programming principle for UNICEF in Indonesia and globally. Significant disparities in the achievement of child rights exist across geographic, urban/rural, ethnic, religious, socioeconomic, age and across other vulnerable groups (such as children with disabilities). The SDGs pledge to 'leave no one behind' translates into UNICEF cooperation that focuses primarily on the most disadvantaged populations (e.g., interventions for out-of-school children, children with disabilities) and is a key justification for maintaining significant field presence in a variety of locations around the country. UNICEF also promotes gender equality across its programmes, and makes the relevant considerations during the design, implementation and evaluation phases.

The UNICEF Country Programme is being implemented in eight priority provinces, from a network of field offices, supported by the Jakarta head office. The five field offices are in the cities of Jayapura, Kupang, Makassar, Surabaya and Banda Aceh, with two satellite offices in Ambon and Manokwari that are focused exclusively on the health sector and report to Makassar and Jayapura respectively. It is understood that the priority provinces were selected based on a combination of an in-house SDG-aligned child deprivation index, weighted by the number of children below the poverty line, and considering regions of ongoing programme commitments and risk analysis. Table 1 presents the programmatic coverage by each of the five field offices.



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As noted in the ToR, humanitarian responses to the earthquake on the island of Lombok (July and August 2018), and earthquake and tsunami in Central Sulawesi (September 2018) were not evaluated as required by UNICEF evaluation policy, and therefore, the mandated country programme evaluation to be conducted in 2024 will review and draw lessons learned to guide future preparedness activities. This EA will include a review of documentation available for these distinct evaluation needs, as detailed more below.

Table 1: Programmatic Coverage by Field Office⁷

Field Office	Nutrition	WASH	Health	Education	Child Protection	Social Policy
Jayapura						
Papua	X	X	X	X	X	X
West Papua	-	-	X	X	-	-
Kupang						
NTT	X	X	X	X	-	-
NTB	X	X	X	-	X	X
Makassar						
South Sulawesi	X	X	X	X	X	-
Surabaya						
East Java	X	X	X	x	X	-
Central Java	X	X	X	x	X	
Banda Aceh						
Aceh	X	X	X	-	X	X

Due to previous challenges linked to the implementation this EA, the ICO commissioned the current assignment to address the underpinning issues. It is noted that EAs usually take place earlier in CPD implementation, nevertheless this EA aimed to be completed in time to feed into

the Mid-Programme Strategic Review (MPSR) undertaken in August 2023. While in theory EAs offer an early opportunity to ‘course correct’, in practice most COs seem to use EAs to inform MTRs, and revisions and adjustments to CPDs and associated PSN and programming are usually only made during such MTRs. A proactive and forward-looking EA is envisaged. It will allow responsiveness to emerging realities, both opportunities and constraints; and where needed, revisions to the ICO’s planning to increase success and permit a thorough evaluation of the implementation of the UNICEF ICO CPD.

PURPOSE, OBJECTIVES, SCOPE

Purpose

Evaluability is critical to strengthening results-based management (RBM) and demonstrating the contribution of UNICEF-assisted programmes to fulfilling and promoting children’s rights. The revised evaluation policy of UNICEF indicates that EAs should be considered early in the programme cycle to guide design and to check that implementation is going forward as planned. As per the ‘*Guidance Note for conducting Evaluability Assessments*’ prepared by the UNICEF Evaluation Office (February 2019), EAs, conducted by an external RBM/evaluation expert, are recommended during early programme implementation. The key focus of such assessments, as highlighted in the guidance note, is to assess the validity of the ToC and the availability of data, and hence, will involve analysis of the evaluability of the CPD in both theory and practice. It is noted that the main focus is on evaluability in practice, with a light focus on evaluability in principle⁵.

The ToR state that the main purpose of this EA is to determine whether the causal pathways toward results for children stipulated in the CPD and programme strategy notes are logical and to review the adequacy of the mechanisms to track performance, and assess the evidence generation systems being contemplated to demonstrate results for children at different levels. The EA will conduct a light-touch review of the programme theory to determine how well it has been articulated (both visually and in writing), clarity of the causal linkages between the different levels, the programme logic and inclusion of key assumptions, risks, and contextual factors.

Objectives

The three objectives of the EA are to:

1. Assess the overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools and mechanisms are in place.

⁵ p8, Guidance Note for conducting Evaluability Assessments

2. Assess the adequacy of the M&E systems established to measure progress and achievement of planned results for the above-mentioned programme components and the extent to which equity, gender and humanitarian action have been integrated in various data generation systems.

3. Provide recommendations to further improve the design, data collection tools and systems to better implement, monitor and eventually evaluate the planned results of the country programme. This would include suggestions on the preparation of the systems and tools to conduct the country programme evaluation, as well as evaluations in the costed evaluation plan and other planned evaluations by the programme teams.

It is intended that the EA findings and recommendations will be used to improve the implementation, monitoring, and evaluation of the programmes. The EA is expected to generate evidence on the extent to which results can be demonstrated in the short, medium and long term based on programme documentation and the established monitoring systems. The evaluability assessment will provide assurance to the ICO and key stakeholders that the programme design is robust, objectives are adequately defined, causal linkages are clarified, respective indicators are valid and measurable, and systems are in place to measure and verify results. The primary audience for this EA is UNICEF decision-makers and national and sub-national partners.

Scope

According to the ToRs, the overall scope of the EA will be two-fold. First, the EA will focus on the country programme (2021–2025), the planned results and the results framework linked to these results. Second, a light-touch review of available documentation and data will be conducted to assess to what extent the humanitarian actions and pilot-to-scale models from the previous country programme (2016–2020) can be effectively evaluated as part of the country programme evaluation that will take place in 2024 (refer to the Costed Evaluation Plan)⁶. The EA will also review the robustness of the M&E systems in capturing the relevant data and lessons from the COVID-19 pandemic to guide future preparedness actions.

The EA will build on evidence presented in two key outputs (an inception report and a zero draft final report) from a previous, similar assignment that was terminated in 2022. Instead of repeating the entire process, this consultancy will seek to address the gaps, inadequacies and in some cases, perceived errors in the initial zero draft report. For example, the report lacked rigorous triangulation, with most findings coming from a single source, was poorly structured, and in some cases, findings, conclusions, and recommendations were more applicable to formal evaluation rather than an evaluability exercise. The report was seen to lack basic pieces of evidence and relevant examples. Therefore, this consultancy will address the gaps identified by the ICO, and find the required evidence through new key interviews with selected staff, but mainly through a new review of the extensive documentation provided. One significant piece of evidence that was missing, especially with regard to discussion of the ToC, logic and reporting,

⁶ [2020-PL11-Indonesia_CEP-2020.06.15.pdf \(unicef.org\)](#)

is the EA of the UNICEF global strategic plan⁷, since so many of the issues to be addressed have systemic roots, as identified in that document.

EA CRITERIA AND QUESTIONS

The ToRs included the following questions presented by each of the EA's objectives:

Objective 1: Overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools and mechanisms are in place.

- Is the ToC for programme components adequately described and is there clarity of logic across the results levels? Is there a logical flow from outputs to the achievement of outcomes; are results chains coherent?
- To what extent are the planned results, indicators and activities measurable, clear and realistic and are they leading to the desired changes? Have the indicators been defined (e.g., numerators and denominators) with clearly understood standards? Has a target value for the indicator been provided at outcome and output levels, including for any necessary stratification?
- Are the results, activities, and indicators the critical ones that need to be acted on/evidenced according to the ToC and in line with the ICO needs?
- To what extent are cross-cutting priorities (gender, adolescent and youth engagement, communication for development, disability, early childhood development, disaster risk reduction/disaster management, environment and climate action, and data and innovation) measurable against clear targets?
- How well have key assumptions, risks and mitigation strategies been specified?
- Have assumptions about the role of partners, government and UNICEF been made explicit? Are there plausible plans to monitor these in any feasible way?

Objective 2: The adequacy of the systems⁸ established to measure progress and achievement of planned results for the programme components of the new country programme.

- Are the current CO planning, monitoring and evaluation systems and tools, particularly data collection and analysis systems, adequately structured to enable the CO and stakeholders to monitor and report against planned results of the new country

⁷ Evaluability Assessment and Formative Evaluation of the UNICEF Positioning to Achieve the Goals of the Strategic Plan, 2022–2025 Evaluation Office

⁸ Where relevant, government M&E and data systems.

programme? Are the M&E systems sufficiently monitoring and measuring results from pilots being proposed to allow for evidenced-based reporting of success?

- Are the processes and systems in place sufficient and reliable for decision-making and for programme improvements?
- Are there adequate workflows in place to ensure information and monitoring data from programme teams is shared with the planning section in order to inform periodic reviews of the design, technical and management aspects of the programme?
- Are there adequate means of verification in place to generate information at reasonable intervals to help monitor change and progress over time?
- Are data and systems in place to allow UNICEF to assess the adequacy of resources to achieve intended results?
- Are the monitoring systems of partners in place to track the progress of the indicators, according to the knowledge and perception of UNICEF staff and stakeholders?
- Is there demand for evaluation? If not, why? Are demands realistic given programme design, budget and data availability?
- Is there adequate, monitoring, evaluation and learning in place or planned for the new country programme for the sector programme/country programme to be evaluated?
- Does the sector programme/country programme include a clear plan and budget for evaluation? Is it clear who will manage the evaluation?
- Are sufficient human capacities in place to monitor and evaluate progress towards the planned results?

Objective 3: Recommendations to further improve the design, data collection tools and systems to better implement, monitor and evaluate the planned results of the new country programme. (This would include the preparation of the systems and tools to conduct evaluations in the costed evaluation plan and other planned evaluations by the programme teams.)

- What changes to the current planning, monitoring, evaluation and reporting systems are required to enable the CO to adequately monitor and report on progress against the new country programme targets?
- What possible changes in the ToC, and in the alignment of the programme activities and objectives and indicators, would be required to enhance the evaluability of the new country programme?
- What resources (human, technical, and financial), tools and institutional arrangements are required to enable the recommended changes and enhancements?

After carefully examining the objectives of this EA and considering the limitations in terms of time, the consultant proposed a revised and practical list of questions. These questions are

designed to ensure that the exercise is conducted thoroughly and effectively within the given timeframe, ultimately resulting in the delivery of a high quality product.

EA objectives	Revised questions and sections
Objective 1: Overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools and mechanisms are in place.	Evaluability in principle: Assessment of the design of the planned results for children.
Objective 2: The adequacy of the systems established to measure progress and achievement of planned results for the programme components of the new country programme.	Evaluability in practice: Mechanisms and systems to monitor and evaluate results.
Objective 3: Recommendations to further improve the design, data collection tools and systems to better implement, monitor and evaluate the planned results of the new country programme. (This would include the preparation of the systems and tools to conduct evaluations in the costed evaluation plan and other planned evaluations by the programme teams.)	Recommendations

Evaluability in principle: Assessment of the design of the planned results for children

Logic

- Does the CPD have gaps in the causal pathway that would affect the likelihood of UNICEF achieving the planned outcomes?
- Have risks and assumptions been adequately identified?
- Is the design flexible and responsive to external factors?

Alignment

- Are the country programme outcomes aligned to the national priorities and based on an analysis of the situation of children in Indonesia?
- Does the CPD have the potential to be aligned with the new UNICEF Strategic Plan and regional headlines?
- To what extent does the CPD address equity (including gender issues), and will it make progress in removing bottlenecks to achieve outcomes for children?
- To what extent do agreements (workplans, PCAs, etc.) align with the CPD and directly contribute to achieving results for children?

Evaluability in practice: Mechanisms and systems to monitor and evaluate results

Measurability

- To what extent are there sufficiently measurable indicators for each programme component's expected output and outcome? Do they adequately capture the expected change?
- To what extent are there reliable sources of information? Are these captured and disseminated on a regular basis to be useful for programme managers to course-correct as required in real time?
- Can the performance indicators be monitored regularly, on quality and on time?
- Are there SMART performance indicators with clearly identified means of verification?
- Are there adequate baselines and targets? Are the formulated targets plausible and realistic? What is the strategy to obtain the baselines that have not been formulated?
- Are the monitoring systems of the partners in place to track the progress of the indicators according to the knowledge and perception of UNICEF staff and stakeholders?
- Are sufficient human capacities in place to monitor and evaluate progress towards the CPD?
- Are cross-cutting themes adequately measured?

Evaluation readiness

- Are the necessary documentation, baselines and indicators available to conduct the planned evaluations? If not, are mechanisms in place to collect the relevant information in future?
- Does the timing of the planned evaluations allow the programme to accumulate enough implementation experience to enable useful lessons to be extracted?

METHODOLOGY

The EA was guided by the Rick Davies Evaluability Assessment Framework⁹ and hence will provide insights on the a) 'in-principle' evaluability; and b) 'in-practice' evaluability of the ICO CPD. The impact of COVID-19 on the initiative's strategy, design and activities was also assessed.

- The 'in-principle' evaluability looks at the CPD design, including its ToC, and assesses if it is possible to evaluate it as presently described and also provides recommendations for improvement.
- The 'in-practice' evaluability component looks at the availability of relevant data, the systems and capacities in place for delivery, capturing learning, adaptation and reporting as per the current design of the CPD. In addition, the EA provides inputs for shaping and improving the overall CPD, M&E framework and mechanisms.

The EA mostly used qualitative methods to generate data to answer the questions posed above. The key methods included document review and key interviews with selected UNICEF

⁹ [Working paper 40: Evaluability Assessment Synthesis report \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

staff at the CO. The interviews were conducted remotely. Attention was given to issues of gender equality, equity and social inclusion throughout the data collection, analysis, and reporting.

The EA incorporated a ToC approach to understanding the causal model that outlines the sequences of events that are expected to lead to the desired outcomes of the CPD. The process of assessing the ToC can also help to identify gaps and opportunities for improvement in the design and implementation of the programme.

In general, the consultant adopted a participative approach, with the goal of developing a report that is as informative as possible to learn about programme design, results-based management, and possible enhancements to the CPD and its parameters.

4.1 Data collection methods and tools

a) Initial document review

The desk review began during the inception phase and continued through to the data collection and analysis phase of the EA. The EA reviewed all relevant documents including the CPD, Integrated Monitoring and Evaluation Plan (IMEP), programme strategy notes, workplans, programme cooperation agreements, Terms of Service (ToS) and other materials that were considered helpful in addressing the key questions of the EA. A full list of the documents examined is listed Annex 3.

b) Semi-structured interviews

Qualitative data were gathered using semi-structured interviews with selected key staff based on interview guides. (Data collection instruments are listed in Annex 4.) The semi-structured interview techniques will be based on questions from the evaluability matrix. The interview protocols were adapted to consider the key areas of inquiry, specific issues and information gaps from the document review that were relevant to each respondent.

The interviews focused on questions about the logic and design of the planned results for children, associated strategies and evaluation utility/readiness. The interviews targeted the focal points responsible for each of the country programme outcomes, other staff who are knowledgeable about the CPD planning process and monitoring; the PME team, the UNICEF Representative and Deputy Representative. A list of respondents who participated in the interviews was prepared with the assistance of the reference group and is presented in Annex 2.

c) Online perception survey

An online perception survey was done at the outset of the data collection phase. The purpose of the survey was to gather information and insights into the current monitoring and evaluation systems, mechanisms, processes and challenges. The survey targeted all the output managers across the six programme sections to report on data collection according to the indicators in the country programme results framework. It will map the way data is collected for each indicator, including by identifying data collection duty bearers, and ask whether there are any difficulties presently being encountered or anticipated in the gathering of data and monitoring of results.

Follow-up interviews or emails were used to seek further clarification, where necessary, of information reported in the survey.

4.2 Data analysis and quality assurance

The EA utilized appropriate analytical tools and approaches for qualitative data (e.g., transcription of interviews, content analysis) and quantitative data (e.g., descriptive statistics) to analyse, synthesise and present the findings.

To assess the general logic of the CPD, its alignment with the work of partners and other UNICEF documents, its capacity for measurement, and its preparedness for evaluation, the consultant organized the material from the documents into two different checklists. These checklists were sent to the ICO in Excel format. The assessment questions displayed in the evaluability matrix served as the checklists.

The initial checklist was utilized to ascertain the overall measurability of the country programme. It will utilize the results matrix to track the types of indicators and the existence of baselines and objectives. It assisted the consultant in determining whether the indicators were SMART. The information will be entered into the first checklist using a straightforward yes/no coding.

The activities of partners, as detailed in workplans, memorandums of understanding (MoUs), and partnership and cooperation agreements (PCAs), was mapped to the results matrix using a second checklist. The purpose of this mapping was to determine which activities the partners covered and whether any gaps exist.

To evaluate the general rationale, alignment and evaluability of the CPD, the consultant relied mostly on document analysis with relevant nuances and insights drawn from interviews.

The information contained in this EA was triangulated from multiple sources of data. In addition, the consultant will use subjective judgement to develop assessments about some components, such as determining whether the outputs were necessary and adequate to achieve the desired results. To achieve a more objective assessment, judgements will be reached based on familiarity with UNICEF and prior experience with other EA projects.

The EA was conducted in accordance with UNEG norms and standards and UNICEF guidelines (Table 2).

Table 2: List of UNEG Norms and Standards and UNICEF Guidelines

Norms and Standards for Evaluation (2016)

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

Global Evaluation Reports Oversight System (GEROS)

https://www.unicef.org/evaldatabase/index_GEROS.html

UNICEF UNEG Quality Checklist for ToR and inception reports

https://www.unicef.org/evaluation/files/UNICEF_UNEG_TOR_Checklist_updated_June_2017.pdf

Integrating Human Rights and Gender Equality in Evaluations

<http://www.uneval.org/document/download/1294>

<http://www.uneval.org/document/detail/1452>

UNICEF Report Standards Checklist for evaluation reports

https://www.unicef.org/evaluation/files/UNICEF_adapated_reporting_standards_updated_June_2017.pdf

UNEG Code of Conduct for evaluation in the UN system

<http://www.unevaluation.org/document/detail/100>

UNEG Ethical guidelines <http://www.unevaluation.org/document/detail/102>

UNICEF procedures for ethical research involving children

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

4.3 Ethical considerations and evaluation principles

The EA was consistent with the UNEG norms and standards, the [UNEG Ethical Guidelines](#) and [UNEG Code of Conduct](#) and the [UNICEF Procedure on Ethical Standards in Research, Evaluation and Data Collection and Analysis](#)¹⁰ and ensured:

- Respect for rights of individuals and institutions: The evaluator accorded informants the opportunity to participate voluntarily while maintaining their anonymity, and to make an independent decision to participate without pressure or fear of penalty (informed consent/assent). Also, interviewers assured respondents that information would be confidential and that reports would be written in such a manner that responses/contributions would not be traced back to them. Interview notes and any recordings were accessible to the EA team members only.
- Respect for cultural identities and sensitivities: Variances in ethnicities, culture, religious beliefs, gender, disability and age were respected.
- Professional responsibilities and obligations of evaluators: The evaluator exercised independent judgement and operated in an impartial and unbiased manner. During data collection, any sensitive issues and concerns were addressed through the appropriate mechanisms and referral pathways.

¹⁰ https://www.unicef.org/supply/files/ATTACHMENT_IV-UNICEF_Procedure_for_Ethical_Standards.PDF

Children, vulnerable and marginalized groups, and members of households were not part of data-gathering efforts, and questions did not involve issues that may be considered private or sensitive in nature. Thus, as per UNICEF rules and regulations, this EA did not require an external ethical approval.

In addition, the consultant conducted the EA according to the following values:

Independence: The consultant was completely independent and had no prior engagement in the design, implementation or supervision of the County Programme, nor will any be accepted during the life of the current Indonesia CPD.

Impartiality: The consultant was committed to providing a comprehensive and balanced assessment of the CPD's strengths and weaknesses. The EA process was unbiased at all stages, and considered all stakeholder opinions. Stakeholder views were considered primary evidence in forming the external assessment of the evaluability of the CPD.

Transparency: The consultant communicated as openly as possible the purpose of the EA, the criteria that were applied and the expected use of the results. This EA report provided transparent information on its sources, methods and approaches.

Disclosure: The EA report serves as a mechanism by which the findings and lessons identified from the assessment are to be disseminated to policy makers and operational staff in the regional and Indonesia UNICEF country office, external stakeholders such as the Government of Indonesia and private sector and CSO stakeholders.

Credibility: The assessment was based on data and observations that were demonstrably reliable and trustworthy with respect to the quality of the instruments, procedures and analyses used to collect and interpret the information gathered.

Usefulness: The consultant strived to be well informed, and ensured the evaluability report is as relevant, timely and as concise as possible. The assessment drew on the principles and values of Utilization Focused Evaluation (UFE) approaches that put client needs at the centre of the EA and understood the evaluation process as a learning exercise for the client, where the utility of the final product determines all steps taken through the process. A UFE approach has learning and feedback loops as a central component to the process. Using this approach as a basis for the evaluation allowed the consultant to fully engage UNICEF, implementing partners and other key stakeholders throughout the process. It served to clearly explain the steps that were taken, and how to best collect, analyse and present the data.

Conflict of interest: The consultant has no conflict of interest, as reflected in comments above with regards to independence with regard to his role as assessor of the evaluability of the Indonesia CPD.

4.4 Limitations and constraints of the evaluation

Assumptions

When designing the evaluability assessment road map, certain assumptions need to be made to ensure successful implementation. In order to design the most suited methodology for the assignment, it is necessary to spell out the prerequisites which will facilitate the process of reaching the objectives.

In order to conceptualize the implementation of this assessment, the consultant has made a number of assumptions. First and foremost, the consultant expects appropriate levels of support from UNICEF at the regional and Indonesia CO level in general, implementing partners and other key stakeholders, and specifically as pertains to the issues identified in Table 3 below.

Risks

Integrated interventions such as those supported by the CPFDP encompass heterogeneous but complementary interventions with common objectives. The evaluation complexity is derived from different elements that the methodology will address:

- The 'products' and effects generated sometimes lack a monetary or quantitative basis of assessment, and therefore are often difficult to express quantifiably (e.g. ensuring safer access to livelihoods, raising awareness of the rights of the affected population, mobilizing authorities, civil society and international stakeholders, etc.).
- External factors affecting the management and outcomes (e.g., political will, capacity of partners at the national or sub-regional level, economic aspects, culture, education, etc.).
- Implementation of the programme with a range of target groups.
- Different topics and activities are implemented under the same intervention.

The methodology applied was designed with the aforementioned complexities in mind. The basic purpose of the methodology is to establish a method that will allow the evaluation team to answer the questions stated in the ToR and arrive at an overall assessment. The risks will be addressed by the appropriate mitigation measures.

Table 3: Assumptions, Risks and Proposed Mitigation Strategies

Assumption / risk	Possible mitigating action
Assumptions	
Stakeholder commitment: Availability of key stakeholders to interact with the consultant to ensure prompt data collection and to enable the triangulation of qualitative and quantitative data.	Explain importance of the evaluability assessment ahead of time. Achieve stakeholder buy-in.
Data availability: Provision of necessary documentation and data.	Check data is available and in forms that allow easy and early sharing with the team. Identify gaps prior to start of mission and rectify.

<p>Co-operation with key stakeholders: Supporting efforts to consolidate the meeting/interview agenda for the data collection phase. Making initial contact with respective focal points, partners and key stakeholders and soliciting their support for the data collection phase.</p>	<p>Explain importance of the evaluability assessment ahead of time. Achieve stakeholder buy-in and a champion for the process in each country office. Early communication of requirements for meetings, interviews.</p>
<p>Timely feedback on deliverables and enquiries: Provision of meaningful and timely comments to written deliverables, and in particular the draft final report.</p>	<p>Ensure key staff are available at critical stages of the process to dedicate time to giving timely feedback.</p>
<p>Risk</p>	
<p>1. Availability of focal points, identified interviewees to meet during the allocated period.</p>	<p>Extended advance notice will be provided to identify interviewees, and if face-to-face appointments cannot be kept, these will be rescheduled and carried out by phone or Skype as necessary.</p>
<p>2. Difficulties in accessing necessary data and/or delays in receiving the necessary information from identified interviewees.</p>	<p>UNICEF ICO will be solicited to use their influence to leverage the full support and participation of stakeholders in all aspects of the evaluation.</p>
<p>3. Absence of sufficiently rigorous monitoring protocols and systematic reporting on the respective interventions.</p>	<p>Where there are information gaps, there will be greater emphasis on the information derived from key interviewees, and the information will be validated by triangulation to the extent possible.</p>
<p>4. Reticence on the part of interviewees regarding potential CPD shortcomings due to fears of adverse repercussions.</p>	<p>Participants in the EA will be briefed on the purpose of the exercise and be assured that the process is not a personal performance assessment. Information gathered will be kept confidential and if necessary, permission will be sought to cite evidence from data gathered from interviewees. Good practice evaluation ethics will be followed, including the standards established by UNEG. Interviewees will be informed of these standards and processes at the start of interviews.</p>
<p>6. Political/institutional factors inhibit open communication of issues during the data collection phase.</p>	<p>Reiteration of the evaluability principles and standards.</p>
<p>7. Recall bias.</p>	<p>Given that the EA involved speaking with key interviewees about past experiences, it is likely that the evidence may also be affected by recall bias. This may lead to some inaccuracies where interviewees have forgotten or misremembered events that happened previously; and respondents' ideas about when, where, how and why such events took place may have been coloured by subsequent events. Wherever possible, the consultant sought to triangulate information through the support of other sources of information and documentation (e.g., reports, etc.).</p>

FINDINGS

Overview

The ICO is setting benchmarks in UNICEF globally for what it means to operate in an upper-middle income country, with a strong emphasis on upstream work that focuses on influencing policy and leveraging national resources, both public and private sector, to achieve results for children. While Indonesia's development plans focus on economic indicators and seek to move the country into the high-income category, however, from an equity perspective there are still significant gaps and unmet children's needs. This presents challenges, not least in developing narratives with donors to convey these nuances, but whether this is explicit enough in the current CPD is an open question. It was noted that there is a strong internal debate about the continuing disparities and challenges of meeting children's needs. In a sense, this statement is unsurprising, given that even the most developed countries have pockets of deprivation where the needs of children are not fully met. As in other upper-middle income countries in which UNICEF works, there is a structural tension between the operating context and its needs, and the planning systems and its assumptions which are still focused more on lower income countries, where the organization delivers more tangible project-based interventions, albeit always with an eye on sustainability and national ownership.

It was noted in interviews that 'people do not eat GDP' and reference was also made to the Secretary General's policy brief on the need to go 'beyond GDP' as the marker of national development. Critical in conveying this will be ensuring that children's voices in terms of their experience of poverty and exclusion are captured and better communicated.

Equally challenging is what might be termed the 'geographical' challenges in Indonesia. On the one hand, frequent reference was made to Papua having some of the worst development indicators in the region, in learning outcomes for example. By the same token, given the concentration of the population in Java, even 1 per cent of the child population living in deprivation would indicate a huge number of children in need, despite the overall metrics which might paint a favourable picture. That said, it is noted that the political context is supportive of many of UNICEF's key concerns. For example, stunting reduction is a key personal priority for the President, and even difficult issues like child marriage are on the agenda of high-level political discussions, although some issues (such as female genital mutilation) could have been given such visibility at the political level because of their impact on girls' well-being.

A common theme that emerged from the research undertaken during the course of this Evaluability Assessment – and others undertaken in 2023 by this consultant for COs in Vietnam, Lao PDR and Indonesia – is the need to move beyond compliance-based monitoring and evaluation, and develop better, more reflective knowledge management systems and processes that deepen the degree to which UNICEF COs have a genuine learning culture. While UNICEF in general generates masses of data, interviewees across different COs in 2023 noted that there was often a lack of time and capacity dedicated to reflecting on the data, drawing connections

between reports and lessons learned from M&E processes in different sections, reflecting on common issues and challenges, and seeing the bigger picture.

Beyond this, any improved knowledge management and learning culture has to be focused on what might be termed 'action-oriented learning' since UNICEF, although a thought leader, is not an academic entity. It seeks to provide evidence-based solutions to national counterparts and ministries, to engage effectively in upstream advocacy and influencing, and to leverage national resources to sustainably deliver results for children. The foregoing is particularly relevant to COs like Indonesia and Thailand where the work is taking place in a middle-income context, where UNICEF's value-add is not focused on project-based interventions. As one interviewee put it: 'The essence of UNICEF ICO's CPD is its convening power, having innovative solutions, contextualizing and demonstrating different approaches that work to solve the agreed problems'. Equally, it was noted during the EA research in Southeast Asia, that globally the assumption underlying the CPD planning process and Core Standard Indicators (CSIs) is more predicated on traditional operations in low-income countries. The core business in middle-income countries, as described above, is very different and seems poorly conceptualized in terms of standardized approaches based on a depth of lessons learned and corporate reflection on best practices associated with some of the models. For example, the strategy of successfully delivering pilot projects, securing national ownership and replicating to scale through national and sub-national governance processes. In short, the learning proposed in this consultancy is a critical initiative to respond to some of these common challenges, and the lessons learned may have broader applicability to other Cos operating in similar middle- and upper-middle income contexts, and it is recommended at the outset that the ICO consider sharing the reflections that emerge from this work to other COs facing similar challenges and operating contexts.

Logic

The ICO CPD is grounded in extensive evidence and prior analysis and identifies and addresses key long-term challenges for children in Indonesia. Through comprehensive consultations, it has pinpointed relevant issues, and with its strong emphasis on changing social norms through Social Behavioural Change (SBC), it aims to both improve children's wellbeing.

The CPD's premise was rooted in the situation analysis done prior to the planning phase, and is rooted in a depth of evidence from various studies and evaluations that identified key long-term issues for children. The ICO invested in an extensive process of consultation with field partners, external stakeholders and government counterparts to understand what Indonesia was likely to look like in five years' time, and what the issues for children would be. Consequently, the CPD focuses on various aspects of unfinished business for children' such as the persistently high levels of newborn deaths, the so-called triple burden of malnutrition (undernutrition resulting in stunting and wasting, overweight and obesity and micronutrient deficiency), the weaknesses in safely managed sanitation and open defecation, learning outcomes, etc. In terms of child protection, there are a range of issues that were grouped together by one interviewee as

“harmful practices”, including child marriage, violence against children, bullying, online exploitation, etc, all of which are issues that have been compounded by rapid urbanization. The core of the CPD focused on traditional areas in basic service delivery; however, disaster risk reduction (DRR) became a new component in the current CPAP, focusing on emergency-prone areas where children will be impacted, including in terms of climate change. The inclusion of DRR was cited as evidence of a sound risk analysis, with issues such as climate change, environmental degradation, disasters and other shocks being firmly embedded in the CPD. Each programme has emergency outputs embedded, and this encompasses a wide spectrum, from risk reduction to emergency response. Outputs 7.6. and 7.7 are specifically designed to support cross-sector programme implementation, and the design includes a focus on climate change and environmental action, which means that the ICO is, as one interviewee put it, “an interesting setting” with DRR, climate and environment unusually – and positively – located within the Planning section.

Its focus is on both systems strengthening and working on social norms and expectations. Social Behavioural Change (SBC) is also therefore seen as a crucial cross-cutting capacity to address social norms. The essence of the UNICEF ICO CPD is seen as its convening power, developing and presenting innovative solutions and contextualizing and demonstrating different approaches that work to the government to solve the agreed problems. The overall logic of the CPD is to push towards better levels of service delivery, and to establish Indonesia as a kind of ‘thought leader’ whose good practices can benefit other countries lower down the development trajectory. Interviewees cited the use of digital technology for monitoring sanitation and the INCUBITs innovation hub as examples of this.

The ICO aspires to not only use this convening power to make public revenues work better for children, but like other offices in similar contexts (Thailand being the obvious benchmark), to expand its private sector partnership arm. This would involve not only accessing more funding from individual donors in the domestic economy, but to better engage with and influence businesses to become a significant partner. For example, one interviewee noted, efforts are underway to mobilise domestic resources for capital investment in sanitation, which is also congruent with broader RPJMN government directives seeking to ensure greater sustainability.

The Indonesia country programme has detailed ToC frameworks for its seven programme areas, but a comprehensive review is needed for the overall CPD ToC, especially given its application as more of a compliance tool than a practical operational guide. While many individual programme ToCs remain relevant, there is a need for clearer implementation strategies, better incorporation of emerging issues, and a reconsideration of the ‘if-then’ approach used by UNICEF, which often lacks clarity in outlining actionable pathways. These include a lack of a clear pathway to results, UNICEF outputs and results, and a partnerships lens.

The previous consultant noted that the country programme had conceptualized individual ToC frameworks for each of the seven programme areas, but the overall ToC framework for the country programme as a whole needed a more in-depth discussion before the Mid-Term

Review, or Mid-Programme Strategic Review (MPSR) as it was termed by the ICO¹¹. She stated, “The UNICEF Indonesia CPD has a clear theory of change depicting impact pathways to change for each of the six programme areas; the overall ToC for the CP as a whole needs a more focused approach, and the causal pathways need repositioning for the Programme Effectiveness content area. Additionally, a closer review of the CPD reflects the fact that although it is generally based on a sound theory of change describing the pathways of change underlying the programme’s logic, in each focal area, it may not always be supported by clearly defined causal pathways and clearly defined baselines and targets, and these would need to be further defined in some of the programme areas more clearly going forward”. She also stated that the ToC seemed to be treated more as a measure of compliance rather than one of utilization in programming and operational terms. This comment could stand for many CPDs and associated ToCs within the UNICEF system, as discussed more below. No such review of the overall ToC took place during the MPSR, indicating that it was not considered a priority issue, perhaps because generally, interviewees felt that the ToCs at the section level are still seen to be valid and were rooted in a long-term analysis of issues in Indonesia.

These section-level TOCs are still seen as robust and focused on different dimensions of where UNICEF can make a difference for children, including DRR, which is critical for Indonesia. Most respondents felt the programme/section ToCs are still relevant, although acknowledged they are broad and generic. It was noted that the ToCs are firmly focused on the most deprived children, and the concept of leaving no one behind, and as discussed in the alignment section, is consistent with the UNSDCF. In Education, for example, it was noted that the broader themes have not changed. They remain focused on improving the quality of learning and access to education. These themes, reflected in the CPD, remain relevant and have become more relevant due to the impact of the COVID-19 pandemic restrictions, which saw schools being closed for longer than any other country in the region. As it was stated, “... the pandemic has significantly worsened these pre-existing deprivations”. In WASH, it was also noted that the overarching issues that were the basis of the CPD still remain valid, not least because the country is not on track to meet the RPJMN 2020–2024 targets for safely managed water and safely managed sanitation. For example, the target for the elimination of open defecation has had to be shifted from 2024 to 2028.

It was suggested by some sections that there are too many outputs. Some section chiefs felt there was a need to streamline and be more focused. This perhaps picks up on a theme identified in a 2020 study, which suggested that the ICO’s work had been spread too thin.

“In terms of the clarity of programme rationale and prioritization, it was noted in 2020 that (regional) evaluative exercises were largely positive. However, in a few instances, the programmes were found to be stretched too thin, at times being over ambitious, and not being sufficiently prioritized. Specific comment was made about the Malaysia EA and the Indonesia partnership evaluation in this regard.”¹²

¹¹ The MPSR was held in the ICO during the week of 7th August 2023, and results from this re-commissioned EA were fed in from an evidence matrix presented on Friday 4th August.

¹² EAPRO 2020 EA

In Education, it was noted that "... there are issues emerging that we will need to consider and there are things like ... adolescent skills development, for example, which could actually be an umbrella ... that out-of-school children, and 21st century skills and other things could fit under ... we need to be talking about having a pillar about climate change resilience or ... we do it as a mainstream cross cutting thing ... I don't think we need to tweak the theory of change now, but I think we're starting to conceptualize at midpoint possible ways that we might reconfigure the programme as we move into the new country programme."

Given the lack of clarity in many cases about actual implementation strategies at the outset of the CPD, evidence emerged from interviews that these strategies were developed during implementation. This is seen as pragmatic, but underlines the impression that the formal planning process is more about compliance than practical utility as a management tool at CO level. Given the extensive involvement of the government in developing and reviewing these ToCs, and their close alignment with national development priorities, and then the further cementing of their permanence in the CPAP, this generic/broad approach is also seen as pragmatic from this point of view. While ToC at programme level do not need modification now, it would be desirable to better incorporate emerging issues in the new CPD. It is acknowledged that the purpose of this EA and the MPSR, as indicated by the ICO, is designed to be more forward-looking to the new CPD rather than adjusting the current CPD which is already at its mid-point. Some key areas identified for development include adolescent skills development, a new pillar with greater prominence on climate change resilience in Education, and overall, an even greater shift to more upstream work.

It was acknowledged during the course of interviews during this EA that the CPD ToC was written retrospectively, as the final draft of the CPD did not have one, and did not involve consultation with the full team, only the Deputy Representative. It was also noted in interviews that there is no clarity in the UNICEF guidance that all programmes need a ToC (although clearly it was a felt need, hence the retrofitting of an overall ToC statement in the CPD). Furthermore, it is not a ToC as most would understand it, rather the 'if-then' format that more often resembles a list of aspirations, a reflection of the fact that there is a lack of conceptual clarity in UNICEF as to exactly what is meant by a ToC.

This last point is only reflective of the generic weakness of ToC as a planning concept within UNICEF. The 'if-then' format demanded by headquarters (HQ) makes the ToC resemble an aspirational 'wish list' of assumptions and preconditions that potentially hinders and could detract from the sequence and logical linking of actions/results and obscure UNICEF's role and contribution – its disaggregated value-add – to the expected results. The 'if-then' approach lacks clarity in identifying the hierarchy and priority of outcomes necessary to achieve the desired results. A ToC should be a mapping of causal pathways for a programme that deliver the actual change, setting out relationships and expectations very clearly rather than an aspirational list of objectives rooted in non-country, non-specific 'development speak' goals.

Other EAs have identified this issue in the past: “The same issue was raised in two other evaluability assessments (Malaysia and Mongolia) and it seems to be related to UNICEF-specific guidance, including the use of the ‘if-then’ format for ToC which is also challenging from an evaluability perspective.”¹³ This issue was also highlighted by the global EA of the strategic plan, which stated: “... lack of clarity about how change strategies are intended to work and deliver medium-term changes ... lack of clarity about theories of change, change strategies, and medium-term changes – complicating UNICEF’s ability to test their effectiveness, generate evidence and learning ... In practical terms, evaluability is further limited at the CO level by a lack of clarity about applicability of theories of change, change strategies, and medium-term changes.”¹⁴ Later, it was noted, “... CO-level respondents were somewhat more doubtful about the coherence of UNICEF theories of change ... they see the SP and TOC as ‘an HQ perspective’, which they struggle to apply to complex country-specific realities.” Again, “Overall, the SP’s applied logic is insufficient. The SP offers a high-level theory of change and theories of change for each Goal Area, but there is insufficient understanding of programme theories of change and the role of ‘medium-term changes’ at different levels. Whereas TOCs may be clear at programme level where they are developed, this is not the case at CO level, where few CPDs mention theories of change, their application is considered difficult, and doubts surround the validity and applicability of the SP’s higher-level theory of change.”¹⁵ Also, the former EA consultant stated on her report that, “In some instances output results may not by themselves be comprehensive enough to be in a position to achieve outcomes, which may also present evaluability challenges. Absence of clear causal pathways for Programme effectiveness may also be placed in a similar category.”

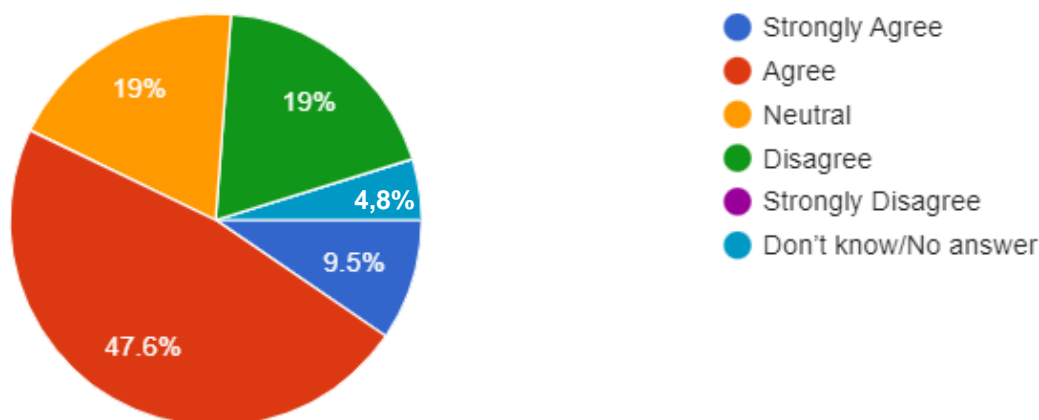
This design issue is systemic, as it is a corporate standard. Figure 1 shows mixed opinions when looking at the survey results, with the majority of respondents agreeing with the logic of the ToC. These disagreements might be understood as a result of adhering to HQ M&E standards and requisites, which are perceived as ensuring quality and compliance from a technical standpoint, despite the flaws that have been pointed out.

¹³ Evaluability assessment of the UNICEF Sri Lanka country programme 2018–2022 final report

¹⁴ Evaluability Assessment and Formative Evaluation of the UNICEF Positioning to Achieve the Goals of the Strategic Plan, 2022–2025 Evaluation Office

¹⁵ Ibid

Figure 1. Does the CPD’s overall ToC clearly describe the logic and pathways to expected results?
 (N.B. 21 responses from UNICEF ICO staff from different ‘layers’ of the organization were received.)



The EAPRO 2020 Evaluability Assessment found that “Weaknesses in causal vertical logic / pathways and a clear, sequential ‘If ... then’ logical flow was noted frequently in commentary on ToCs in the EAs, and commentary in evaluation reports supporting this point where these ToCs existed. Most EAs mentioned particular weaknesses in the output to outcome logic level. In a few EAs, the identification of intermediary outcomes was suggested to better reflect short to medium term change.” Or as one interview during the past consultancy put it: “We aim at a high level of results, and it tends to be challenging to define where attribution ends and contribution starts. In the upcoming MTR of the CP we will need to think about whether a recalibration is necessary.”

Several interviewees emphasized the need for the ICO to be more proactive in addressing emerging issues rather than playing catch-up, highlighting areas like AI, online protection for children, and climate change. The overarching message is the necessity for a proactive, forward-looking approach, with a greater focus on influence and advocacy, while also addressing core, sometimes sensitive, issues to create meaningful outcomes for children. More emphasis is needed on the cross-cutting issues such as climate change, gender and disability. UNICEF should seek to not be ‘playing catch-up’ on key issues that have already emerged. i.e., climate change has long been an issue, and it was suggested the organization is now playing catch-up on that, but meanwhile there are critical emerging issues now such as AI or online protection for children given the massive internet penetration in Indonesia which is leaving children vulnerable. Interviewees suggested that there was a big assumption in the current CPD that systems strengthening will somehow automatically ‘take care’ of climate change, and that this was not thought through and there is a lack of clarity in this regard. It was felt that the Indonesian authorities need to be influenced more to address climate change challenges. Overall, the ICO needs a more integrated and mainstream approach to climate change as it currently lacks a comprehensive vision, and a landscape analysis on climate change is also required.

Some suggested that since the ToCs were done during the initial period of the COVID-19 pandemic, this affected the shape of the CPD, as happened in other UNICEF COs formulating their CPDs in this context. Given the disruption in service delivery as a result of COVID-19 policies, and the impact this had on a range of development indicators, not least learning outcomes, any CPD written today would likely be somewhat different. The CO acknowledges this, and is focused on the development of the next CPD and not in tweaking the current CPD and associated ToCs, in part due to the delays in finalizing this EA. It is acknowledged that in most sections, for example WASH, the ToCs do reflect a long-term perspective and not COVID-19 considerations *per se*. It was noted that COVID-19 issues were dealt with more at activity level.

In July 2023, the World Bank confirmed the classification of Indonesia as an upper-middle income country, a move that has implications for UNICEF and the direction it will take. The ICO will need to be less focused on direct service delivery and more focused on influencing, convening and advocacy. The success of the government-led interventions on stunting prevention and taking this to scale was repeatedly cited as an excellent example of the modalities that need to be firmly understood in the core business of the ICO, as reflected in the strategy notes prepared for the August 2023 MPSR. As one interviewee put it, “We need to be clear about doing less and influencing more.”

The geographical challenge and its governance aspects means that UNICEF’s ‘upstream’ work also needs to be ‘downstream’, to the sub-national level – an issue which was reviewed extensively during the MPSR discussions. Furthermore, as one interviewee put it, “... how do we influence? That means working a lot at the decentralized level because the budget ... goes to devolved functions like nutrition and health, the budget (is) held by provinces and district. So it's important for us to see how do we influence the planning, the budgeting and the spending at the province and district level. But knowing that only 30% of the national budget goes to the province, it means there is still 70% that is held by the national level. How can we be creative and innovative to influence that that level? It's another question that we need to check.” Innovation was also noted as a critical area where more needs to be done to accelerate progress in some of the key areas in which the ICO works.

A generic point has emerged about a lack of local nuance and contextualization as a common theme in all four EAs undertaken by this consultant in Southeast Asia in 2023¹⁶.

Development never happens in a neutral political space, and the further up the curve of influencing and convening power and resources that an organization like UNICEF ICO goes, the more important this aspect becomes in a middle to higher income country. Again, the fact that the planning processes and underlying assumptions of the CPD process are predicated on low-income contexts, with more emphasis on service delivery, may in part account for this

¹⁶ This consultant has just completed EAs for the UNICEF COs in Vietnam, Lao PDR and Thailand. This has provided an invaluable ‘helicopter view’ of the systemic and commonly shared issues within UNICEF, and many of the challenges faced by the COs, especially those at similar stages of development, Thailand being the closest proxy to Indonesia in this context.

politically neutral approach adopted by UNICEF globally. But to be truly effective – especially in terms of risk assessment and management, and resilience for delivering results for children – planning needs to be more sensitive to the context. Equally, UNICEF ICO is to be commended for the evident successes it has had in working with what is seen as a conservative political and governance system as detailed elsewhere in this report.

Again, the re-classification of Indonesia as an upper-middle income country will demand that issues of local nuance and contextualization are better explained. For example, as one interviewee stated:

“... on education ... donors may say, in the high middle-income country, we will prioritize university exchanges because it will have an impact on the research and development agenda which is linked directly to economic production. But ... we will then need to use the equity lens by saying while R&D is very good, and high(er) learning ... is very important, but if you have a shaky foundation in terms of learning, you have a learning losses in primary, secondary school and in 10 years your research and development agenda exchanged between universities will be shaky ... very few (donors) were at the lowest level of learning (such as) early childhood education and primary education where we are, and because their language is now more and more consistent with what you could expect in the high middle-income country.”

Strategically, the ICO remains committed to delivering the basics with a focus on literacy and numeracy during ECD and primary grades. While acknowledging the importance of doing upstream work, including at district level, the Education programme intends to respond to these basic needs by remaining engaged in-service delivery in areas where the capacity is low, for example, in teacher training.

In terms of cross-cutting themes, it was noted that while gender is seen as being addressed in the CPD, more work is required on climate change and evidence generation. For example, it is essential to document how children are impacted by climate change and its associated environmental degradation, which results in the displacement of communities and places additional burdens on the most vulnerable, and contributes to preventing them from fulfilling their full potential. Documentation must be complemented by focused communication of such impacts to more effectively influence upstream policy.

The decision as to whether climate change resilience should be a standalone pillar of any new CPD or delivered as a cross-cutting theme was set to be discussed during the MPSR. The same conclusion was reached by WASH, which had noted climate resilience as a separate output in the current CPD, but has now reportedly realized that climate resilience cannot be isolated and must be mainstreamed across all the outputs. The education section stated that one of its strategic reflections for the MPSR was to “couch our education and emergency preparedness work in terms of the sort of broader climate change response”. It was stated by several interviewees that climate change is not sufficiently referenced in the programme documents and needs greater prominence. It was noted that climate change potentially will have a massive impact on the population in a country like Indonesia, for example in terms of

flooding, environmental degradation and other natural disasters. Such potential impacts can be mitigated through having clear emergency preparedness plans, but the extent to which an organization like UNICEF can respond depends entirely on the government, which is taking increasing ownership of disaster management. To deliver strategic direction regarding climate change, a comprehensive vision within the CPD and PSNs needs to be articulated.

The MPSR process was preceded by a great deal of strategic thinking by each section, and the ICO is to be commended for the investment made in requiring such reflection. In education, for example, it has been acknowledged that whilst the current work on out-of-school children is valid, more needs to be done in terms of promoting skills development – skills appropriate to the 21st century – amongst adolescents. In this regard, inter-office learning can play an important role, as noted elsewhere in this report. For example, the Thailand CO has already pioneered work in its adolescent programme, which, unusually, has a target group of up to 21 years, and has moved into a space traditionally occupied by the ILO, which does not have sufficient capacity at the country programme level in Thailand.

The WASH section confirmed that in terms of the MPSR, the basic logic of the CPD was still intact, and the key issues such as safely managed sanitation will remain the priority. It was noted that despite successes in safe water access, rates of under-5 morbidity and mortality are still not consistent with these improvements. This is related to over-crowding, which contributes to ongoing weaknesses in terms of safely managed sanitation and results in contaminated water sources. Open defecation also remains an enduring priority in need of further action. While the logic of the existing CPD and programme strategy in WASH is seen as sound, there is a requirement for more emphasis on evidence and knowledge management to influence government and secure political will for the initiatives being promoted and the scale-up of pilots. It was noted that, as elsewhere in UNICEF, much data is produced, including by the government, but the key is to leverage and make sense of this data to inform investment decisions. This is considered a generic issue for the ICO, and not something limited to WASH.

The nutrition programme reported that cross-cutting themes have been given prominence in its planning regarding strategic programming shifts for the MPSR process. As stated by one interviewee, "... we very much want to see how the gender domains are being strengthened for this programme, not only for maternal and adolescent nutrition, but ... all programmes. And we also talking about the disability inclusion, I guess that's one of the things which government has been asking us on how we can support that as well, in terms of being inclusive in the nutrition programme. And we have studied that and I think we also would like to see (it) strengthened."

It was noted that tangible work has already started in this regard. The nutrition programme also stated that, "... For gender and disability, solid work has been ongoing ... a lot of effort has gone into (ensuring) that the programme is actually gender-responsive ... we also do several gender analysis to make sure we understand where the gap is. And disability ... the office (has) shown a very solid commitment to ... disability (inclusivity) in some of the programmes. Climate change is something that (has) started ... (and has) ... good momentum and some work has been

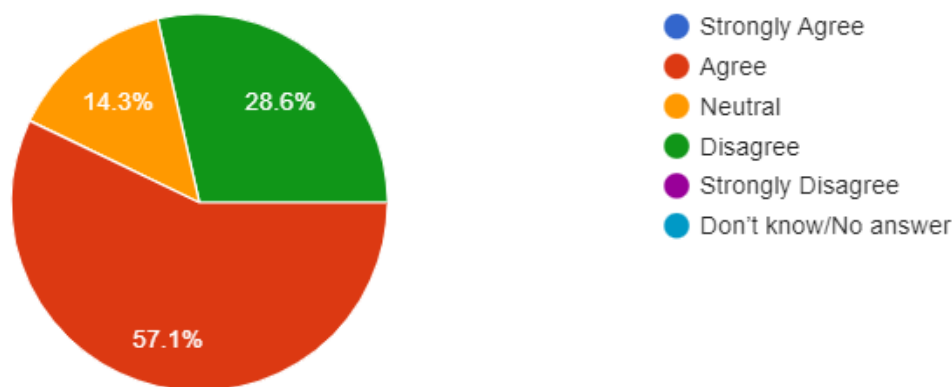
ongoing on that ... including the landscape and alliances ... we are going into the right direction in terms of those cross-cutting issues.”

It was also noted that some important issues, such as female genital mutilation, are not being addressed at all. This relates to political sensitivity regarding such topics. There are tensions, as noted above, between the perceived needs of an upper-middle income country, and needs in programme areas like education to address basic issues, many of which are politically sensitive – such as what was described as the “atrocious levels of teacher absenteeism” in places like Papua. Generating and publishing evidence as a technical organization requires negotiating the political sensitivities of such issues, since they are fundamental to achieving outcomes for children.

Results and Objectives: Are the expected results and objectives clear and tangible?

Generally, the results are seen as realistic, particularly at the output level, which as one interviewee stated, “is where UNICEF is accountable”. Many of the results relate to the enabling environment, supporting government capacity to ensure it can deliver at national and de-centralised levels, and ensuring that partners have the capacity to provide services. The results, indicators and measurability were also agreed during extensive consultations with the government, as detailed below in the Alignment section.

Figure 2. Are the CPD outcomes and outputs realistic?



The results and objectives detail the upstream nature of the work, which is focused on influencing and advocating at government level. Seeking to achieve systems and capacity strengthening, as opposed to project work with children, poses challenges to some extent compared to the global strategic plan and its indicators. This is a systemic and structural issue rooted in part in the fact that the system is designed more for work in low-income countries and not upper-middle income countries such as Indonesia. There are also challenges noted below that relate to the usual debates about attribution versus contribution within UNICEF generally. As one interviewee noted, “For example, in the strategic plan sometimes the indicator is (the) number of children influenced ... but since we don't work directly to that (type of) indicator, we

cannot answer the indicators because we work at the upstream level (on) policy with government. We only can measure whether our influence (on) the government works or not, but we don't know how many children will be influenced with that." In summary, as discussed more in the section below on measurability, the current CSIs do not easily fit, or are appropriate to, the activities and strategies of a middle-income country like Indonesia.

The impact of COVID-19 has had a significant impact on the achievement of some of the results set out in the CPD. The closure of schools for two years resulted in substantial delays to the work of the education programme for example, and is seen as a strong disincentive to change direction at this point in the implementation of the CPD. This has resulted in two years being shaved off the targets, and as a result, targets have had to be downgraded. However, the adjustment of targets in Education is about more than reducing previously planned quantitative outputs; it has also raised important strategic reflections due to what was described as a significant "learning crisis". It was noted that, "... what we should be doing a little bit more of, is spending more time in schools ... having more of an intensive interaction with teachers ... you still maintain that advocacy with districts because we need to be able to replicate what we're doing ... we have to still maintain that, but we also need to rebalance it."

In short, the education programme has acknowledged that there is still a need to focus on the basics at field level, as well as continue upstream work, despite the possible tension this may imply regarding donor expectations of requirements in an upper-middle income country. Again, it is vitally important to enhance communication activities around presenting this nuanced narrative to ensure adequate resources to fully meet the needs of children.

It was noted that there had been a lot of discussion during the development of the results matrix with government partners, including issues of measurability, and the five-year targets were agreed with the government. At the time when the CPD was developed, the results were considered realistic by UNICEF ICO and its key partners and stakeholders. However, every outcome was reviewed with the partners before the MPSR, and targets adjusted to account for the impact of COVID-19. Others stated that the bureaucratic process of changing agreed targets with the government would be too burdensome for their sections, and since this would not fundamentally alter the way they are approaching the work, they would continue with the agreed targets.

Alignment

The CPD is seen as being strongly aligned with national plans, with the government involved in both CPD development and review. This is also reflected in the CPAP with the government, which clearly reflects their established developmental priorities. This assessment is based on results of all the evidence gathered during the EA including interviews, the review of various documents such as the national development plan, UNSDCF, SDGs and the UNICEF strategic plan.

Findings from the first phase of the EA corroborate with this assessment, noting that “The UNICEF country programme contributes to the priorities outlined in the RPJMN 2020–2024 ... Given the decentralized functioning of the Government, Subnational priorities for cooperation were identified to be in line with the Medium-Term Regional Development Plans at provincial and district level...”

The CPD was based on a detailed situation analysis, and because of this, interviewees stated that different kinds of indicators were identified for every programme outcome, such as the child development index, primary health care, education services, etc. which were described as “*still not being (of) the quality we would like ...*”. The ICO sought to ensure that the key indicators in the PSNs are fully aligned with what the government is prioritizing. This is essential since CPD priorities are then formalized in the CPAP. These planning arrangements means it is practically impossible for the ICO CPD *not* to be fully aligned with national priorities and plans. As noted above, there is high level government support (from the office of the President) for some of UNICEF’s key priorities, especially stunting prevention, indicating extremely high levels of alignment to national priorities. As one interviewee put it:

“We have ... highest level commitment from the government in some of the stunting reduction programme ... they launched the national movement on Stunting Reduction Programme in 2017 ... it was in the previous CPD when we start to work with the government for the stunting reduction and the government actually set quite ambitious target that 14% at 2024, which is next year, and at the moment (its) around 20%. So, it doesn't seem\ that we're going to be able to reach that 14% by next year, but we know that the government has been very serious and committed ... we even have presidential decree and there are ... more than 15 multi-sectoral ministries actually working together ... to reduce stunting in the country. So, it has been ... the country's most important agenda for nutrition.”

Other programme sections provided positive examples of where knowledge and evidence was used to develop programmes that were adopted at the highest levels, and scaled up. This enables UNICEF ICO to use its resources in an efficient manner. It was stated that the “... programme on bullying prevention ... won the heart and mind of our education minister who's embraced it ... internalized it ..integrated it into the programme and the curriculum ... And now we have through that one entry point on bullying prevention ... access to the entire education system to not just train and do programming to prevent bullying, but also to support the response ... (and) ... also to do a whole school approach, where we're working with teachers and caregivers ... to have a really robust programme around violence in schools.”

One interviewee stated that there have been no complaints from any stakeholders, including UNICEF’s key interlocutor in the government (the Ministry of National Development Planning) about a lack of consultation or alignment. The CPD is also seen to be strongly aligned with the UNSCDF. All UNICEF results derive from the UNSCDF, and as one interviewee noted, “... it’s (the) first question (the) Executive Board asks when reviewing the CPD for approval.” It was noted that because of the United Nations reform process, clear alignment to the UNSCDF is a basic requirement for approval.

Furthermore, it is important to highlight that as national priorities continue to evolve, UNICEF plays a significant role in influencing this evolution, effectively acting as a mediator to address the needs of beneficiaries. For instance, the WASH programme actively participates in the SDG 6 planning exercise and contributes to shaping the government's targets for 2030. This proactive engagement signifies that a substantial portion of UNICEF's efforts is geared toward making catalytic contributions. Given Indonesia's decentralized structure, extensive work at the national level is imperative. This is because when UNICEF's initiatives align with and are translated into decrees or regulations, they wield considerable influence in driving the roll-out of programmes at the provincial level.

In terms of WASH, UNICEF is currently instrumental in shaping targets for the upcoming RPJMN discussions, for the years 2025 to 2029. Specifically, UNICEF is actively advocating for the inclusion of targets related to hygiene, which were previously absent. What distinguishes UNICEF's approach is its emphasis on elucidating the 'how' aspect, demonstrating how monitoring can be seamlessly integrated into any collaborative initiatives with the government. As an illustrative example, consider the ongoing finalization of a climate framework. Although climate resilience may not be explicitly featured in the RPJMN, the government demonstrates an interest in addressing climate-related issues. UNICEF initiated this process by generating evidence through action research, examining the impact of climate change on sanitation. This body of evidence serves as the foundation for dialogues with the government, ultimately leading to the identification of crucial recommendations that underpin the necessity for a climate resilience framework. These recommendations, in turn, are expected to culminate in the formulation of policy regulations. In essence, UNICEF's work is closely aligned with the government's agenda, as maintaining this alignment is pivotal for achieving meaningful impact.

It was noted that there were gaps in the way the subnational level government actors are engaged on initiatives from the national level. Sub-National Government. For example, it was noted that the engagement on the development of the SDGs dashboard which UNICEF is working on with the national government was limited. However, it was stated that the section chiefs are well connected to the planning processes at the province level and influence the provincial and district-level planning and budgeting processes. Without written regulations at provincial level, as one interviewee put it, "nothing is going to move", and in some field locations, UNICEF staff are seated in the local planning office. Additionally, it was noted that the government planning cycle is two years ahead of UNICEF's, but the annual work plans flowing from the CPD are reviewed on an annual basis to ensure they are fully aligned with government priorities and plans, including at sub-national level.

As one interviewee noted, UNICEF is always "... catching up with (the) Indonesian government ... when they have finalized their planning documents, then (we) start our discussions on what will be the alignment for all UN agencies as a whole for the UNPAF... each of the UN agencies discuss with individual line ministry's focal point on their own planning document, called RPJMN and we have a validation process ... there is this intention for us to be able to match whatever the priorities (are) in the sub-national level, especially with our nine focused provinces ... through this decentralized process ... each provincial government will have their own priorities

and planning documents ... And through our field office, with coordination with the Ministry of Home Affairs, we do have a very structured planning process. So, it starts from the district level, goes through the province level. Then we have a coordination meeting represented by Minister of Home Affairs. We go to the national level and each outcome will have their working group meeting ... (that) will then incorporate the inputs coming from the province and then ... incorporating all of the inputs coming from different ministries. I think now we have 13 line ministries or 14 ... finalizing the annual work plan which then fully aligns with the government planning documents. And the process ... is done every year. So, whatever we actually agreed during the course of the five-year country programme, we (are) definitely making sure that we can align with the government planning documents.”

Interviewees also revealed that there was also strong consultation to ensure alignment with the needs and interests of beneficiaries. As one interviewee stated:

“... we also give ourselves the freedom to engage with civil society organizations whether they are faith-based or ... (at) the community level, so that helps (to ensure) engagement with young people ... through the digital platform we are reaching out to millions of young people and that helped us to also capture the voices of the beneficiaries and (ensures) that where we feel that the government is not paying attention to some of the issues, then we find diplomatic ways of bringing them up, either directly at the national level or at the provincial level. So ... strategic partnerships with different groups of players helps us to remain an organization focused on children’s rights and children’s need rather than an organization which ... only (supports) government systems and policies. We have to combine both ...”

Some interviewees revealed there is perceived tension between the top-down global planning process, and the CSIs and matching local needs, and the nuance of the context that is problematic in some areas. For example, where does ECD fit in the CSIs? One interviewee stated, “ ... it’s not very clear and the indicators aren’t very helpful”. As noted above, this tension between top-down planning structures and standardized core indicators, resulting in a loss of nuance and contextual specificity, is a common problem identified in the global EA. The global EA mentions that “Overall, the SP’s strategic alignment is sufficient. The SP presents five clear goals and 18 related results areas, which are reflected as outputs in the IRRF, clearly aligned with programme strategy goals, and broadly aligned with CPD objectives and results areas.”¹⁷ It also says: “Programme actors also see the SP as a broad framework developed as part of corporate efforts to work strategically, and do not consider it an actual plan or an organizational framework that can itself bring about change. In turn, they raise some fundamental questions about the SP’s operational utility, as well as the conceptual value of bringing together the different programme areas in one strategy.”¹⁸ Overall, however, most interviewees suggested that using the CSIs did not pose too many significant challenges.

¹⁷ Evaluability Assessment and Formative Evaluation of the UNICEF Positioning to Achieve the Goals of the Strategic Plan, 2022–2025 Evaluation Office

¹⁸ Ibid

The need to be fully aligned with the government does mean that some issues are too sensitive for discussion at official level, i.e., female genital mutilation, as discussed above. It was noted during interviews that efforts would be made during the MPSR process in August 2023 to gain more visibility on the linkages between the work of different sections and get away from a siloed approach.

Finally, it was noted that on some issues such as DRR and climate change, working with the government and counterparts can be challenging since these issues are not considered in cross-sectoral terms. These external stakeholders operate in silos and it was seen as challenging to organize meetings with all the relevant directorates in the line ministries. It was noted, "I think another good example is child protection ... the child protection part is under the Ministry of Social Affairs ... in this sub-cluster of protection. But now the mandate for child protection is under the Ministry of Women Empowerment and Child Protection, meaning that the Ministry of Women Empowerment and Child Protection should coordinate with the meeting of the Disaster Management Agency and also the Ministry of Social Affairs. I think it's quite challenging. It's not only for this issue, but also, for example, WASH where we are also leading ... support to the government. In our current country programme, one of the challenges is still coordination with the government counterparts and how to encourage them also to work cross-sectorally with the line ministries (other UN agencies in the same situation) ... UN OCHA is trying to encourage the government also to review the cluster coordination at the national level. But ... with (a) huge country like Indonesia ... coordination at the national level is also a challenge."

Resources: Adequate and aligned with the results?

Overall, it was noted that there is a gap in resources, especially after the bloating and skewing of human resources that occurred during COVID-19 response. There is a lack of resources in some programme areas i.e., in Education and to support work at the sub-national level. This is exacerbated by the difficulties of trying to 'sell need' in an upper-middle income country.

It should be noted that although the resources question was not formally part of the scope of the ToR proposed by the ICO for this EA, the consultant has reviewed resources in a general sense; i.e. not purely the resources for MEAL activities in all three other EAs undertaken in 2023 in Southeast Asia, and a more generalized assessment of resources is deemed useful for the purposes of the ICO EA. Ultimately, the CPD is a strategic planning tool and process, and its ability to match needs, programme strategies and activities with resources reflects critically on the quality of the strategic planning process in general, as captured formally in the CPD and associated PSNs. The failure to raise adequate resources to implement the strategic initiatives called for in the CPD clearly affects the evaluability of the CPD and associated PSNs since resource gaps detract from the ability of the ICO to fulfil its strategic vision. The overall Country Programme funding situation shows that as of August 31st, 2023, over half (56%) of the required

funding has been received.¹⁹ As outlined in the table below, there is a significant shortfall in the availability of Other Resources for the Social Policy programme, and smaller shortfalls in Child Protection and Education.

Funding status of planned resources (US\$ million, programmable)

Programme Outcome	As per CPAP 2021-2025 (Programmable)			Funded 2021-August 31 st 2023					Unfunded		
	RR	OR	TOTAL	RR	OR	OR%	TOTAL	Funded %	RR	OR	RR+OR
NUTRITION	2.159	10.918	13.077	0.920	6.845	88%	7.764	59%	1.239	4.073	5.313
WASH	2.159	10.547	12.706	1.526	5.103	77%	6.629	52%	0.633	5.444	6.077
HEALTH	2.159	23.003	25.162	0.969	16.376	94%	17.345	69%	1.190	6.627	7.817
EDUCATION	2.159	21.707	23.866	1.955	9.132	82%	11.086	46%	0.204	12.575	12.780
CHILD PROTECTION	2.159	12.873	15.032	1.457	5.616	79%	7.073	47%	0.702	7.257	7.959
SOCIAL POLICY	2.059	12.347	14.406	1.175	3.594	75%	4.769	33%	0.884	8.753	9.637
PROGRAMME EFFECTIVENESS	9.706	24.290	33.996	5.810	16.958	74%	22.768	67%	3.896	7.332	11.228
Total	22.560	115.685	138.245	13.812	63.623	82%	77.435	56%	8.748	52.063	60.811

If the purpose of this EA is to provide lessons for the next CPD, then a consideration of the degree to which the CPD’s strategic vision was matched in practical terms by the ability to mobilise resources is a critical part of the reflection and learning that can be delivered by an EA.

As noted previously, the World Bank recently classified Indonesia as an upper-middle income country, which has implications for UNICEF ICO and the strategic direction it takes. This poses challenges for fundraising in terms of balancing donor expectations regarding the needs in an upper-middle income country, since Indonesia’s macro level development indicators present a positive picture, while basic unmet needs remain in pockets of under-development (Papua, etc.). Donors want to support high level interventions such as university exchanges, yet the learning outcomes in Papua are among the worst in southeast Asia and teacher absenteeism is at high levels. There needs to be evidence-based advocacy and targeted communications so that funding is not determined by a ‘tyranny of abstractions’ driven by the donor and what they ‘think’ the country needs. It was also noted that the effects of COVID-19’s policies have significantly exacerbated existing inequities – as in every southeast Asian country where this consultant has undertaken EAs in 2023.

Interviewees suggested that while the ICO exceeded its planned resource mobilization in the early years of the CPD, including during the current year, this is because of the COVID-19 response, which has skewed the programme. The regular programme, which can be regarded as the strategic core business of the ICO, has unfunded components, in part due to what was described as “different interests from donors”. The education programme, in particular, stated that they were facing a massive budget gap. The nutrition programme reported that it was

¹⁹ The UNICEF Indonesia Country Programme 2021–2025 was approved by the UNICEF Executive Board as part of its regular session in September 2020, with a proposed indicative budget of \$22,560,000 from regular resources (RR), subject to availability of funds, and \$124,393,000 in other resources (OR), subject to the availability of specific purpose contributions for the period 2021–2025.

difficult to raise money to address the problem of obesity. DRR also stated that they did not have enough funding to do what they would like to do. Therefore, it was noted that within the ICO, some posts remain unfunded and currently, resources may not be fully aligned to the needs. For example, interviewees noted that there is an intent to ensure that each field office has one technical specialist from each section, to avoid having to rely on support from the central Jakarta office.

It was mentioned that the ICO intended to have a Social Policy specialist in each field office and that SBC should be embedded and mainstreamed in each of the programmes. This is seen as essential not only for programme implementation but also to generate sufficient evidence to inform the ICO's knowledge management requirements. Interviewees also noted that there is a need to enhance M&E capacity in the field offices, and not rely on general area managers to perform this function as an extra task. The implication of this last point is that M&E was not being prioritized due to the pressure of work. Again, this is a generic problem, noted in the global EA of the strategic plan which stated, "The monitoring function is insufficiently resourced at CO level where more systematic funding in some portions of the PME function would be more valuable". "M&E staffing levels may appear adequate, but capabilities and competencies are lacking for measuring outcomes, for strengthening MEL activities at programme and CO levels, and for developing approaches needed to drive system change."²⁰

The nutrition programme also intends to have at least one nutrition officer in each field office, noting:

'... there are provinces which have a very high number of district(s). For instance, East Java, Central Java, (which are) highly populated, and ... more people are needed to ... provide the technical assistance to the government ... in Java, the government don't really need funding support from UNICEF ... (what) they need is more technical assistance. ... for provinces like Java, more human resources are ... needed compared to other provinces with a lower number of districts. So, I guess the strategy of making sure that we allocate human resources in the right place will have to be ... thought through for the remaining country programme and whether or not for instance, we need to have officers in all provinces and what kind of support (we) will need to provide to the different provinces. So, it's again something related with the business model that we are having with the government. But that's very much tailored to the need of (individual) provinces and district in the field.'

There is also a noted lack expertise in the ICO in the crucial area of climate change. It was stated that the MPSR process in August 2023 would address skills gaps identified by the sections. Finally, it was noted that there were still some legacy effects of the bloating of staffing that occurred during COVID-19. As one interviewee said, "200 staff; that's quite hefty for a high-middle income country where we're not supposed to be doing programming the way we would in Sub-Saharan Africa."

²⁰ Evaluability Assessment and Formative Evaluation of the UNICEF Positioning to Achieve the Goals of the Strategic Plan, 2022–2025 Evaluation Office

Measurability

The outcome indicators are generally well defined, specific and time-bound, which is positive. However, there are indicators lacking metrics on the strategies and interventions to achieve the targets. Also, it is important to measure how UNICEF's role will contribute to the expected results.

While most indicators of the results framework are SMART, it is noticeable that the indicator quality varies. Some lack specificity, or are not indicators but outputs (a document, an activity, etc.). According to the EA of the UNICEF East Asia and Pacific region's programme, "Other EAs and evaluation reports pointed to key issues around the effectiveness of monitoring practices to effectively and meaningfully measure the performance of programmes."²¹ The EA of UNICEF's Global Strategic Plan similarly highlights that "UNICEF recognizes the need for a revised approach to RBM. Its current approach, described as a 'tools and compliance mindset', is used for reporting mainly (not monitoring), lacks effective outcome measurement, and offers insufficient support to strategic reflection."²² This last sentence echoes comments received directly from ICO staff interviewed during this EA.

The framework lacks enough output level indicators that measure UNICEF's own performance and results, and there are some disaggregation issues. As the previous EA consultant found: "The additional challenge that exists to report at country level versus district or provincial level must also be recognized." The regional EA found that "existing qualitative indicators were poorly defined and data quality is often poor. Deficits in disaggregation on disability and vulnerable groups left behind. Gender disaggregation tended to feature more clearly."

The first EA consultant noted, "On the conceptualization of indicators and them being realistic to measure in the CPD the observation was that, "We are encouraged to use standard UNICEF indicators, and for some sectors these are very good but for others it is hard to find adequate indicators. In Indonesia it is very difficult to find the right indicators, the limitations, are present. A standard indicator is easy, but others are difficult to report on in the RAM, and CPD, for measuring progress, they only look at existence of policies and plans, but we struggle to track progress, Indonesia is policy rich and implementation poor, with only 25% implementation, Indonesia did a good exercise on lessons learned and moved away from pilots, and we have struggled in some areas to find realistic indicators."

²¹ EAPRO 2020 evaluability assessment

²² https://www.unicef.org/executiveboard/documents/evaluation_summary-evaluability_assessment-formative_evaluation-SP_2022%E2%80%932025-frs-2023

Analysis of Outcome Indicators:

Outcome Area	Indicator	Target	Comments
Women and children have more equitable access to nutrition services.	Proportion of children under 5 who are wasted.	Reduce from 10.2% to 7% by 2024.	More context on interventions and UNICEF's role needed.
	Percentage of children under 5 who are stunted.	Reduce from 30.8% to 14% by 2024.	More information on planned interventions required.
Children and families use safely managed and sustainable WASH services.	Percentage of population using safely managed sanitation service.	Increase from 7.4% to 15% by 2024.	Details on measures to achieve the target needed.
	Percentage of population practicing open defecation.	Reduce from 9.4% to 0% by 2024.	Information on strategies for target achievement required.
Newborns, children, and adolescents access equitable, high quality healthcare	Infant mortality rate.	Reduce from 24 to 16 per 1,000 live births by 2024.	More information on healthcare improvements needed.
	Percentage of fully immunized children aged 12–23 months.	Increase from 57.9% to 90% by 2024.	Details on vaccination outreach and campaigns required.
Children have access to quality education in safe and inclusive environments.	School completion rates (primary, junior secondary, senior secondary).	Specific and time-bound targets.	Information on dropout reduction programs and learning improvements needed.
	Programme for International Student Assessment (PISA) scores.	Specific and time-bound targets.	Details on measures to enhance educational quality and outcomes needed.
Children are protected from violence and exploitation.	Proportion of children experiencing violence reached by services.	Specific and time-bound target.	More details on support service expansion and prevention strategies required.
	Proportion of children under 5 with registered births.	Achieve 100% registration in selected provinces by 2025.	Information on nationwide efforts and challenges needed.
Children benefit from evidence-based planning and social protection.	Percentage of children living in poverty (monetary and multidimensional).	Specific and time-bound targets.	Need for a comprehensive poverty reduction strategy.
	GDP share of public spending for social protection, health, and education.	8% of GDP by 2025.	Details on allocation plan and monitoring mechanisms required.

The outcome indicators are generally well-defined, specific and time-bound, which is positive. However, many indicators lack details on the strategies and interventions to achieve the targets.

Providing context and outlining planned actions would improve the assessment of the completeness of the outputs to achieve the corresponding outcomes. Also, it is important to note how UNICEF's role will contribute to these results. The contribution description can be enhanced with UNICEF-specific outputs and output indicators, and with a more refined ToC.

Analysis of output indicators

Output indicator quality varies greatly. Indicator quality is mainly good, but there are some exceptions and indicators that need attention.

Examples of poor indicators²³: Number of data innovations for children adopted by government, Percentage of UNICEF Output results that are reported on twice a year through the agreed planning and review mechanism with the Gol and key partners, Number of knowledge and information products developed to inform policies, strategies and guidelines on the impact of climate change on children and adolescents at school, Innovations to improve access and learning for the most disadvantaged children are implemented at a large enough scale and are sustainable.

Examples of good indicators²⁴: Percentage of relevant staff who have completed Agora course on gender-responsive programming annually, Number of provinces in which integrated early stimulation, protection and nutrition programme is being rolled out, Percentage of evaluations that were rated satisfactory or highly satisfactory by Global Evaluation Report Oversight System (programme cycle to date), Percentage of other regular resources allocated against planned amount and reported through agreed review mechanism with Gol, Number of children covered by social protection systems (cash transfers), PISA scores.

Indicators	Analysis
<i>Women and children have more equitable access to evidence-based nutrition services and adopt appropriate care practices across the life cycle from pregnancy to adolescence.</i>	
a. Proportion of children under 5 who are wasted:	This indicator measures the percentage of children who have low weight for their height, indicating acute malnutrition. The target of reducing wasting from 10.2% to 7% by 2024 is specific and time-bound, which is good. However, it would be beneficial to have more context on the

²³ The mentioned indicators are considered poor as they suffer various shortcomings. They lack specificity, making it unclear how they are measured or precisely what they represent. Furthermore, these indicators do not directly align with UNICEF's overarching objectives, raising questions about their relevance and contribution to improving children's wellbeing. They lack actionability, failing to provide clear guidance on actionable steps to enhance programme performance. The absence of specified timeframes hinders the ability to monitor progress effectively. Additionally, there is no mention of external validation or evaluation, raising concerns about data credibility. These indicators also offer limited coverage, focusing on specific aspects without providing a holistic view of UNICEF's programmes. Lastly, the use of vague language further hampers their effectiveness for monitoring and assessment.

²⁴ These indicators are effective for several key reasons. They are specific and measurable, ensuring clarity in assessment. They align directly with UNICEF's objectives, reflecting its mission. They provide actionable insights and can be tracked timely. External validation, exemplified by GEROS ratings, enhances credibility. Alignment with government goals fosters collaboration with the Gol. They directly measure programme impact through indicators like children covered by social protection systems and PISA scores. Comprehensive coverage spans staff training, programme implementation, and beneficiary impact, offering a holistic view of UNICEF's efforts. In summary, these indicators are invaluable for UNICEF's monitoring and assessment of programme progress and outcomes.

	interventions and strategies being implemented to achieve this target. Also, it would be good to understand how UNICEF contributes to these changes.
b. Percentage of children under 5 who are stunted:	This indicator measures the percentage of children who have low height for their age, indicating chronic malnutrition. The target of reducing stunting from 30.8% to 14% by 2024 is specific and time-bound, but similar to the previous indicator, more information on the planned interventions and strategies would be helpful. Children and their families, especially the most vulnerable, increasingly use safely managed and sustainable WASH services, adopt critical hygiene practices, and live in resilient WASH environments.

It is accepted that most indicators currently used by the ICO are CSIs defined globally, but some are locally specific. Some specific indicators are not clear in the results framework chain measurement. As one interviewee noted, “I don't see the bridge how this output or the indicator in the programme document will contribute to the CPAP indicators ... we define this product (and) associate (it) with this CPAP indicators but how it contributes to it is not really clear because we have no bridge instrument from programme document to CPAP.” This is a point noted in the EA of the global SP, which states “The CSIs approach may simplify annual programme reporting, but both SP MEL activities and CO-level PME functions may not be able to fully deliver the quantity and quality of data needed.”²⁵ It was also noted in interviews that the CSIs are supposed to be slimmed down and more efficient. ICO staff observed that the CSIs also have sub-questions below each indicator, meaning there is still a lot of work involved in complying with the system. As a result, there is a strong sense of ‘box ticking’ involved in complying with the system.

Many interviewees suggested that better indicators are required. Indicators are often based, it was stated, on (unproven and unrealistic) assumptions that completing the activity and delivering a quantitative output will result in an outcome. i.e., UNICEF trains teachers, but do the teachers deliver the message, what impact does it have and is the output effective? UNICEF supports a government campaign strategy and that is documented, but what is the impact of the campaign on the target audience? This is a generic point that was noted in the EAPRO 2020 EA; there was an “... over-emphasis on basic quantitative data collection and references to this being driven by internal and external reporting, with limited data being collected beyond inputs and outputs.” The first consultant concurred with this, noting that, “In some instances output results may not by themselves be comprehensive enough to be in a position to achieve outcomes, which may also present evaluability challenges. Absence of clear causal pathways for Programme effectiveness may also be placed in a similar category.”

She further noted, “There was also consistent agreement among the programme team leaders that output statements and their indicators may not be easy to identify or be comprehensive

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overall in the aspects of ... measuring the activities undertaken (comprehensive in practice), and in the sense of representing a comprehensive range of results that will lead to the outcome (comprehensive in principle ... there may be areas where we adopt insufficient plans for outcomes and outputs, we aim at a high level of results, and tends to be challenging to define where attribution ends and contribution starts. In the upcoming MTR²⁶ of the CP we will need to think about whether a recalibration is necessary.”

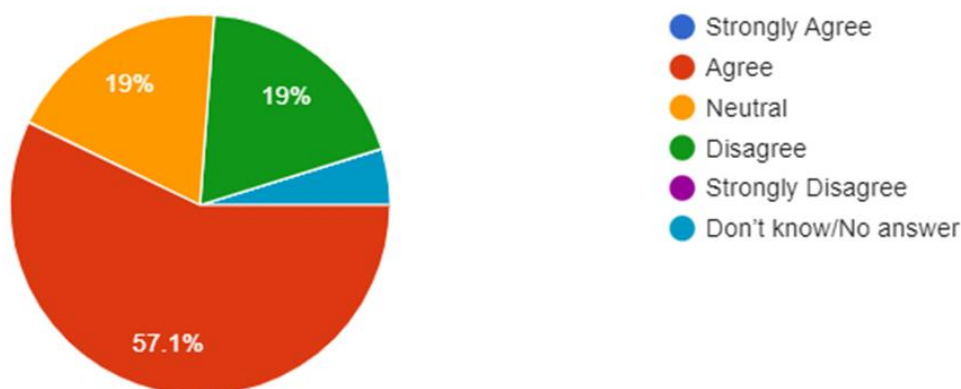
The first consultant also noted that, “An important element included the tendency for staff to articulate the indicator profiles more in the context of process indicators, and not output indicators.” This reflects a point noted in the EAPRO 2020 EA that stated, “... monitoring practice largely confined to monitoring inputs and outputs and were driven by formal reporting requirements.” This was confirmed in interviews undertaken by this consultant in July 2023. It was noted that some of the indicators in the current CPD are being reviewed since it was stated that the contribution claimed is seen in some instances as being far-fetched; i.e. as one interviewee put it, “... resource-wise, UNICEF contributes 0.1% or less to the pursuit of some outcomes, so how is it possible to claim a contribution ... (however) maybe if UNICEF’s 0.1% can make a policy change that will unlock A,B,C etc., that is how it can shift the needle, and for example, release more government funding to ECD and education.” In this sense, UNICEF’s value-add can be thought of as ‘leveraged investments and contributions’, and indicators need to capture this leveraging effect. This is a commonly experienced problem in UNICEF COs working in middle- and upper-middle income countries, and as recommended below, there is clearly a need for COs in the region that face this common challenge to exchange experiences and good practices, and together develop more effective indicators in this regard.

It was also noted that some of the indicators related to COVID-19 are no longer relevant and can be considered too time-bound in the moment of CPD development.

The first consultant stated that, “There was also consistent agreement among the programme team leaders that output statements and their indicators may not be easy to identify or be comprehensive ... in measuring the activities undertaken (comprehensive in practice), and in the sense of representing a comprehensive range of results that will lead to the outcome (comprehensive in principle).” She stated that in Child Protection, providing adequate reporting that captures the change was difficult as certain indicators are challenging to monitor. She concluded, “... the Results Framework does not allow for these results to be captured or the trends given the current profile of outcome and output indicators and understandably so since these were conceptualized earlier.”

²⁶ The previous consultant, writing in 2022, was referring to the generic term, Mid-Term Review (MTR) which became known as the MPSR in the ICO and was undertaken in August 2023.

Figure 3. Are the indicators of CPD outcomes and outputs adequate to measure their achievement?



Most survey respondents and interviewees stated that they are satisfied that indicators capture the changes which, given the above observations from an evaluability point of view, is of concern. However, concerns were raised by staff in some interviews that the statements made by the first consultant are essentially correct. Several programmes noted there are problems with some of their indicators i.e., WASH and Education. The Nutrition programme revealed that one of their indicators – the number of children receiving treatment for wasting – has been a challenge because the government monitoring system needs to be strengthened, as discussed at length below.

In this instance, it was reported that the government does not always collect the data needed for the indicator. The focus on activities and outputs, and the quantitative rather than the qualitative and not outcomes in the indicators, as well as a lack of adequate disaggregation by geography, sex, disability, etc., seems more reflective of a culture whereby the formal monitoring system is simply a question of compliance with the internal system rather than something that is practically used and useful at field level, to support a genuine interest in learning and to use the systems for programme management in real time. It is noted that the strategic plan is focused on outcome monitoring, but interviewees suggested that staff on the ground lack an understanding of monitoring for outcomes and commented that this was due to the fact there has been a shift in the strategic plan in recent years. Given this capacity gap, the consultant considered that the separation of PME into PM and E might not be an ideal structure to leverage the human resources available in this regard i.e., evaluation specialists on the ICO staff team might be able to contribute to better monitoring through advising on the development of better indicators, etc. Ultimately, if the ICO accepts these observations – essentially the same found by two EA consultants, and noting that these are generic issues within the UNICEF M&E systems as per quotes from various reports above – it will need to form a working group to enhance monitoring systems and the associated indicators, and ensure the organization has the ability to move beyond a compliance-based approach to one where monitoring results are actively used for learning and improved management decision-making.

The turnover of staff since the CPD was written means that current country management team were in many cases not responsible for developing the CPD. Comments were made in several

interviews that some indicators need revision, and it is anticipated some 'tweaking' will be done in the MPSR. However, this was balanced by the view that unless there is sufficient mass within the different sections, it is probably unproductive to engage in extensive revisions. In part, this reflects the high level of engagement with the government, which also makes changes at this point hard to introduce.

It is accepted, as noted above, that upstream, systems strengthening programming such as that implemented by the ICO is hard to capture in terms of outcome indicators. Indicators generally focus on activities and outputs, and are left general and broad to allow adaptation during implementation. This is a generic problem of UNICEF COs operating in middle- and upper-middle income countries, but simply because it is hard to capture these changes does not mean that more could and should be done to address this short fall. In the ICO, there are the usual challenges around attribution (which should be captured at the output level) versus contribution (which should be captured at the outcome level). As one interviewee in an upper-middle income country put it, "... it can only be about contribution in my view, in most circumstances where UNICEF works except for (where) systems have completely broken down and we actually have to have a parallel system ... This is not (the) vision of the country programme and hence a lot of it is work that is catalytic, that is unlocking potential, that is helping systems work better ... helping to demonstrate innovations in different sectors with partners, with government, which can then be taken up to scale in and sustained more importantly." Results therefore can only be made sense of in terms of contribution (not attribution) in a middle-income country. The work is catalytic, unlocking the potential in the systems to make them work better, demonstrating (through pilots) innovations in different sectors *with* partners and government, and to let them take these approaches to scale, and sustain them.

The lack of a standard design for monitoring tools is seen as a problem by some staff. It was suggested that standardised monitoring tools are needed and should be designed to capture more of the change than the activity, process and quantitative output. This was a point that was identified during the UNICEF Lao PDR EA, namely that standardised monitoring tools should enable section staff to monitor not just trends relating to their particular section, but the situation of children across several dimensions. In short, such standardised tools could help break down a siloed approach to monitoring, and result in more effective and efficient systems. It was noted that in the ICO, many results frameworks have as means of verification just programme records, minutes of meetings or activity reports, and do not serve as a concise and consolidated monitoring tool. Again, this is something the ICO needs to work on to find solutions that fit the context and work, and not something that can be secured off the shelf from an external consultant, during the course of a relatively short and remote engagement such as this second EA mission. It may make sense for the ICO to hire an M&E specialist to work with them on these issues, and also to leverage the learning and thinking that is being done by UNICEF offices in the region i.e., possible cross-learning benefits between the TCO and ICO.

It was also suggested that there is a lack of meta data on the 'additional' (country-specific) indicators. For example, it was stated in interviews that, "The output of nutrition care for wasted children: government and partner at national and sub-national level have improved capacity for

planning, budgeting, implementing, monitoring and evaluation programme for treatment of child wasting. That's the expected output. The indicators they put is number of districts providing care for children with severe wasting as part of regular health and nutrition services. OK, it can be measured ... we can trace how many district(s) already have a programme caring for children with severe wasting and already integrated into their regular health nutrition service. But that's it. Since there is no data, we don't know yet the quality. ... and another indicator to verify whether the capacity of government has improved, is the number of national and regional Resource Centers on integrated management of acute malnutrition established and operating. That's it. That's the indicator, but how is it operating? How we can define if it is operating (well) or not? There is no explanation.”

The real challenge was described as follows: “... how we can strengthen the government monitoring system because ultimately that's what we need to really influence. So that's where I think a lot of a lot of challenges still remain. Indonesia has made good progress in terms of making use of digital (systems), but sometimes the quality of data that is entered is a problem²⁷... so at that level of quality assurance ... that remains a challenge and in data analysis ... the government also takes time, they produce a lot of information ... how to make use of the data ... to properly analyse (it)... we do not see any major challenges with regard to collecting their reliable data for our work. The challenge is more in terms of how (that) data can then fit into the government system and then make meaningful things for them and how more of such information can be generated, not only for UNICEF projects but from wider development partners' work and including government's own work. So, one (challenge) is in terms of capacity at subnational level. Sometimes it is the issue around lack of enough human resources, so data is not collected or updated. Sometimes there is an overlap between ministries.” This ties into an observation the first consultant made, noting that, “The additional challenge that exists (is) to report at country level versus district or provincial level (and this) must also be recognized.”

As noted above, the ICO faces several issues in terms of what might be termed 'geographical challenges', that fundamentally relate to equity. It was noted by one interviewee that, “...70% of the population is in Java where indicators generally are good. Papua and Aceh have far worse indicators, but if 1% of the population of Java have a bad indicator, this affects significant numbers of children. There is a need for nuance to target work to the most disadvantaged within regions of deprivation, and even (within) regions of prosperity there are still unmet needs and unfinished business.” It was also noted that, “UNICEF is the only UN agency present in many areas, such as Papua, and have a fairly large technical presence.” In this regard, UNICEF's work and ensuring adequate measurability has a broader importance for the UNCT as a whole, and its overall mission in the country.

²⁷ Similar problems concerning the quality of data entry into administrative systems were noted in other EAs conducted in the region in 2023, including in Lao PDR. While working to strengthen systems, the fundamental challenge remains with the human capacity of national counterparts working within the system and their accountability and alignment.



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One interviewee emphasised the importance of strategically expanding UNICEF's presence across provinces, recognising that the organization's involvement varies across regions. In some provinces, UNICEF has an extensive presence, while in others, its engagement is limited to fewer than 20% of the districts. To address this disparity, the interviewee advocated for a focused approach. UNICEF plans to continue working in its existing districts while concurrently exploring strategies to saturate these areas with scalable approaches. For example, they are implementing the WASHFIT methodology to expand WASH initiatives in primary health centers. The goal is to develop a blueprint in the districts where UNICEF operates and then systematically replicate and scale these approaches across the remaining 20–30 districts within the province. This approach emphasises not only programme expansion but also strategic monitoring and evaluation to ensure effectiveness. The interviews also shed light on challenges related to monitoring cross-cutting themes like gender, disability, and climate change. These challenges are primarily due to insufficient human resources and the difficulty of quantifying the impact of interventions in these areas. For instance, gender transformation is not solely about quantitative data but understanding the extent to which interventions drive real change in gender dynamics. Disability data collection remains an issue, with discrepancies across different programmes. While some, like WASH, integrate disability considerations effectively into their projects, others, particularly in education, struggle due to a lack of expertise and resources. Moreover, the government's limited availability of data on disability and climate change compounds these challenges.

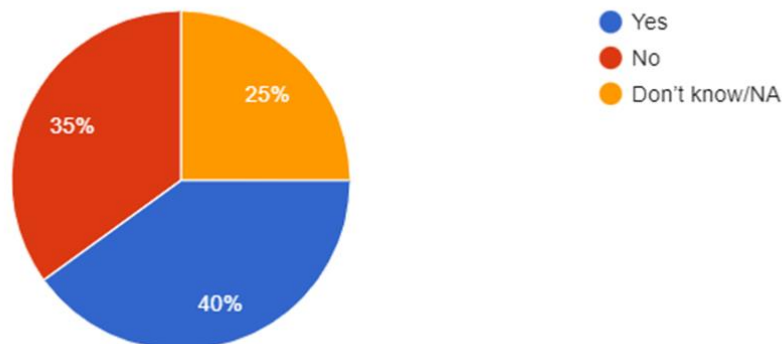
In conclusion, the interviews highlight the need for improvement in UNICEF's monitoring systems, particularly in effectively integrating and evaluating cross-cutting themes across its diverse range of programmes. While there have been successes in certain areas, there is room

for enhancing the organization’s capacity to monitor and evaluate these critical aspects comprehensively.

Availability of data

The first consultant cited interviewees stating: “... it is important to note that we still continue to suffer from limited data. In terms of the number of indicators in the Results Framework, I think we have too many to report on, and we need to reposition ourselves in the sector and redefine the output indicators and limit the number going forward to make it more meaningful to report on.” This finding was confirmed by this consultant during interviews conducted in 2023 when, for example, Child Protection reported problems accessing data. However, most interviewees stated that data was generally available, and that government systems are relatively strong, with growing use of digital platforms – i.e., robust learning data with good baselines and analytical work having been done. The Ministry of Education has a truly national assessment system, with data that reveals regional disparities, illustrated through a traffic light system. In this sense, the Government of Indonesia is far more transparent than some in the region about the existence of regional disparities and the need to focus support to address these. As noted above, several interviewees agreed with the comment made by the first consultant, that there are generally too many outputs, and there is a need for streamlining.

Figure 4. Is data for CPD monitoring and evaluation readily available?



Interviewees expressed mixed opinions regarding data availability for M&E. They noted that data availability reflects the capacity of implementing partners and national authorities, with room for improvement. Collaboration with the national government aims to enhance the monitoring system and address challenges related to data collection, including capacity and resource constraints, device issues, and internet connectivity. However, having data available does not necessarily translate into its effective use for improving service delivery for children.

For instance, the nutrition department in the government has a digital monitoring surveillance system, but challenges persist in using collected data to drive action at the district and provincial levels. Efforts are underway to strengthen data collection, ensure appropriate indicators, and

enhance the government's capacity to utilize data for programme improvement. The Ministry of Health is working on integrating various surveillance systems into one integrated digital monitoring system, building on lessons learned from the COVID-19 response.

As noted above, it was reported that there are some issues with the quality of data entry, as in other southeast Asian countries. This in part accounts for a legitimate concern about data quality. Equally, it was noted that government-generated data is always political, and the will to learn and implement change requires adequate political will. As one interviewee stated, “A lot of data is produced in Indonesia and within the government. How do we make use of this data to inform decisions on proper investments, so that is something we're increasingly doing. Then... experimenting and evidence generation, experimentation and innovation. This is the third part ... the CPD has those elements ... we have crystallised (that) as part of our implementation, that this is how we will operate. We need to ... keep thinking about the political will because there's no point in having a very good, innovative things if we do not have the real political will at the highest level, because rollout cannot happen. Pilots are very good. They will often succeed, but scalability is where it fails ... So that's why our effort is more about having this political will also at the beginning.”

The ICO is actively addressing data quality issues and data gaps by collaborating with the government and trusted Indonesian institutions to conduct research and studies. Having national research partners is deemed essential for gaining credibility and acceptance with the government while navigating political sensitivities. Overall, UNICEF maintains an excellent relationship with the government, which is generally open to discussion, provided they are consulted in advance to avoid surprises during report presentations.

It is crucial to emphasise that generating strong evidence to support pilot projects is of paramount importance, especially when considering their scalability. While the ICO has achieved noteworthy successes, like the Roots programme for bullying prevention, the challenge lies in translating these successful pilots into broader, scalable initiatives. This transition depends on securing political will at the highest government levels. Without this commitment, even innovative and successful pilot programmes may struggle when it comes to nationwide implementation. Furthermore, the absence of regular national surveys hinders the availability of consistent and reliable evidence, which is crucial for informed decision-making and effective programme expansion.

Usefulness of the CPD reporting?

It was acknowledged that the formal CPD reporting is at best, typically, only of 'medium' value to the government, and less so internally. This is entirely consistent with the findings from other EAs in the region undertaken by this consultant in 2023, where senior UNICEF staff were less measured in their assessments, describing the CPD and RAM reporting as being of no use to national counterparts. In the ICO, it is noted that national systems are used to track outcome results.

Interviewees stated that the CMT reviews the CPD results through a structured process involving detailed internal reporting procedures. Reporting is also reviewed on a regular basis with external partners. Each section is responsible for regular discussions with the main partners on progress throughout implementation. At the section level, working groups exist, with members from all the technical line ministries that are involved in each specific programme outcome, and reviews take place concerning bottlenecks or challenges in implementation and achieving the annual targets. This is fed back into the internal monitoring tools and external reporting mechanisms. For example, there are bi-annual reviews of overall results with government and partners involving steering committee meetings, chaired by the country representative with the Deputy Minister of Planning, together with representatives of the line ministries. This results in guidance from partners that feeds into the decision-making process when there is a need to adjust or amend current work plans. All results are then documented in the RAM and this is core to performance measurement in the ICO.

Annual report documents – as is usual – record what has been done during the year and focus on an external audience. However, more systematic and thorough reporting is done at the project and programme level, where accountability to partners and donors is delivered. The CPD and results framework focused more on the macro, national level.

Evaluation readiness

It was suggested by many interviewees that there is a lack of sufficient resources for robust evaluation, although the ICO has met the 1% target for evaluation. Some interviewees stated, “It’s a priorities issue” and said that evaluations are not seen as sufficiently important. Arguably, this may be because staff consider evaluations as having little perceived value; or perhaps it is an issue of ‘return on investment’, as several interviewees suggested that evaluation costs are substantial in Indonesia (USD 100,000 per evaluation was cited). It was noted that eight evaluations have been planned, but COVID-19 resulted in delays. Since the ICO is already at the mid-point in CPD implementation, it might be a challenge to complete the planned evaluations in the remaining years of the current CPD. It was noted that the interest in evaluation varies between programme section chiefs. Resource mobilization for evaluation is clearly then an issue, unless donors provide specific funding for evaluations.

Figure 5. 2023 evaluation progress per CO (EAPRO)

Country	# Evaluations	% Progress
Lao PDR	1	100%
Viet Nam	1	100%
Cambodia	2	98%
Papua New Guinea	2	95%
Thailand	4	95%
Myanmar	2	93%
China	2	73%
Fiji (Pacific Islands)	4	73%
Philippines	3	67%
Mongolia	2	55%
Timor-Leste	2	53%
Indonesia	5	31%
EAPRO, Thailand	2	20%
DPR Korea	1	0%
Malaysia	2	0%
TOTAL	35	63%

Figure 5 tracks the number of evaluations planned and completed.

It was noted that there has not been a country programme evaluation for some time, although there have been some significant evaluations conducted in the recent past including a partnerships evaluation, cited above and a child survival development evaluation. As highlighted below, one interviewee noted that lessons are extracted from evaluations when they are conducted.

"We conducted a partnership evaluation involving various stakeholders, including the government, civil society organizations, businesses, and sub-national partners. The results highlighted the need to consider strategic partnerships differently and engage with previously untapped partners for more significant impact. While some practical recommendations have been successfully implemented, challenges remain, such as centralization and over-reliance on local CSOs for programme implementation."

It was noted that in the previous country programme, the child survival evaluation assessed whether it was most effective to continue with a cluster or section approach, and as a result of the evaluation, the decision was made in the current CPD to adopt a section approach.

The ICO is currently involved in a nationally-led evaluation of the stunting reduction programme, which was described as hugely important and sensitive, since it is a core part of the President's agenda. UNICEF is a technical partner to the evaluation reference group made up of different ministries, and the preliminary findings were described as mixed, with some negative findings. It was noted that the key is how these messages are communicated, emphasising what is working well, whilst constructively presenting solutions as to how remaining needs can be better met. Other programmes noted that their outcomes are identical to those of the government, "...so the government have their way of evaluating that, of measuring whether the target has been achieved or not. But for instance, for our programme, when we implement a certain type of intervention as evidence generation activities ... we actually always try to be able to measure the results through, for instance, and baseline and endline kind of assessment. So we do have the way of making sure that we are able to measure the results of our pilots, and show the evidence to the government."

Priority areas for learning and evaluation

One interviewee stated, and this seemed to have general resonance, that, "... I think the most important learning process that we have to do is how we going to define the business model. That keeps evolving ... now we are considered a middle-income country. So, what (does) the government really need, and how we can provide the best or the most effective support to the government? I think that's (the) kind of learning that needs to be ... shared ... from one section to another as a lessons learned experience in implementing programme and providing support to the government ... we've had our ... lessons from our pilots from the way we (are) scaling up to programme and the way we (are) working with the government. But of course, that's going to be quite contextual. Depends on kind of what field we are working at ... Nutrition can have

different way of working with the government when compared to Child Protection for instance, because of the different issues and different magnitude of the problem and also different ways the government is working and implementing the programme.”

From the interviews, it was clear that several programmes do not see the value in dedicated evaluations of their work and are reluctant to commit the significant resources required. The reasons suggested that this was because the work is focused on upstream activities and not on project delivery *per se*. The implication is that evaluations would be unable to add value to this type of work, which reflects a misunderstanding of the scope and purpose of evaluation. Several programme chiefs stated that they want to have whole programme evaluations, not evaluations on specific aspects of section work. For example, Child Protection stated that they wanted to focus on “the bigger CP story” not specific issues such as public financing, which was the topic that had been proposed by former staff at the start of the CPD in the CEP. The Education section expressed interest in assessing how its advocacy work in leveraging interest and funds from sub-national government is producing impact. Others suggested that it would be more efficient and effective to focus on an evaluation of the ICO’s upstream advocacy as a whole, since such influencing is of broader interest across the ICO.

Another cross-cutting priority is to evaluate key lessons learned and to identify success factors on how the ‘scale-up’ of pilots’ work²⁸. It was suggested that while there are good examples within the ICO programmes, since this is a critical programme modality it would be beneficial to invest in studies on how to scale up effectively. For example, with regard to the national mapping on stunting, the government wants to roll this out to all 34 provinces. This particular initiative has high-level support, but this type of pilot scale-up model requires ongoing high-level advocacy and engagement, and an evaluation that provides insights into key success factors, since such scale-up would provide useful evidence as part of this, including the processes for engaging the sub-national authorities and then securing political buy-in at the central level. Interviewees revealed, as has become evident from undertaking EAs in other southeast Asian countries, that to some extent the knowledge is already in the system. As one interviewee stated: "In our experience with the adolescent nutrition programme, we started with a successful pilot, which gained government commitment. UNICEF's role during scaling up involves three key aspects: building capacity, ensuring high quality implementation, and providing technical assistance and monitoring support."

Finally, several interviewees suggested that issues around leveraging public finance for children is of critical importance and should form a priority for evaluation. As a middle-income country, public financing for children was described as the “backbone of our work”.

Knowledge management is a key priority

The agenda established for the MPSR had already identified, and interviews confirmed, that knowledge management is a key issue for the ICO. In UNICEF, there is a tendency to invest in

²⁸ This has been extracted as a key recommendation, and one which also fits with the demand for learning around the whole business model in an upper-middle income country, as per the quotation at the top of the page.

generating masses of data, but there is little investment in making sense of what the data means, reflecting on it and using it for action-oriented learning to inform decision-making. As one interviewee put it:

“Our resources are not strong enough for us to really make a difference in that sense (direct projects) ... what we can do ... is not just generate data which is really important but also analyse it and then use it for the advocacy, use it to do evidence-based programme and I'm not sure we're always systematic like that.”

It was noted that sometimes responding to donor interests, often with relatively short funding cycles, undermines this kind of systematic approach. This said, the ICO has already identified the need to invest in a knowledge management (KM) function. Data was seen as being ‘scattered’ and the ICO lacks a ‘repository of documentation’, i.e., a KM cell where data is brought together, analysed and fed back into decision-making processes and programme management. The focus is on systems compliance, i.e., internal and donor reporting.

Prior to the MPSR, one interviewee stated, “I think the most important shift that needs to be thought about seriously is how we operate in this country. Because now this is a middle- income country and the government actually has the budget to implement the programme, from UNICEF side (the contribution is) supposed to be technical assistance. The evidence generation needs to be strengthened (so) that the government actually have a clear evidence-based policy on where to go forward. It's no longer kind of high-level financial support or high amount of essential supplies that we need to provide ... rather it's the evidence and how they should implement the programme.”

It is noted that evaluation is often done years after the activities have finished and the appetite for evaluation seems to vary across programme sections, and in part, this seems to be an issue related to resources. The degree to which evaluation is valued for learning, as a cultural norm in the ICO, is therefore open to question. Although there is a CEP, some stated that this is not supported with ready funding, although others stated this was not the case.

Evidence-based programming requires strong knowledge management because the model is all about influencing and advocacy, so good KM is essential. Every field office needs to have the capacity to generate strong evidence, again reflecting back to the need to have dedicated M&E resources in each field office. As one interviewee concluded, “... part of our role is to look at data quality, data gaps and then work with the government and other trusted Indonesia institutions to full to those data gaps.”

Learning culture?

It was evident that there is a commitment to learning, but several interviewees stated there is too little time to do this in the regular working day; i.e., ‘learning’ seems relegated to voluntary brown bag lunches, and is not something that is incorporated into PMT meetings. It was reported that the field offices do regular presentations in monthly meetings and recently, 50% of

these were on learning and sharing best practices. Many interviewees stated that there is always an interest in learning, including from partners and counterparts, as well as an appetite to understand the global evidence and share best practices from Indonesia, which may be of interest to countries following the development trajectory, such as some African states, and other COs in the region facing similar challenges, i.e., Vietnam and Thailand.

CONCLUSIONS AND LESSONS LEARNED

1. The ICO CPD is grounded in extensive evidence and prior analysis and identifies and addresses key long-term challenges for children in Indonesia. Through comprehensive consultations, it has pinpointed relevant issues, and with its strong emphasis on changing social norms through Social Behavioural Change (SBC), it aims to improve children's wellbeing.
2. The Indonesia Country Programme has detailed ToC frameworks for its seven programme areas, but a comprehensive review is needed for the overall CPD ToC, especially given its application as more of a compliance tool than a practical operational guide. While many individual programme ToCs remain relevant, there is a need for clearer implementation strategies, better incorporation of emerging issues, and a reconsideration of the 'if-then' approach used by UNICEF, which often lacks clarity in outlining actionable pathways. These include the lack of a clear pathway to results, UNICEF outputs and results, and a lack of a partnerships lens.
3. Several interviewees emphasised the need for the ICO to be more proactive in addressing emerging issues rather than playing catch-up, highlighting areas like AI, online protection for children, and climate change. The overarching message is the necessity for a proactive, forward-looking approach, with a greater focus on influence and advocacy, while also addressing core, sometimes sensitive, issues to create meaningful outcomes for children.
4. Generally, the results are seen as realistic, particularly at the output level, which as one interviewee stated, "is where UNICEF is accountable". Many of the results are around the enabling environment, supporting government capacity to ensure it can deliver at the national and de-centralised level, and ensuring that partners have the capacity to provide services. The results, indicators and measurability were also agreed during extensive consultations with the government, as detailed below in the Alignment section.
5. The CPD is seen as being strongly aligned with national plans, with the government involved in both the CPD development and review. This is also reflected in the CPAP with the government, which reflects their established developmental priorities. This assessment is based on the results of all the evidence gathered during this EA, including interviews, the review of various documents such as the national development plan, UNSDCF, SDGs, and UNICEF strategic plan.
6. It was noted that there is a gap in resources, especially after the bloating and skewing of human resources during the COVID-19 response. There is a lack of resources in some programme areas, i.e., in Education and to support work at the sub-national level. This is exacerbated by the difficulties of trying to 'sell need' in an upper-middle income country.

7. The outcome indicators are generally well defined, specific, and time-bound, which is positive. However, there are indicators lacking metrics on the strategies and interventions to achieve the targets. Also, it is important to measure how UNICEF's role will contribute to expected results.
8. The EA could not find strong evidence on how the CO uses M&E data for strategic decision- making and learning. It was evident that there is a commitment to learning, but several interviewees stated there is too little time to do this during the regular working day, i.e., 'learning' seems relegated to voluntary brown bag lunches, and is not something that is incorporated into PMT meetings.
9. Knowledge sharing and streamlining: One valuable lesson learned is the importance of knowledge management and sharing within the organization. Regional Offices (ROs) should actively facilitate knowledge exchange between COs that face similar challenges in planning, programming, monitoring, and evaluation. Additionally, ROs and HQ should collaborate to develop a curated list of vetted CPD indicators and best practices. These resources can serve as benchmarks for COs when designing their CPDs, promoting consistency and efficiency in programme development.
 - Sharing insights between offices that are grappling with similar challenges, like ICO and Thailand CO, can be highly valuable. Both offices are concerned about piloting and scaling up initiatives. Collaborative learning between these offices could be beneficial. ICO may have expertise and practices that could assist TCO, and vice versa, resulting in mutual benefit.
10. Embrace systemic thinking: Another key lesson is the need for a shift from the traditional 'if-then' ToC format to a more comprehensive systemic format. This transition allows UNICEF to effectively capture the multifaceted nature of its programming, acknowledging the interconnectedness of various programme components and their collective impact. This systemic approach enhances programme design and evaluation, and ensures a holistic understanding of UNICEF's contributions and outcomes.



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RECOMMENDATIONS

Recommendations for the UNICEF Indonesia Country Office

Objective 1: Overall robustness of the design and results framework of the new country programme to determine whether the results chain and objectives are clearly articulated and whether relevant, reliable and valid indicators, measures, tools, and mechanisms are in place.

- Review and align the CEP with the strategic plan, evaluation policy, and recent programme changes.
 - Update the evaluation priorities. Given the recent events and experience from the CPD implementation so far, an update/review of the CEP could be beneficial for the present programme cycle.
- An internal visioning/update of the contextual strategy note might be needed to complement the CPD, to explain more clearly the political situation, risks, opportunities, etc., especially given recent changes in the political system.
- Enhance the ToC to clarify UNICEF's role, contributions and partnerships, transitioning from a compliance tool to a practical operational guide.
 - Review individual programme ToCs for clarity, alignment with emerging issues, and flexibility in identifying actionable pathways.
 - Revise and improve ToC and results indicators to capture UNICEF's contributions effectively, ensuring all indicators are SMART.
- Strengthen outcome indicators to define expected results and UNICEF's strategy for achieving them, with a focus on clear communication in the CPD.

Objective 2: The adequacy of the systems established to measure progress and achievement of planned results for the programme components of the new CP.

- Evaluation (M&E) system to pinpoint and rectify gaps in data collection and analysis. Emphasise the importance of SMART indicators. Ensure tight alignment of the M&E system with the CPE and upcoming evaluations.
 - Include CPD M&E indicators (beyond the CO dashboard) in CMT sessions with accompanying action plans.
 - Include CPD M&E indicators in the CO mid-year and end-year reviews, analyzing progress from baselines towards targets.
- Change in perspective: Transform the perspective of M&E from a compliance-focused activity to a critical instrument for decision-making, organizational learning, and continuous improvement. Emphasise the value of data in informing strategic decisions and programme effectiveness.
- Stakeholder engagement and communication: Actively engage with stakeholders to gather feedback on the effectiveness of the M&E system and identify areas for

improvement. This ensures that data collected serves the needs of donors, partners and beneficiaries, and enhances accountability and transparency.

- Staff training: Provide training to staff on the CEP and the M&E system. Equip them with the necessary skills and knowledge to effectively utilize data for programme assessment and decision-making.
- Scaling best practices: Deepen efforts to identify and document best practices for piloting and scaling programmes. Analyse key success factors and share these findings to inform future programme design and implementation, fostering continuous improvement.
- Establish a specialized task force: Create a dedicated task force or unit to anticipate and address upcoming challenges, such as those related to AI, online child protection, and climate change. This task force can develop expertise in these areas and ensure that the M&E system adequately addresses these evolving issues.

ANNEXES

Annex 0. LOMBOK AND CENTRAL SULAWESI RESPONSE - Documentation analysis

The EA had access to the following documentation regarding the humanitarian response to the crisis in Lombok, Sulawesi:

- Country Office Annual Report 2019
- UNICEF Indonesia
- Consolidated Emergency Report 2018
- 2019 Indonesia Humanitarian Country Team After Action Review
- Mission Report, Indonesia - Preparedness, Risk Informed Programming and Emergency Transition, 2019
- Collective approaches to communication and community engagement in the Central Sulawesi Response, 2020
- People's perspectives of emergency multi-purpose cash assistance in central Sulawesi and west Nusa Tenggara
- Multi-Sector Needs Assessment: Executive Summary Report 2019
- Indonesia Humanitarian Situation Report #9
- Transition strategy

Data reflects the delivery of different benefits (goods and services) under the areas of WASH, Health, Nutrition, Child Protection, and Education. The information is not disaggregated by sex/gender, or region/location. The indicators of delivery include targets and achieved results, but there is no indication of how the targets were established.

Humanitarian crises are challenging in terms of response planning and design because the incidents are unexpected and rapid; hence, there is little time for planning and gathering data. Nevertheless, these interventions could have articulated a broad ToC, describing the main problems and the solution chain to overcome the situation. The humanitarian response does not have a ToC, lacking the linkages between different levels of the response. The reports are mainly narrative and at the activity level, with just a few mentions of results at the output level. No performance or results indicators were provided, and no (re)constructed baselines for indicators. The reporting includes the analysis of lessons learned, and there is an after-action review, but there are no indications of how evidence supported the strategic decision-making process of the response. There was no M&E framework to dictate the key variables and metrics to measure, data collection methods, means of verification, and analysis procedures.

Annex 1. Evaluation Matrix

Evaluability Questions	Sources		
	Document Review	Survey	KIIs
Assessment of the design of the planned results for children			
Logic			
Does the CPD have gaps in the causal pathway that would affect the likelihood of UNICEF achieving the planned outcomes?	X	X	X
Have risks and assumptions been adequately identified?	X		X
Is the design flexible and responsive to external factors?			
Alignment			
Are the country programme's outcomes aligned to the country's priorities and based on a situation analysis of children?	X		
Does the CPD have the potential to be aligned with the new UNICEF Strategic Plan and regional headlines?	X		
To what extent does the CPD address equity (including gender issues), and will it progress towards removing bottlenecks to achieve outcomes for children?	X		X
To what extent do agreements (workplans, PCAs etc.) align with the CPD and directly contribute to achieving results for children?	X	X	X
Assessment of the mechanisms and systems to monitor and evaluate results			
Measurability			
To what extent are there sufficiently measurable indicators for each programme component's expected output and outcome? Do they adequately capture the expected change?	X	X	X
To what extent are there reliable sources of information? Are these captured and disseminated on a regular basis to be useful for programme managers to course-correct as required in real time?	X		X
Do the performance indicators have the potential to be monitored regularly, on quality and on time?		X	X
Are there SMART performance indicators with clearly identified means of verification?	X		
Are there adequate baselines and targets? Are the formulated targets plausible and realistic? What is the strategy to obtain the baselines that have not been formulated?	X	X	X

Are the monitoring systems of the partners in place to track the progress of the indicators according to the knowledge and perception of UNICEF staff and stakeholders?	X	X	X
Are sufficient human capacities in place to monitor and evaluate progress towards the CPD?			X
Are cross-cutting themes adequately measured?	X		X
Evaluation readiness			
Are the necessary documentation, baselines and indicators available to conduct the planned evaluations? If not, are mechanisms in place to collect the relevant information in future?	X		
Does the timing of the planned evaluations allow the programme to accumulate enough implementation experience to enable useful lessons to be extracted?			X

The matrix describes the link between the information collected through each question/item of a data collection tool and the corresponding evaluation question. Based on the questions included in the evaluation matrix, the consultant will develop specific data collection tools adapted to each target population.

Annex 2. List of persons interviewed during the assessment

Annex 2: Interviews conducted for the ICO EA July 2023			
Name	Function	Date	Interview Transcript
Tatiana Ten Lena Sofiani	<ul style="list-style-type: none"> Emergency / DRR Specialist Emergency Specialist 	12 th July	Yes
Katheryn Bennett	Chief of Education	12 th July	Yes
James Kilmani	Evaluation	13 th July	Yes
Maniza Zaman	Representative	13 th July	Yes
Airin Roshita	OIC, Nutrition Chief	14 th July	Yes
Kannan Nagar	WASH Chief	17 th July	Yes
Jean Lokenga	Dep. Representative Programmes	18 th July	Yes
Milen Kidane	Child Protection Chief	20 th July	Yes
Nikensari Setiadi	Monitoring Officer	20 th July	Yes
Marcella Christina	Field Operations Chief	21 st July	Yes
Silas Rapold	Planning Chief	21 st July	Yes
Md Shafiqul Islam	OIC, Social Policy Chief	21 st July	Yes

Annex 3. List of documents

- CPD
- Strategy notes
- Work plans
- Indonesia UNDSF-UNPAF
- Vision document
- SITAN
- UNICEF strategic plan
- UNICEF EAPRO regional headlines
- ICO Costed Evaluation Plan
- UNICEF evaluation guidelines
- UNEG evaluation guidelines
- UNICEF Evaluability Assessment Guidelines

Annex 4. Data collection instruments (such as survey questionnaires or interview guides)

4.1 Online survey

We are conducting a survey to gather valuable insights into the monitoring framework and tools of the Country Programme Document between UNICEF and the Government of Indonesia. Your participation in this survey will help us better understand how to track results for children. This survey should only take a few minutes to complete and all responses will be kept confidential. We appreciate your time and effort in contributing to this important research. Thank you in advance for your cooperation.

1. Does the Country Programme Document (CPD)'s overall Theory of Change (ToC) clearly describe the logic and pathways to expected results?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer
2. Are the CPD outcomes and outputs realistic?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer
3. Are the indicators of CPD outcomes and outputs adequate to measure their achievement?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer
4. Are the workplans with implementing partners measurable with adequate SMART indicators?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer

5. Are the indicators of the workplans with implementing partners contributing to achieving CPD indicators?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer
6. Is data for CPD monitoring and evaluation readily available?
 - Yes
 - No
 - Don't know/NA
7. Was the CPD and the results framework designed in a participatory manner with UNICEF colleagues and external partners?
 - Yes
 - No
 - Don't Know/NA
8. Are the indicators and M&E systems of the CPD and workplans used for decision-making and programme improvements?
 - Strongly Agree
 - Agree
 - Neutral
 - Disagree
 - Strongly Disagree
 - Don't know/No answer
9. Does your programme gather any evaluative data with regard to gender equality, disability inclusion, social inclusion or equity amongst programme beneficiaries?
 - Yes
 - No
 - Dont Know/NA
10. Does your programme area have a clear plan and an adequate budget for evaluations? If no, please elaborate.
 - Yes
 - No. Why?
 - Don't Know/NA
11. Do you believe there is a demand both internally and externally for evaluation of your programme? If not why?
 - Yes

- No. Why?
- Don't Know/NA

Please let us know if you have any insights/recommendations to share on the data collection and analysis in UNICEF ICO.

4.2 Interviews UNICEF

Protocol for UNICEF staff ²⁹

Hello, my name is Paul Davies, I've been contracted to conduct an evaluability assessment of the UNICEF Indonesia Country Programme 2022-2026.

The assessment will gather information about the programme design, the M&E system and available data, and how the programme should be evaluated. The information you share will be kept confidential, and no one else will know your responses to the questions. Our conversation should take about 45 minutes. You have the right to stop this interview and any time and you should not feel obligated to answer any/all questions.

Do you have any questions?

I would like to take notes and record our conversation, to help me capture everything that was said. These notes and recordings will not be shared with anyone else. Do you agree to be recorded for this purpose?

Tick () if respondent agrees to be recorded:

Opening question on any insights/concerns about CPD/results framework design and utility ?

Evaluability in principle: Assessment of the design of the planned results for children

Logic

1. Are you familiar with the overall CPD Theory of Change?(probe) How useful do you find it? (probe) Is there a problem and a clear pathway to the expected results? (probe) How clear is the overall Theory of Change? Which areas of the ToC are unclear?
2. Do you believe that the ToC for your programme as formulated at the outset of the CP is still valid or is there need to adjust the ToC to better reflect adjustments?
3. Are the expected results, objectives clear and feasible/realistic? (probe) How do you monitor progress/results?
4. What are the main risks and assumptions that could impact programme performance? Are plans in place to address important these risks and assumptions?
5. To what extent does the CPD address cross-cutting issues, including gender?

Alignment

²⁹ Individual responses acquired during the interview will be kept confidential, and the consultant will only share aggregated data and anonymous comments.

6. To what extent is the CPD in line with UNCF, national priorities and beneficiaries' needs? Can you comment on the ease of the process of securing alignment between these different stakeholders?
7. Are financial resources adequate to meet the expected results? Are resources in general aligned with the results?

Evaluability in practice: Mechanisms and systems to monitor results

Measurability

8. How measurable are the results?

Responsiveness/standardization of reporting from sections? Challenges with implementing partners reporting process?

9. What challenges, if any, do you anticipate with gathering sufficient data on your programme to enable quality evaluation, including from beneficiaries, implementers and partners?
10. Are indicators sufficiently measurable, with identified means of verification, and do they capture the expected changes? Are baselines and targets clearly established?
11. Are cross-cutting themes sufficiently monitored? Are SMART indicators established for them?

Evaluation readiness

12. Does your programme have a clear plan and budget for evaluations? Are the planned evaluations aligned to the outcomes and respond to the needs of the programme?
13. Will there be sufficient time for programme experience to be accumulated to enable useful lessons to be extracted? Will there be sufficient time to make adjustments to ensure outcomes are delivered based on evaluation learning?
14. Is there a learning culture within ICO? And with partners?

What are your learning priorities for the CPE? What elements of your work do you believe are most important to assess in the context of the CPE in order to provide you with useful lessons learned and recommendations?

UNICEF Senior Management³⁰

Hello, my name is Paul Davies, I've been contracted to conduct an evaluability assessment of the UNICEF Indonesia Country Programme 2022-2026.

The assessment will gather information about the programme design, the M&E system and available data, and how the programme should be evaluated. The information you share will be kept confidential, and no one else will know your responses to the questions. Our conversation should take about 45 minutes.

Do you have any questions?

³⁰ Individual responses acquired during the interview will be kept confidential, and the consultant will only share aggregated data and anonymous comments.

I would like to take notes and record our conversation, to help me capture everything that was said. These notes and recordings will not be shared with anyone else. Do you agree to be recorded for this purpose?

Tick () if respondent agrees to be recorded:

Evaluability in principle: Assessment of the design of the planned results for children

Logic

1. How satisfied are you with the overall CPD Theory of Change? (probe) How useful do you find it to describe ICO pathways to results? (probe)
2. What are the key problems the CPD wants to solve and what is the role of UNICEF in doing so?
3. Are the expected results and objectives clear, tangible and realistic?

Alignment

4. How well aligned is the CPD with country priorities? (probe) Engagement with partners during CPD design?
5. How sound is the design process of the CPD to capture the needs and priorities of children?
6. Are financial resources adequate to meet the expected results? Are resources in general aligned with the results?

Evaluability in practice: Mechanisms and systems to monitor results

Measurability

7. How useful is the CPD reporting? (probe) How do you use the information? (probe) How do UNICEF's partners use/value the reports?
8. What challenges, if any, do you anticipate to gathering and analyzing performance and results information with ICO?
9. Is ICO adequately staffed to provide necessary information for the evidence-generation gaps on a periodic basis?

Evaluation readiness

10. What are the key strategic areas/projects that need be evaluated in this cycle? What elements are most important to assess to provide you with useful lessons learned and recommendations?
11. Is there a culture of learning within ICO?
12. Are there enough resources to conduct robust evaluations?
13. How are lessons learned from past evaluations being extracted? What are your learning priorities for ICO?

UNICEF PME team³¹

Hello, my name is Paul Davies, I've been contracted to conduct an evaluability assessment of the UNICEF Indonesia Country Programme 2022-2026.

The assessment will gather information about the programme design, the M&E system and available data, and how the programme should be evaluated. The information you share will be kept confidential, and no one else will know your responses to the questions. Our conversation should take about 45 minutes. You have the right to stop this interview and any time and you should not feel obligated to answer any/all questions.

Do you have any questions?

I would like to take notes and record our conversation, to help me capture everything that was said.

These notes and recordings will not be shared with anyone else. Do you agree to be recorded for this purpose?

Tick () if respondent agrees to be recorded:

Evaluability in principle

Logic

1. How was the CPD designed? (Probe: the process followed, who worked on it.) How were the challenges for children identified? How has ICO defined the CPD pillars, activities within these and their prioritization? (Probe: criteria or parameters considered/not considered.)
2. How were the CPD objectives and indicators established? (probe) Design process/participation?
3. How satisfied are you with the overall CPD Theory of Change? (probe) How useful do you find it to describe ICO pathways to results? (probe)
4. Are the expected results and objectives clear and tangible? (probe) How measurable are the results?

Alignment

5. How can beneficiaries give input about the programme? To whom? What actions are taken from this information? How do you know?
6. Are financial resources adequate to meet the expected results? Are resources in general aligned with the results?

Evaluability in practice: Mechanisms and systems to monitor results

Measurability

7. How useful are the tracking tools for the CPD? (probe) Usefulness of indicators/M&E tools for strategic decision-making?
8. Are indicators sufficiently measurable, with identified means of verification?
9. Do indicators capture the expected changes?

³¹ Individual responses acquired during the interview will be kept confidential, and the consultant will only share aggregated data and anonymous comments.

10. How is the monitoring data validated and quality assured?
11. What are the main challenges to monitoring?
12. How are technology-based applications or platforms utilized for monitoring?
13. What lessons have been learned as they relate to monitoring?
14. How is monitoring data used in ICO?

Evaluation readiness

14. What are the key strategic areas/projects that need be evaluated in this cycle? What elements are most important to assess to provide you with useful lessons learned and recommendations?
15. Is there a culture of evaluation within ICO?
16. Are there enough resources to conduct robust evaluations?
17. How are lessons learned from past evaluations being extracted? What are your learning priorities for ICO?

Annex 5. Terms of Reference



ToR_Evaluability_Assessment_VCO v2.pdf

Annex 6. Gender equality marker – programme structure

Output	Gender Equality Marker	Programme Area
003 - STRATEGIC POSITIONING	MARGINAL	880 - PROGRAMME EFFECTIVENESS
004 - PUBLIC ADVOCACY AND SUPPORTER ENGAGEMENT	MARGINAL	881 - PROGRAMME EFFECTIVENESS
007 - CROSS-SECTORAL APPROACHES	MARGINAL	882 - PROGRAMME EFFECTIVENESS
009 - PLANNING, MONITORING, REPORTING AND EVAL	MARGINAL	883 - PROGRAMME EFFECTIVENESS
001 - INCLUSIVE AND INTEGRATED ECD SERVICES FOR UNDER THREE	MARGINAL	881 - EARLY CHILDHOOD DEVELOPMENT
002 - EARLY CHILDHOOD EDUCATION AND SCHOOL READINESS	SIGNIFICANT	882 - EARLY CHILDHOOD DEVELOPMENT
003 - ECD FRAMEWORKS, POLICY COORDINATION, AND PARTNERSHIPS	MARGINAL	883 - EARLY CHILDHOOD DEVELOPMENT
001 - CURRICULUM, ASSESSMENT, AND LEARNING	SIGNIFICANT	882 - EDUCATION
002 - EQUITABLE, SAFE, AND INCLUSIVE EDUCATION FOR ALL	SIGNIFICANT	883 - EDUCATION
003 - PRO-EQUITY AND RESILIENT EDUCATION SYSTEM	SIGNIFICANT	884 - EDUCATION
001 - ADOLESCENT HEALTH SYSTEM STRENGTHENING	MARGINAL	883 - YOUNG PEOPLE'S RESILIENCE, CONNECTEDNESS AND EMPOWERMENT
002 - TRANSITION TO WORK & EMPLOYABILITY	SIGNIFICANT	884 - YOUNG PEOPLE'S RESILIENCE, CONNECTEDNESS AND EMPOWERMENT
003 - PARTICIPATION	SIGNIFICANT	885 - YOUNG PEOPLE'S RESILIENCE, CONNECTEDNESS AND EMPOWERMENT
001 - COHESIVE CHILD PROTECTION SYSTEM	SIGNIFICANT	884 - CHILD PROTECTION
002 - PREVENTION AND DETECTION	SIGNIFICANT	885 - CHILD PROTECTION
003 - QUALITY RESPONSE	SIGNIFICANT	886 - CHILD PROTECTION
001 - CHILD RIGHTS MONITORING- DATA, KM, EVIDENCE-BASED POLICY MAKING FOR CHILDREN	SIGNIFICANT	885 - SOCIAL POLICY
002 - SOCIAL PROTECTION	SIGNIFICANT	886 - SOCIAL POLICY
003 - PUBLIC FINANCE FOR CHILDREN	SIGNIFICANT	887 - SOCIAL POLICY

Annex 7. ICO CSI – GAP indicators

Goal 1 Gender priority 1 (1/5)

1.1.4. Number of countries in which UNICEF has strengthened systems for primary health care

Goal 1 Gender priority 2 (3/6)

1.4.2. Number of countries integrating adolescent health priorities, including sexual and reproductive health, in primary health-care services or through school and digital platforms

1.5.1. Number of countries integrating mental health services in primary health care, including through school and digital platforms

1.7.2. Number of countries with programmes to prevent overweight and obesity in school-age children and adolescents

Goal 2 Gender priority 1 (2/2)

2.1.1. Percentage of countries with inclusive and gender-equitable systems for access to learning opportunities

2.1.4. Number of out-of-school children and adolescents who accessed education, through UNICEF-supported programmes

Goal 2 Gender priority 2 (2/4)

2.2.6. Percentage of countries institutionalizing holistic skills development to support learning, personal empowerment, environmental sustainability, active citizenship and/or employability and entrepreneurship

2.2.10. Number of adolescents and young people who participate in or lead civic engagement initiatives, through UNICEF-supported programmes

Goal 3 Gender priority 1 (4/7)

3.1.2. Number of mothers, fathers and caregivers reached through UNICEF-supported parenting programmes

3.1.3. Number of children who have experienced violence, exploitation, abuse and neglect reached by health, social work or justice/law enforcement services, through UNICEF-supported programmes

3.1.8. Number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and/or other personnel who provide assistance to affected populations

3.2.7. Number of UNICEF-targeted children, adolescents, parents and caregivers provided with community-based mental health and psychosocial support services

Goal 3 Gender priority 2 (2/6)

3.1.8. Number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and/or other personnel who provide assistance to affected populations

3.2.7. Number of UNICEF-targeted children, adolescents, parents and caregivers provided with community-based mental health and psychosocial support services

Goal 4 Gender priority 1 (3/4)

4.1.6. Number of women and adolescent girls reached whose menstrual health and hygiene needs are addressed, through UNICEF-supported programmes

4.1.7. Number of people in humanitarian contexts reached with appropriate drinking water services, through UNICEF-supported programmes

4.1.8. Number of people in humanitarian contexts reached with appropriate sanitation services, through UNICEF-supported programmes

Goal 4 Gender priority 2 (2/2)

4.1.6. Number of women and adolescent girls reached whose menstrual health and hygiene needs are addressed, through UNICEF-supported programmes

4.3.2. Number of countries engaging children, adolescents and young people in action and advocacy to address climate change, unsustainable energy use and/or environmental degradation, with UNICEF support

Goal 5 Gender priority 1 (1/2)

5.2.2. Number of countries with social protection programmes that are gender-responsive or lead to transformative gender equality results

Indicator	Progress	Source
4. Maternal mortality ratio (SDG 3.1.1)	37 (2017)	SDG database
5. Percentage of children who are developmentally on track in literacy-numeracy, physical, learning and social-emotional skills (SDG 4.2.1)	92.9 (2019)	SDG database
7. Estimated rate of new HIV infections (SDG 3.3.1)	0.1 (2020)	SDG database
12. Percentage of adolescent girls who are anaemic (SDG 2.2.3)		SDG database
14. Completion rate in primary and lower and upper secondary education (SDG 4.1.2)	93.5 & 74	(MICS 2022)
15. Equity index (computed on lower secondary completion rate) (SDG 4.5.1)		
17. Proportion of young women and men aged 18–29 years who experienced sexual violence by age 18 (SDG 16.2.3)	In 2018, the proportion of ever-partnered 15–49 years old women and girls subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months was 9.3% .	SDG database

18. Proportion of children aged 1–17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month (SDG 16.2.1)

Percentage of children age 1–14 years who experienced any physical punishment and/or psychological aggression by caregivers in the past one month = **53.8** (MICS 2022)

22. Percentage of girls and women aged 15–49 years who have undergone female genital mutilation (SDG 5.3.2)



23. Proportion of women and men (20–24 years) married or in union before age 18 (SDG 5.3.1)

Women (MICS 2022)
 (a) before age 15 = **5.5**
 (b) before age 18 = **17.0**
Men
 (a) before age 15 = **0.6**
 (b) before age 18 = **5.8**

30. Percentage of countries where legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex (SDG 5.1.1)

In 2020, the degree to which legal frameworks promote, enforce and monitor gender equality with respect to marriage and family benefits stood at **81.8 points** on a 0-100 scale. SDG database

In 2020, the degree to which legal frameworks promote, enforce and monitor gender equality in public life stood at **50 points** on a 0-100 scale.

In 2020, the degree to which legal frameworks promote, enforce and monitor gender equality with respect to employment and economic benefits stood at **60 points** on a 0-100 scale.

In 2020, the degree to which legal frameworks promote, enforce and monitor gender equality with respect to violence against women stood at **50 points** on a 0-100 scale.

31. Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex (SDG 5.1.1)



OUICOME LEVEL

Indicator

1.1. Percentage of pregnant women receiving at least four antenatal visits

Progress

Percentage of women age 15–49 years with a live birth in the last 2 years who during the pregnancy of the most recent live birth were attended at least four times by any provider = **88.3**

Source

(MICS 2022)

1.2. Percentage of live births attended by skilled health personnel (home and facilities) (SDG 3.1.2)	Percentage of women age 15–49 years with a live birth in the last 2 years whose most recent live birth was delivered in a health facility = 99.5	(MICS 2022)
1.3. Percentage of (a) mothers and (b) newborns receiving postnatal care		
1.12. Percentage of children aged 24–59 months receiving early stimulation and responsive care from their parents or caregivers	T - 93 M - 91 F - 94	UNICEF SOWC 2021
1.13. Proportion of women aged 15–19 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care (SDG 5.6.1)		
1.14. Percentage of adolescents who report symptoms of depression and/or anxiety reporting contact with health professional or counsellor for mental health care		
1.15. Percentage of children and adolescents living with HIV who receive antiretroviral therapy	75.7 (children 0–14)	UNICEF SOWC 2021
1.16. Percentage of HIV-positive women who received antiretroviral therapy during pregnancy and/or at labour and delivery [adolescents 15–19 years]	Per cent of pregnant women living with HIV receiving effective ARVs for MTCT = >95	UNICEF SOWC 2021
1.20. Percentage of pregnant women who benefit from gender-responsive programmes for the prevention of anaemia [adolescents 15–19 years]		
2.1. Percentage of countries with gender disparity in education		
2.3. Gross enrolment ratio in pre-primary education	74	UNESCO Institute for Statistics (UIS). UIS.Stat Bulk Data Download Service. Accessed October 24, 2022.
2.4. Out-of-school rate for girls and boys of primary school age	4.1	(MICS 2022)
2.7. Percentage of youth not in employment, education or training (SDG 8.6.1)	15.1	ILO (2022)
2.8. Remote learning readiness index	Percentage of children age 7–14 who attended classes remotely during COVID-19 pandemic in the last school year = 91.4 Percentage of children age 7–14 who attended classes remotely during COVID-19 pandemic in the last school year and received help for remote learning = 73.2	(MICS 2022)

3.1. Percentage of girls and boys aged 15–17 years who have ever experienced any sexual violence and sought help from a professional

3.3. Percentage of girls and boys aged 15–19 years who consider a husband to be justified in hitting or beating his wife for at least one of the specified reasons⁸

3.4. Percentage of students 13–15 years who reported being bullied on 1 or more days in the past 30 days

3.9. Percentage of girls, boys, women and men aged 15–49 years who believe that female genital mutilation should be eliminated

4.4. Proportion of women and girls aged 15–49 years who have menstruated in the last 12 months who did not participate in work, school or other social activities during their last period

4.4. Proportion of women and girls aged 15–49 years who have menstruated in the last 12 months who did not participate in work, school or other social activities during their last period [adolescents 15–19 years]

5.5. Number of countries taking action to support care work, through family-friendly policies

Percentage of women and men age 15–49 years who state that a husband is justified in hitting or beating his wife in at least one of the following circumstances: (1) she goes out without telling him, (2) she neglects the children, (3) she argues with him, (4) she refuses sex with him, (5) she burns the food
Women = 3.5
Men = 5.7

For further information, please contact:

Evaluation Office

United Nations Children's Fund

Three United Nations Plaza

New York, New York 10017

evalhelp@unicef.org

www.unicef.org/evaluation

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