

# COMMUNICATION FOR DEVELOPMENT: AN EVALUATION OF UNICEF'S CAPACITY AND ACTION

## BANGLADESH COUNTRY CASE STUDY

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children



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## **Communication for Development: An Evaluation of UNICEF’s Capacity and Action – Bangladesh Country Case Study**

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This report on UNICEF Bangladesh constitutes part of a global evaluation entitled “*Communication for Development: An Evaluation of UNICEF’s Capacity and Action*” which includes five country case studies. The Bangladesh case study report was prepared by independent consultant Mary Myers, with the support of Rob Lloyd, project manager at Itad. Krishna Belbase, Senior Evaluation Officer, EO led and managed the overall evaluation process in close collaboration with the UNICEF Bangladesh Country Office where Carlos Acosta, Alexandra Illmer and Neha Kapil were the lead counterparts. Tina Tordjman-Nebe, Evaluation Specialist in the EO, supported the management of the evaluation including inputs to quality assurance.

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## ACRONYMS

ANC	Antenatal Care
AWP	Annual Work Plan
BCC	Behaviour Change Communication
BCCP	Bangladesh Center for Communication Programs
BCO	Bangladesh Country Office
CAP	Communication, Advocacy and Partnership
CATS	Community Approaches to Total Sanitation
C4D	Communication for Development
CO	Country Office
CPAP	Country Programme Action Plan
CPD	Country Programme Document
DFID	Department for International Development (UK)
EECR	Enabling Environment for Child Rights
EPI	Expanded Programme of Immunization
GoB	Government of Bangladesh
HQ	Headquarters
IEC	Information, Education and Communication
IFA	Iron Folic Acid
IR	Intermediary Result
JPGSPH	James P Grant School of Public Health (at BRAC University)
KAP	Knowledge, Attitude and Practice
KMOS	Knowledge Management Outreach Site
M&E	Monitoring and Evaluation
MNCH	Maternal, Newborn and Child Health
MOI	Ministry of Information
MORES	Monitoring Results for Equity System Approach
MOWCA	Ministry of Women and Children's Affairs
MTR	Mid-Term Review
NGO	Non-Governmental Organisation
NYHQ	New York HQ
ODF	Open Defecation-Free
OR	Other Resources
PCA	Partnership Cooperation Agreement
PCR	Programme Component Result
PPE	Pre-Primary Education
RAM	Results Assessment Matrix
RO	Regional Office
RR	Regular Resources
SUS	Sabalamby Unnayan Samity
SPPME	Social Policy Planning Monitoring and Evaluation
UNDAF	United Nations Development Assistance Framework
WASH	Water, Sanitation and Hygiene

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# EXECUTIVE SUMMARY

Communication for development (C4D) is the application of the principles of effective communication to further development objectives. UNICEF is one of the lead international agencies in promoting and using C4D as a cross-cutting programme strategy to drive positive behavioural and social change. It applies C4D across a variety of sector-specific issues, such as open defecation, exclusive breastfeeding for the prevention of HIV and AIDS and communicating with disaster-affected communities in humanitarian emergencies. Most recently, C4D was integral to the response to the Ebola epidemic.

In recognition of the importance of C4D, UNICEF has made substantial investments in developing both its internal capacity and the capacity of national partners in designing and implementing C4D strategies. It has also taken significant steps towards better integrating C4D as a cross-cutting programme strategy into systems, policies, plans and practices at all levels of the organisation.

Given UNICEF's investment in C4D to date, the recent decision to fund further capacity development through the C4D Strengthening Initiative, and the ongoing evolution of C4D internally, a global evaluation was commissioned to look back over the past five years of capacity building efforts and identify what has worked, areas for improvement and lessons learnt. The findings of the evaluation will guide future work in implementing C4D in UNICEF and strengthen its contribution to country programme results. This is the country case study report for Bangladesh.

The country case studies had four main objectives (these link to the four objectives of the overall global evaluation):

1. To assess the relevance, effectiveness and efficiency of the CO's efforts to (a) develop the individual knowledge and competences of staff in C4D and (b) enhance the CO's overall capacity.
2. To assess the extent to which, and how appropriately, C4D has been integrated into the CO structures and programmes.
3. To assess how relevant C4D-related planning and implementation has been (including through use of the global C4D benchmarks) to the contextual needs of the country programme and identify factors driving or constraining the relevance of C4D-related planning and programming.
4. To review C4D-related performance monitoring and knowledge management and assess the evaluability of results (outcomes and impact) achieved through programmes using C4D interventions.

## **Findings**

The findings from the country case study are structured in line with the four objectives of the evaluation. They cover C4D capacity development, the integration of C4D into the CO and its programmes, implementation of C4D into programming and the evaluability of C4D activities.

### ***Capacity development***

The assessment of capacity development looks at the efforts of UNICEF's Bangladesh country office (BCO) to build its internal capacity on C4D through accessing global support (e.g. the C4D course at the University of Ohio) and CO-led activities. UNICEF's understanding of improved capacity includes both changes to individuals' knowledge and practices on C4D and changes to the CO's overall organisational capacity to implement C4D.

- Both the Ohio C4D course and the UPenn social norms courses have been relevant and well aligned to individual and BCO needs, as UNICEF Bangladesh is operating in a context with significant social norms challenges and where creation of demand and behaviour change at community level is key. The BCO regards C4D as one of the key means to address these issues.
- Both courses have been effective in building participants' C4D capacity. Senior managers confirmed positive changes among staff who had attended courses.
- There is still a desire within the BCO for further capacity development relating to C4D, particularly on managing and budgeting for C4D programmes, evaluation and documentation, negotiation and institutional advocacy.
- There remains a strong reliance on the chief of C4D to advocate for human and financial resources for C4D, despite there being many senior managers championing C4D issues and activities.

### **Integration**

In order to assess the extent of C4D integration in CO structures and programming, the evaluation focused on a number of factors, including the extent to which there was a clear C4D strategy and vision across the country programme; how this strategy/vision has been reflected in core planning documents and processes; the extent and quality of reporting on C4D; the appropriateness of how the C4D function has been structured to deliver on the strategy and plans; the level of resourcing for C4D and the processes for resource mobilisation; and the ways in which C4D and external communications work together.

- While an overarching C4D strategy for the new country programme is still in development, UNICEF Bangladesh has a clear strategy for counterpart capacity development and systems strengthening.
- C4D is well integrated in key BCO documents such as the 2015 Situational Analysis and the 2012–16 country programme document (its has its own outcome and contributes to sections' outputs). The C4D Section is also relatively well embedded in core BCO planning processes.
- The current structure of the C4D function provides a good way of operationalising C4D in the field while still maintaining C4D expertise centrally.
- While C4D is able to monitor and report on results achieved through the outcome it is accountable for, most of the other C4D work that is undertaken across sections is largely invisible and goes unreported. This makes it difficult for the C4D Section to tell a complete story of its role and contribution across the country programme.
- The current level of financial allocations to C4D is considered insufficient to meet the needs of the country programme. This is a result of a lack of a clear resource mobilisation strategy for C4D, the *ad hoc* involvement of C4D in proposal development and a perceived donor reluctance to fund C4D programmes.
- An ongoing source of friction within the CO is also the fact that the C4D Section runs its own behaviour change programme (the multi-million dollar, seven-district project called Engaging Communities). This is perceived by some within the BCO as an attempt by the C4D Section to run a parallel programme of work, which is not properly integrated with the on-the-ground activities of the other sections.

### **Implementation**

The evaluation assessed implementation from three different angles. First, it looked across the five sectors of UNICEF Bangladesh's work and summarised the progress made in relation to C4D. Second, it looked at implementation from the perspective of the CO's performance against a set of global C4D benchmarks. Lastly, it distilled a set of findings about building partner capacity on C4D. Together, this provides a rounded picture of what UNICEF is accomplishing on C4D and the lessons it is learning.

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- There has been significant C4D-related activity across sectors, with some notable or emerging successes over the years, such as significant progress on reduction of diarrhoeal deaths, immunisation, open defecation, enrolment in primary education and, increasingly, child marriage. The specific C4D contributions to the above are many but include mass media campaigns, especially the use of Meena, the popular children’s character promoting gender equality (*inter alia*), and the use of interactive popular theatre (IPT) and other participatory techniques like community dialogues.
  - Common C4D implementation challenges include securing buy-in and resources from other sections and reconciling and coordinating the long timeframes needed for behaviour and social norms change and the more immediate results that can be achieved through supply-side interventions.
  - Across the five C4D global benchmarks, the BCO performs relatively well:
    - UNICEF is actively engaged in a number of mechanisms that serve to coordinate and strengthen C4D activities at the national level.
    - UNICEF has conducted a wide range of research studies and evaluations to inform C4D, and the KMOS (Knowledge Management Outreach Sites) initiative with the James P Grant School of Public Health at BRAC University is a good case in point. However, it is not clear that evidence use has been systematically embedded in the design and implementation of all C4D programmes.
    - Participatory processes are a priority but are not used consistently. The approach of UNICEF’s partner affects this. Working through government often implies top-down messaging; non-governmental organisations (NGOs) tend to be more participatory.
    - The BCO has made a good investment in building both internal and external C4D capacity, with positive involvement of local trainers and academic partners.
    - The BCO has developed a wide range of materials detailing best practices, innovations and learning, but there are gaps in UNICEF’s willingness to learn from partners.
  - UNICEF Bangladesh has given high priority to strengthening the C4D capacity of partner organisations and the gains are visible. Central to the success to date has been the establishment of in-country partnerships to support C4D capacity development. These provide a flexible resource that allows UNICEF to scale up or down according to partners’ needs.

### **Evaluability**

Evaluability<sup>1</sup> was assessed by looking at whether it is possible *in principle* to evaluate the impact of a C4D intervention (i.e. whether there is a clear logic to the intervention, whether it is clear what behaviours are being changed, etc.) and whether it is possible to evaluate the intervention *in practice* (whether there are monitoring data being collected on behaviour change, the quality of those data, etc.). Evaluability was assessed at two levels: at the level of the BCO Results Assessment Matrix (RAM) as a whole and at the level of two programmes with significant C4D components.

- It is possible neither *in principle* nor *in practice* to evaluate C4D results in the Bangladesh 2012–16 country programme. C4D work is almost invisible in the RAM so extracting the detail of the C4D work being done within all the programme sections, and isolating it in order to track, analyse and evaluate it, is challenging. Furthermore, the C4D-related indicators are low quality and often do not measure the results they are proxies for.

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<sup>1</sup> The extent to which a C4D intervention can be evaluated in the future.

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- The evaluability of the two other sampled C4D programmes (Engaging Communities and a Water, Sanitation and Hygiene (WASH) in schools programmes) is more positive. Both are judged evaluable *in principle* and *in practice*. Both programmes have contracted an external partner to collect data at baseline and endline specifically to isolate and analyse the impact of C4D activities. These studies are likely to be able to produce findings about the link between C4D activities and behaviour change in the near future.

## Recommendations

Based on the findings of the evaluation a number of recommendations have been proposed for UNICEF Bangladesh to take forward.

**1. UNICEF Bangladesh should build on the substantial C4D training already done, by adding a few smaller-scale specialised courses/workshops to build internal capacity.**

The following short courses are suggested:

- a. For technical staff (from WASH, Health, etc.) at field level: basic skills in facilitation of community meetings, monitoring and quality control of participatory C4D activities, researching and writing-up of C4D case studies and success stories;
- b. For current C4D Section staff in Dhaka: further training (short courses) in monitoring and evaluation, mass media expertise, communications in disasters and emergency response, budgeting skills.

Some of the internal training of field staff could be passed on by C4D staff who have already been trained at Ohio, if they are skilled in adult teaching methods. If this is not possible, it could be done by local providers. Individuals' skills gaps should be assessed prior to rollout of training. There may be a case for addressing skills gaps by asking the regional C4D adviser to help run regional courses or workshops for C4D specialists on specialised C4D issues.

**2. UNICEF Bangladesh should consider reducing the amount of community engagement work done directly by its C4D field officers and refocusing them on training and systems strengthening in C4D.**

For this, their job descriptions should change slightly to look beyond community engagement and focus more on training, supporting, monitoring and evaluating counterparts within local government and NGOs to encourage them to deliver C4D approaches on a sustainable basis. C4D field officers should also spend more time delivering training and refresher workshops on aspects of C4D for their own colleagues within UNICEF on a rolling basis.

**3. UNICEF Bangladesh should redouble its efforts to mobilise financial resources for C4D within sectors.**

Control mechanisms need to be put in place to ensure time and space are always given to considering an allocation for C4D when sections are drafting proposals to donors.

**4. UNICEF Bangladesh should not renew Engaging Communities as a stand-alone programme.**

It is important that the C4D Section is not perceived to be trying to carve out a separate niche for itself and/or seen to be running a separate parallel programme. For this to happen, it would help if the Engaging Communities programme were not renewed as a stand-alone project, after its current phase comes to an end this year (2016). Cross-sector discussions need to be held to decide how the most successful aspects of the Engaging Communities programme could be absorbed into sections' work and continued/scaled up.

**5. UNICEF Bangladesh should redouble its efforts to adopt an open, flexible style of interaction over C4D with partners,** particularly NGOs, and should be more consultative, more willing to learn from partners/counterparts and more open to new partnership

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modalities. For instance the C4D Section could explore new ideas with the Ministry of Information for information and skills sharing with other ministries. At the same time, the C4D Section should continue in the direction already taken, which is concentrating on the more upstream aspects of C4D – that is, inculcating and embedding good, participatory, C4D practice within key government departments and line ministries, especially at local government level.

6. **UNICEF BCO should consider commissioning a review/assessment of Meena.** On the Meena character, the evaluators welcome the fact there is an internal consultation on how to take this forward at the moment. Discussions are ongoing as to whether the character should be continued or phased out and where Meena should be housed in the long term. A full-blown evaluation of Meena and the effect the character has had in terms of behaviour or social change may be difficult to conduct (in the absence of baselines and given the crowded communications and development landscapes in Bangladesh). Therefore, a review or assessment might be a more promising way forward.
7. **UNICEF Bangladesh should ensure C4D results are presented clearly in the results matrix for the new CPD.** This should include a clear theory of change or causal logic on how C4D activities link to sectoral results, a clear articulation of behaviour change results where relevant, clear indicators and a strategy for baseline data collection.
8. **UNICEF Bangladesh should consider investing further in evaluation of its C4D interventions.** This would entail generating evidence and hard data about the impacts and the value for money of C4D activities. For this, a number of sectoral programmes in which C4D is prominent could be selected and monitoring systems created at output and outcome levels. This may require UNICEF's input into building partner capacity to collect monitoring data and controlling for quality, but there are probably enough experienced NGOs with the capacity to do this kind of monitoring and evaluation, so the investment of time by UNICEF need not be too onerous. For instance, collaborating with NGOs that are already making their own investments in monitoring and evaluation, such as BBC Media Action, BRAC, FIVDB and others, is a possibility, as are partnerships with academic institutions.
9. **UNICEF Bangladesh should ensure the results of the evaluation of the Engaging Communities programme are widely publicised and lessons are learnt from it.** When positive behaviour change can be clearly attributed to C4D efforts, UNICEF should publicise this boldly and clearly, thereby leading the way in the donor and UN community about what C4D has achieved in the past and can achieve in the future. Once the results of the study are published, it would be instructive to carry out a cost–benefit analysis on it, to apply lessons from commissioning this particular evaluation to other C4D evaluation exercises, not only in UNICEF Bangladesh but also around the world.

# 1. Introduction

Communication for development (C4D) is the application of the principles of effective communication to further development objectives. It is a process of informing, empowering and promoting dialogue through communication tools to allow people to take actions that improve their lives and communities. UNICEF is regarded as one of the lead international agencies in promoting and using C4D as a cross-cutting strategy for child-related programming and humanitarian action. Since 2009 UNICEF has made substantial investments in developing both its internal capacity and the capacity of national counterparts in C4D.

In recognition of the central role C4D plays in UNICEF's programming and the investment that has been made in building capacity, a global formative evaluation was commissioned of UNICEF's capacity and action in C4D. Its purpose is to look back over the past five years and identify what has worked, areas for improvement and lessons learnt.

A central part of the global evaluation comprises five country case studies, in Bangladesh, Ethiopia, Kyrgyzstan, Nigeria, and Viet Nam. These provided opportunities to look in more depth at how C4D capacity has been built; how C4D has been integrated into country office (CO) structures and programmes; how C4D programmes are being implemented; and the extent to which the impact of C4D initiatives could be evaluated in the future. This is the country case study report from the Bangladesh country office (BCO).

The report is structured in five sections: **Section 1** is the introduction and includes details of the purpose, objectives and scope of the evaluation, the objectives and the methodology for the country study. **Section 2** provides background both to UNICEF Bangladesh and the 2012–15 country programme. **Section 3** presents the findings of the evaluation. This is divided into four main sections: C4D capacity development; integration of C4D in the UNICEF Ethiopia country programme and CO; implementation of C4D; and the evaluability of C4D. **Sections 4 and 5** present the conclusions and recommendations

## 1.1. Purpose, objectives and scope of the evaluation

The purpose of the global evaluation of UNICEF's capacity and action in C4D is to generate credible and useful evidence on the capacity requirements for successful implementation of C4D in order to strengthen UNICEF's future action and results in this area. The findings of the evaluation will continue to guide UNICEF's future C4D work and partnerships in implementing the 2014–17 Strategic Plan and country programmes. The evaluation will feed into the mid-term review of the 2014–17 Strategic Plan and into the formulation of an updated C4D strategy/framework and related guidance. The evaluation will also help determine UNICEF's comparative advantage in C4D so as to inform UNICEF's engagement in the wider development communication community, and position it for C4D-related contributions to advance the post-2015 sustainable development agenda and children's rights.

The recent decision to launch the C4D Strengthening Initiative makes this evaluation timely. The C4D Strengthening Initiative is a comprehensive programme of work designed to further strengthen UNICEF's capacity to deliver C4D programmes.<sup>2</sup> It has been launched in recognition of the growing demand for C4D with UNICEF. With this significant investment about to be made in C4D this evaluation will help surface what has worked well in the past, what should be continued and what needs to change.

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<sup>2</sup> The C4D Strengthening Initiative is built around four areas of action: 1) systematising technical guidance; 2) enhancing technical capacity; 3) strengthening leadership and coordination; and 4) increasing institutional resources for core activities and innovations.

The scope of the evaluation is the period 2010–15. Within this period the greatest emphasis will be on the past four years (2011–15). The evaluation will look back past 2010, but this will only be to help understand the historical roots of more recent events.

For the full terms of reference for the evaluation see Annex 6.

The evaluation is formative and focused on identifying improvements and learning on C4D. It is also theory-based and built around testing the theory of change that underpinned UNICEF's efforts to build capacity and integrate C4D in programming (see Annex 7 to see UNICEF's theory of change for C4D capacity and action). The evaluation uses a case-based approach that combines desk reviews and country studies to explore how UNICEF's theory of change for C4D capacity development and integration plays out in a sample of 25 country contexts. The approach to causal inference used is contribution analysis.

## 1.2. Objectives of the Bangladesh country case study

The Bangladesh country study is one of five country case studies. Each country case study has four main objectives:

1. To assess the relevance, effectiveness and efficiency of the CO's efforts to (a) develop the individual knowledge and competences of staff in C4D and (b) enhance the CO's overall capacity.
2. To assess the extent to which, and how appropriately, C4D has been integrated into the CO structures and programmes.
3. To assess how relevant C4D-related planning and implementation has been (including through use of proposed benchmarks) to the contextual needs of the country programme and identify factors driving or constraining the relevance of C4D-related planning and programming.
4. To review C4D-related performance monitoring and knowledge management and assess the evaluability of results (outcomes and impact) achieved through programmes using C4D interventions.

## 1.3. Country case study process and methodology

**Preparation and planning:** Prior to the country visit the evaluation team reviewed core documentation sent by the BCO. This included the Country Programme Document (CPD), Annual Reports back to 2011, the Results Framework and background documentation on how C4D is structured (see Annex 1 for a list of references). A series of phone calls was also conducted with the C4D lead and the chief of the Social Policy Planning Monitoring and Evaluation (SPPME) Section, to plan the country visit and discuss points of clarification from the document review. These calls also discussed which C4D programmes should be selected for the evaluability assessment. The criteria used to inform selection were:

- Programmes that were relatively mature;
- Programmes where C4D was a prominent part of the intervention;
- Programmes located in sections where C4D is a central to the achievement of sector results.

Prior to the country visit an online questionnaire, as part of the evaluators' 25-country survey, was also sent to the BCO. This was signed off by the deputy representative and reflected the BCO's formal response to the evaluation. The questionnaire related to both factual issues and that required the BCO to make a judgment on current capacity and performance. See Annex 9 for the survey instrument.

**Country visit:** The country visit took place from 13 to 19 February 2016, for a total of five working days. During this time, one-on-one interviews and group discussions were held:

- Sixteen individual interviews and five group discussions were conducted, with a total of 30 UNICEF staff and 16 partner representatives from non-governmental organisations (NGOs) and government

interviewed, including C4D specialists and officers, programme section chiefs, technical specialists, chiefs of field offices, the deputy representative, the representative and external stakeholders, including NGO implementing partners and government counterparts. See Annex 2 for a full list of informants.

- A field trip was made to Netrakona district to observe the C4D activities of the NGO SUS (Sabalamby Unnayan Samity) and the District Information Office of the Ministry of Information (MOI). Activities observed included community dialogues and interactive popular theatre (IPT) in Guatola village (Atpara *upazilla*).

All interviews and group discussion were structured using pre-prepared question guides. All interview or group discussion questions linked back to overarching evaluation questions. Detailed written summaries were taken of all interviews/group discussions. On the final day of the country visit a debrief was held with the SPPME and C4D Sections. During this one-hour meeting the evaluator presented and discussed initial findings and early conclusions and recommendations for validation and discussion.

**Analysis and write-up:** To support the analysis an evidence matrix was used to bring together data from across the different data sources (document review, interviews/group discussions, survey). Based on this a synthesis was undertaken against key evaluation questions. To ensure consistency in how judgements were made across the country case studies, rating scales were used to assess the level of integration of C4D into CO strategies and structure and evaluability. In assessing the quality of C4D implementation, the global C4D benchmarks were used as proxies. For each benchmark a Red-Amber-Yellow-Green scoring scale was developed. This was used to assess the extent to which the CO had achieved the benchmarks in question (details of this scale can be found in Annex 7).

Limitations of the country case study: The time in country allowed the team to visit only one C4D programme. This affected the team's ability to make judgements on how C4D programmes are being implemented in practice.

## 2. Background

### 2.1. UNICEF in Bangladesh

UNICEF Bangladesh is a large country office, with an annual budget of about \$58 million; it has about 235 staff<sup>3</sup> across Dhaka and six zonal field offices. These zonal offices are in Barisal, Bogra, Chittagong (with a sub-zonal office in Rangamati), Khulna, Mymensingh and Sylhet; they operate in a decentralised manner<sup>4</sup> and report through the chief of field operations to the representative.

There are six programmatic sections: Health, Nutrition, Education, Water, Sanitation and Hygiene (WASH), Child Protection and C4D. All report to the deputy representative. Chiefs of operations, SPPME, Communication, Advocacy and Partnership (CAP) and Field Operations report to the representative. Note that C4D is structurally separate from CAP.

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<sup>3</sup> In 2015, UNICEF Bangladesh had 178 fixed term staff (30 international professional, 96 national officer and 52 general service), 16 temporary appointments, one junior programme officer, 64 consultants and 3 UN Volunteers (2015 BCO Annual Report 13 January 2016 (draft)).

<sup>4</sup> NB. While programme implementation is decentralised, planning, budgeting and allocation of resources are still centralised in Dhaka.

## 2.2. Background to C4D in the Bangladesh country office

### 2.2.1 C4D and the current country programme (2012–16)

The aims of C4D in the current CPD (2012–16) are as follows: *to support interventions in health, nutrition, WASH, education and child protection by promoting life-saving, protective behaviours. C4D will create demand for and improve the quality of services, promote individual behaviours and collective social norms that improve the social status of children and address gender discrimination and traditional practices that hamper the development of children.*

There is a long and proud history of C4D in Bangladesh. As the BCO's 2014 Mid-Term Review (MTR) points out, 'Bangladesh is credited globally for mounting some of the most successful behaviour and social change campaigns in the last 3 decades'. Bangladesh has a vibrant and liberalised media environment and a long tradition of community mobilisation by local NGOs. Historically, UNICEF has clearly played a central role in communications, not least through Meena, the famed cartoon character.<sup>5</sup>

In the current country programme (CP), C4D supports sectoral and cross-sectoral programmes through technical guidance, recommendations and inputs on specific interventions that are intended for behaviour or social change or demand creation for social services. At present there is no finalised Country Programme Action Plan (CPAP) (only one in draft form)<sup>6</sup> although in the next country programme (starting 2017) there is a C4D Strategy Note to guide the implementation of the section.

C4D also has a stand-alone, cross-cutting programme titled Engaging Communities for Behaviour and Social Change for Improved Child Wellbeing, which that in turn comprises two programme agreements with the Government of Bangladesh (GoB):

- Advocacy and Communication for Children and Women – a Development Programme Proposal with MOI signed jointly with CAP;
- Enabling Environment for Child Rights (EECR) – a component of a larger Technical Project Proposal with the Ministry of Women and Children's Affairs (MOWCA) signed jointly with the Child Protection Section.

The overall Engaging Communities programme is multi-level and includes typical activities such as:

- Social mobilisation and community engagement using community dialogues and courtyard meetings<sup>7</sup> conducted by local partner NGOs around eight essential behaviours/practices;
- Entertainment-education through IPT performances by theatrical/local adolescent troupes; film shows conducted by MOI through mobile vans, adolescent radio listeners' groups, Meena cartoon shown at community level and Meena story books and films distributed in primary schools, etc.;
- Training and capacity development of mid-line officials and frontline workers within governmental and non-governmental organisations at national and subnational levels;
- Advocacy and collaboration with community media, including community radio around messaging and community perspectives.

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<sup>5</sup> Meena is an animated girl character, promoting gender equality and positive social norms for children, who originated in UNICEF Bangladesh in the 1990s and went on to become well known across South Asia. Meena found fame among C4D practitioners the world over, as an influential tool for development communication. See [http://www.unicef.org/rosa/media\\_2479.htm](http://www.unicef.org/rosa/media_2479.htm)

<sup>6</sup> The guiding framework for the implementation of the programme is a joint UN Action Plan developed alongside the UN Development Assistance Framework (UNDAF).

<sup>7</sup> Courtyard meetings are discussions held in areas shared by more than one household in rural settlements and represent a widespread and popular method, often used by NGOs in Bangladesh, to disseminate and discuss community issues.

This Engaging Communities programme has one outcome (programme component result) and three related outputs (intermediate results) and indicators (see Table 1) and is subject to an ongoing independent study led by James P Grant School of Public Health (JPGSPH)/BRAC University, which is collecting data at baseline, midline and endline.

Table 1: C4D Programme – Engaging Communities for Behaviour and Social Change for Improved Child Wellbeing

<b>Outcome Statement:</b> <i>By the end of 2016, deprived community members in 20 selected districts practise key life-saving, care and protective behaviours, raise their demand for quality social services and promote social change with equity.</i>	
<b>C4D Sub-Output</b> <b>By 2016, key GoB and C4D partners implement behaviour and social change interventions that increase knowledge and commitment to eight key household practices among 60% of community members in three upazillas of each of the 20 UNDAF districts</b>	<b>Indicators:</b> Number of social change structures established at national level and in select UNDAF districts. Number of ward development committees in three upazillas in select UNDAF districts facilitating community dialogues on corporal punishment, child marriage and child labour (including child care and development).
<b>C4D Sub-Output</b> <b>By 2016, at least six key national institutions and select community-based social networks facilitate discourse and promote changes in key social norms and issues related to violence against children and women (child marriage, corporal punishment and child labour)</b>	<b>Indicators:</b> Number of C4D partners with Knowledge, Attitude and Practice (KAP) database and using data to plan and implement interventions. Number and proportion of wards in select UNDAF districts with annual C4D micro plans.
<b>C4D Sub-Output</b> <b>By 2016, at least two national institutions, GoB and C4D partners use data from sentinel sites in three upazillas in each of the 20 districts to support the planning and implementation of C4D programmes</b>	<b>Indicators:</b> Not available. <sup>8</sup>

C4D is also integrated across the other programmatic sections (Health, WASH, Nutrition, Education and Child Protection). Most have C4D-related outputs and indicators pertaining to behaviour/social norm change and/or demand creation.<sup>9</sup>

The percentage of the country programme budget spent on C4D over the past three years (2012–15) has been just over 5% each year: this is the percentage when calculated against Regular Resources (RR). However, if the percentage is calculated against Other Resources (OR) – which is bigger than RR – the percentage spent on C4D falls considerably and is probably in the region of 1%.

Allocations by sectors for C4D-related activities vary considerably. The Health Section, for example, has provided close to 5% of its budget for C4D over this period, because funds are available through the Expanded Programme of Immunization (EPI).<sup>10</sup> Actual spending against the C4D stand-alone programme over the past three years is estimated to have averaged around \$3.3 million per year (for programmatic and staff costs), with about two-thirds coming from RR and a third from OR. Actual spending on C4D by other sections is not reported on separately because it is integrated with other activities.

<sup>8</sup> There appears to be an error in the version of the Results Assessment Matrix (RAM) 2015 the consultant was given which gives the same indicators for both Sub-Outputs 2 and 3 – this is why the indicators are shown here as not available.

<sup>9</sup> A C4D-related example from WASH is Output: 5070/A0/04/001/018 By 2016, 9 million deprived populations in rural and urban communities in 23 districts practise positive hygiene behaviour facilitated by adequate water and sanitation promotion; Indicator: GLOBAL - P3.a.1 Country implements a community-based hand-washing behaviour change programme on a national scale.

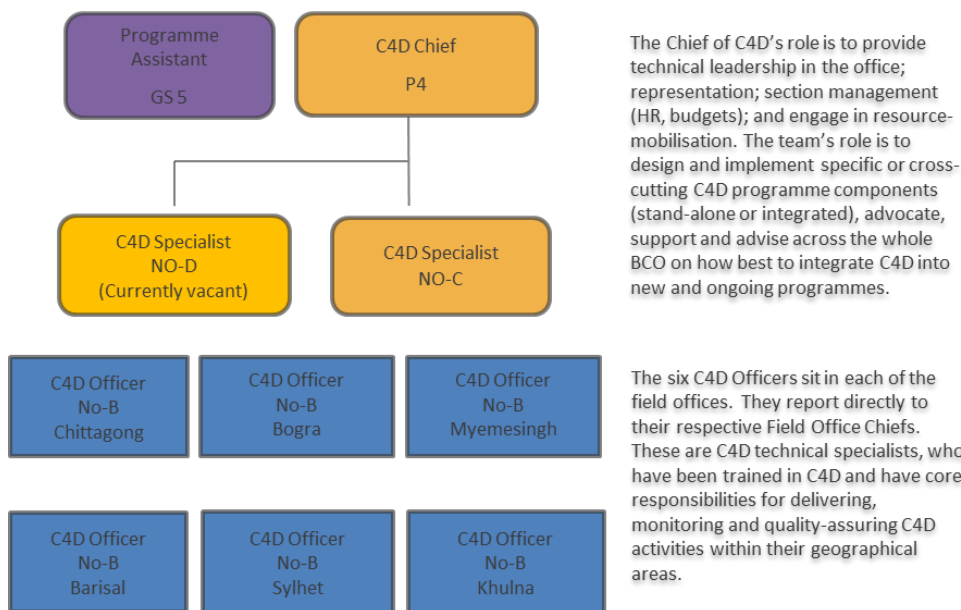
<sup>10</sup> KI 33

C4D is a cross-cutting approach within programmatic sections.<sup>11</sup> The Health and WASH Sections are the largest spenders on communication activities in the BCO, as they are big demand-dependent sectors. Child Protection is smaller in terms of spending but a large percentage of its budget and of its activities – between 40% and 50% – is related to behavioural and social norm change-based interventions. Education and Nutrition also have priority behaviour change and social mobilisation interventions.

### 2.2.2 The structure of the C4D function in the country office

In 2012 the C4D function in the BCO changed, from a structure where C4D had been embedded in all the main programmatic sections in Dhaka (2007–2011) with one specialist in the deputy representative’s office, to the present more decentralised structure, shown in Figure 1. The present C4D Section comprises the Dhaka team plus the field office staff. The Dhaka team advises and supports the other programmatic sections and supports the six C4D officers (national officers at B level (NOBs)) in the zonal offices. These report to their respective field office chiefs. There is currently a vacant post in Dhaka, but for the next country programme (2017–20) an additional national officer at C (NOC) level post has been approved. Apart from two officers in the field, all posts are on RR, allowing the officers/specialists to work on a wide cross-sectoral portfolio.

Figure 1 Organogram of the C4D function in BCO, 2012–16



### 2.2.3 C4D capacity development activities<sup>12</sup>

The BCO has invested in internal C4D capacity building over the past four years<sup>13</sup> through a range of courses and workshops, including the Communication for Development course run by the University of Ohio (henceforth the Ohio course); Advances in Social Norms and Social Change run by the University of

<sup>11</sup> HIV/AIDS and Emergencies/Humanitarian are not mentioned here because C4D does not explicitly support these programmes in the current CPD (2012–16).

<sup>12</sup> External capacity building in C4D with partners is treated separately, in Section 3.3 on Implementation (see Sub-Section 3.3.3).

<sup>13</sup> It should be noted that some internal training was done on C4D before 2012 but this was outside the scope of this evaluation, which was asked to concentrate on the past four years, specifically the period since the start of the Ohio course – that is, 2012–15.

Pennsylvania (henceforth the UPenn course); regional level workshops on C4D and child marriage; webinars on C4D-related themes; and courses on C4D delivered by local academic partners, NGOs and other providers. Table 2 provides details of this capacity support.

Table 2: Types of capacity support provided between 2012 and 2015

Name of course	Number of staff attended, broken down by sector
<b>Ohio course</b>	Seven staff (five C4D, one chief of sub-zonal office, one WASH) (2012–15)
<b>UPenn course</b>	Three C4D staff, one Nutrition, three Child Protection, deputy representative, one chief of field office (2012–15)
<b>Regional level workshops</b>	One to Nepal on child marriage (2014 or 2015) One to Ethiopia on Child marriage (2015) All C4D staff helped convene Bangladesh-based global four-day workshop on C4D in Education (May 2015)
<b>Webinar on C4D-related themes</b>	All C4D staff (nine) (2013 or 2014)
<b>Local courses on: BCCP* on C4D and monitoring and evaluation (M&amp;E)</b>	UNICEF, GoB and NGO by BCCP (numbers and dates not available)
<b>Communicating with Communities in Emergencies led by BBC Media Action</b>	Approximately 50 staff from seven national NGOs trained in C4D basics (planning, monitoring, etc.)
<b>Three-day training for NGO staff on C4D organised by the Engaging Communities programme</b>	

\*BCCP: Bangladesh Center for Communication Programs (a chapter of Johns Hopkins Center for Communication Programs).

### 3. Findings

This section presents the findings from the Bangladesh country case study. It is structured in four main sections: 3.1 covers capacity development; 3.2 looks at integration; 3.3 focuses on implementation; and 3.4 makes a judgement on how evaluable C4D programmes currently are.

#### 3.1. C4D capacity development

This section presents the findings on UNICEF Bangladesh’s efforts to build its internal capacity on C4D through accessing global support and country office-led activities. UNICEF’s understanding of capacity is broader than whether or not there have been changes to individuals’ capacities on C4D: UNICEF’s

efforts have also encompassed *organisational capacity building* for C4D at the country level.<sup>14</sup> This includes ensuring there are appropriate numbers of staff working on C4D; senior champions of C4D exist who outline a vision and create space for investment in high quality C4D programming; and networks are formed between HQ, regional and country offices that facilitate technical support and the exchange of knowledge and learning around C4D.<sup>15</sup> In assessing UNICEF Bangladesh's capacity in C4D we have looked at all of these factors.

The findings presented in this section have been informed by a range of data sources, including interviews with past participants of C4D training and where possible their managers, senior managers including section chiefs and the deputy representative, sector-specific technical staff and C4D staff. Where relevant findings also draw on the online survey completed by the BCO<sup>1</sup> and the review of key internal C4D strategy and planning documents. In all instances, findings are presented only if they are triangulated by multiple data sources.

The section is structured in eight parts. It starts by looking at the relevance (3.1.1), effectiveness (3.1.2) and efficiency (3.1.3) of the capacity support provided between 2012 and 2015 on C4D and whether it has changed individuals' knowledge and practices. It then looks at the C4D technical guidance that has been used (3.1.4). Following this there is a focus on the extent to which organisation level capacities have been built. It first looks at what human resources have been created within the CO to support C4D (3.1.5); then the extent to which there are senior C4D champions in UNICEF Bangladesh (3.1.6); then the effectiveness of the support provided to the BCO by the regional office (RO) and NYHQ on C4D (3.1.7). The section finishes with reflections on the factors that could undermine the future sustainability of C4D capacity in UNICEF Bangladesh (3.1.8).

#### **Key findings:**

- Both the Ohio course and the UPenn course have been relevant and well aligned to individual and BCO needs, as UNICEF Bangladesh is operating in a context with significant social norms challenges and where creation of demand and behaviour change at community level is key. The BCO regards C4D as one of the key means to address these issues.
- Both courses have been effective in building participants' C4D capacity. Senior managers confirmed positive changes among staff who had attended courses.
- There is still a desire within the BCO for further capacity development relating to C4D, particularly on managing and budgeting for C4D programmes; evaluation and documentation; negotiation; and institutional advocacy.
- There remains a strong reliance on the chief of C4D to advocate for human and financial resources for C4D, despite there being many senior managers championing C4D issues and activities.

### **3.1.1 Relevance of C4D capacity development in UNICEF Bangladesh**

This section assesses the extent to which the C4D capacity development activities that UNICEF Bangladesh has accessed have been relevant to the needs of the CO and the individual participants.

**Both the Ohio course and the UPenn course were well aligned to the individual learning needs of participants.** Seven staff from the BCO went on the Ohio course between 2012 and 2015.<sup>16</sup> This focuses on building core C4D knowledge and skills: this was appropriate for the needs of the individual

<sup>14</sup> This is detailed in the C4D Strategic Plan for Action 2008–12.

<sup>15</sup> See Inception Report.

<sup>16</sup> This year (2016) four more staff attended the Ohio course: two C4D officers, one chief of field office and one nutrition specialist.

participants, who all said that it was highly relevant for them professionally. They talked about it being ‘a good foundation’,<sup>17</sup> ‘a good base’<sup>18</sup> and ‘important for us as practitioners’.<sup>19</sup>

Nine staff attended the UPenn course on social norms between 2012 and 2015, some of whom were from Child Protection. The deputy representative also attended. All of them felt it was highly relevant to their work, with remarks such as ‘it gave me a new lens to look at behaviours’<sup>20</sup> and ‘here in Bangladesh we have strong social norms... C4D is the way to get at it’.<sup>21</sup>

While no formal pre-training needs assessment was undertaken, participants were chosen carefully through a nomination system and a Human Resources Development Team process and had to obtain the representative’s final authorisation before training was approved.

**The high quality of the teaching and mix of approaches to learning used by the Ohio course aligned with the needs of participants and helped support learning.** Six past participants commented on the value of the different learning/teaching methods used in the Ohio course as well as the good quality learning materials and teaching. Four mentioned the strong combination of practical and technical subject matter, two mentioned the participatory teaching style and five mentioned the networking aspect. Two participants indicated that the practical work in the Johannesburg slums was directly comparable with the situation in Bangladesh.<sup>22</sup>

**The UPenn course was felt to be transformative and relevant even beyond C4D.** Three former participants of the UPenn course praised it for the quality of the content and said they would recommend it for non-C4D colleagues. For instance, a senior manager said ‘UPenn was useful for every programme specialist in UNICEF. Understanding the norms approach, and to analyse a behaviour was important for me. These are very sound programmatic issues.’<sup>23</sup> She recommended that a shorter social norms course for managers be organised and that norms guidance feature in the Programmes Policies and Procedures Manual. A section chief commented that she had sent three people on the course as it is particularly relevant to child protection issues.<sup>24</sup>

**Participants welcomed the strong academic content of the UPenn course.** The UPenn course appears to have been appreciated for the fact it is pitched at a relatively high level, which suits senior managers who are already highly educated and have strong previous experience (e.g. the deputy representative, the chiefs of Child Protection and C4D and one chief of field office have all attended). Although there has been criticism in other Cos that the UPenn course is too academic, in Bangladesh all five participants spoken to appreciated it for its depth. For instance, one participant noted, ‘Ohio is a good base but I really think that everyone should go deeper and do the social norms course... Initially it was theory intensive but then when we unpacked the whole thing it was very interesting.’<sup>25</sup>

**The top of the BCO office sees C4D-type trainings as highly relevant to the skills needed in the BCO.** From the representative downwards, the value of C4D training was strongly backed, not just for C4D staff but also for the wider BCO. The fact that several heads of section or field office have attended one or both courses and now speak highly of them has in turn created champions for C4D (for more on champions see Section 3.1.6). The representative was very positive about the relevance of C4D training:

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<sup>17</sup> KI 8

<sup>18</sup> KI 10

<sup>19</sup> KI 9

<sup>20</sup> KI 8

<sup>21</sup> KI 4

<sup>22</sup> KI 15; KI 19

<sup>23</sup> KI 4

<sup>24</sup> KI 6

<sup>25</sup> KI 8

‘We need more capacity development within sections on C4D to strengthen the demand side of each section’s work. Everyone should get C4D training in this office – it’s all about the creation of demand.’ One manager said, ‘I am impressed by this CO – it’s sound in terms of C4D. I’ve been to the UPenn course. But I realised before I went that my colleagues here in the BCO were experts technically. The level of discussion is good. I assume that this excellence is all because of the courses like Ohio that have happened.’

While most of the senior managers were in agreement about the relevance of the Ohio and UPenn courses, one member of the Health Section felt that formal training on C4D was not necessary: ‘No one has gone from [our section] on the Ohio or UPenn course. But we are doing a lot of C4D without having up-to-date skills. We jump into work – we learn through our mistakes – but we’re improving. So... we will get there without the prior training courses.’<sup>26</sup> However, this sort of attitude to C4D training was not typical.

### 3.1.2 Effectiveness of C4D capacity development in UNICEF Bangladesh

This section assesses the extent to which the C4D capacity development activities that have been accessed by UNICEF Bangladesh have been effective in improving C4D knowledge and practice. It covers both the Ohio and UPenn courses, and country and regional level C4D capacity development support.

**Participants of the Ohio and UPenn courses report improvements in their C4D knowledge and skills.** These two courses have been the BCO’s largest investment in building internal C4D capacity. Using the Kirkpatrick model for evaluating the effectiveness of training, positive evidence was found at all levels: reaction, learning and use.<sup>27</sup> For example, seven participants mentioned gaining new skills such as ‘designing communication strategies’, ‘applying human rights-based approaches’, ‘dissecting social norms from behaviour’, ‘developing proposals’ and ‘setting indicators’. Five individual participants who attended the Ohio and/or UPenn course and who responded to a request to rate their experience all rated the courses ‘highly’ or ‘very highly’ effective in terms of building C4D knowledge and skills. For further testimonies see Annex 4.

**Senior managers have observed past participants of the Ohio and UPenn courses demonstrating improved practice.** While self-reporting indicated that those who participated had a positive experience and gained new knowledge and skills, more significantly clear evidence from managers showed that sending staff on the Ohio and UPenn courses resulted in practical improvements in their work. For example, according to their managers, at least six individuals had changed as a result of the training. Apparently they started ‘training others on their teams’; setting indicators that are ‘much better’; ‘developing proposals with an inbuilt C4D proposal on health and nutrition’; ‘knowing which promotional materials are needed’; and ‘managing partners better’.<sup>28</sup>

In terms of improving C4D plans/initiatives, overall the BCO rated the Ohio course between ‘significant’ and ‘essential’ in its contribution and the UPenn course as ‘essential’. The other learning forums, such as workshops and web-based tools and other local courses, were rated ‘somewhat significant’ (see Table 3).

*Table 3: BCO response to survey question: Please rate the contribution that each of the following C4D capacity development courses have played in improving C4D plans/initiatives within the country programme*

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<sup>26</sup> KI 33

<sup>27</sup> Kirkpatrick’s training evaluation model suggests professional skills development should be assessed at four levels: 1) **participant’s reaction** to the training/support; 2) **participant’s learning** (knowledge and skills) from the training/support; 3) **participant’s use** of the knowledge and skills; and 4) the **impact** of the application of the knowledge and skills **on the performance of the organisation**. Note that the Kirkpatrick model is only applied to the effectiveness of training, not to assess any other aspect of this evaluation (Final C4D Inception Report, 17 December 2015, Itad).

<sup>28</sup> Interviews with 6 field chiefs/section chiefs

Course/training activity	Insignificant	Somewhat significant	Significant	Significant/essential	Essential
Ohio course				x	
UPenn course					x
Regional level on-the-job learning workshops.		x			
Webinar series on C4D		x			
Other courses staff have attended: BCCP (Johns Hopkins) course on C4D and M&E for C4D staff and government officials		x			

**There is still a desire within the BCO for further capacity development relating to C4D.** Despite the courses having had a positive impact for participants, there remain areas in which C4D staff and other members of the BCO would like further skills development. This following topics emerged as priorities for further training:

- **Managing and budgeting for C4D programmes:** This emerged as the main priority. Six members of the C4D Section expressed a need for further support in this area.
- **Evaluating and documenting C4D activities:** This was mentioned in at least five interviews. For example, one field office chief expressed a strong need for his C4D officer to have 'better data collection skills'<sup>29</sup> and four C4D staff talked about the 'big challenge' of measuring results. Three non-C4D technical officers at field level said they specifically needed to know how to do more and better bottleneck analysis and how to measure the impact of C4D activities.
- **Negotiating and institutional advocacy:** This was mentioned specifically by several section chiefs and senior managers, as they believe C4D staff need negotiation and influencing skills in order to 'sell' C4D as a cross-cutting approach across the BCO and in order to motivate partners to invest in C4D.<sup>30</sup>

**There is a need for C4D/social norms training to be widened to non-C4D personnel.** Survey responses and a number of interviews highlighted a gap in C4D knowledge and skills across the wider BCO. Currently, C4D competencies reside primarily among the C4D staff. C4D capacities are much less developed within programmatic sections such as Nutrition, Education, Social Inclusion and Humanitarian/Emergency.<sup>31</sup> Whether it matters that there is low C4D capacity within programme sections is debatable, since part of the point of having C4D as a programme section is to provide expertise and a boost to capacity across the other sections. However, it is concerning if there is small or non-existent C4D capacity within some programme areas, particularly if, as with HIV/AIDS, they rely heavily on social and behaviour change to have impact.

**There seems to be a shared understanding of C4D across the BCO.** What C4D is and why it is important appears to be well understood across the BCO. As one field office chief said, 'C4D is an important tool for demand generation of services and a good tool for the capacity development of our government partners. Within the current and future CPD it's got a momentum and within UNICEF more widely it is understood as a good cross-sectoral thing.'<sup>32</sup> Such comments were typical. This common understanding appears to owe partly to the investment in capacity building of staff and partners; partly to the emphasis on C4D in the previous strategic plan, which the BCO took seriously; and partly to the long history of C4D in Bangladesh more widely.<sup>33</sup>

<sup>29</sup> KI 21

<sup>30</sup> Negotiation and advocacy skills were part of a two- to three-day training organized for UNICEF staff members in the 1990s.

<sup>31</sup> Results from evaluator's country level survey.

<sup>32</sup> KI 22

<sup>33</sup> KI 33

### 3.1.3 Efficiency of UNICEF Bangladesh’s approach to C4D capacity development

This section assesses the extent to which issues of efficiency were considered as part of UNICEF Bangladesh’s decision making on how to build internal C4D capacity and whether there are efficiency issues that might affect the scale-up of current activities.

**The BCO sees its financial investment in C4D training as high.** When asked to rate its level of investment in developing in-house C4D capacity over the past three to four years the BCO indicated ‘high’. Sending two high-level staff, including the Child Protection section chief as well as the deputy representative on the UPenn training, was considered ‘a huge investment’.

When compared with the other Cos analysed by the evaluation team, UNICEF Bangladesh's investment in the US-based courses on C4D and social norms does indeed emerge as higher than average, with the BCO having sent 16 out of its current staff complement of 235 to the Ohio and UPenn courses between 2012 and 2016. This is 6.8% of staff. For comparison, UNICEF Nigeria and Ethiopia sent 4.9% and 3.5% (respectively) of their staff on these courses in the same period and the smaller offices in Viet Nam and Kyrgyzstan sent 2.98% and 5%, respectively.

**There seems to have been due regard for economy and efficiency when planning who should be trained and how.** Our interviews with senior managers pointed to careful consideration of the costs against the benefits of the C4D trainings. As one senior manager commented, ‘Everyone’s aware of the need to make it reasonable – this kind of training comes from RR and capacity development is planned on a yearly basis for staff.’ In her view, the Ohio and UPenn training was relatively economical: ‘NY will pay for the course but the CO will cover the ticket and the stay. Participants fly economy even though it’s over a nine-hour flight and they get only a partial daily subsistence allowance – because they stay on a university campus.’ That said, many interviewees within the BCO said it would be better value for money if future C4D training could be localised within the sub-region of South Asia. As one senior manager reflected, ‘Obviously we can’t keep sending staff to expensive international courses, it’s not sustainable.’ The C4D Section is already investigating more efficient approaches to C4D capacity development that involve local academic training providers (in both Bangladesh and the sub-region) that are cheaper and will allow more people from the BCO to benefit.

### 3.1.4 Use of C4D technical guidance

This section looks at the use of UNICEF C4D technical guidance among UNICEF Bangladesh staff.

We asked the C4D team in Bangladesh to tell us which UNICEF technical guidance was most valuable to them, asking which they had read, remembered and used most, as C4D professionals. The following titles were singled out as of most value, with the following comments:

Table 4: Highly valued resources and reasons, BCO

Highly valued resource	Comments <sup>34</sup>
<b>Facts For Life – Bangladesh version (C4D team has added elements such as arsenic issues and emergency preparedness for it)</b>	<ul style="list-style-type: none"> <li>• Facts for Life is a mother reference book. We use it for capacity building and we develop messages from it as well.</li> <li>• I provided the book to all my partners.</li> <li>• We distributed Facts for Life messages for each and every field worker.</li> <li>• I’ve used it in developing materials.</li> <li>• We spent a lot of time contextualising Facts for Life and we use it as a Bible.</li> </ul>

<sup>34</sup> These comments were made during a group discussion with C4D specialists from Dhaka and the field offices (by video link) – that is, KIs 8, 9, 10, 11, 12, 13, 14, 15, 16

<b>C4D Guidelines and Manual from BCO (various)</b>	<ul style="list-style-type: none"> <li>• A great help.</li> <li>• We get technical support about things like billboards and drama shows, IPT.</li> <li>• I always use the C4D manual developed by this office.</li> </ul>
<b>C4D global website</b>	<ul style="list-style-type: none"> <li>• Very informative. The government officers – I gave them the reference to the website. I got huge information from the website and used it in a job application for C4D posts.</li> </ul>
<b>Global C4D Strategy</b>	<ul style="list-style-type: none"> <li>• It's a Bible for us – we use this for the guiding principles and for funding/project proposals.</li> </ul>
<b>Socio-ecological model (C4D)</b>	<ul style="list-style-type: none"> <li>• We use and discuss and promote it with government and with other UN agencies.</li> </ul>
<b>MORES guidance from HQ</b>	<ul style="list-style-type: none"> <li>• Bangladesh was one of the pioneers for operationalising MORES using the Tanahashi model – qualitative analysis – this was done by all C4D officers – it's all about conducting focus groups and analysing bottlenecks for the adoption of healthy behaviours – the technical guidance came from HQ and we contextualised it.</li> </ul>

### 3.1.5 Human resources for C4D

This section assesses the human resources available for C4D and their sufficiency in terms of meeting the needs of the country programme.

**Human resource challenges have been acknowledged and measures taken to solve pressures on C4D staff.** The desk review survey indicated that overall the BCO views its current levels of human resources in C4D as 'moderately sufficient' to meet the needs of the country programme. This view was corroborated by a number of informants, who stressed that current C4D resources are stretched and C4D specialists and officers are struggling to meet the demands placed on them by the country programme, both in Dhaka and in the field offices.<sup>35</sup> However, several efforts are underway to solve the pressure on C4D staffing:

- Recruitment is currently underway for a senior national C4D officer (NOD) post to be based on Dhaka.
- Local and international consultants are to be recruited for short-term assignments focused on sectoral needs. For example, by August 2016 the Nutrition Section will have recruited one P4 and one NOC to lead the development of specific C4D packages. The Education Section will have one NOC for advancing the development of a C4D strategy for its primary education work.<sup>36</sup>
- It is also likely that a temporary appointment will be made to lead the BCO's work on communication in emergencies.

**Some imbalances in the way human resources were deployed have recently been rectified.** Under the last CPD, a decentralisation process saw six C4D officers placed in the field. Several interviewees among senior management said they thought this had created an imbalance between the field and Dhaka, with excess C4D staff in the field. This is being rectified with modified job descriptions that give field officers greater flexibility to be involved not only in the field but also in CO level design and implementation work.<sup>37</sup>

### 3.1.6 C4D champions

This section assesses the extent to which senior staff members within UNICEF Bangladesh champion C4D through communicating its value internally and resourcing it.

<sup>35</sup> KI 3

<sup>36</sup> The evaluators are grateful for the inputs of the BCO C4D chief to this section during review of the draft of this report (early August 2016).

<sup>37</sup> KI 5

**There are senior managers championing C4D issues and activities.** The representative and the deputy representative are those who stand out and argue strongly for the value and role of C4D principles and practices. In addition, several section chiefs and field office chiefs are strong C4D advocates and devote a lot of their time and budget to C4D.

**There remains a strong reliance on the chief of C4D to provide vision and to fight C4D’s corner.** With the present structure, the chief of C4D is relied on to take a strong lead. There is a sense that it is up to the C4D Section to argue its case and to fight its corner through influencing and persuasion. As one senior manager said, ‘I think the head of C4D needs to be a good negotiator, good networker as well as good technically – because the key is to network effectively and sell C4D’s services to the section chiefs.’ It is possible that the new regional C4D adviser will play a key role in future in providing additional support and a strong voice for C4D.

### 3.1.7 Support for the regional office and NYHQ for C4D capacity development

This section assesses the extent to which both the RO and NYHQ are effectively delivering against their C4D accountabilities and UNICEF Bangladesh’s satisfaction with current levels of support.

**The support provided by HQ in New York is well regarded.** The BOC is satisfied with performance of NYHQ across all of its core accountabilities (see Table 5). The areas the BCO feels should be prioritised by NYHQ<sup>38</sup> over the next three years in supporting the CO are:

- Guidance on how to position C4D within strategic plans and other core planning documents;
- Guidance on how best to fund and structure the C4D function;
- Advanced C4D training in specific sectors and on C4D in emergencies.

Table 5: BCO's satisfaction with HQ level support on C4D, taken from the country level survey

Please indicate	Very unsatisfied	Unsatisfied	Satisfied	Very satisfied
Providing overall strategic direction on C4D within UNICEF			X	
Providing global leadership and advocacy on C4D			X	
Providing global C4D training and learning opportunities for staff				X
Strengthening the evidence base on C4D			X	
Providing technical guidance on C4D			X	
Leading the development of global C4D tools and templates			X	
Creating and managing platforms and process for C4D knowledge management and networking			X	

**RO support is only just starting.** In terms of any RO support, there was no full time C4D lead in the RO up until October 2015. As a result, technical support from the new regional C4D adviser is still taking shape, although informants indicated that contact had been frequent and positive to date.

**There are several long-term in-country partnerships to support C4D capacity development in future.** The BCO currently has several formal partnerships that it can leverage to support internal capacity development in C4D. A notable one is a partnership with BRAC University called the KMOS Initiative specifically with the JPGSPH of BRAC University.<sup>39</sup> It appears that this partnership has been fruitful and positive so far; several of the C4D team mentioned very positive exchanges and mutual learning, especially in the context of the longitudinal evaluation of the Engaging Communities programme, that

<sup>38</sup> It should be noted that the new C4D chief in the BCO worked for 10 years in the C4D team at NYHQ prior to taking up her post in Bangladesh. Therefore, as the main respondent to our survey, she is in a unique position to know and to have reflected on the role of the C4D team at HQ.

<sup>39</sup> For more detail on the evaluation study being undertaken as part of this partnership see Section 2.2.1 above.

JPGSPH/BRAC has been commissioned by the BCO to do. Further partnerships are planned with the Bangladesh Public Administration Training Centre and Dhaka University. One senior manager commented, 'We need to continue, not just send people to Ohio – I'd like to see an Ohio-like partnership locally... Capacity development with local universities is important and we're starting.'

**Recently the C4D Section in Bangladesh has contributed to raising UNICEF's C4D profile at a global level, by convening several workshops and other learning events** to which key outside partners and other C4D experts and academics have contributed. Such events help form and sustain networks and partnerships and contribute to building C4D expertise within UNICEF globally and among partners. For example, in May 2015 a four-day global workshop was convened in Dhaka entitled Strengthening Communication for Development to Improve Results in Education, on global good practices and strategic directions for strengthening C4D in education<sup>40</sup>. The workshop was attended by government, NGO practitioners, notably BRAC, and UNICEF senior officials from 14 countries, as well as C4D specialists and officers from UNICEF offices globally.<sup>41</sup>

Another example is an international conference on gender and diversity organised by UNICEF Bangladesh in partnership with the Department of Women and Gender Studies, Dhaka University in 2015, which was intended to inform UNICEF Bangladesh partnerships and strategies to address gender-based bottlenecks and barriers to changing harmful behaviours and social norms.<sup>42</sup>

### 3.1.8 Sustainability of C4D capacity results

This section looks at the factors that could erode the sustainability of the results that have been achieved from the capacity development initiatives previously undertaken.

**Strategic shifts towards an upstream focus for the BCO overall could result in challenges for C4D staff in future.** The BCO is starting to make a strategic shift towards more upstream work, which, for the C4D Section, may mean concentrating more on influencing and building the capacity of government counterparts than on changing the population's behaviours at the grassroots. When such a shift occurs – in fact many said it is already underway – this may mean the demand-side work and behaviour/social change focus will diminish and become a less important component of the sectoral programmes. So in future there may be a need to refocus slightly on building internal C4D skills that relate to advocacy and systems strengthening.

**Failure to invest in C4D systems strengthening with national counterparts could undermine the sustainability of the results that have been achieved through the community engagement efforts to date.** Further to the above point, a key UNICEF strategy is that key line ministries (such as MOI and MOWCA) take the lead at field level over the long term. This is a BCO-wide strategy but, as far as C4D is concerned, it will be important in the near future to engage more partners at subnational level and set up small C4D units in local government departments. Several senior managers endorsed this approach, saying the key is patience, despite the temptation to achieve 'quick wins'.<sup>43</sup>

**Staff turnover could be a threat to the sustainability of capacity development in future.** Turnover is a perennial problem for all types of capacity development in all organisations. However, so far, in Bangladesh the problem has not been too serious: one former staff member trained in social norms has

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<sup>40</sup> See [http://www.unicef.org/bangladesh/media\\_9351.htm](http://www.unicef.org/bangladesh/media_9351.htm)

<sup>41</sup> in Afghanistan, Pakistan, Viet Nam, Uganda, Malawi, Mozambique, Nigeria, Senegal, Sierra Leone, Montenegro, Kyrgyzstan, Tajikistan, Colombia and Peru.

<sup>42</sup> BCO RAM C4D COAR 2015.

<sup>43</sup> KIs 4, KI 5, KI 3

retired but, otherwise, all of those who have received the US-based and internal C4D training are still in post or have moved within UNICEF to other countries, 'so it's not a loss for the organisation' (as one section chief put it).<sup>44</sup>

## 3.2. Integration of C4D into the CO country programme

The following section presents the findings on how far C4D has been integrated into UNICEF Bangladesh's programme, plans and structures. The definition of integration used in the evaluation relates to six dimensions: 1) the extent to which the CO has a clear C4D strategy and vision; 2) how this strategy for C4D has been reflected in core planning documents and processes such as the Situational Analysis, the CPD and the Results Framework; 3) the extent and quality of reporting on C4D through Annual Reports; 4) how the C4D function has been structured to deliver on the strategy and plans; 5) the level of resourcing for C4D and the processes for resource mobilisation; and 6) the ways in which C4D and external communications work together.

The findings presented in this section have been informed by a range of data sources, including a review of core CO level documents such as the CPD, the Situational Analysis and the Results Framework, interviews with senior managers, technical staff and C4D specialists and the online survey. All findings are triangulated by multiple data sources.

The section is structured in five parts. It starts by looking at the C4D strategy (3.2.1), then presents the findings in relation C4D integration into planning (3.2.2) and reporting (3.2.3). Following this are sections on the structure of the C4D function (3.2.4), how resources for C4D are mobilised (3.2.5) and its linkage with external communications (3.2.6).

### Key findings:

- While an overarching C4D strategy for the new country programme is still in development, UNICEF Bangladesh has a clear strategy for counterpart capacity development and systems strengthening.
- C4D is well integrated in key BCO documents such as the 2015 Situational Analysis and the 2012–16 CPD (its has its own outcome and contributes to the section's outputs). The C4D Section is also relatively well embedded into core BCO planning processes.
- The current structure of the C4D function provides a good way of operationalising C4D in the field while still maintaining C4D expertise centrally.
- While C4D is able to monitor and report on results achieved through the outcome it is accountable for, most of the C4D work undertaken across sections is largely invisible and goes unreported. This makes it difficult for C4D to tell a complete story of its role and contribution across the country programme.
- The current level of financial allocations to C4D is considered insufficient to meet the needs of the country programme. This is a result of a lack of a clear resource mobilisation strategy for C4D, the *ad hoc* involvement of C4D in proposal development and a perceived donor reluctance to fund C4D programmes.
- An ongoing source of friction within the CO is also the fact that the C4D Section runs its own behaviour change programme (the multi-million dollar, seven-district Engaging Communities). This is perceived by some within the BCO as an attempt by the C4D Section to run a parallel programme of work, which is not properly integrated with the on-the-ground activities of the other sections.

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<sup>44</sup> KI 6

### 3.2.1 C4D strategy

This section looks at whether UNICEF Bangladesh has a clear vision and strategy for C4D across the country programme.

**C4D approaches and activities are clearly articulated in the CPD and other strategy documents but the actual C4D strategy document is still being prepared.** The BCO notes that a draft C4D strategy existed during the 2012–2016 CPD but was never finalised; the section is now preparing a C4D Strategy Note for the next country programme, which will start in six months' time. The Strategy Note will be approved by the Country Management Team.

**There is a clear strategy for counterpart capacity development and systems strengthening.** In the new CPD a large part of the C4D focus will be on 'capacity development of Government and partners through creation and integration of C4D modules on behaviour and social change'.<sup>45</sup> At the time of writing, a formal scoping exercise was about to be launched to map the in-country expertise and capacity that already exists on C4D and to assess C4D training capacity among institutions like government, NGOs and academia in Bangladesh. This is being done with a view to setting up training programmes on C4D for partners and possibly to make further structural investments in existing centres of excellence like universities, government training centres and NGO-run institutes in the near future. The idea, according to the C4D chief, is to explore the possibilities of inserting C4D training curricula into already existing academic structures – for example universities already offering courses in mass media and other government training institutes, like the National Institute for Local Government or the Bangladesh Public Administration Training Centre. This scheme is aiming to follow the success of UNICEF India's investment during India's 2008–12 country programme, in which governmental and academic institutes were supported to train a large cadre of national master trainers and create C4D professionals to tackle persistent negative social norms on the frontline.<sup>46</sup>

### 3.2.2 Integration of C4D in planning processes

This section assesses the extent to which C4D has been integrated into core planning processes and documents of UNICEF Bangladesh.

**In the BCO C4D is well incorporated within the planning process** because it is functionally an administrative section and a part of the country and programme management team – therefore it is included within all requests for formal planning inputs across the board, such as the CPD, the Country Programme Management Plan process and internal submissions to the Integrated Monitoring, Evaluation and Research Plan. C4D is also represented on the Evaluation Management Team, to advocate for adequate attention to behavioural and socio-cultural research dimensions in BCO research endeavours. As of July 2016, C4D will also be represented in the Partnership Cooperation Agreement (PCA) Review Committee to promote harmonisation of community mobilisation efforts across the CO; and the Resource Mobilisation Committee, to advocate for the inclusion of C4D within resource mobilisation efforts.

**Since 2009 there has been a clear positive evolution in the way behaviour challenges and C4D have been prioritised by the BCO.** Judging from the situational analyses of previous years, the analysis

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<sup>45</sup> UNICEF Bangladesh 2017–20 Country Programme and Strategy Notes, June 2016, p.85.

<sup>46</sup> See for example the following video: <https://www.youtube.com/watch?v=tQaDKtJdS-o> 'Small Steps to Big Changes': 'C4D has closely worked with the Government to build capacities and enhance interpersonal communication and counselling skills of frontline functionaries. It has also partnered with academic institutions and developed a C4D curriculum with a vision to assist the development of a future cadre of C4D professionals' (UNICEF India, May 2013).

of what problems can be tackled with the help of C4D has matured. The 2009 Situational Analysis does not have a detailed analysis of behaviour and social norms. It does, however, refer to the constraining role social norms can play in the achievement of children's rights. It also draws specific attention to C4D as an approach that has demonstrated significant potential. Social mobilisation, community-led social change and advocacy are highlighted as approaches.

**The current Situational Analysis (2015)<sup>47</sup> includes a good analysis of the opportunities, enablers and barriers to achieving C4D objectives.** It refers much more frequently than previous situational analyses to behaviour and social norms as things that need to be addressed through C4D across all results areas. The need to continue mainstreaming C4D strategies is stated clearly.<sup>48</sup> This does not constitute a detailed analysis but does show heightened awareness of the need to use behaviour and social change principles for the achievement of expected results. For example, the need to tackle social norms around disability is emphasised and response strategies include 'community awareness raising and sensitisation to prevent discrimination and stigmatisation and improve community social responsibility' (p.72). The need to intensify C4D is called for in the recommendations section of the document, in relation to *all* the BCO's result areas – that is, Nutrition, Health, WASH, HIV/AIDS, Education and Child Protection.

**The position of stand-alone C4D activities in the current Results Framework and the CPD is clear but much of the other communications work is embedded within sections and does not show up clearly either as an activity or as a result.** C4D has its own outcome in the country programme (it is called Programme Component Result (PCR) 3 in the CPD Results Matrix), and under this it has three outputs. There are also many behaviour change communication (BCC) activities dotted all around the other sections' outputs, which means sections have to either jointly achieve these behaviour change outputs in collaboration with the C4D Section or use their own staff time and resources to deliver on these communication tasks. This can make it difficult to identify where C4D is happening across the country programme, which poses challenges to M&E of C4D.

Under the next CPD, for 2017–20,<sup>49</sup> C4D will not have its own outcome/result. The new CPD follows the lifecycle approach, which means outputs and outcomes are all tied to the three broad stages in a child's life – from conception through to adolescence – not to technical programmes like health, nutrition, WASH, etc. C4D does not have less prominence in the new CPD than in the last; on the contrary, all interviewees within the BCO agreed the new CPD will have a heavy emphasis on C4D. There are several outputs about improved behaviours and higher demand for services. How these outputs will be achieved is also fairly clearly expressed. For instance, the new CPD states that, 'evidence-based communication for development strategies, such as interpersonal communication, social mobilization, community engagement and media campaigns, as well as partnerships with local authorities, community-based structures, NGOs and civil society organizations, will be used to improve service utilization and household practices'.

However, there is still concern about how visible C4D activities will be in the next country programme in terms of monitoring and reporting because of its embedded and cross-cutting nature (see next section).<sup>50</sup>

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<sup>47</sup> UNICEF Bangladesh 16 October 2015 Analysis of the Situation of Children and Women in Bangladesh 2015.

<sup>48</sup> '... the status of children also has been found to remain deeply rooted in social norms, attitudes and practices: individuals younger than age 18 are not always considered as children, which deeply affects the realisation of children's rights. Importantly, social perceptions and expectations of childhood continue to vary according to age, gender, social class, wealth, disability and other factors. Communication for development strategies that can be used to address these perceptions, attitudes and norms are steadily being mainstreamed within sectoral and cross-sectoral programmes of governmental and other partners at national and sub-national levels' (BCO Situational Analysis, October 2015).

<sup>49</sup> NB. The duration of this country programme has been reduced from five to four years in order to better align UN planning cycles with the timeframe of the national development plans (see draft CPD 2017–20).

<sup>50</sup> UNICEF Bangladesh 2017–20 Country Programme and Strategy Notes, June 2016, p.9.

### 3.2.3 Reporting on C4D

This section assesses the consistency and quality with which C4D has been reported on by UNICEF Bangladesh.

**C4D activities are difficult to pinpoint in Annual Reports.** There is limited reporting on C4D between 2010 and 2013.<sup>51</sup> This is unfortunate as the level of activity and achievement around C4D is actually high, but details given are limited and difficult to pinpoint because C4D activities are scattered in the text and often referred to under outputs of other sections, such as ‘campaigns on violence against children (clearly a C4D activity but reported under a Child Protection output) or ‘community dialogues’ (clearly a C4D activity but reported under a WASH output). As for the 2014 and 2015 Annual Reports, the detail on C4D becomes even more sparse and scattered as there is no specific rubric for reporting specifically on C4D in the Annual Report format post-2013.<sup>52</sup>

**C4D is constrained in terms of monitoring and reporting by its invisibility in the RAM.** While C4D results are consistently monitored and reported in relation to the stand-alone C4D programme Engaging Communities (although there is scope for improvement – see below), in other areas reporting is more piecemeal. C4D reporting is constrained because C4D activities and spending are often hidden within the activities of other sections. So, for example, successes in numbers of early child marriages prevented will tend to be a Child Protection result rather than a C4D result. This is a consequence of C4D being cross-cutting and contributing to results rather than achieving them on its own. Unless there is a mandatory requirement to report on C4D, much of what C4D does tends to get lost among the activities of the programmatic sections.

**The quality of reporting on the Engaging Communities programme could be improved.** The Annual Work Plans (AWPs) for this stand-alone C4D programme detail the activities, expected result, indicators, intermediary results (IRs) and PCRs. But there do not seem to be sequential milestones but rather *ad hoc*, or random, indicators, inserted on a yearly basis, despite the fact that there have been some improved capacities in the area of indicator setting. It is difficult to understand how the previous year’s results are supposed to be built upon. Further, the indicators themselves are – in certain circumstances – dependent on data being collected at field level, which does not make it easy, or cost-effective, to measure. In general, understanding how the data will be generated to report on the indicators is difficult to conceptualise. Despite this, they are time bound in the sense that they do, for example, give indicators for each year.

### 3.2.4 Structure of the C4D function

This section analyses the strengths and weaknesses of how the C4D function is structured in UNICEF Bangladesh.

**The current structure of the C4D function provides a good way of operationalising C4D in the field while still maintaining C4D expertise centrally, but there remain challenges.** As described above, the BCO C4D function changed in 2012, from a structure where C4D had been embedded in all the main programmatic sections in Dhaka, to the present structure, which consists of a relatively small team in Dhaka giving support across the other sections and to six C4D officers in the zonal offices (without managing them directly). Most of these zonal C4D officers are funded under RR, as is the rest of the C4D

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<sup>51</sup> There are dedicated C4D sections in the 2010–13 Annual Reports – around three short paragraphs in each report. From 2013 onwards there are no dedicated sections on C4D in Annual Reports, only a couple of paragraphs referring to the C4D stand-alone programme.

<sup>52</sup> Taking 2011 as an example, ‘C4D’ or ‘Communication for Development’ is mentioned only eight times in that year’s Annual Report – as compared with, say, ‘gender’ (another cross-cutting issue), mentioned 19 times. In 2014 C4D is mentioned 11 times and gender 27 times.

Section in Dhaka. The rationale behind this restructuring was part of a bigger, ongoing, move towards more autonomy for the field offices, and better coordination between and across programmatic sections.

The main problem with the previous structure was that C4D activities at beneficiary level were not always coordinated and sometimes resulted in unnecessary duplication or gaps (e.g. C4D materials produced more than once on the same issue (e.g. clean water) but for different sections). Also, where the C4D officer was embedded and supervised by the section chief, they were limited to sector-specific activities and could not – as they now can – leverage resources and coordinate activities in a section of their own.

Although the new structure was initiated officially in 2012 it took some discussion and adjustments in working arrangements before the C4D function was streamlined and clarified. In 2014 the MTR concluded that ‘parallel approaches have not been efficient. Gaps and overlaps are common. Greater efficiencies in implementation of C4D related actions will be gained by full integration with existing sectoral programmes.’

Generally, there is satisfaction with the current structure. One of its advantages is that it saves time and resources because the C4D Section can develop BCC materials on one issue such as clean water – which touches on Health, Nutrition and WASH – instead of working separately with each of the three sections. The central team can also provide an overall vision, which gives more strength and weight to C4D.

**A barrier to optimal integration of C4D in the BCO is the perception of C4D as a parallel strand of work.** There is a feeling across the rest of the BCO that the C4D Section may be running a parallel strand of work, particularly with the Engaging Communities programme. This causes friction for a number of reasons. First, C4D officers in the field can be so busy with Engaging Communities that they cannot be relied on to help with other sections’ needs. Second, C4D activities may in some cases be creating demand among beneficiaries (e.g. for folic acid nutritional supplements or antenatal care (ANC) check-ups) that cannot always be satisfied by government/service providers. Third, C4D work moves at a slower pace than service provision. For instance, it takes a lot longer to persuade people to habitually wash their hands than it does to install a pump providing clean water. So C4D activities and sections’ project cycles can go out of sync. The C4D Section is aware of these tensions and is actively trying to manage them.

### 3.2.5 Resource mobilisation for C4D

This section assesses whether C4D resources are sufficient for the needs of the country programme and explores the factors supporting or preventing effective resource mobilisation.

**The current level of financial allocations to C4D is considered low and largely insufficient to meet the needs of the country programme.** The BCO indicated through its response to the desk review survey that the current level of financial allocations (especially from OR) to C4D in Bangladesh is only ‘to a small extent’ sufficient to meet the needs of the country programme. The MTR of the CPD in 2014 mentions a ‘severe annual shortfall over planned funding’ for C4D and relatively high programme support costs (over 30%).<sup>53</sup> This issue was also raised in interviews: informants noted how C4D activities were ‘hampered because of shortage of funds’<sup>54</sup> and how the C4D Section always had to ‘come with their begging bowl to sections’<sup>55</sup>; yet the other sections were ‘too caught up with quick results’<sup>56</sup> and ‘not willing to put money into it’<sup>57</sup> and C4D is the ‘first component to be reduced when budgets are cut’.<sup>58</sup>

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<sup>53</sup> MTR 2014: ‘Actual funded allocations for 2012 and 2013 totaling USD6.67 million have been 50% short of the planned budget of USD 12.7 million up to December 2014’ (C4D section, p.254).

<sup>54</sup> KI 6

<sup>55</sup> KIs 1 and 9

<sup>56</sup> KI 31

<sup>57</sup> KI 6

<sup>58</sup> KI 23

**Two main factors were identified as contributing to inadequate financial allocations to C4D: lack of a clear resource mobilisation strategy for C4D and perceived donor reluctance to fund C4D programmes.** First there is a lack of a systematic resource mobilisation method/procedure for C4D. Although it is agreed that C4D is a cross-cutting section and therefore should not fundraise for itself and instead should rely on the other sections for OR, C4D input into funding proposals by the sections is not always guaranteed. This is either because it is not solicited by sections or because the C4D Section fails to persuade colleagues.

There appears to be no control mechanism to ensure there is always a budget for C4D within programme proposals to donors. According to senior managers, there was an idea at one stage to impose a 7–10% levy or tax for C4D on sections but this proved too contentious and was not written into any guidelines. It would appear that it is now down to diplomacy and persuasion rather than a systematic resource mobilisation method.

Staff appear to be working hard to navigate this somewhat *ad hoc* arrangement, with senior managers facilitating discussion with section chiefs to contribute to the C4D budget and C4D personnel. A key aspect of the chief of C4D role is engaging with the other sections to mobilise resources.<sup>59</sup> Such problems aside, there are several good examples of cooperation over funding proposals. For instance, all proposals developed under the Health Section have a mandatory C4D component, and C4D has cooperated well with the Child Protection Section to mobilise resources for violence against children work.

The second factor influencing resource allocation to C4D is real or perceived donor reluctance to fund C4D. Informants noted how donors were rarely willing to fund exclusively C4D programmes and it can be challenging to convince them of the value of C4D strategies. As one section chief put it, ‘There are no donors who are saying “improve C4D” – they’re just saying C4D is a component.’<sup>60</sup> The BCO is aware that what needs to be clearly communicated to donors is why the C4D intervention is the best way to achieve the result. It also acknowledges that a major factor is the lack of longitudinal data or cost effectiveness data on C4D/ behaviour change that proves C4D works and presents good value for money. Nonetheless, the BCO has created a good opportunity to demonstrate positive evidence through the JPGSPH/BRAC study, which will report later this year (see Section 3.4 for more on the study methodology).

### **3.2.6 C4D and external communications**

This section explores the interaction between C4D and external communications in UNICEF Bangladesh and whether there is scope for the two functions to work in a more complementary way.

**On the whole there are clear boundaries and good cooperation between C4D and the external communications functions.** CAP focuses on three key areas: 1) enhanced capacity of media professionals and civil society; 2) enhanced support for disadvantaged and marginalised children; and 3) partnerships and advocacy to increase the allocation of resources to address child deprivations. The chief of CAP describes the difference between the two sections as follows: ‘We work with journalists to get our messages out there – how to report on children and women. But C4D is about behaviour change.’

The only real area of joint work is the Engaging Communities programme, which has a work stream on supporting MOI to use the mass media for awareness raising. Child marriage is another area of joint work but this is beyond just CAP and C4D – it is BCO-wide. It should also be noted that in the next country

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<sup>59</sup>Particularly the Health and WASH Sections, which have the biggest budgets and the biggest demand components to their work.

<sup>60</sup> KI 3

programme, starting in 2017, field-based C4D officers will use about 10% of their time for limited advocacy and communication support to the field offices.<sup>61</sup>

**However, there is a lack of strategy around Meena and how she should be taken forward.** The cartoon character Meena is officially shared between C4D and CAP at present, but responsibility for her is unclear and both the C4D team and the CAP team acknowledge this. Furthermore, there may be a need to update the character – possibly to make Meena into an adolescent instead of a young girl<sup>62</sup> – and/or to update her into a digital game or app to attract the digital generation. This is an important issue affecting UNICEF’s brand and is currently a topic of internal debate, including among senior management.

### 3.3. Implementation of C4D

This section presents the findings in relation to UNICEF Bangladesh’s implementation of C4D. We look at implementation from three different angles. First, we look across the five sectors of the BCO’s work and summarise progress made in relation to C4D. Second, we look at implementation from the perspective of the CO’s performance against a set of global C4D benchmarks. Lastly, we distil a set of findings on building partner capacity on C4D. By taking these three different views of implementation we can build up a rounded picture of what UNICEF is doing on C4D and the lessons it is learning

The findings presented have been informed by a range of data sources: our synthesis of annual reports, triangulated with additional internal documents, key informant interviews and group discussions. The data supporting the benchmark assessment comes from our online survey, document review, interviews and group discussions. The evidence on partners is primarily from document review and interviews with partners.

The section is structured in three parts: experiences of UNICEF Bangladesh in implementing C4D and the challenges faced (3.3.1); CO performance against benchmarks (3.3.2); and findings about partner capacity development (3.3.3).

#### Key findings:

- There has been significant C4D-related activity across sectors, with some notable or emerging successes over the years, such as significant progress on reduction of diarrhoeal deaths, immunisation, open defecation, enrolment in primary education and, increasingly, child marriage, among others. The specific C4D contributions to the above are many but include mass media campaigns, especially the use of Meena, the popular children’s character promoting gender equality (*inter alia*), and use of IPT and other participatory techniques like community dialogues.
- There have been a few issues, including problems securing buy-in and resources from other sections and coordinating activities on the ground, because the long-term C4D timescales are often out-of-phase with supply-side interventions.
- Across the five C4D global benchmarks, the BCO performs relatively well:
  - UNICEF is actively engaged in a number of mechanisms that serve to coordinate and strengthen C4D activities at the national level.
  - UNICEF has conducted a wide range of research studies and evaluations to inform C4D; the KMOS<sup>63</sup> initiative with JPGSPH/BRAC University is a good case in point. However, it is not clear that evidence use has been systematically embedded in the design and implementation of all C4D programmes.

<sup>61</sup> KI 5

<sup>62</sup> The shift to Meena as an older girl is has already been made in UNICEF India.

<sup>63</sup> KMOS are the sentinel sites currently being used to monitor behaviour change as part of the JPGSPH/BRAC University study of the Engaging Communities programme.

- Participatory processes are a priority but are not used consistently. The approach of UNICEF's partner affects this. Working through government often implies top-down messaging, while NGOs tend to be more participatory.
- BCO has made a good investment in building both internal and external C4D capacity, with positive involvement of local trainers and academic partners.
- BCO has developed a wide range of materials detailing best practices, innovations and learning, but there are gaps in UNICEF's willingness to learn from partners.
- UNICEF Bangladesh has given high priority to strengthening the C4D capacity of partner organisations and the gains are visible. Central to the success to date has been the establishment of in-country partnerships to support C4D capacity development. These are a flexible resource that allows UNICEF to be responsive to partner's needs and also scale up/down according to demand.

### 3.3.1 Experience of implementing C4D approaches at the country level

Table 6 presents the experiences, lessons and challenges of UNICEF Bangladesh in implementing C4D over the course of the 2012–16 country programme.

Table 6: Experiences, lessons and challenges that the BCO and each section are currently experiencing in implementing C4D

Sectors and C4D priorities	Experiences implementing C4D
<p><b>Cross-sectoral Engaging Communities C4D programme in 7 districts</b></p> <p><b>Raising awareness and shifting behaviours on:</b></p> <ul style="list-style-type: none"> <li>• <b>Eight key household practices by care-givers: 1) hand-washing; 2) four ANC visits; 3) exclusive breastfeeding; 4) service-seeking for pneumonia, etc.; 5.) complementary feeding; 6) child injury; 7) disaster preparedness/IFA; 8) HIV/AIDS</b></li> <li>• <b>'3Cs': child marriage, child labour, corporal punishment</b></li> </ul>	<p><b>Progress in implementation (2015):</b> Cross-sectoral C4D work is being done via the dedicated Engaging Communities (running 2012–16) reaching approximately 4 million people (1 million households) in 21 <i>upazillas</i> of seven UNDAF districts with information and awareness raising. Several successes have been claimed to date, e.g. the JPGSPH/BRAC University sentinel survey conducted since end-2014 showed that in 7 <i>upazillas</i> of 7 selected districts with C4D interventions, 48% of pregnant women made at least 4 ANC visits compared with 38% in non-intervention <i>upazillas</i>. Consumption of at least 100 iron folic acid (IFA) tablets by pregnant women is also 16 percentage points higher in intervention sites as compared with in non-intervention sites.<sup>64</sup></p> <p><b>Challenges to implementation:</b></p> <ul style="list-style-type: none"> <li>• The creation of demand by C4D activities can often outstrip supply by service providers; for instance, FIVDB, a partner NGO working in Sylhet, said. 'One of the messages [we deal with] is birth registration within 45 days – the union <i>parishad</i> [local government structure] is supposed to run an online system but they weren't ready for the demand that we helped to create.'</li> <li>• The intensity of the work in target districts demanded by this programme means C4D officers and partners in the field cannot cover the other areas in their districts to the same degree, thus causing a mismatch between need and supply of awareness raising and BCC activities on the ground.</li> <li>• There is a lack of appropriately qualified communication workers at community level.</li> <li>• Research capacity is low and studies are costly.</li> <li>• There is high turnover within government structures.</li> <li>• There is difficulty involving men and boys.</li> <li>• Behaviour and social norm change is a long process that needs continuous follow-up and motivational communication while funding constraints often hinder the process.</li> </ul>
<p><b>WASH</b></p> <ul style="list-style-type: none"> <li>• <b>Safe water handling</b></li> <li>• <b>Arsenic in water awareness raising,</b></li> <li>• <b>Demand creation for sanitation marketing,</b></li> <li>• <b>Adolescent menstrual hygiene management</b></li> <li>• <b>Hand-washing</b></li> </ul>	<p><b>Progress in implementation (2015):</b> The WASH Section has concentrated on hygiene promotion and other C4D activities, including the use of safe water, improved sanitation and hand-washing with soap at critical times, as well as incorporating WASH messages into health structures.</p> <p><b>Challenges to implementation:</b></p> <p>High levels of knowledge do not necessarily translate into practice: for example, despite high knowledge during school demonstrations in 2015, only 28% of students washed both hands with soap.<sup>65</sup> Lack of facilities (e.g. toilets) and services (e.g. clean piped water) are serious barriers. Socio-cultural beliefs include a lack of awareness of the health impact of drinking contaminated water and of water quality in source and drinking water.<sup>66</sup> Tackling these socio-cultural beliefs is acknowledged by the WASH and C4D Sections as a long-term challenge, which can mean long-term C4D activities are out of phase with more short-term donor-funded WASH programmes. 'BCC is long term. There are a lot of beliefs and social norms that need to be addressed with more patience and more long-term perspectives. For example, Open Defecation-Free (ODF) communities – we work on awareness and latrines – but this is very difficult to sustain once the latrine is filled! It takes 1 or 2 generations to change' (WASH chief).</p> <p>Mass media WASH campaigns have been tried but recently abandoned in favour of community level approaches. Lessons have also been learnt about trying too many messages at once, so there used to be 11 messages about when to wash hands but this has been reduced to 3 critical times instead.<sup>67</sup></p>

<sup>64</sup> BCO COAR 2015 Narrative.

<sup>65</sup> Situational Analysis Bangladesh 2015.

<sup>66</sup> Ibid

<sup>67</sup> KI3

<p><b>Health</b></p> <ul style="list-style-type: none"> <li>• Create demand for quality health services</li> <li>• 4 ANC visits</li> <li>• Birth preparedness and planning</li> <li>• Delivery by skilled birth attendant</li> <li>• Postnatal care</li> <li>• Immunisation</li> <li>• Risk communication for the introduction of new vaccines</li> <li>• Prevention of child injury/drowning</li> </ul>	<p><b>Progress in implementation (2015):</b> The Health Section has focused on knowledge required to make informed decisions about positive social norms, behaviour and care-seeking practices. This has resulted in, for example, increased knowledge among pregnant women/mother/care-givers about good home-based maternal, newborn and child health (MNCH) practices. C4D materials like posters, flash cards have been developed and mass media campaigns have been conducted leading to increased utilization of MNCH services.</p> <p><b>Challenges to implementation:</b></p> <ul style="list-style-type: none"> <li>• Gaps in government facilities (insufficient community clinics, inadequate government health workers, slow delivery of government services, insufficient health workers, doctors and medicine, etc.) can lead to frustration among service seekers (e.g. mothers) whose awareness of the needs for that service have been raised by a communication activity; unavailability of quality services make them reluctant to continue positive practices.</li> <li>• Difficulties experienced by some NGO implementing partners in developing sound behaviour change messages mean UNICEF must work hard to ensure standardisation of messages.<sup>68</sup></li> <li>• Government departments expect a lot from UNICEF and make regular demands on Health for help with campaigns on immunisation, introduction of new vaccines, health emergencies, etc.</li> <li>• Information overload and confusion is a challenge because the public receive contradictory/inaccurate messages through multiple mass media channels and high numbers of different NGOs, advertisers, quangos and government agencies.</li> </ul>
<p><b>Education</b></p> <ul style="list-style-type: none"> <li>• Create demand for quality education</li> <li>• Rights of children to education</li> <li>• Inclusive education</li> <li>• Parenting education</li> <li>• Improved learning for disabled children</li> <li>• Out-of-school children</li> <li>• Raising awareness on key educational issues (e.g. girls in school)</li> </ul>	<p><b>Progress in implementation (2015):</b></p> <ul style="list-style-type: none"> <li>• C4D work has included the development of a communication strategy for the Primary Education Development Programme jointly with the Directorate of Primary Education.</li> <li>• The promotion of services such as pre-primary education (PPE) facilities is being done by promoting parental awareness and community engagement because availability of PPE services does not necessarily guarantee its utilisation, with only a little over a third of eligible children accessing services in 20 low-performing UNDAF districts.<sup>69</sup></li> <li>• Promotion of environmentally clean cook-stoves through a school-led promotional campaign to sensitise parents on their environmental and health benefits reached 40,000 families in 8 districts.</li> </ul> <p><b>Challenges to implementation:</b></p> <ul style="list-style-type: none"> <li>• Weak communication systems in the worst-performing <i>upazillas</i>, like the Chittagong Hill tracts;</li> <li>• Linguistic and cultural barriers;</li> <li>• Low educational levels of mothers;</li> <li>• Supply-side bottlenecks of such services as PPE, lack of WASH facilities in schools, lack of trained teachers, learning environments that are not child-friendly, etc.</li> </ul>
<p><b>Nutrition</b></p> <ul style="list-style-type: none"> <li>• Growth monitoring and promotion</li> <li>• IFA supplementation,</li> <li>• Helping improve child feeding, care practices and utilisation of micronutrients</li> <li>• Exclusive breastfeeding</li> <li>• Diversified diet among young children</li> </ul>	<p><b>Progress in implementation (2015):</b> C4D activities have focused on supporting GoB to develop standard sets of nutrition communication materials and to promote consistent messages on direct nutrition interventions. Government-led campaigns such as on Vitamin A and folic acid supplementation have been supported financially and technically. Some recent achievements in C4D/Nutrition include:</p> <ul style="list-style-type: none"> <li>• Exclusive breastfeeding increased from 49% (2012) to 64% (2015).</li> <li>• Coverage of IFA supplementation among pregnant women increased from 32% (2012) to 55% (2015) in the project area.</li> <li>• 99% of children aged 6–59 months have been reached with Vitamin A supplementation through a national campaign.</li> </ul> <p><b>Challenges in implementation:</b> On the demand side, negative perceptions and gaps in awareness around food and nutrition still exist among the population and this remains an impediment to adoption of positive behaviours around nutrition.<sup>70</sup> For example, there is an erroneous belief that a pregnant woman should reduce the amount she eats so as to prevent the baby getting too big and creating difficulties during birth. On the supply side, constraints exist in the availability of essential nutrition supplies and inputs. On iodised salt, motivation of retailers is low because of the availability of non-iodised salt in the market, which discourages them from selling the marginally expensive</p>

<sup>68</sup> K19

<sup>69</sup> Situational Analysis Bangladesh 2015.

<sup>70</sup> BCO RAM Nutrition 2015.

	fortified product. On breastfeeding, provision of counselling services for pregnant/lactating mothers remains a concern owing to the limited skills of service providers at both facility and community level. <sup>71</sup>
<b>Child Protection</b> <ul style="list-style-type: none"> <li>• <b>Child marriage</b></li> <li>• <b>Child labour</b></li> <li>• <b>Corporal punishment</b></li> <li>• <b>Needs of adolescents</b></li> </ul>	<p><b>Progress in implementation (2015):</b> C4D work has been focusing on changing harmful practices and social norms such as child marriage, child labour and corporal punishment through strategies such as dialogue at the community level, allowing individuals to recognise the impact of negative social norms on child development and consider alternatives when presented with information about child and adolescent development. Communities are embarked on a process that should lead to public declaration of the abandonment of harmful practices and adoption of new social conventions. C4D has also been working to support the government to develop a national adolescent strategy.</p> <p><b>Challenges in implementation:</b> The obvious challenge is that C4D is facing some very deep and entrenched social norms (i.e. in Bangladesh it is widely regarded as normal to hit children, send them to work at a young age and marry off young girls). One of the specific challenges is that government financial commitments can fail to materialise; for example, funds to cover adolescents clubs in all 64 districts of the country were not allocated by Ministry of Finance in 2015, as hoped, and this will hamper the extent of community work for social norm change.<sup>72</sup></p>

**As Table 6 shows, there has clearly been a significant amount of activity around C4D in UNICEF Bangladesh, with some notable successes.** Given the limitations of this evaluation (i.e. only five days in the country and one day in the field) it is not possible to do justice to, or comment on, the *quality* of all the programmes to date. But it is clear that ‘doing C4D’ (whether it goes by that or other names) has been a key part of all sections’ work for many years and that Bangladesh has been a leader within UNICEF on C4D for at least the past decade, if not two. There has been much progress to date: for example contributions to the Millennium Development Goal, such as significant progress on family planning, open defecation, child marriage, the EPI, iodised salt, vitamin A and so on.

**Sections experience a small number of implementation challenges as well as successes – as Table 6 shows.** The implementation of cross-sector strategies has been a little problematic. Difficulties around encouraging coordination in planning and implementation have stalled progress to some extent (as outlined in the Integration section). Likewise, there are issues related to lack of resourcing around C4D interventions, limiting their impact and scalability to some extent.

**There is an expressed need for more UNICEF capacity on communications in disasters/emergencies.** There is concern among several UNICEF staff and from one particular NGO partner, BBC Media Action, that more needs to be done on the theme of communications for disaster preparedness and in emergency response.<sup>73</sup> Obviously, Bangladesh is very vulnerable to natural hazards (floods, cyclones, droughts, earthquakes, etc.); furthermore, the UN resident coordinator is particularly interested in the UN leading on earthquake preparedness in Dhaka. However, while UNICEF is an active member and supporter of the Communicating with Communities Working Group, the C4D Section appears to be too overstretched to devote much staff time to this area, even though UNICEF’s historic connection with MOI and the national mass media as well as other ministries makes it ideally placed to help develop contingency plans for communications, when disasters hit, and to help develop strategies for communication for disaster preparedness. Strengthening the internal capacity of the team to respond, coordinate and collaborate with partners is planned in the next country programme, including through additional albeit (initially) temporary staffing.

<sup>71</sup> Ibid.

<sup>72</sup> BCO RAM Child Protection 2015.

<sup>73</sup> The evaluators have heard subsequently that a new temporary post to work on emergencies within the C4D team may be created.

### 3.3.2 Performance against the C4D benchmarks

This section reviews UNICEF Bangladesh’s performance against the C4D benchmarks. The global C4D benchmarks are a voluntary tool for COs to report on the quality of C4D implementation. The C4D team in Bangladesh has been informally using them to monitor its own progress and finds them useful. Across the five C4D benchmarks the BCO performs well, although there is still room for improvement. The C4D global benchmarks provide a proxy for the quality of C4D implementation, although, being voluntary, rather than mandatory, there is a limit to their effectiveness as a quality assurance tool. They were developed by the C4D Unit in New York and will become a means for COs to report on their performance in C4D. This evaluation is being used as an opportunity to pilot the benchmarks and test the means of verification. As Table 7 outlines, the BCO has been rated against a red/amber/yellow/green rating scale (from negative to positive) for each of the five benchmarks. It would have been desirable to collect more data against Benchmark 3 (‘participatory processes’) by spending more time observing implementation on the ground, but this was not possible because of time and budget limitations. The rating given comes with the caveat that it is based on 12 interviews with staff, partners, one short field visit and document review.

Table 7: Assessment of the C4D benchmarks

Benchmarks	Performance rating	Summary of evidence
<b>1. New or existing C4D task forces/working groups/committees of multi-sectorial stakeholders (governmental, non-governmental and academic) are established and functioning to plan, coordinate and strengthen C4D activities.</b>	Green	A number of mechanisms were identified for coordinating and strengthening C4D activities. All the groups are multi-partner. UNICEF plays an essential role in all of them.
<b>2. C4D plans/interventions are informed by, use and monitor data and evidence on behavioural and socio-cultural factors as well as media and communication contexts.</b>	Yellow	A range of research studies and evaluations have been undertaken in recent years on C4D but in some areas data are limited. Furthermore, evidence use does not seem to be systematic. However, the JPGSPH/BRAC study is a serious investment in generating evidence that looks likely to yield important results.
<b>3. Participatory processes are used to engage community representatives and members (girls, boys, men and women especially those from marginalised/excluded groups) into sector programmes/interventions.</b>	Amber	Reports of the extent of true community participation in C4D programmes are mixed. Working through government structures often implies top-down messaging. However, when UNICEF works through NGOs, the C4D methods tend to be more participatory.
<b>4. Plans/ initiatives/ongoing programmes to strengthen C4D capacities of UNICEF staff, partners (government and implementing partners (civil society)) at national and subnational levels.</b>	Yellow	The BCO has made a good investment in strengthening the capacity of UNICEF internal staff and government counterparts. However, there remain skills gaps (for more detail see Sections 6.1 and 6.3.3).
<b>5. C4D best practices, impact assessments, tools, resources, innovations and lessons learnt are documented and disseminated among key audiences.</b>	Yellow	The BCO has produced a wide range of best practice notes, manuals and guides on C4D. A large number of these have been translated into Bangla. Recently, it has also convened two important international C4D events: Strengthening C4D in Education in May 2015 and an international conference on gender and diversity in partnership with the Department of Women and Gender Studies, Dhaka University (March 2015). But there are gaps in UNICEF’s openness in sharing lessons it has learnt itself and some lack of willingness to learn from the C4D experiences of partners.

**Benchmark 1: The BCO is actively engaged in a number of multi-sectoral mechanisms that are functioning well to coordinate and strengthen C4D activities at the national level. These**

committees/working groups are concerned with **Health** (five working groups and technical committees), for example, the New Born Health Technical Committee at Director General Health Services in the Ministry of Health and Family Welfare; **Public Information** (one committee comprising UNICEF, MOI and MOWCA); **Emergencies** (one working group on communicating with communities in emergencies); and **Education** (one communication cell in the Directorate of Primary Education). UNICEF C4D staff are active members of all of the above and are co-convenors of the Emergencies Working Group. It is understood that all these groupings hold regular meetings. Several partners expressed satisfaction with UNICEF's 'regular' and 'constructive participation and leadership'<sup>74</sup> in these forums.

**Benchmark 2: The BCO has conducted a wide range of research studies and evaluations to inform C4D in recent years. Although there are gaps and challenges, there is good evidence of serious attention to data gathering on C4D, especially the JPGSPH/BRAC study.** Commissioned research studies and evaluations include case studies (at least in one case using Most Significant Change), KAP surveys, impact evaluations, endline evaluations and formative research on barriers and bottlenecks to behaviour change (see Annex 1 for a list of recent studies undertaken). A number of these have directly informed the design and planning of C4D strategies. For example, the BCO conducted a systematic bottleneck analysis (a 'Level 3' MORES exercise) across all areas early in the current country programme. The findings were used to design the Ending Child Marriage Strategy to focus strongly on C4D interventions. By contrast, a study done on the avian influenza C4D programme in 2013 found, in common with results across the globe, improvements in knowledge levels but not correspondingly in behaviour change. The evaluators could not find any specific realignment of strategy as a result of this but C4D staff are fully aware of these lessons.

In some areas data are limited: different surveys and studies, like the Bangladesh Demographic and Health Survey and the Multiple Indicator Cluster Survey, etc., collect quantitative data that do not cover C4D areas of focus. There are very limited data on qualitative components to behaviour change efforts gathered by government and NGOs.<sup>75</sup> For example, limited data are collected on KAP at the level of health facilities, which makes tracking progress of behaviour change a challenge.<sup>76</sup> There is also a certain amount of guesswork about cause and effect, because partners such as the national TV and radio service (run by MOI) are not able to do proper audience research, and therefore tend to attribute effects to their (UNICEF-supported) mass media programmes based on 'gut feeling' rather than hard data: 'We have no systematic evaluation of our programmes. But we do know about the number of phone calls and letters received. We get listeners' feedback. We also have our own weekly programme with listeners' letters – so we think the UNICEF programmes are great.'<sup>77</sup>

Furthermore, there are opportunities for collaboration over data gathering with NGOs that could be better taken advantage of. For instance, BRAC spoke to us about its capacity in digital data gathering on mass media audiences using mobile phones, which does not appear to have been taken up by UNICEF.

The commissioning of the sentinel site study with JPGSPH/BRAC University shows that the BCO has a serious commitment to gathering evidence on the impact of C4D, which should be applauded, since such studies are rare, not just in Bangladesh but worldwide, because they are expensive and methodologically challenging. The partnership will – if properly used – be instrumental in building monitoring and data analysis capacity of on-the-ground NGO partners.

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<sup>74</sup> KIs 24 and 26

<sup>75</sup> Inputs for ROSA Poster at UNICEF C4D Global Network Meeting, October 2015, C4D Team, UNICEF Bangladesh.

<sup>76</sup> For instance, one belief is that 'Providing more food to pregnant women will make the child bigger which will in turn lead to problems during delivery'. However, data about the prevalence of this belief and what/who influences that belief – and how it may be changing – are not gathered.

<sup>77</sup> KI 23

**Benchmark 3: Reports are mixed about the extent to which UNICEF’s C4D approach is truly participatory,** resulting in an amber score on this benchmark. On the one hand, several NGO and government partners<sup>78</sup> praised UNICEF for its ‘bottom-up understanding’ and its ‘empowering’ approach – for example when making participatory radio programmes with adolescents who ‘make their own programmes on the basis of their own problems which they discuss and sometimes do vocal protest’.<sup>79</sup> On the other hand, one NGO<sup>80</sup> said that UNICEF, because it works mainly through government, is somewhat hamstrung: a lot of C4D materials that government produces are not generated on the basis of audience consultations and therefore are not always based on what audiences already know and want. The results are rather heavy, and tend to ‘hit the audience with repeated slogans like a sledge-hammer’, which suggests there is room for more creativity and participatory message design through community engagement and dialogue.

By contrast, approaches that start with understanding the perspective of the target audience are much more in the DNA of NGOs; clearly, UNICEF and NGOs share a lot in common in this regard. However, two NGOs said UNICEF was not sufficiently flexible and did not take into account ‘expressed needs instead of pre-conceived ideas on the eight messages UNICEF has picked’.<sup>81</sup> Furthermore, there is a sense from these NGOs that they were unsatisfied with what they saw as an unequal partnership with UNICEF within their Engaging Communities programme (‘treats us as an implementer rather than a strategic partner’<sup>82</sup> and ‘we would like more independence to tweak the model... we feel our hands are a bit tied’).<sup>83</sup>

**Benchmark 4: The BCO has made a good investment in strengthening the capacity of UNICEF internal staff and government counterparts. However, gaps remain.** As outlined in detail in Section 6.1, the BCO has invested in strengthening the capacity of its staff in C4D primarily through sending 16 people in total to the Ohio and UPenn courses in the time leading up to and including 2015.<sup>84</sup> Positive effects of the training are visible in terms of how C4D plans are designed and implemented, but there are still skills gaps and the deployment of trained staff is in the process of being adjusted. As explained in detail in Section 6.3.3, UNICEF has also been very active in providing capacity support to government counterparts. While this has been well received, there is not yet a clear capacity building strategy. Strategic partnerships to support and coordinate external C4D capacity development with national academic and government institutes are still in the pipeline but they look promising.

**Benchmark 5: The BCO has developed a wide range of materials detailing best practices, innovations and learning, but it could be more open about lessons learnt and it is not proactively learning from the C4D experiences of partners.** These materials include manuals, guides and tools that detail best practice and innovations in C4D. The following list of recent materials was provided in response to the evaluators’ survey:

- Most Significant Change case stories on eight key household behaviours;
- Guideline on IPT;
- Guideline on the formation and implementation of the Adolescent Radio Listeners Club;
- Training module on interpersonal communication skills;
- Training module on community engagement.

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<sup>78</sup> KIs 24, 25, 30

<sup>79</sup> KI 26

<sup>80</sup> KI 24

<sup>81</sup> KIs 25, 27

<sup>82</sup> KI 27

<sup>83</sup> KI 25

<sup>84</sup> As previously noted, four more participants attended the Ohio training this year (2016).

While most partners are appreciative of UNICEF's contribution to learning and tools in the C4D field, some indicated that 'UNICEF is not that good at sharing their experience and disseminating their lessons learned'.<sup>85</sup> One NGO partner remarked, 'UNICEF does share well but it could improve on openness about their failures as well as their successes';<sup>86</sup> another said, 'I don't think they take M&E seriously... They are rather low-profile about their successes – they don't showcase their learning so it's tough for people to benefit from their experience.'<sup>87</sup> Furthermore, several NGOs felt UNICEF could take a step up from consulting partners by positively valuing NGO experience in C4D and proactively *learning from* NGOs. Two partners talked about needing help from UNICEF 'to capture our own lessons, and experience'<sup>88</sup> and 'help us to manage knowledge and generate evidence on the communications we're doing'.<sup>89</sup>

### 3.3.3 Lessons learnt from building the capacity of counterparts

The following section looks at what lessons can be drawn from UNICEF Bangladesh's efforts to build the C4D capacity of its government and NGO partners.

**A range of strategies have been used in recent years to strengthen partners' C4D capacity, including training, short-term technical assistance and systems development.** A wide range of activities have been delivered to build the capacity of government counterparts and implementing agencies. The support has been provided to a diverse range of partners, including media professionals, government officials at central, district and *upazilla* level, youth groups, NGOs, village level committees etc., and covers all technical sectors. For example, in 2015 a total of 120 professionals of Bangladesh Betar national radio, Bangladesh Television, the Department of Mass Communication, community radio and private TV and radio channels received training on script writing and production on child rights issue – particularly on child marriage and autism. A total of 900 family welfare visitors and family welfare assistants received training on interpersonal communication skills. In addition, 2,077 persons – including 941 religious leaders – were trained on child rights and WASH issues (see Annex 5 for a complete list of capacity development activities that have been delivered in the past four years).

**The C4D Section in the BCO has given high priority to strengthening the C4D capacity of partner organisations and the gains are visible to UNICEF counterparts.** For example, one section chief said 'I'm lucky to have seen a shift in understanding in MOI – ministry people have a lot more understanding of C4D than they had four years ago. That's an achievement by C4D here in Bangladesh.'<sup>90</sup> A field office chief said, 'Government counterparts have understood the importance of C4D'<sup>91</sup> and another said 'I've seen the way that sector wide C4D has been established: the government health department itself set up a small component on health communication'.<sup>92</sup> Another section chief pointed out that the Ministry of Local Government had set up a social development division in the past four years, which is a significant turning point in terms of taking social/behaviour change issues seriously.<sup>93</sup>

**There have clearly been beneficial training sessions but there is a need to design capacity development activities together with partners to improve relevance.** All the government and NGO personnel interviewed who had received training or participated in learning events (workshops, etc.)

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<sup>85</sup> KI 25

<sup>86</sup> KI 27

<sup>87</sup> KI 24

<sup>88</sup> KI 30

<sup>89</sup> KI 27

<sup>90</sup> KI 31

<sup>91</sup> KI 17

<sup>92</sup> KI 14

<sup>93</sup> KI 3

praised the training received: ‘Two of us received training on C4D – it was attractive and useful. They gave us insights on the process of C4D. I’d like more training to do better work on C4D issues generally.’<sup>94</sup> But several informants from government lamented that ‘UNICEF sometimes plans their course of action independently – it has to be shared more – partners need to participate more actively.’<sup>95</sup> The same high official in MOI commented, ‘UNICEF is not nudging us – rather it is we who are pressing UNICEF to do things our way!’ A couple of NGOs, while appreciating the trainings, suggested that, ‘Strategic ideas development could take more inputs from partners: when we get invited to forums there’s 50–60 people in the room which is too many and it’s dominated by government officials.’<sup>96</sup>

**A key lesson learnt is to run local, tailor-made, trainings.** As trainings are expensive – although important and valued by partners – the key has been to partner with local training institutes (such as the National Institute of Mass Communication) and universities as well as to bring together professionals and audience for mutual learning, as happened, for instance, in the radio scriptwriting workshop on reproductive health in 2014. About this, one NGO participant said, ‘UNICEF brought together scriptwriters from Betar and other broadcasters. It was really effective and useful for my work. I learned adolescents’ point of view – adolescents were brought in to interact with the scriptwriters. It also enhanced my knowledge on reproductive health.’<sup>97</sup>

**Partners are ready to explore new ways of working and new C4D areas.** Various ideas about new C4D areas were expressed, from doing more to promote digital and mobile communications to a new strand of work on raising awareness about the vulnerability of women in cyberspace. However, perhaps the most interesting ideas relate to new partnership modalities. For instance, the C4D Section could help MOI work with other ministries to share information and skills between ministries. As one interviewee from CAP said, ‘MOI is just getting going on C4D and they could work with other ministries on things like public health communications and BCC – if you do it within government mechanism it can be really powerful.’<sup>98</sup> In addition, one NGO partner suggested scaling up the existing C4D partnership: ‘We could leverage our health workers to work on a larger scale with the same amount of money. We’d like to merge this UNICEF C4D project with our existing health communication programme.’<sup>99</sup> MOI proposed a secondment scheme whereby its field office officials could be seconded to UNICEF to build their C4D capacity – and this, it was suggested by MOI – could even work vice versa, with members of the UNICEF C4D team spending a month with Betar (national radio).<sup>100</sup>

### 3.4. Evaluability of C4D

This section presents our findings on the evaluability of C4D strategies and interventions and looks at what potential there is for assessing the impact of C4D programmes in the future. The framework used to assess evaluability has two parts. First, it looks at whether it is possible *in principle* to evaluate the impact of a C4D intervention. To make this assessment we look at whether there is a clear logic to the intervention, whether it is clear what behaviours are being changed, what the contribution of C4D activities are to this and how the behaviour change will affect the lives of women and children. The second part of the assessment involves looking at whether it is possible to evaluate the intervention *in practice*; this involves looking at what monitoring data are being collected on behaviour change, and the quality of the data, and assessing whether they are good enough to form the basis of an evaluation.

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<sup>94</sup> KI 29

<sup>95</sup> KI 30

<sup>96</sup> KI 27

<sup>97</sup> KI 24

<sup>98</sup> KI 31

<sup>99</sup> KI 25

<sup>100</sup> KI 30

The assessment of evaluability has been applied at two levels. Our first unit of analysis was the BCO Results Framework as a whole. Here, we assessed whether it would be possible to assess the effects of C4D programming across the entire country programme. Our second unit of analysis were two interventions with significant C4D components. These were selected based on the identification of sections with a strong C4D basis. The findings presented in this section have been informed by a range of data sources, including an in-depth review of the Results Framework and AWP's and, for each of the C4D programmes, a review of design and reporting documents. This was supplemented with interviews with key informants. In the case of one of the sampled interventions, we visited one of the implementation sites during our field visit.

**Key findings:**

- It is impossible, *in principle* and *in practice*, to evaluate C4D results in the Bangladesh 2012–16 country programme. C4D work is almost invisible in the Results Matrix so extracting the detail of the C4D work being done within all the programme sections, and isolating it in order to track, analyse and evaluate it, is challenging. Furthermore, the C4D-related indicators are low quality and often do not measure the results that they are proxies for.
- The evaluability of the two other sampled C4D programmes (Engaging Communities and WASH in Schools) is more positive. Both are judged evaluable *in principle* and *in practice*. Both programmes have contracted an external partner to collect data at baseline and endline specifically to isolate and analyse the impact of C4D activities. These studies are likely to be able to produce findings about the link between C4D activities and behaviour change in the near future.

**Based on the way C4D was positioned in the Results Framework, it would not be possible to assess the contribution of C4D programming to specific sector/section results in the current country programme.** To undertake the evaluability assessment, the Results Matrix and associated planning documents<sup>101</sup> were examined first. We judged that it was possible to evaluate C4D programming across the 2012–16 country programme neither in principle nor in practice by relying on the Results Matrix. As a result, we rated the Results Matrix 'red' on both issues. Although C4D has its own outcome<sup>102</sup> (one out of seven) across the whole country programme, this relates only to the C4D activities under the Engaging Communities programme (this is examined separately below and is judged to be evaluable). Aside from this particular programme, there are many behaviour and social change communication activities dotted all around the other sections' outputs, which means a lot of communications work is hidden among other activities. Nearly all sections have outputs that require behaviour change, demand creation or awareness raising, all of which involve some kind of communications work. For example, one of the key indicators for the Nutrition Section is 'Proportion of children 6–23 months of age who are fed four of four food groups', which is probably a target that requires household level behaviour change. But this output is not tagged as a C4D target or activity and it is impossible to tell from the Results Matrix whether it involves C4D or not. This implies that extracting the detail of the communications work involved within all the programme sections, and isolating it in order to track, analyse and evaluate it, would be very challenging. Baseline data have not been collected for many C4D-relevant results, and assumptions are made that, if an outcome is achieved and there was a C4D activity attached to it, the C4D activity must have been a success, which demonstrates a lack of rigour.

**The evaluability of the two other sampled C4D programmes is more positive.** The selection was of the Engaging Communities C4D programme (see background in Section 5.2.1), which aims to achieve behaviour change on three social norms and eight behaviours in 20 districts; and a WASH programme on hygiene education in schools targeting 1 million school children in 23 districts. In these programmes there

<sup>101</sup> Four key documents were examined and cross-compared: Summary CPD Results Matrix 2012–16, BCO RAM WASH COAR 2015, BCO RAM C4D COAR 2015 and Bangladesh Planned Outcomes or Outputs and Indicators by Business Area 27.01.2016.

<sup>102</sup> NB. Outcomes are also called Programme Component Results (IRs) and Outputs are also called Intermediate Results (IRs).

is much greater clarity in the theory underpinning the intervention, and the role that C4D results and activities play in this. It was possible to understand how C4D activities were being used to target specific behaviour changes. These programmes are judged evaluable in principle and have been given positive ratings overall.

### **3.4.1 Engaging Communities C4D programme**

This programme has contracted an external partner to collect data against the results framework: JPGSPH/BRAC University is collecting data at baseline, midline and endline. The methodology involves monitoring of C4D interventions through KMOS and entails process and results monitoring through knowledge and behavioural data collected from seven intervention and seven non-intervention *upazillas* (1,680 control areas compared with 1,680 treatment groups) within seven C4D programme districts, working with seven NGOs. In March 2015, JPGSPH/BRAC completed the baseline survey;<sup>103</sup> the endline will be done mid-/end 2016. By then, the study should be able to assess knowledge change and be able to attribute this (or not) to the UNICEF-supported C4D interventions, which include activities such as IPT, community dialogues and audio visual edutainment.

### **3.4.2 WASH hygiene education in schools**

This is part of a \$6 million Community Approaches to Total Sanitation (CATS) programme over two years (2015/16) funded by the UK Department for International Development (DFID) under a multi-country programme entitled Accelerating Sanitation and Water for All.

The CATS programme's output statement is '*One million school children in 23 districts have increased access to safe water and appropriate sanitation facilities through hygiene education by 2016*'. Most of the hygiene interventions are C4D activities, such as distribution of information, education and communication (IEC) materials; community level student councils (called 'school brigades'); promoting hygiene and hand-washing practices in schools; adolescent girl peer volunteers; quizzes and art competitions on sanitation and hygiene in schools; and commemoration of sanitation month, global hand-washing day and menstrual hygiene day. Partners are the Ministry of Health and several NGOs, notably CARE, Plan and Practical Action. There are no explicit C4D-related indicators for this programme in the RAM<sup>104</sup> and so the efficacy of the hygiene education appears to be being evaluated indirectly, using the adoption of hygiene practices (such as 'Proportion/number of school children in programme area using gender-segregated improved sanitation facilities'<sup>105</sup>) as a proxy indicator showing that the hygiene education has worked. In the overall DFID logical framework, the relevant indicator is the number of people reached with hygiene education, which is a process indicator not an outcome indicator.

Importantly, this programme is subject to an external evaluation,<sup>106</sup> which is asking about demand-side as well as supply-side indicators. As such, in principle it is possible to evaluate whether the C4D aspects of the programme are effective (therefore scored green (see Table 8)). A baseline study was conducted in 2015 and an endline is due later this year (2016). The baseline researched reception and recall of hygiene messages among school children and community members in a statistically significant survey, and found that 57% of respondents were able to recall at least two out of six specific messages relating to hand-washing.<sup>107</sup> So, if research is done again on messages recalled at endline and correlated with actual observed hand-washing behaviour, there is a good prospect of the efficacy of the hygiene education messages being properly evaluated. However, it is unclear at time of writing whether the endline study will

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<sup>103</sup> BCO RAM COAR 2015.

<sup>104</sup> BCO RAM WASH COAR 2015.

<sup>105</sup> Ibid, p.13.

<sup>106</sup> Baseline Survey 2015 Report, CATS Project, June 2015, submitted by Amal K Halder and Adam Biran.

<sup>107</sup> Ibid., p.16.

definitely collect data on message reception and recall, therefore the programme may not be evaluable in practice (thus it is scored amber).

In order to properly evaluate the C4D aspects of the programme, it would also be desirable to ask questions about dosage effects and about the quality of messages. For instance, a line of enquiry about dosage could compare hand-washing practices in schools that received no or fewer hand-washing/hygiene education messages with schools that received a larger number of hand-washing/hygiene education messages. Further, questions about quality of C4D/hygiene education messages could be along the lines of, 'Is hygiene education done in a participatory/entertaining style based on expressed preferences of the target group?' But there is no indication of this type of question being asked as part of the external evaluation of this WASH programme. This is unfortunate because these are just the kind of questions that C4D personnel throughout UNICEF (not just in the BCO) should be asking to enhance effectiveness.

Table 8: Evaluability assessment of the C4D components in the 2012–16 RAM, a country-wide C4D programme (Engaging Communities) and a sample WASH programme

Evaluability question and rating scale	BCO RAM	C4D programme (Engaging Communities)	WASH hygiene education in schools programme
<p><b>Is it possible <i>in principle</i> to evaluate the contribution of C4D to the impact of the intervention?</b></p> <p><b>Green:</b> There is a clear underlying logic to the design documentation, and the specific contribution of C4D is clearly articulated. In principle it is possible to evaluate the intervention.</p> <p><b>Amber:</b> There are gaps in the intervention logic and the contribution of C4D is not completely clear. Some improvements are needed before it would be, in principle, possible to evaluate.</p> <p><b>Red:</b> Both programme logic and specific contribution of C4D are unclear; significant improvements needed before it would be in principle possible to evaluate.</p>	<p><b>RED</b> Our review of the RAM indicated that it would not be possible in principle to conduct an evaluation of UNICEF's overall efforts around C4D by referring only to the RAM.</p> <p>First, the C4D results are often not clearly articulated. While it is clear that some results imply behaviour change, what the specific behaviour is that is sought is not explicitly spelt out. If these behaviour changes are not clearly articulated, they cannot be measured and therefore evaluated.</p> <p>Second, the causal logic in how C4D activities contribute to C4D results, which in turn lead to wider development outcomes, is not always clear. There is no clear theory of change for how C4D contributes to results.</p>	<p><b>GREEN</b> Our review of the results framework of the UNICEF BCO/Engaging Communities AWP is that it would in principle be evaluable.</p> <p>First, the results framework details a clear underlying theory of change, in which the role of C4D activities and behaviour change is clear. For example, output 1 details a set of C4D activities, such as 'training on script writing and production for TV and radio professionals on child rights issues' and 'establishing social norms change chapters in 7 districts and 21 <i>upazillas</i>', which clearly link to the outcome 'deprived community members in 20 selected districts practice key life-saving, care and protective behaviours, raise their demand for quality social services and promote social change with equity'.</p> <p>Second, there is relatively clear articulation of what behaviour change is being sought.</p>	<p><b>GREEN</b> Our review of the programme documents indicate that the C4D aspects would be evaluable in principle. The specific contribution of C4D is clearly articulated. C4D is here called 'hygiene education' and takes many forms, such as peer volunteers in schools, promotion of hand-washing by school brigades, quizzes and competitions to give school-children hand-washing messages and demonstrations of hygiene practices like good menstrual hygiene.</p> <p>The indicators are not explicitly related to C4D but there is an inferred causal logic in the programme design that allows, in principle, for observed good hygiene adoption to be correlated with reception of hygiene education messages.</p>
<p><b>Is it possible <i>in practice</i> to evaluate the contribution of C4D to the impact of the intervention?</b></p> <p><b>Green:</b> High quality data are collected on specific C4D activities and</p>	<p><b>RED</b> Our review of the monitoring data and data collection tools indicates that it would not in practice be possible to evaluate UNICEF Bangladesh's overall efforts around C4D if the RAM were to be used as the frame of reference.</p>	<p><b>GREEN</b> Our review of the monitoring data and data collection tools indicates that it would be possible to evaluate Engaging Communities.</p> <p>First, the indicators are clear and measurable. Second,</p>	<p><b>AMBER</b> UNICEF has recruited an external team to evaluate the whole programme, involving baseline and endline data collection. The baseline study has collected data about recall of hygiene messages. It appears that there will be good staff capacity to collect</p>

**results. Data are appropriately disaggregated and baselines are available. It would be possible in practice to evaluate C4D.**

**Amber: Gaps in data and/or questions about quality mean the CO needs to improve data collection before it will be possible in practice to evaluate.**

**Red: Significant questions about data quality and coverage remain and significant improvements are needed before evaluation is possible.**

Most of the C4D-related indicators have no baseline data attached to them (baselines were not done in many cases) and therefore it is not possible to estimate the extent of change that has taken place.

Data on behaviour changes are not systematically collected and traced back to C4D interventions to establish attribution or contribution.

they are linked to specific data collection tools, which are of high quality. Third, baseline, midline and endline data collection have been contracted out to an independent evaluation partner, which means there is adequate capacity (staffing skills, budget, etc.) to collect and analyse data appropriately. This partner is conducting quantitative surveys, in-depth interviews and focus group discussions in 1,680 treatment and the same number of control areas to monitor changes in behaviour, which should be attributable to individual C4D interventions.

adequate data. However, it is unclear whether the endline will be asking the question again about messages received and recalled on hand-washing by school children over the project period. It would also be desirable for the endline to come to some conclusions about the quality of the messages and the effects of message dosage on behaviour. Again, it is unclear whether or not such questions will be asked at endline.

## 4. Conclusions

### 4.1. C4D capacity development

UNICEF Bangladesh has always taken C4D seriously and, in line with the global drive to further strengthen C4D capacity across the organisation, the BCO has sent a large number of people to the US courses and committed itself to strengthening its own C4D Section. This has paid off and resulted in the picture we see today, which is generally positive, with significant amounts of C4D activity, a good number of champions and notable progress in programmatic areas with strong C4D components.

Overall, there has been a relatively strong investment in C4D capacity building in the BCO over the past four years. The evaluation found that the Ohio and UPenn courses were relevant and effective for the participants and well aligned with the needs of the CO. Partly because of these and other courses, and Bangladesh's long history of implementing C4D strategies, the evaluation found strong awareness and a good shared understanding of C4D among programme staff in the BCO. The new C4D chief's former experience in capacity development will provide an opportunity to move the agenda on this further in future.

There are robust champions within the BCO and there is high level backing for developing the capacity in C4D throughout the CO. While there are currently staff shortages at the central level, this appears to be a temporary gap, since recruitment is underway. Moving forward, there is a need for further training of technical staff, especially at field level, from sections such as WASH and Health, etc. There are also a few skills gaps in the current C4D Section (e.g. M&E, mass media skills, budgeting) and some imbalances in the way human resources are deployed. These could easily be dealt with, given that there is a pro-C4D stance at senior management level and a strong and cohesive C4D team.

### 4.2. Integration of C4D

C4D is fairly well integrated into planning process but communications activities, outputs and results suffer from being almost invisible in reporting because of the way most of them are hidden within the sections' outputs. This is, arguably, as it should be, given that C4D is meant to be a support function to other programmes. However, the C4D Section does have a particular behaviour change programme (the multi-

million dollar, seven-district Engaging Communities), which is much more visible. The problem with this is that it is perceived by some within the BCO as an attempt by the C4D Section to run a parallel programme of work, which is not properly integrated with the on-the-ground activities of the other sections; this creates friction within the CO.

The current structure of the C4D function provides a good way of operationalising C4D in a decentralised manner while still maintaining C4D expertise centrally. However, a significant barrier to integration is the way financial resourcing is allocated to C4D. At present, the input of the C4D Section into programme budgeting of OR resources is not always guaranteed, either because it is not solicited by sections in the first place or because the C4D Section is unable to persuade other sections to allocate it sufficient resources. Although there are several good examples of cooperation on funding proposals and cross-sectoral working methods, it would be better if there were a more formalised mechanism to ensure allocations to C4D are considered when sections are developing proposals.

The BCO is aware C4D needs to be better communicated to donors but, despite NYHQ efforts at evidence generation, there is still a real or perceived lack of data to prove convincingly that C4D works and presents good value for money. Greater investment in evidence generation on C4D would help resolve this problem and would probably result in more certainty over financial resourcing for C4D.

### **4.3. Implementation of C4D**

It is clear that Bangladesh has been and continues to be a lead country within UNICEF on C4D. C4D has been a key part of most sections' work, particularly in Child Protection. In addition, cooperation with CAP over mass media activities with MOI has been working particularly well. There have been a few problems coordinating activities on the ground because the long-term timescales for behaviour and social norms change are often out of sync with supply-side interventions. Furthermore, the intensive and highly localised nature of many C4D activities undertaken under the Engaging Communities programme means this is not something that is easily scaled up.

Performance across the benchmarks is positive, indicating that the quality of BCO implementation of C4D is good. Key areas for improvement are ensuring more resources are put into evidence generation and use; pushing for more participatory-style work by government partners; filling relatively small skills gaps among BCO staff and partners; promoting more openness and willingness to learn from partners.

The C4D Section in the BCO has given high priority to strengthening the C4D capacity of partner organisations and the gains are visible. Success to date has hinged on having strong local partners that UNICEF works with to deliver capacity support. Moving forward, this network of partners that can provide C4D support should be grown by UNICEF. Creating a large cadre of Bangladeshi C4D trainers to capacitate front-line workers across the country in both NGOs and government is an exciting vision for how UNICEF could build large-scale sustainable C4D capacity in government and implementing partners.

### **4.4. Evaluability of C4D**

The evaluability of UNICEF's RAM is low. It would not be possible, given the current monitoring and reporting structure, to assess the aggregate effects of C4D programming across the UNICEF Bangladesh 2012–16 country programme using the RAM as the unit of analysis. This is because there is a lack of clarity as to how C4D activities embedded within the sections link to outputs and outcomes. Furthermore, data on behaviour change are not systematically collected.

Our assessment of the two specific selected programmes – the Engaging Communities C4D programme and the WASH Hygiene Education in Schools Programme – is more positive. These are both evaluable and, indeed, are currently the subject of ongoing independent evaluation exercises. This suggests that, in

the future, were UNICEF to invest further in evaluating the impacts of its C4D work, the unit of analysis should be individual programmes where C4D is prominent, rather than the overall country programme.

However, as discussed in this report, evaluating C4D within sectoral programmes is not easy. It requires isolating results achieved purely through C4D interventions from results achieved by other means: this is rarely possible.<sup>108</sup> Quasi-experimental methods (comparing exposed with non-exposed populations) are necessary but such exercises tend to be elaborate, time-consuming and costly, in terms of both money and time. To the BCO's credit, these methods are being tried in the KMOS study by JPGSPH/BRAC: it will be instructive to understand the costs versus benefits of commissioning this particular study when it is completed.

## 5. Recommendations

### 5.1. C4D capacity development

1. **UNICEF Bangladesh should build on the substantial C4D training already done, by adding a few smaller-scale specialised courses/workshops to build internal capacity.** The following short courses are suggested:
  - a. For technical staff (from WASH, Health, etc.) at field level: basic skills in facilitation of community meetings, monitoring and quality control of participatory C4D activities, researching and writing-up of C4D case studies and success stories;
  - b. For current C4D staff in Dhaka: further training (short courses) in M&E, mass media expertise, communications in disasters and emergency response, budgeting skills.

Some of the internal training of field staff could be passed on by C4D staff who have already been trained in Ohio, if they are skilled in adult teaching methods; if this is not possible, it could be supplied by local providers. Individuals' skills gaps should be assessed prior to rollout of training. There may be a case for addressing skills gaps by requesting the regional C4D adviser to help run regional courses or workshops for C4D specialists across the region on specialised C4D issues.

2. **UNICEF Bangladesh should consider reducing the amount of community engagement work done directly by its C4D field officers and refocusing them on training and systems strengthening in C4D.** For this, their job descriptions should change slightly to look beyond community engagement and focus more on training, supporting, monitoring and evaluating counterparts within local government and NGOs to encourage them to deliver C4D approaches on a sustainable basis. C4D field officers should also spend more time delivering training and refresher workshops on aspects of C4D for their own colleagues within UNICEF on a rolling basis.

### 5.2. Integration of C4D

3. **UNICEF Bangladesh should redouble its efforts to mobilise financial resources for C4D within sectors.** Control mechanisms need to be put in place to ensure time and space are always given to considering an allocation for C4D when sections are drafting proposals to donors.
4. **UNICEF Bangladesh should not renew Engaging Communities as a stand-alone programme.** It is important that the C4D Section is not perceived to be trying to carve out a separate niche for itself and/or seen to be running a separate parallel programme. For this to happen, it would help if the Engaging Communities programme were not renewed as a stand-alone project, after its current phase

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<sup>108</sup> To summarise (and somewhat to caricature) the conundrum, the question is, 'Have people started washing their hands because a tap was installed or because they have read the poster urging them to do so?' The 'answer' is probably a mixture of the two but the first evaluation challenge is to isolate the effects of the poster from the effects of the tap installation.

comes to an end this year (2016). Cross-sector discussions need to be held to decide how the most successful aspects of the programme can be absorbed into sections' work and continued/scaled up.

### 5.3. Implementation of C4D

5. **UNICEF Bangladesh should redouble its efforts to adopt an open, flexible style of interaction over C4D with partners**, particularly NGOs, and should be more consultative, more willing to learn from partners/counterparts and more open to new partnership modalities. For instance the C4D Section could explore new ideas with MOI for information and skills sharing with other ministries. At the same time, the C4D Section should continue in the direction already taken, which is concentrating on the more upstream aspects of C4D – that is, inculcating and embedding good, participatory, C4D practice within key government departments and line ministries, especially at local government level.
6. **UNICEF BCO should consider commissioning a review/assessment of Meena.** On the Meena character, the evaluators welcome the fact there is an internal consultation on how to take this forward at the moment. Discussions are ongoing as to whether the character should be continued or phased out and where Meena should be housed in the long term. A full-blown evaluation of Meena and the effect the character has had in terms of behaviour or social change may be difficult to conduct (in the absence of baselines and given the crowded communications and development landscapes in Bangladesh). Therefore, a review or assessment might be a more promising way forward.<sup>109</sup>

### 5.4. Evaluability of C4D

7. **UNICEF Bangladesh should ensure C4D results are presented clearly in the results matrix for the new CPD.** This should include a clear theory of change or causal logic on how C4D activities link to sectoral results, a clear articulation of behaviour change results where relevant, clear indicators and a strategy for baseline data collection.
8. **UNICEF Bangladesh should consider investing further in evaluation of its C4D interventions.** This would entail generating evidence and hard data about the impacts and the value for money of C4D activities. For this, a number of sectoral programmes in which C4D is prominent could be selected and monitoring systems created at output and outcome levels. This may require UNICEF's input into building partner capacity to collect monitoring data and controlling for quality – although there are probably enough experienced NGOs with the capacity to do this kind of M&E, so the investment of time by UNICEF need not be too onerous. For instance, collaborating with NGOs that are already making their own investments in M&E, such as BBC Media Action, BRAC, FIVDB and others, is a possibility, as are partnerships with academic institutions.
9. **UNICEF Bangladesh should ensure the results of the JPGSPH/BRAC University evaluation of the Engaging Communities programme are widely publicised and lessons are learnt from it.** When positive behaviour change can be clearly attributed to C4D efforts, UNICEF should publicise this boldly and clearly, thereby leading the way in the donor and UN community on what C4D has achieved in the past and can achieve in the future. Once the results of the JPGSPH/BRAC University study are published, it would be instructive to conduct a cost–benefit analysis on it, to apply lessons from commissioning this particular evaluation to other C4D evaluation exercises, not only in UNICEF Bangladesh but also around the world.

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<sup>109</sup> This could include liaising with the RO and the India CO, which has already taken Meena to scale through schools and Meena radio.

# ANNEXES

## Annex 1 – Key References

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## **Recent and ongoing studies undertaken by UNICEF BCO**

- Evaluations of C4D interventions / of programmes with significant C4D components (Evaluation of H5N1 initiative in local markets (2013), KMOS Initiative in association with JOG/BRAC University - ongoing)
- Research on barrier and enablers to behaviour and social norms change (MORES Analysis, Formative Research on household practices – multi-year research)
- Research on barriers and enablers to empowerment and participation of children and communities (MORES Analysis, Profiles for areas in which Adolescent Radio Listener Groups are being conducted)
- Analysis of the communication context (Media reach, communication practices and networks, preference and content surveys/analysis). (Part of recent work with Asiatic Marketing Ltd on Ending Child Marriage)
- Formative research on 08 key child care and protective behaviours and 02 social norms
- Evaluation of Avian Influenza C4D Initiative – Improving Biosecurity in Live Bird Markets (2013),
- Monitoring of Media (television, radio and mobile film show) Component of Multi-media Campaigns

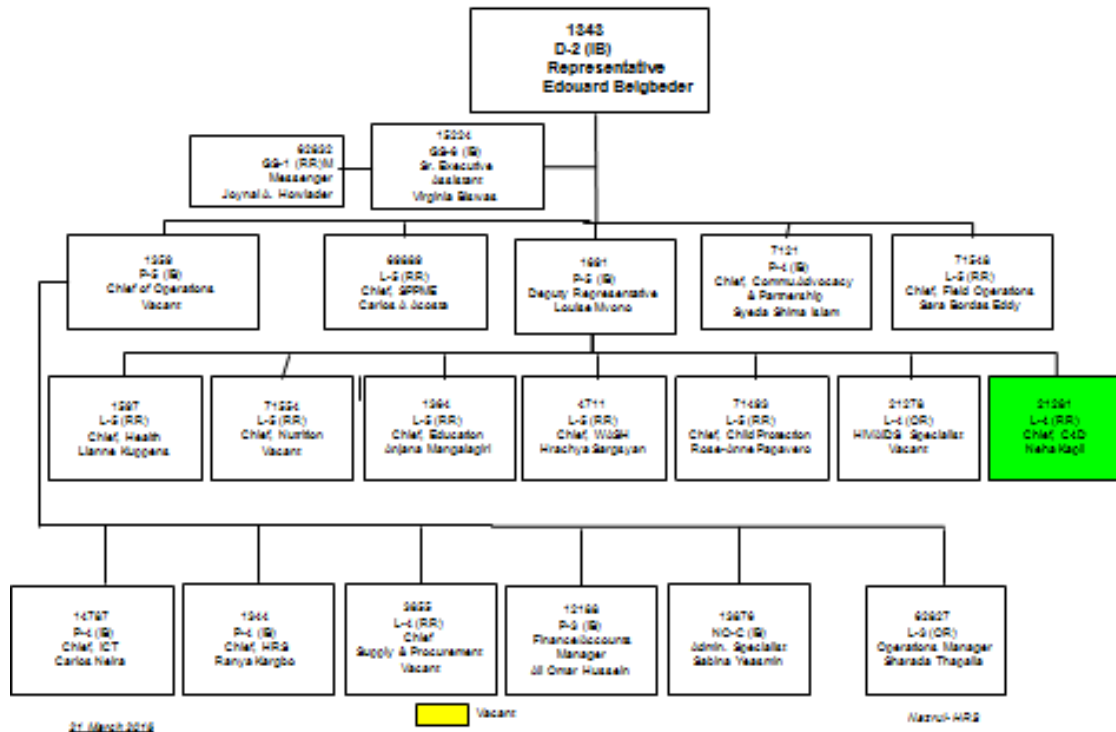
## Annex 2 – List of stakeholders interviewed

Date	Type of interview: Individual/group	UNICEF staff	NGO/Government partners
14.2.16	<b>individual</b>	Edouard Beigberger – Representative	
14.2.16	<b>group</b>	Towfique Ahmed; Christine Hofer; Madhuri Banerjee; Kafil Uddin; Omar Farooq; Kazi Dil Afroza Islam - Chiefs Field Offices	
14.2.16	<b>group</b>	Shirin Hussain; Tania Sultana; Sanjit Das; Sheikh Masudur Rahman; Gita Rani Das; Jamil Hassan; Syed Imtiaz Ahmed; Syeedul Hoque Milky; C4D Section	
15.2.16	<b>individual</b>	Louis Mvono – Deputy Representative	
15.2.16	<b>individual</b>	Neha Kapil – C4D Chief	
15.2.16	<b>group</b>	Reference group: Chief, SPPME: Carlos Acosta; C4D Specialist: Shirin Hussain; Shima Islam CAP; Alex Illmer SPPME; Shukrat Rakhimdjnov – Health Manager	Senior Research Associate, JPG SPH-BRAC: Ms. Shaila Nazneen; Senior Research Assistant, JPG SPH-BRAC: Mr. Nurul Islam; Executive Director, COAST Trust: Mr. Rezaul Karim Chowdhury
15.2.16	<b>individual</b>	Charlie Hrachya Sargsyan – Chief WASH	
15.2.16	<b>individual</b>	Shima Islam – CAP Chief	
15.2.16	<b>individual</b>		BBC Media Action: Razwan Nabeen
15.2.16	<b>pair</b>	Carlos Acosta & Alex Illmer - SPPMP	
15.2.16	<b>individual</b>	Rosanne Papavero – Chief CP	
15.2.16	<b>individual</b>	Shukrat Rakhimdjnov – Health Manager	
16.2.16	<b>group</b>	Omar Farooq and staff - Field office Mymensingh	
16.2.16	<b>group</b>		SUS: Rokeya Begum and staff
16.2.16	<b>individual</b>		MOI Netrakona: Mohamed Mukhlesur Rahman
17.2.16	<b>individual</b>		Bangl. Betar: Md Abdul Hoque

17.2.16	<b>pair</b>	BRAC: Asif Saleh and Mojibul Huq
17.2.16	<b>individual</b>	FIVDB: Bazle MUSTAFA RAZEE
18.2.16	<b>individual</b>	Ex-MOI: Kazi Akhtar
18.2.16	<b>individual</b>	MOI: S.M. Haroon-or-Rashid
18.2.16	<b>individual</b>	MOH (nutrition): Nasreen Khan

# Annex 3 – Organogram of the Bangladesh Country Office

## BCO Organogram (2015 – 2016)



## Annex 4 – Evidence of the effectiveness of Ohio and UPenn courses

### Evidence on the effectiveness of the Ohio C4D and UPenn Social Norms courses mapped against the Kirkpatrick framework for evaluating training

#### Level 1 - Reaction (satisfaction)

- C4D Section: - Ohio really enhanced my capacity, especially with the S. African NGO working in the slums in Jo'burg. Every C4D staff member should have this training!
- C4D Section: – I did the Ohio course in South Africa – it was a foundation for me. All the learning materials were fantastic. Very serious trainers. I think the course should be continued. It should include emerging issues.
- C4D Section: – I liked it because it was very participatory. We had to do our own comms strategy during the course.
- CP : Very useful, fantastic course. Very useful for me personally – it was directly applicable to my work.

#### Level 2 - Learning (knowledge, skills, confidence)

- C4D Section: Ohio enhanced my knowledge and skills. For example, how C4D is linked with Human Rights based approaches – whenever we design any strategy we think how it addresses HR approaches.
- C4D Section: For me as a C4D – person – I learned to dissect social norms from behaviour. As a practitioner it gave me a new lens to look at behaviours – if they are rooted in norms then we need to use different approaches for norm changes.

#### Level 3 - Application of learning (behaviour and practice)

- Field Chief: Our C4D officer went on the Ohio course in S. Africa. We're implementing the C4D AWP in 3 upazillas. He's implementing what he learned and he's training others.
- Field Chief: We're implementing through PCA partners – after s. Africa my C4D officer, when designing the proposal – his set of indicators was much better than previously. Our C4D officer is passing on his knowledge. He's supporting our health officers. He's really applying – it's a big improvement.
- Field Chief: my C4D officer received the training in 2013 – afterwards she applied her learning very well. As part of that the PCA partner was successfully managed. She also used her learning when we developed a proposal for improving health and nutrition for MCH – it has an inbuilt C4D proposal.
- Field Chief: After having the training they [my team] are providing better quality inputs. Especially the development of PCAs and a DFID-funded MCH project.
- Ohio course participant: - tea garden workers are really marginalised – when I compare them with the slums in Joburg - this was a good parallel – when I talk to colleagues we have to be very sensitive to their situation in the tea gardens – I talk to my colleagues about what I learned from Jo'burg on this sensitivity issue.
- Section Chief : Everyone made an informal pledge at the Ohio course to feed back to colleagues and everyone has done that.
- Section Chief: About the UPenn course: it was very useful for me personally – it was directly applicable to my work – I've used it. I wrote a strategy about child rights – I circulated my paper that I wrote within this office – it was used. Others who went [on Social Norms course], also applied their learning directly. For example someone from WASH went – she worked on MHM – this was very interesting. And afterwards we worked together on sexual education and adolescents.
- Section Chief: The staff in the sections aren't C4D trained people – so I sent one of my people in WASH to do the Ohio training. His portfolio is WASH in schools and policy/advocacy. He knows now which promotional materials are needed.

## Annex 5 – C4D capacity support delivered to partners by the Bangladesh Country Office in the past 4 years

Name / description of training	Target audience	Type of capacity support	Sector
<p>1.Planning and implementation of Interactive Popular Theatre performance at sub-nation national level on primary education related issues</p> <p>2. Facilitation skills</p> <p>3. Script development on various issues and Meena Communication</p> <p>4.Social norm change and on three Cs (child labour, corporal punishment and child marriage)</p>	<p>Government: District and upazila level officials of Directorate of Primary Education Theatre groups</p> <p>2. Adolescent Radio Listeners Group</p> <p>3. Government: Ministry of Information Media production professionals</p> <p>4. Members of social norm change forum at national level and social norm change chapters (government, NGOs, CNOS, Adolescents)</p>	<p>1.Training</p> <p>2. Training</p> <p>3. Orientation</p> <p>4. Orientation and briefing</p>	<p>1. Education</p> <p>2. C4D</p> <p>3. CAP for Ministry of Information (NIMC) National Institute of Mass Communication</p> <p>4. EECR project of Ministry of Women and Children affairs (MOWCA)</p>
Inter Personal Communication	Sub national level front line workers of Directorate of Family Planning	Training	C4D with Ministry of Health and Family welfare
Assessment, Micro planning and IPC	UNICEF Field staff and NGO partnersand	Facilitation and Training	C4D with WASH
Script writing on Child Rights Issues	Script writers of public and private sector Mass media including community radio	Training	C4D with Ministry of Information (MOI) through National Institute of Mass Communication
Programme production on Child Marriage, autism and child rights issues	Programme producers of public and private sector Mass Media including community radio	Training	C4D with MOI through National Institute of Mass Communication
Basic training on Adolescent Radio Listening Group (ARLG)	Regional directors, producers of Bangladesh Betar (Radio) of 13 regional stations, NGO	Training	C4D with MOI through National Institute of Mass Communication

	partners and selected members of ARLG		
Formation and implementation of ARLG	Members of Adolescent Radio Listening Groups	Training	C4D with MOI (Betar) and local NGO partners
BCCP Health Comms Course	Health and Comms Professionals	Facilitated the participation of GOB	
Communicating with Communities in Emergencies	Comms professionals, Dept of Disaster Management/ GOB	Co-facilitated along with BBC Media Action	
For Ward Devt Committees on HR, CRC, IPC, CD etc.	Community members/ Union parishad members	training	

## Annex 6 – Terms of reference for the evaluation

UNICEF Evaluation Office

### Communication for Development: An Evaluation of UNICEF’s Capacity and Action

Terms of Reference for an External Evaluation

#### 1. Background

Communication for development (C4D) is the application of the principles of effective communication to further development objectives. In UNICEF, C4D is defined as a “systematic, planned and evidence-based strategic process to promote positive and measurable individual behaviour and social change that is an integral part of development programmes, policy advocacy and humanitarian work”.<sup>110</sup> C4D operates through dialogue and consultation with, and participation of children, their families and communities. It privileges local contexts and relies on a mix of communication tools, channels and approaches. In UNICEF, C4D is not part of public relations or corporate communications. Rather, it is a cross-cutting programme implementation strategy firmly grounded within the human-rights based approach to programming (HRBAP).

During the 2006-2013 Medium-Term Strategic Plan period, C4D was operationalized as a cross-cutting strategy in its own right. The 2014-2017 Strategic Plan positions C4D as inherent to the implementation strategy of capacity development. C4D is part and parcel of all areas of UNICEF’s work as many of the targets of UNICEF’s strategic plans are strongly dependent on behavioural and social change for their impact, scale and sustainability. C4D is used widely in emergency response and the on-going response to the ebola epidemic has made C4D / social mobilization a key responsibility for UNICEF.

C4D has evolved from earlier approaches to development communication that used more top down ‘diffusion’ type models. These included “Information, Education and Communication” (IEC) used within UNICEF since the 1950s, “Project Support Communication” employed in UNICEF during the 1970s and “Programme Communication” used in the 1980s. Since the 1990s, based on the notion of participatory development, the emphasis has shifted to multi-directional communication methods, mix of channels, importance of dialogue/trust/mutual understanding, amplifying the voices of poor people and empowerment.

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<sup>110</sup> UNICEF Intranet; <https://intranet.unicef.org/pd/cbsc.nsf>; last accessed 10 September 2014.

In 2008, the Mid-Term Review of the 2006-2013 Mid-Term Strategic Plan (MTSP) found that 38 of the 52 Key Result Areas were strongly dependent on social and behavior change and positioned C4D as a cross-cutting strategy to achieve these. It thus formerly revitalized UNICEF's communication capacity and C4D became part of the re-formulated Division of Policy and Practice. A C4D Technical Unit was established at UNICEF Headquarters in 2008 to ensure more effective institutionalization of C4D within the organization. Since 2010, country offices have begun reporting on C4D as a key performance indicator and C4D also resonates with UNICEF's current focus on equity, social norms and Monitoring Results for Equity Systems (MoRES). The latter in particular is used at country-level to ensure that country office priorities include a behavioural and social change agenda.

Over the past years, UNICEF's C4D efforts at global level have focused on selected 'flagship areas.' These have included (1) Accelerated Young Child Survival & Development (ACSD) to achieve health related MDGs – particularly in Africa, the Middle East and Asia, with focus on essential family practices related to four life-saving, low cost interventions – promotion of oral rehydration therapy (ORT) to address diarrhea, exclusive breastfeeding (EBF) for the first six months, hand-washing with soap (HWS) and use of insecticide treated nets (ITNs) for malaria prevention; and (2) Ending Violence Against Children and Creating a Culture of Peace using a Life Cycle Approach – particularly in Latin America and the Caribbean, Eastern and Southern Africa, and the Middle East. At the country level, the scope of C4D programming has been much wider, with important C4D investments made across all areas of UNICEF's work. UNICEF response to the recent Ebola crisis has depended heavily on the use of C4D, especially in organizing programme response in the affected countries.

### **C4D Strategies, Capacity Development and Implementation Quality Benchmarks**

Following its inception in 2008, the C4D Technical Unit led the development of two frameworks to lay a comprehensive foundation for organizing and enhancing the C4D function and work within UNICEF. The two frameworks are the **UNICEF C4D Strategic Framework 2008-2011** and the **UNICEF C4D Capability Development Framework (CDF)**. Both frameworks have provided direction and served as a reference for C4D related action at all levels, including programmatic and capacity development priorities. In 2009, an organizational **Position Paper on C4D** further clarified the role and contribution of C4D to UNICEF's development and humanitarian programming. The proposed evaluation will draw heavily on all three documents.

Both the UNICEF C4D Strategic Framework and Position Paper on C4D have highlighted that staff members from all areas in the organization need to be adequately equipped with customized knowledge and tools to promote C4D in the development to drive behaviour and social change to advance the rights of children and their communities, and to demonstrate UNICEF's leadership in this area. The C4D Capability Development Framework (CDF) has elaborated on this further, identifying and providing guidance for the development of key competencies in C4D. Informed by a series of capacity assessments between 2006 and 2008, the framework has responded to a strong need among UNICEF staff members to enhance C4D related knowledge and skills in research, design and evaluation, as well as to create an enabling environment for allocation of resources.

In 2010, the Office of the Executive Director allocated \$1.5 million from thematic funds for capacity development in C4D which has enabled the development of various organizational learning platforms and resources; information and network mechanisms; as well as resource packs in areas such as for communicating with children, and research, monitoring and evaluation. Particular effort has gone into developing and running **UNICEF's learning programme on Communication for Development (C4D)** in partnership with Ohio University (Ohio Course). The course aimed to “build a critical mass of development professionals in UNICEF who are equipped with relevant knowledge, skills and tools to address socio-cultural determinants of UNICEF programmes and humanitarian actions through the use of C4D”. Launched in April 2011, the course has provided competency-based blended learning opportunity to an average of 65 UNICEF staff members annually in 2011, 2012, 2013 and 2014. The participants were mainly UNICEF staff members responsible for the C4D components of programmes, either as C4D Specialists (42%) and External Relations/ Communications Officers (20%), or as Programme Specialists from Health, Nutrition, WASH, ADAP, Child Protection, Education, Planning, M&E and Emergencies (28%).

A complementary initiative is the launch of the **UNICEF learning course entitled “Advances in Social Norms”** implemented through University of Pennsylvania (UPenn Course) starting in 2011 as a collaborative effort between Human Resources Division and Programme Division. The course developed in partnership with the University of Pennsylvania, USA aimed at providing UNICEF and partnering UN staff with the necessary knowledge, understanding, conceptual and practical tools, to address social norms and achieve social change for children in a variety of environments and cultures. The course examines social norms in the context of societal factors that drive inequities and fuel behaviours and practices that result in discrimination and deprivations and provides participants with tools that can effectively address social norms within the framework of human rights approach to programming. Communication for effective social change is one of the five main inter-linked themes of the learning course. The learning course has been offered annually since 2011 and it has evolved over time based on participant feedback. A total of 260 UNICEF staff from various programme areas have participated in the course.

Over the past years, C4D capacity building has been integrated in organisational priorities, processes and documents such as Situation Analysis, PPPM, CPDs, MoRES; wider partnerships and collaborations with UN and other agencies; increased focus on information knowledge management (IKM) and creation of a C4D community of practice; as well as competency development of UNICEF staff through a range of training and learning offerings beyond the Ohio course.

In addition, UNICEF has made significant investments in recent years in gathering and disseminating evidence and lessons from C4D programming in various contexts, including through collaboration with global partners and leaders in this area of work. This work has culminated in formulating a number of **benchmarks** for assessing the quality of C4D programme implementation.

## **Benchmarks to Gauge the Quality of C4D Implementation**

Six benchmarks have been developed to guide C4D implementation in the field and to serve as self-assessment checks. Information gleaned from the benchmarks is intended to feed into strategic planning for C4D.

1. C4D strategies are integrated within the country programme structure and results framework; and sectorial/cross-sectorial plans with budget allocations.
2. New or existing C4D task forces/working groups/committees of multi-sectorial stakeholders (governmental, non-governmental and academic) are established and functioning to plan, coordinate and strengthen C4D activities.
3. C4D plans/interventions are informed by, use and monitor data and evidence on behavioural and socio-cultural factors as well as media and communication contexts.
4. Participatory processes are used to engage community representatives and members (girls, boys, men and women especially those from marginalized/excluded groups) into sector programmes/interventions.
5. Plans/initiatives/ongoing programmes to strengthen C4D capacities of UNICEF staff, partners and counterparts are established at national and sub-national levels.
6. C4D best practices, impact assessments, tools, resources, innovations and lessons learned are documented and disseminated among key audiences.<sup>111</sup>

While the benchmarks serve as a basis for planning and assessing quality of C4D programming, the measurement and assessment of outcomes from C4D programmes is a challenging undertaking as it requires measuring sectoral results to which C4D contributes. This also requires sector specific focus and use of specific outcome and impact indicators. Considerable work has taken place in providing guidance for monitoring and evaluation C4D initiatives. A major initiative in this respect is the United Nations Inter-agency Resource Pack on Research, Monitoring and Evaluation in C4D (2011) to which UNICEF made significant contributions. Based on an extensive literature review and consultations, the resource pack provides good examples of research, monitoring, and evaluation in C4D within the UN context including a focus on impact assessment. There is a need for UNICEF to examine the extent to which programmes are sound in terms of their results-based orientation and their M&E strength in C4D to determine their feasibility for impact evaluations in the coming years.

## **2. Evaluating C4D Capacity and Action in UNICEF**

A corporate decision was made in 2013 to externally evaluate C4D in UNICEF and to include this topic in the corporate evaluation plan. Subsequently a consultative process followed to scope the evaluation including an assessment of what could be evaluated given data, time and budget limitations to produce a report that would be forward looking and useful to strengthen UNICEF's C4D capacity, field level actions and results. Through this process, it was determined that the evaluation will focus on 3 main components:

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<sup>111</sup> C4D Strategic Vision and Policy Framework for Implementation of UNICEF's Strategic Plan 2014-2017, Draft of June 2014.

a) C4D capacity development including the adequacy of C4D approach/strategies and their integration in country programmes; outcomes of the key learning initiatives especially the C4D and social norms course; and establishment of organizational systems, structures, processes and the relevant policies, guidance, tools required for mainstreaming C4D in all relevant areas of UNICEF's work. The evaluation will also document UNICEF's role and comparative advantage in undertaking external capacity development and propose the way forward for strengthening C4D partnerships at all levels.

b) UNICEF action at the field level – in development as well as emergency contexts – for mainstreaming C4D in UNICEF programmes, i. e. effective C4D programming. This component will be assessed to a large extent based on the 6 benchmarks listed above for assessing C4D implementation quality at the field level.

c) The evaluation will not explicitly assess the outcomes of C4D interventions but will include an assessment of the evaluability of results (outcomes and impact) flowing from C4D interventions and outline options for evaluation of such results in the coming years. Assessing results from C4D interventions requires a much broader and ambitious evaluation with focus on sector specific data. Such evaluation could be considered during the implementation of the second half of the Strategic Plan.

### **Evaluation Objectives and use**

UNICEF is regarded as one of the lead agencies in promoting and using C4D as a cross-cutting programme strategy to realize the MDGs and children's rights. In recent years, especially since 2009, UNICEF has made significant investments on its own institutional capacity development and in addition it has also played an important role in international and national level capacity development while working with a variety of partners and stakeholders. As C4D is still evolving in UNICEF, there is a need to assess the outcomes of the capacity development efforts and experience gained in terms of effective C4D programming in recent years. The findings of the evaluation will generate credible and forward looking evidence which will guide UNICEF's future C4D work and partnerships in implementing the 2014-2017 Strategic Plan (SP) and country programmes. The evidence from the evaluation and its recommendations will feed into the mid-term review of the 2014-17 Strategic Plan and in the formulation of an updated C4D strategy / framework and related guidance. The evaluation will also help determine UNICEF's particular comparative advantage so as to inform UNICEF's engagement in the wider development communication community, and effectively position itself for C4D related contributions to advance the post 2015 sustainable development agenda and children's rights in the coming years.

The purpose of the evaluation is to generate credible and useful evidence regarding the requirements for successful implementation of C4D approaches in order to guide and strengthen UNICEF's future action and results in this area.

The main objectives of the evaluation are as follows:

- Assess the relevance, efficiency and effectiveness of UNICEF's capacity development strategies and interventions relating to C4D in terms of a)

developing individual knowledge and competences and b) enhanced institutional capacities; and identify the factors driving or constraining effectiveness;

- Assess the extent to which and how appropriately C4D functions have been integrated into UNICEF offices and programmes (“mainstreamed”); the extent to which UNICEF has achieved adequate and consistent coverage of C4D capacity in relation to programme requirements; and the extent to which the implementation of C4D approaches has been supported or constrained by available capacities;
- Assess how relevant C4D related planning and implementation (including through use of proposed benchmarks) has been to the country/programme needs/context and beneficiary needs and demands; how far they have taken account of cross-cutting issues, notably gender equality; and identify factors driving or constraining the relevance of C4D-related planning and programming;
- Review C4D related performance monitoring, knowledge management and assess the evaluability of results (outcomes, impact) achieved through programmes using C4D interventions and the likely sustainability of those results;
- Based on evidence gathered, provide clear conclusions and recommendations for policy and management decisions to further institutionalize C4D in UNICEF and strengthen its contribution to country programme results within the context of UNICEF’s overall commitment to equity.

### 3. Evaluation Scope

The evaluation will cover the period from 2010 to 2014 with greater focus on the past 3 years. It will be forward-looking (formative) in nature, i.e. suggesting avenues for sustaining gains, identifying new opportunities and addressing challenges in fully institutionalising and mainstreaming C4D in UNICEF’s work at all level. The evaluation questions will be organized around the evaluation criteria of effectiveness, relevance/appropriateness, efficiency and sustainability and also address specific cross-cutting issues, giving specific attention to gender equality. The main evaluation questions are as follows:

- How coherent and appropriate is UNICEF’s organisational C4D capacity development framework (2011-14)? How appropriate are specific strategies and interventions including the learning programme implemented through Ohio University and the Social Norms Course (UPenn Course)? Are they relevant to all sectors? How adequate is UNICEF’s global strategy / guidance on C4D including **cross-cutting** aspects related to human rights, gender equality and equity and their integration in the sectoral strategies?
- To what extent have the results (goals and objectives) of UNICEF’s organisational C4D capacity development framework been realized and what conditions / factors have led to the achievement

of results in terms of capacity strengthening? How far have C4D capacity development initiatives - including the learning programme implemented through Ohio University and the Social Norms Course – been relevant, efficient and effective?

- How far has C4D been integrated into UNICEF’s systems, structures and procedures at each level? Is the level of integration and coverage sufficient and consistent enough to meet programming requirements for countries in various settings including middle income countries and those in emergencies?
- How efficient are the C4D capacity development interventions by using cost effective options in design / implementation? Are there other efficiency issues (including processes involved, quality of outputs) that compromise C4D capacity development results and their sustainability and scale up? Are there any factors – technical, institutional, financial -- that undermine the sustainability of results achieved from capacity development interventions?
- What has been the experience of implementing C4D approaches at the country level especially in countries which have invested relatively heavily in both C4D capacity development and programme components (to be assessed based on a selection of selected country case studies and focusing on 3-4 sectors that will be identified during the inception phase)? What are the pathways to effective C4D programming at the country level including those related to the principles of participation and empowerment?
- To what extent have the benchmarks for C4D implementation been applied? How sound and strong is M&E work and What conclusions can be drawn regarding the quality of C4D programming and the potential for assessing C4D intervention impact in various settings?
- What is UNICEF’s experience and what key lessons can be drawn from the use of various strategies and interventions for strengthening C4D capacity of counterparts at the national, regional, global levels?
- What conclusions, lessons and recommendations can be drawn for the future, to the extent required, (a) for better capacity development; (b) for stronger and systematic “mainstreaming” of C4D; (c) for improved implementation; (d) for stronger planning, monitoring and management of C4D activities; and (e) for conducting rigorous outcome and impact evaluations of results to which C4D interventions have contributed.

The evaluation questions will be further detailed through the consultation during the inception phase of the evaluation.

#### **4. Evaluation Approach and Methodology**

##### **Conceptual framework and benchmarks:**

The evaluation scope covers an examination of the both what and how (i e. the theory as well as the practice) aspects of C4D capacity and programming in UNICEF. Assessing the effectiveness of C4D

capacity development will require looking at appropriate approaches to assessing capacity development (focusing both on process and results); UNICEF's capability development framework; and use of relevant capacity development benchmarks. The evaluation will consider the pathways to change / results chain in C4D capacity development framework and assess the extent to which the planned results are realised. An explicit design for assessing the Ohio University learning programme and the Social Norms Course (UPenn Course) will be formulated during the inception phase which will consider the objectives of the course, process used and results achieved.

As a starting point, the evaluation will consider the framework / theory of change used for C4D capacity development in UNICEF and assess its adequacy. The evaluation will also consider other relevant frameworks and develop a broad-based conceptual framework which will be applied in assessing C4D capacity development in UNICEF<sup>112</sup>. It is envisaged that the evaluation will need to adopt a broad-based view of capacity development which considers several levels: a) the enhancement of individual/group - level skills, knowledge, competencies; b) the establishment, at each organisational level, of necessary organisational structures, processes and systems and the relevant policies, guidance, tools; c) the provision of adequate resources and resource mobilisation strategies.

The second main component of the evaluation concerns examination of mainstreaming of C4d at all levels of the organisation in various contexts and results in terms of effective programme implementation. The starting point for evaluating this component will be to consider the 6 benchmarks that have been proposed for assessing success in C4D implementation at the field level. These benchmarks will be adjusted or expanded with additional benchmarks and indicators that might be identified based on further literature review and consultation during the inception phase. Effective C4D programming will consider the use of RBM and HRBAP, and equity principles; and aspects related to integration of C4D in various programme areas and the potential for generating C4D results (outputs and potential outcomes).

The third component of the evaluation, assessment of the evaluability of C4D results and their sustainability will be based on a review of recent literature and example of relevant literature and its application to C4D. The main parts of an evaluability assessment include the conceptual thinking and programme theory of change; clarity of strategies and interventions; adequacy of the results framework; use of appropriate indicators for programme/results monitoring, and the provisions made for qualitative and quantitative data including allocation of adequate technical and financial resources.

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<sup>112</sup> For instance, a recent World Bank publication *Guide to Evaluating Capacity Development Results* makes the following proposition "Capacity development entails the purposeful use of knowledge and information to achieve capacity outcomes. These outcomes enable local agents of change to trigger or advance positive changes that contribute to the achievement of a particular development goal. Understanding the "program theory" or "program logic" underlying a capacity development intervention is a critical early step for discovering or telling a capacity development results story." (World Bank, 2012: p. 12)

### **Phases of the evaluation:**

- Preparation and team recruitment
- Inception phase (detailed scoping and methodology, evaluation framework/indicator development, data collection tools)
- Data collection (interviews, surveys, visits to case study countries)
- Analyses and reporting
  - Country case study reports (4-5, to be determined during the inception phase)
  - Main Evaluation Report (Main Volume with Annexes)
  
- Dissemination and utilization

### **Data sources:**

During the inception phase, a detailed evaluation matrix will be developed which will specify relevant indicators and data sources that will be used for gathering information at each organizational level. Data collection will occur in two stages. In the first phase data will be collected through desk reviews, interviews (at HQ and RO levels) and a brief questionnaire to UNICEF country offices to gauge the depth of C4D programming and the extent to which the CO is involved in learning and capacity development initiatives and C4D programming. This phase will be used to identify countries (4-5) which will be included for short case study field visits and countries (20-25 countries) which will be included for extensive desk review and analysis. The inception report will provide a clear justification for the countries to be sampled.

During the second phase, it is envisaged that data collection will involve the following main sources:

- a) Interviews with headquarters and regional staff and counterparts in partner agencies including the 2 universities which are involved in the C4D learning programme.
- b) An in-depth desk-review of key programme documents, a detailed questionnaire-based survey of and follow up phone interviews with selected staff of 20-25 country offices which will be sampled based on an appropriate sampling strategy which allows assessment of C4D capacity development and effective programming in various country/programme contexts.
- c) Short field visits to 4-5 countries for in-depth assessment of C4D programming and how capacity development has contributed to effective programming. The country case studies (4-5 countries) will allow an assessment of the extent to which C4D capacity development and other inputs have translated into effective C4D programming at the country level. Data collection at the field level will involve review of programme documents and annual reports, key informant interviews, focus group discussions with service providers including implementing counterparts and observation visits to selected project sites to assess the local level implementation of key C4D initiatives.

- d) In addition, a short survey based on emerging findings may be administered to test how far findings are meaningful more widely across the organization and how far they may be generalized.

The methods suggested above are indicative. In the inception report, the evaluation team will have the flexibility to suggest innovative data collection and analytical methods that can be adapted to conduct the evaluation.

### **Analysis and reporting:**

Data analysis and reporting will take place in 3 stages. The first stage will be the analysis of data from the desk review, interviews (HQ and ROs) and survey data and drawing relevant findings and conclusions. The second phase will involve analysis of data gathered from the case study countries and preparation of brief country-specific reports. The third phase will involve synthesis of the findings from the entire exercise including those coming from the analysis of data from 20-25 desk review countries and formulation of the main evaluation report which responds to evaluation objectives and questions.

## **5. Management Arrangements**

**Evaluation Management Structure:** The evaluation will be conducted by an external evaluation team recruited by UNICEF's Evaluation Office in New York. The Evaluation Team will operate under the supervision of a dual-tiered evaluation management and oversight structure. Direct supervision is provided by a Senior Evaluation Officer at UNICEF's Evaluation Office (EO), supported by an Evaluation Specialist. The EO will be responsible for the day-to-day implementation of the evaluation and management of the evaluation budget; ensure the quality and independence of the evaluation and guarantee its alignment with UNEG Norms and Standards and Ethical Guidelines; ensure the evaluation findings and conclusions are relevant and recommendations are implementable; and contribute to the dissemination of the evaluation findings and follow-up on the management response.

The advisory organ for the evaluation is the **Evaluation Advisory Group (EAG)**, bringing together a mix of UNICEF managers and advisors as well as outside experts (TBD). The EAG will have the following role: a) contribute to the conceptualization, preparation, and design of the evaluation including providing feedback on the terms of reference, participating in the selection of countries for desk review, and providing feedback and comments on the inception report. b) provide comments and substantive feedback to ensure the quality – from a technical point of view - of the draft and final evaluation reports; c) assist in identifying UNICEF staff and external stakeholders to be consulted during the evaluation process; d) participate in review meetings organised by the EO and with the evaluation team as required; e) play a key role in learning and knowledge sharing from the evaluation results, contributing to disseminating the findings of the evaluation and follow-up on the implementation of the management response.

## **Evaluation Team**

The evaluation will be conducted by engaging a committed and well-qualified team which possesses evaluation as well C4D subject matter expertise and related competencies required for a global evaluation. It is envisaged that the team will have the following profile:

One (1) senior-level **Team Leader** (P5 Level) who has the following qualifications:

- A strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used;
- Extensive evaluation expertise (at least 12 years) with strong mixed-methods evaluation skills and flexibility in using non-traditional and innovative evaluation methods;
- A strong commitment to delivering timely and high-quality results, i.e. credible evaluations that are used;
- Extensive technical and practical development expertise, and familiarity with UNICEF's country-level operations;
- In-depth knowledge of the UN's human rights, gender equality and equity agendas;
- Solid understanding of communication for development as a practice area;
- Specific evaluation experience in the communication for development area is strongly desired, but is secondary to a strong mixed-method evaluation background so long as the C4D expertise of the team members (see below) is harnessed to boost the team's collective understanding of issues relating to development communication;
- Commitment and willingness to work in challenging environments and independently, with limited regular supervision;
- Good communication, advocacy and people skills; ability to communicate with various stakeholders and to express concisely and clearly ideas and concepts in written and oral form;
- Language proficiency: Fluency in English is mandatory; good command of French and/or Spanish.

The Team Leader will be responsible for undertaking the evaluation from start to finish and for effectively managing the evaluation team, for the bulk of data collection and analysis, as well as report drafting in English.

One (1) **Evaluation Expert** (P4 Level) with the following credentials:

- Significant experience in evaluation, applied research or M&E with exposure to communication for development programmes (at least 8 years relevant experience) and/or to evaluation of capacity development initiatives.
- Hands-on experience in collecting and analyzing quantitative and qualitative data;
- Familiarity with UNICEF's programming and advocacy work (would be an asset);
- Commitment and willingness to work in a challenging environment and ability to produce quality work under limited guidance and supervision;
- Good communication, advocacy and people skills; ability to communicate with various stakeholders and to express ideas and concepts concisely and clearly in written and oral form;
- Language proficiency: Fluency in English is mandatory; good command of French and/or Spanish is desirable.

The evaluation expert will play a major role in data collection and analysis, and will make significant contributions to report writing.

Two (2) **Analysts** (P1/2 Level, part-time involvement) who have the following qualifications:

- **Research Analyst:** At least 3 years of progressively responsible experience in both qualitative and quantitative data analysis methods;
- Experience in supporting senior evaluator in ensuring use of consistent interview protocols, templates for recording and reporting on interviews, standard case study report formats and a comparative table of findings;
- Familiarity with communication for development.
- **Data & Systems Analyst:** At least 3 years of progressively responsible experience in IT systems and data management;
- Expertise in handling collaborate teamwork software, in database management and knowledge management for evaluation;
- Commitment and willingness to handle back-office support, assisting the team with logistics and other administrative matters, is also expected.

The team on the whole is expected to be balanced with respect to gender, origin (developed/developing countries) and linguistic capacity (English/French/Spanish must be covered). The evaluation team should demonstrate a firm grasp of the ethical issues associated with working with children and of the recognition that the safety and welfare of rights-holders is paramount.

## **Deliverables**

The evaluation is expected to be completed between July 2015 and June 2016.

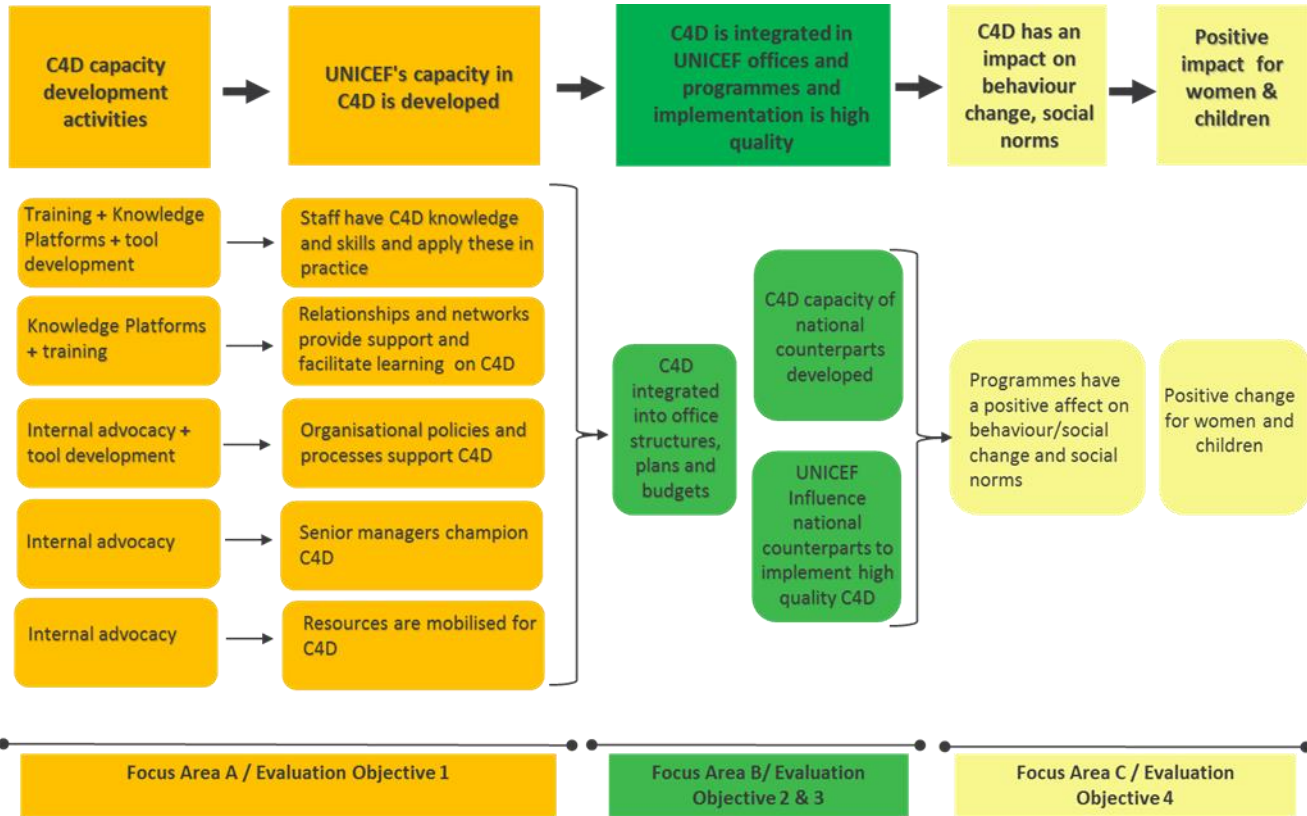
The main deliverables include the following:

- An inception report (20-30 pages plus annexes);
- Country case study reports on effective C4D programming (4-5 reports; 20-25 pages each);
- An evaluation report (60-70 pages plus annexes) including an Executive Summary (5 pages);
- An evaluation brief on key findings, conclusions and recommendations (4 pages) for broad distribution;
- A PPT presentation of key findings, conclusions and recommendations.

## 6. Timeframe

Date	Milestone
Jan-February 2015	Finalization of TOR; Issuance of call for Expressions of interest
April 2015	Issuance of Request for Proposals to selected firms
July 2015	Recruitment of evaluation team
August/September 2015	Inception phase; Report finalized by early October
October – January 2016	Data collection and analysis <ul style="list-style-type: none"><li>- Review of C4D training and learning programmes, as well as strategies and systems</li><li>- Desk review</li><li>- Short country case studies</li></ul>
February – April 2016	Drafting of the evaluation report
May/June 2016	Draft review and revision
End June 2016	Final report submission

## Annex 7 – UNICEF’s theory of change for C4D capacity and action



## Annex 8 – Evaluation matrix

Evaluation questions and sub-questions	Indicators	Data sources	Data collection and analysis methods
<b>Focus area A. CAPACITY DEVELOPMENT</b>			
<b>EQ 1. How coherent and appropriate is UNICEF’s organisational C4D capacity development framework?<sup>113</sup></b>			
<b>1.1 How well does the CD framework respond to UNICEF’s C4D capacity needs?</b>	<ul style="list-style-type: none"> <li>Alignment between CD framework and outcomes of the 2006 and 2008 capacity needs assessments</li> </ul>	<ul style="list-style-type: none"> <li>CD Framework; 2006 and 2008 capacity needs assessments</li> <li>Stakeholders at <b>HQ</b>: C4D Section, OLDS</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Key informant Interviews (KIIs)</li> </ul>
<b>1.2 To what extent does the CD framework provide a clear vision and strategic direction to C4D capacity development efforts?</b>	<ul style="list-style-type: none"> <li>CD framework underpinned by clear theory of change</li> <li>CD framework includes clear and measurable goals and objectives</li> <li>Components of CD framework aligned and support each other</li> </ul>	<ul style="list-style-type: none"> <li>CD Framework</li> <li>Stakeholders at <b>HQ</b>: C4D Section, OLDS</li> <li>Stakeholders at <b>RO</b>: regional C4D advisors</li> <li>Stakeholders at <b>CO</b>: C4D staff</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> </ul>
<b>1.3 To what extent has the CD framework evolved in response to changing needs / demands and learning?</b>	<ul style="list-style-type: none"> <li>Revision of CD Framework in response to internal and external needs/demands</li> <li>Revision of CD Framework in response to learning</li> </ul>	<ul style="list-style-type: none"> <li>CD Framework; C4D strengthening initiative; C4D Vision and Policy 2014-17</li> <li>Stakeholders at <b>HQ</b>: C4D Section, OLDS</li> <li>Stakeholders at <b>RO</b>: regional C4D advisors</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> </ul>
<b>EQ 2. How effective has UNICEF’s technical guidance<sup>114</sup> on C4D been in providing support and direction to those involved in C4D programming? How effectively does it integrate cross-cutting issues such as human rights, gender equality and equity?</b>			
<b>2.1 To what extent does the technical guidance provide a comprehensive package of support on C4D?</b>	<ul style="list-style-type: none"> <li>Number, sector, geography of C4D technical guidance produced</li> </ul>	<ul style="list-style-type: none"> <li>Technical guidance reports / document</li> <li>Stakeholders at <b>RO</b>: regional C4D advisors</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> <li>Survey C4D staff</li> </ul>

<sup>113</sup> UNICEF does not have a single strategy or framework for C4D capacity development, however the Terms of Reference highlight the following documents as key: UNICEF C4D Strategic Framework 2008-2011; UNICEF C4D Capability Development Framework (CDF); Position Paper on C4D. During the inception phase it was confirmed with the C4D Section that these constitute the C4D capacity development framework

<sup>114</sup> The definition of Technical Guidance used in the evaluation is: written documentation such as: toolkits, guides, and manuals.

	<ul style="list-style-type: none"> <li>Evidence of gaps in coverage (sector, issue, geography etc)</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: C4D advisors, technical advisors involved in programmes with C4D components</li> </ul>	
<b>2.2 To what extent is the guidance used and has it contributed to changes in practice? Why / Why not?</b>	<ul style="list-style-type: none"> <li>Evidence that technical guidance being read/used</li> <li>Evidence of technical guidance contributing to improved knowledge and skills</li> <li>Evidence that technical guidance contributing to changes in practice</li> <li>Barriers and enablers of use and changes to practice</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>RO</b>: regional C4D advisors</li> <li>Stakeholders at <b>CO</b>: C4D advisors, technical advisors involved in programmes with C4D components</li> </ul>	<ul style="list-style-type: none"> <li>KIIs</li> <li>Survey of C4D staff</li> </ul>
<b>2.3 Has the guidance been integrated with other capacity development initiatives such as training?</b>	<ul style="list-style-type: none"> <li>Extent to which technical guidance referenced in material from other capacity development interventions</li> </ul>	<ul style="list-style-type: none"> <li>Technical guidance reports / document; material from other CD initiatives</li> <li>Stakeholders at <b>HQ</b>: C4D Section, OLDS</li> <li><b>External</b> stakeholders: Designers of CD initiatives</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisors</li> <li>Stakeholders at <b>CO</b>: C4D advisors</li> </ul>	<ul style="list-style-type: none"> <li>Document review (using checklist)</li> <li>KIIs</li> </ul>
<b>2.4 How effectively does the technical guidance integrate cross-cutting issues such as human rights, gender equality and equity?</b>	<ul style="list-style-type: none"> <li>Level of integration of human rights in technical guidance documents</li> <li>Level of integration of gender equality in technical guidance documents</li> <li>Level of integration of participatory approaches into technical documentation</li> <li>Level of integration of approaches to towards the inclusion of people with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>Technical guidance reports / documents</li> </ul>	<ul style="list-style-type: none"> <li>Document review using template for assessing integration of cross-cutting issues</li> </ul>

**EQ 3. To what extent have the overall results (goals and objectives) of UNICEF's organisational C4D capacity development framework been realized?<sup>115</sup> What factors have supported / hindered the achievement of results in terms of capacity strengthening?**

<p><b>3.1 To what extent have staff at regional and country levels improved their knowledge and skills to design and implement C4D programmes, and to what extent do they put these into practice? What have been the enablers / barriers to this?</b></p>	<ul style="list-style-type: none"> <li>Improvement in knowledge and skills to design and implement C4D programmes</li> <li>Evidence of skills being put into practice</li> <li>Barriers / enablers of improvements in knowledge, skills and practice</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, past participants of C4D CD initiatives</li> <li>Stakeholders at <b>CO</b>: Section Chiefs, C4D advisors/focal points, technical leads/specialists, Deputy Country Representative, communication specialists, facilitators / trainers of C4D CD initiative</li> </ul>	<ul style="list-style-type: none"> <li>Kills</li> <li>Survey of C4D staff</li> </ul>
<p><b>3.2 To what extent have networks and relationships between staff at global, regional and country level and external experts / partners been established that provide support / facilitate the sharing of learning on C4D? What have been the enablers / barriers to this?</b></p>	<ul style="list-style-type: none"> <li>Accountabilities and responsibilities across different levels established and understood</li> <li>Oversight, support and learning taking place between HQ, RO and CO</li> <li>Strength, diversity and effectiveness of relationships with external experts / partners at HQ, RO and CO levels</li> <li>Barriers / enablers of support and learning between levels</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>HQ</b>: C4D Section, Sector sections</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal points,</li> <li>Stakeholders at <b>CO</b>: C4D advisors/focal points, national partners</li> </ul>	<ul style="list-style-type: none"> <li>Kills</li> <li>Survey of C4D staff</li> </ul>
<p><b>3.3 To what extent do core organisational policies and processes at the global level support the integration of C4D in programmes?</b></p>	<ul style="list-style-type: none"> <li>Level of integration of C4D in core UNICEF policies and processes (eg MORES, guidance on SitAnalysis, guidance on CPDs, UNDAF etc)</li> </ul>	<ul style="list-style-type: none"> <li>Core policies and process associated with planning and reporting including: PPPM, MORES, CPD templates and guidance etc.</li> <li>Stakeholders at <b>HQ</b>: C4D Section, Field Results Group, Data, Research and Policy Division</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal Points,</li> </ul>	<ul style="list-style-type: none"> <li>Document Review</li> <li>Kills</li> </ul>

<sup>115</sup> There is no formal overall goals and objectives for UNICEF's organisational capacity development framework. The evaluation team therefore extracted the outcomes from the C4D Strategic and Plan for Action 2008-2012 that are capacity development focused, and has assumed these are the best representation of what the goals and objectives of UNICEF's C4D capacity development efforts were. This understanding was discussed and validated with staff from the C4D Section and the EAG. The evaluation team have identified five overarching objectives. These are represented as sub-evaluation questions in the evaluation matrix. They are also reflected in the theory of change as the five outcomes under capacity development.

		<ul style="list-style-type: none"> <li>Stakeholder at <b>CO</b>: Section Chiefs, C4D advisors/focal points, Deputy Representatives</li> </ul>	
<b>3.4 To what extent have C4D champions been created among senior managers at the global, regional and country level?</b>	<ul style="list-style-type: none"> <li>Senior managers see value of C4D</li> <li>Senior managers publicly communicate support for C4D</li> <li>Senior managers allocate resources to C4D</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>HQ</b>: Division Directors, Associate Directors</li> <li>Stakeholder at <b>RO</b>: Regional and Deputy Regional Director, Regional C4D advisor / focal point, Chief of Communications</li> <li>Stakeholder at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs, C4D advisors/focal points, technical leads/specialists, Directors of communications, communication specialists</li> </ul>	<ul style="list-style-type: none"> <li>KIIs</li> <li>Survey of C4D staff</li> </ul>
<b>EQ 4. To what extent were the C4D capacity development initiatives<sup>116</sup> relevant?</b>			
<i>For each capacity development initiative:</i>			
<b>To what extent did the initiative respond to a defined need and demand?</b>	<ul style="list-style-type: none"> <li>Learning objectives of the initiative responded to a clear need within UNICEF</li> <li>Initiative relevant to participant's contexts</li> <li>Initiative has sufficient focus on practical application</li> </ul>	<ul style="list-style-type: none"> <li>Course planning documents eg needs assessment, concept notes, programme structure</li> <li>Stakeholders at <b>HQ</b>: C4D Section, Human resources /OLDS,</li> <li><b>External</b> stakeholders: Facilitators/trainers on C4D CD courses; managers of C4D CD initiatives</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, Past participants of C4D capacity development</li> <li><b>Stakeholders at CO</b>: C4D advisors/focal points, Past Participants of C4D capacity development</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> <li>Survey of C4D staff</li> </ul>
<b>Did the initiative engage the right people?</b>	<ul style="list-style-type: none"> <li>Clear set of criteria for participant selection</li> </ul>	<ul style="list-style-type: none"> <li>Entry criteria and participants lists</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> </ul>

<sup>116</sup> The core C4D capacity development interventions include: the UNICEF-Ohio University Learning Programme on C4D, University of Pennsylvania course on Social Norms, 3-5 in-country and on-the job learning workshops, C4D webinar series and C4D knowledge platforms and web-based resources.

	<ul style="list-style-type: none"> <li>Alignment of past participants with selection criteria</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>HQ</b>: C4D Section, Sector sections, Human resources /OLDS, Facilitators/trainers on C4D capacity development courses</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, Past Participants of C4D capacity development</li> <li>Stakeholders at <b>CO</b>: C4D advisors/focal points, Past Participants of C4D capacity development</li> </ul>	
<p><b>Was the structure of the initiative and the methods and approaches used appropriate to the audience and their learning needs?</b></p>	<ul style="list-style-type: none"> <li>Learning methods aligned with learning needs</li> <li>Mix of learning methods used to accommodate different learning styles and to support practical application</li> </ul>	<ul style="list-style-type: none"> <li>Capacity Development Course Material</li> <li>Stakeholders at <b>HQ</b>: C4D Section, Sector sections, Human resources /OLDS, Facilitators/trainers/manager of C4D CD courses</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, Chief of Communications; Past Participants of C4D CD initiative</li> <li>Stakeholders at <b>CO</b>: C4D advisors/focal points, Past Participants of C4D CD initiative</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> </ul>
<p><b>EQ 5. To what extent have the C4D capacity development initiatives been effective?</b></p>			
<p><i>For Ohio and UPenn courses, in-country workshops and webinars:</i></p>			
<p><b>To what extent have the CD initiatives led to new knowledge and skills being acquired?</b></p>	<ul style="list-style-type: none"> <li>Change in level of knowledge and skills between 2010 and 2015</li> <li>Contribution of CD initiatives to change in skills and knowledge</li> </ul>	<ul style="list-style-type: none"> <li>Post-CD course / workshop evaluations</li> <li>Stakeholders at <b>HQ</b>: C4D Section, Human resources /OLDS</li> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, Chief of Communications; Past Participants of C4D capacity development</li> <li>Stakeholders at <b>CO</b>: C4D advisors/focal points, Past Participants of C4D capacity development</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> <li>Survey of C4D staff</li> </ul>
<p><b>To what extent has the CD initiatives led to new knowledge and skills being applied? What factors have</b></p>	<ul style="list-style-type: none"> <li>Change in level of practical application of C4D knowledge and skills between 2010 and 2015</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>RO</b>: Regional C4D advisor / focal point, Past Participants of C4D capacity development</li> </ul>	<ul style="list-style-type: none"> <li>Survey to C4D staff</li> <li>KIIs</li> </ul>

supported or hindered successful application?	<ul style="list-style-type: none"> <li>Contribution of CD initiatives to change in skills and knowledge</li> <li>Barriers / enablers to practical application</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: C4D advisors/focal points, Past Participants of C4D CD initiatives</li> </ul>	
In what ways has the CD initiatives influenced the quality of C4D delivery? What factors have supported or hindered this?	<ul style="list-style-type: none"> <li>Perception of improved capacity influencing the quality of different C4D strategies (BCC, Social mobilisation, Social change communication, advocacy) and sectors (health, nutrition etc.)</li> <li>Barriers / enablers to improved capacity contributing to better quality C4D strategies</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs, C4D advisors/focal points, technical leads/specialists, Directors of communications, communication specialists, facilitators / trainers on C4D capacity development course, National partners</li> </ul>	<ul style="list-style-type: none"> <li>KIIs</li> </ul>
<b>For the International knowledge Management (C4D facebook page, C4D intranet site, Network meetings, Newsletter :</b>			
To what extent are the knowledge platforms used?	<ul style="list-style-type: none"> <li>Web hits and downloads from facebook page and intranet site</li> <li>Attendees at Networks meetings</li> <li>Subscribers to Newsletter</li> <li>Perceived value of the platforms for knowledge</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring data from platforms</li> <li>Stakeholders at <b>RO</b>: C4D advisors/focal points, technical leads specialists</li> <li>Stakeholders in <b>CO</b>: C4d advisors/focal points, technical leads specialists</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs</li> <li>Survey of C4D staff</li> </ul>
To what extent have the knowledge platforms helped create an internal community of practice between C4D practioners?	<ul style="list-style-type: none"> <li>Extent of new relationships formed as a result of attending networking events</li> <li>Subsequent use of networks to provide support on C4D</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>RO</b>: C4D advisors/focal points, technical leads specialists</li> <li>Stakeholders in <b>CO</b>: C4d advisors/focal points, technical leads specialists</li> </ul>	<ul style="list-style-type: none"> <li>Survey of C4D staff</li> <li>KIIs</li> </ul>
<b>EQ 6. To what extent were concerns for economy and efficiency part of the design and implementation of the C4D capacity development interventions?</b>			
Were issues of economy and efficiency considered as part of the design process?	<ul style="list-style-type: none"> <li>Consideration given to different implementation strategies and their relative costs as part of the design process of CD initiatives</li> <li>Reach, quality and cost considered and</li> </ul>	<ul style="list-style-type: none"> <li>Design Documents, concept notes, proposals</li> <li>Stakeholders at <b>HQ</b>: Designers of the CD initiative</li> <li><b>External</b> stakeholders: Designers of CD initiative</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>KIIs at HQ and externals</li> </ul>

	effectively balanced as part of design of the CD initiatives		
<b>Were economy and efficiency managed as part of the implementation process?</b>	<ul style="list-style-type: none"> <li>• Synergies identified with other CD initiatives which reduce could costs</li> <li>• Cost driver identified and actively managed during implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>HQ</b>: C4D Section, Human resources /OLDS</li> <li>• Stakeholders at <b>CO</b>: Section Chiefs, C4D advisors/focal points, technical leads/specialists, Directors of communications, communication specialists</li> </ul>	<ul style="list-style-type: none"> <li>• KIIs at HQ, and CO</li> </ul>
<b>Are there economy or efficiency issues that have / could compromise sustainability and scale up of the CD initiatives?</b>	<ul style="list-style-type: none"> <li>• Balance between cost, reach and learning quality of CD initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Budgets, Data on reach, data in effectiveness</li> <li>• Stakeholders at <b>HQ</b>: C4D Section, Human resources /OLDS</li> <li>• <b>External</b> stakeholders: Designers/managers of the CD initiative</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• KIIs</li> </ul>
<b>EQ 7. What is UNICEF's experience and what key lessons can be drawn from C4D capacity development initiatives of counterparts at the national, regional, global levels?</b>			
<b>What are the different strategies that have been used to strengthen C4D capacity among counterparts at the country level?</b>	<ul style="list-style-type: none"> <li>• Strategies used to strengthen C4D capacity among counterparts at CO level, grouped by type, sector and country</li> </ul>	<ul style="list-style-type: none"> <li>• CD course material / agendas; participants lists etc</li> <li>• Stakeholders at <b>CO</b>: C4D advisors/focal points, technical leads, national partners</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• KIIs</li> </ul>
<b>What has been the experience of using these different strategies?</b>	<ul style="list-style-type: none"> <li>• Positive experience of COs strengthening counterparts C4D capacity and reasons why</li> <li>• Challenges experienced by COs in strengthening counterparts C4D capacity and reasons why</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>CO</b>: C4D advisors/focal points, technical leads, national partners</li> </ul>	<ul style="list-style-type: none"> <li>• KIIs</li> </ul>
<b>EQ 8. What are the factors that could undermine the sustainability of the results that have been achieved from the capacity development interventions?</b>			
<b>No sub-question required</b>	<ul style="list-style-type: none"> <li>• Technical factors undermining C4D gains</li> <li>• Organisational factors undermining the sustainability of C4D capacity</li> <li>• Financial factor undermining the sustainability of C4D capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>HQ</b>: C4D Section</li> <li>• Stakeholders at <b>RO</b>: Regional C4D advisor / focal point</li> <li>• Stakeholders at <b>CO</b>: C4D advisors/focal points, technical leads</li> </ul>	<ul style="list-style-type: none"> <li>• KIIs</li> </ul>

## Focus area B. INTEGRATION

### EQ 9. How far has C4D been integrated into office structures, strategies, plans and resourcing at global, regional and country level?

#### Global

<p><b>How integrated is C4D into the 2014-17 MTSP and associated reporting?</b></p>	<ul style="list-style-type: none"> <li>• Level of integration of C4D in 2014-17 MTSP</li> <li>• Level of reporting on C4D in Annual Report of the Executive Director</li> </ul>	<ul style="list-style-type: none"> <li>• 2014-17 MTSP; Annual Report of the Executive Director 2014 &amp; 2015</li> <li>• Stakeholders at <b>HQ</b>: Data, Research and Policy Division and C4D Section</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<p><b>How has this changed since the last MTSP (2008-13) and what are the implications of these changes?</b></p>	<ul style="list-style-type: none"> <li>• Level of integration of C4D in 2008-13 MTSP</li> <li>• Level of reporting on C4D in Annual Report of the Executive Director</li> <li>• Change in level of integration and reporting between two MTSP periods</li> <li>• Reported implication of changes</li> </ul>	<ul style="list-style-type: none"> <li>• 2014-17 MTSP and 2008-13 MTSP; Annual Report of the Executive Director 2014 - 2015 and 2008 – 2013.</li> <li>• Stakeholders at <b>HQ</b>: Stakeholders from Data, Research and Policy Division and C4D Section</li> <li>• Stakeholders at <b>RO</b>: regional C4D advisors</li> <li>• Stakeholders at <b>RO</b>: Deputy Representative</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<p><b>How has the integration of C4D into sector planning and reporting changed between 2010-15?</b></p>	<ul style="list-style-type: none"> <li>• Change in the level of integration of C4D in sector strategies between 2010-2015</li> <li>• Quality of the reporting on C4D</li> </ul>	<ul style="list-style-type: none"> <li>• Sectoral strategies, Annual Plans and reports</li> <li>• Stakeholders at <b>HQ</b>: C4D Section, Data Research and Policy Division</li> </ul>	<ul style="list-style-type: none"> <li>• Document Review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<p><b>How have staffing arrangements for C4D staff at the global level changed between 2010-15?</b></p>	<ul style="list-style-type: none"> <li>• Change in the number and level of C4D staff at HQ level between 2010-2015 (disaggregated by Section)</li> </ul>	<ul style="list-style-type: none"> <li>• Data on staffing level (numbers and levels)</li> <li>• Stakeholders at <b>HQ</b>: C4D Section, technical leads</li> </ul>	<ul style="list-style-type: none"> <li>• Document Review using Integration Assessment Framework</li> <li>• KII</li> </ul>
<p><b>How has funding for C4D changed at HQ level between 2010-15?</b></p>	<ul style="list-style-type: none"> <li>• Changes in the level of C4D funding between 2010-15</li> </ul>	<ul style="list-style-type: none"> <li>• Resourcing plans, budgets</li> <li>• Stakeholders at <b>HQ</b>: C4D section</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration</li> </ul>

			Assessment Framework
			<ul style="list-style-type: none"> <li>• KII</li> </ul>
<b>Regional</b>			
<b>How has the integration of C4D into regional offices planning and reporting changed between 2010-15?</b>	<ul style="list-style-type: none"> <li>• Existence of strategy and / or plan</li> <li>• Quality of strategy and/or plan</li> <li>• Budget exists to support implementation of the strategy / plan</li> </ul>	<ul style="list-style-type: none"> <li>• Regional C4D strategies / plans</li> <li>• Stakeholders at <b>RO</b>: C4D advisors</li> </ul>	<ul style="list-style-type: none"> <li>• Document Review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<b>How have staffing arrangements for C4D staff at the regional level changed between 2010-15?</b>	<ul style="list-style-type: none"> <li>• Changes in the number and level of C4D staff across regional offices between 2010-15</li> </ul>	<ul style="list-style-type: none"> <li>• Data on staffing level (numbers and levels)</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> </ul>
<b>Country</b>			
<b>To what extent is C4D integrated into the Situational Analysis, CPDs, and results frameworks at country level?</b>	<ul style="list-style-type: none"> <li>• Level of integration of C4D in Situational Analysis</li> <li>• Level of integration of C4D in CPD</li> <li>• Level of integration of C4D in Results Frameworks</li> </ul>	<ul style="list-style-type: none"> <li>• Situational Analysis; CPD, Results Framework</li> <li>• Stakeholders at <b>CQ</b>: C4D staff, Deputy Representative</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<b>Are C4D strategies resourced?</b>	<ul style="list-style-type: none"> <li>• Resourcing exists to support planned C4D strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Resource plans, budgets <ul style="list-style-type: none"> <li>• Stakeholders at <b>CO</b>: Section Chiefs, Deputy Representative, C4D advisors/focal points,</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>
<b>To what extent is C4D reported on through Annual Reviews, Mid-Term Evaluations and Final Report?</b>	<ul style="list-style-type: none"> <li>• Level of integration of C4D in reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Reviews, Mid-Term evaluation and final reports</li> <li>• Stakeholders at <b>CO</b>: Section Chiefs, Deputy Representative, C4D advisors/focal points,</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Integration Assessment Framework</li> <li>• KIIs</li> </ul>

<p><b>How is the C4D function set up / managed and resourced at country level?</b></p>	<ul style="list-style-type: none"> <li>• Structural configurations at country level</li> <li>• Changes in staffing between 2010-15</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists,</li> </ul>	<ul style="list-style-type: none"> <li>• KIIIs</li> </ul>
<p><b>EQ 10. Is the level of integration and coverage sufficient and consistent enough to meet programming requirements for different types of countries?</b></p>			
<p><i>Global</i></p>			
<p><b>Does the C4D section have sufficient resources to setting standards, building partnerships, quality assure and provide capacity development?</b></p>	<ul style="list-style-type: none"> <li>• Comparison between current capacity and formal roles and responsibilities on C4D</li> <li>• Comparison between current capacity and demand/need for services</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>HQ</b>: C4D Section, Sector sections, Human resources /OLDS, technical leads</li> </ul>	<ul style="list-style-type: none"> <li>• KIIIs</li> </ul>
<p><i>Regional</i></p>			
<p><b>Is the level of investment that has been made at the regional level sufficient to meet the needs and demands on C4D from COs within the region? What are the enablers / barriers to integration of C4D in the RO?</b></p>	<ul style="list-style-type: none"> <li>• Comparison between current capacity and formal roles and responsibilities on C4D</li> <li>• Comparison between current capacity and demand/need for services</li> <li>• Enablers/barriers to integration</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>RO</b>: Regional and Deputy Regional Director, Regional C4D advisor / focal point, Chief of Communications; communication specialists</li> </ul>	<ul style="list-style-type: none"> <li>• KIIIs</li> </ul>
<p><i>Country</i></p>			
<p><b>Given current levels of integration, is the C4D function at country office level able to provide support in the design, implementation, monitoring and evaluation of C4D strategies? What are the enablers / barriers to</b></p>	<ul style="list-style-type: none"> <li>• Comparison between current capacity and formal roles and responsibilities on C4D</li> <li>• Comparison between current capacity and</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists</li> </ul>	<ul style="list-style-type: none"> <li>• KIIIs</li> </ul>

integration of C4D in the CO?	demand/need for services • Enablers/barriers to integration	
<b>EQ 11. What has been the experience of implementing C4D approaches at the country level especially in countries which have invested relatively heavily in both C4D capacity development and C4D programming?</b>		
In those countries that have invested heavily in C4D, what has worked and what has not? Why?	No indicator needed	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists</li> <li>Stakeholders at <b>RO</b>: C4D advisor</li> </ul> <ul style="list-style-type: none"> <li>KIIs</li> </ul>
In what ways has investment in C4D capacity development influenced C4D implementation?	No indicators needed	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists</li> <li>Stakeholders at <b>RO</b>: C4D advisor</li> </ul> <ul style="list-style-type: none"> <li>KIIs</li> </ul>
<b>EQ 12. To what extent have the benchmarks for C4D implementation been applied?</b>		
Are there any common strengths and weaknesses in the implementation of benchmarks?	<ul style="list-style-type: none"> <li>Utility of the benchmarks</li> </ul>	<ul style="list-style-type: none"> <li>Planning, Monitoring and Reporting, and evaluation documentation, Minutes from meetings, Agenda's from meetings etc.</li> <li>Stakeholder at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists</li> </ul> <ul style="list-style-type: none"> <li>Document review using Benchmark Assessment Framework</li> <li>KIIs</li> </ul>
What are the factors which help explain implementation (or not) of the benchmarks?	<ul style="list-style-type: none"> <li>Enabling factors for the implementation of the benchmarks</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: C Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of communications, communication specialists</li> </ul> <ul style="list-style-type: none"> <li>Document review using Benchmark Assessment Framework</li> <li>KIIs</li> </ul>
Based on the benchmarks, what conclusions can be drawn on the quality of C4D programming at country level?	<ul style="list-style-type: none"> <li>Evidence of quality C4D programming based on observations using the benchmarks</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders at <b>CO</b>: Country and Deputy Country Representative, Section Chiefs C4D advisors/focal points, Directors of</li> </ul> <ul style="list-style-type: none"> <li>Document review using Benchmark Assessment Framework</li> <li>KIIs</li> </ul>

communications,  
communication specialists

**Focus area C. EVALUABILITY**

**EQ13. What is the potential for assessing C4D interventions impact in various settings in the future?**

*For a sample of C4D interventions from across different contexts:*

<p><b>Is it possible in principle to evaluate the contribution of C4D to the impact of the intervention?</b></p>	<ul style="list-style-type: none"> <li>• Underlying logic (theory of change) of the programme clear</li> <li>• Behaviour changes, shifts in social norms, social mobilisation and/or advocacy clearly articulated in the programme logic</li> <li>• Causal logic clear on how the C4D intervention contributes to behaviour change / social norms outcomes clear</li> </ul>	<ul style="list-style-type: none"> <li>• Design, monitoring and reporting, and evaluation documentation of an intervention</li> <li>• Stakeholders at <b>CO</b>: C4D advisors/focal points, technical leads/specialists, national partners</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Evaluability Assessment Framework</li> <li>• KIIs</li> </ul>
<p><b>Is it possible in practice to evaluate the contribution of C4D to the impact of the intervention?</b></p>	<ul style="list-style-type: none"> <li>• Specific data collected on the C4D activities and the behaviour changes and/or social norms that the programme aims to affect</li> <li>• Data is robust and credible</li> <li>• Data is disaggregated (sex, gender, age group, ethnicity)</li> <li>• Availability of baseline data or feasible plans for collecting them and with good quality</li> <li>• Appropriate capacity (staffing, skills, budget) in the programme management team to collect high quality data in the future</li> </ul>	<ul style="list-style-type: none"> <li>• Design, monitoring and reporting, and evaluation documentation of an intervention</li> <li>• Stakeholders at <b>CO</b>: C4D advisors/focal points, technical leads/specialists, national partners</li> </ul>	<ul style="list-style-type: none"> <li>• Document review using Evaluability Assessment Framework</li> <li>• KIIs</li> </ul>

## Annex 9 – Country level survey

### Itad Communication for Development Evaluation (C4D): Country level Survey

*{This survey will be distributed online and will utilise functionalities to guide the respondents to the correct questions and provide rating scales when and where needed}*

This survey is part of a global evaluation that is looking at UNICEF's experience of building C4D capacity and implementing C4D approaches.

For the purposes of this evaluation C4D is understood as:

“A systematic, planned and evidence-based process to promote positive and measurable individual behaviour change, social change and political change that is an integral part of development programmes and humanitarian work. It uses research and consultative processes to promote human rights and equity, mobilize leadership and societies, enable citizen participation, build community resilience, influence norms and attitudes and support the behaviours of those who have an impact on the well-being of children,(women) their families and communities, especially the most marginalized or hard-to-reach.”

We kindly request your Country Office completes a single questionnaire and that this is coordinated by the Deputy Representative. The survey should reflect the CO's response on C4D rather than that of a specific individual. If you have any questions, please contact Greg Gleed [Gregory.gleed@itad.com](mailto:Gregory.gleed@itad.com)

All data collection for this evaluation is being undertaken in line with the UNEG ethical guidelines for evaluations<sup>117</sup>. Names of individual country offices will be kept to a minimum in the analysis of the results. Your answers will not be attributable to you and your name will not be quoted without your permission.

#### Questions

Please select your Country Office (CO) from the following list: (Dropdown menu)

1. Please tick all the Sections/programme areas in the CO:
  - a. Health
  - b. HIV and AIDS
  - c. Water, Sanitation, and Hygiene
  - d. Nutrition
  - e. Education
  - f. Child Protection
  - g. Social Inclusion
  - h. Humanitarian/Emergency
  - i. Communications for Development
  - j. Other programme areas not listed above (please specify)
  
2. What percentage of overall country programme expenditure has gone to C4D over the past 3 years (approx.)
  - 2013 (N/A, <1%, 2--5%, 5%-10%, 10%-20%, 20%-30%, 30%-40%, >50%)
  - 2014 (N/A, <1%, 2--5%, 5%-10%, 10%-20%, 20%-30%, 30%-40%, >50%)
  - 2015 (N/A, <1%, 2--5%, 5%-10%, 10%-20%, 20%-30%, 30%-40%, >50%)
  
3. Which of the following C4D capacity development courses have CO staff attended in the past 3-4 years? (select from the following list)
  - a. The Ohio University course on Communications for Development
  - b. The University of Pennsylvania course on Social Norms
  - c. Regional level on-job learning workshops.
  - d. Webinar series on C4D
  - e. Other courses attended, but not covered above (Please Note)
  - f. No current staff member has attended any courses in the past three years

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<sup>117</sup> <http://www.unevaluation.org/>

For the courses that staff have attended, please indicate the number of staff who attended each course and the sector they work in.

Name of course	Number of staff attended, broken down by sector

4. Please rate the contribution that each of the following C4D capacity development courses have played in improving C4D plans/initiatives within the country programme?
- The Ohio University course on Communications for Development (n/a, insignificant, somewhat significant, significant, essential)
  - The University of Pennsylvania course on Social Norms (n/a, insignificant, somewhat significant, significant, essential)
  - Regional level on-job learning workshops. (n/a, insignificant, somewhat significant, significant, essential)
  - Webinar series on C4D (n/a, insignificant, somewhat significant, significant, essential)
  - Other courses staff have attended, but not covered above (Please Note) (n/a, insignificant, somewhat significant, significant, essential)

5. Given your country programme needs, what would be the most useful type of C4D training UNICEF could offer moving forwards (select from the following list):
- Generic courses on C4D theories, methods and approaches
  - Sector specific courses that focus on how to apply C4D in specific sectors
  - Both generic and sector specific courses

If you indicated that sector specific course would be useful, please name up to 3 areas where sectoral training in C4D would be most useful.]

6. Overall, how would you rate the level of investment the CO has made in developing UNICEF in-house C4D capacity over the last 3-4 years? (very low, low, medium, high, very high)
7. How would you rate the level of investment the CO has made in developing in-house C4D capacity over the last 3-4 years in specific Sections/programmes? [please only rate those section/programmes relevant to your CO]
- Health (very low, low, medium, high, very high)
  - HIV and AIDS
  - Water, Sanitation, and Hygiene
  - Nutrition
  - Education
  - Child Protection
  - Social Inclusion
  - Humanitarian/Emergency
  - Communications for Development
  - Other programme areas not listed above (please specify)

8. In the CO's opinion, overall, to what extent does the Country Office have the necessary C4D knowledge and skills among its staff to respond to the needs and demands of the country programme? (not at all, to a small extent, to a moderate extent, to a great extent)
9. In the CO's opinion, to what extent does each Section/programme have the necessary knowledge and skills among their staff to effectively respond to the C4D needs and demands of the country programme? [please only rate those section/programmes relevant to your CO]
- Health (n/a, not at all, to a small extent, to a moderate extent, to a great extent)
  - HIV and AIDS
  - Water, Sanitation, and Hygiene
  - Nutrition
  - Education

- f. Child Protection
  - g. Social Inclusion
  - h. Humanitarian/Emergency
  - i. Communications for Development
  - j. Other programme areas not listed above (please specify)
10. In the CO's opinion, to what extent do Country Office staff have the necessary knowledge and skills in the following C4D technical areas to respond to the needs and demands of the country programme?
- a. Advocate for and influence the C4D agenda within UNICEF and government counterparts (n/a, not at all, to a small extent, to a moderate extent, to a great extent)
  - b. Design and plan evidence based C4D interventions
  - c. Monitor and evaluate C4D interventions
  - d. Manage and budget for C4D interventions
11. In the CO's opinion, to what extent has the investment in building C4D capacity within the CO led to improvements in the quality of how C4D plans and initiatives are designed and implemented? (n/a, not at all, to a small extent, to a moderate extent, to a great extent). Please explain your answer and point to specific examples
12. In the CO's opinion, to what extent does the Country Office understand its in-house capacity-needs in C4D across the country programme? (n/a, not at all, to a small extent, to a moderate extent, to a great extent)
13. In the CO's opinion, to what extent does each Sections/programme understand their in-house capacity-needs in C4D? (n/a, not at all, to a small extent, to a moderate extent, to a great extent) [please only rate those sections/programmes relevant to your CO]
- a. Health
  - b. HIV and AIDS
  - c. Water, Sanitation, and Hygiene
  - d. Nutrition
  - e. Education
  - f. Child Protection
  - g. Social Inclusion
  - h. Humanitarian/Emergency
  - i. Communications for Development
  - j. Other programme areas not listed above (please specify)
14. Does the CO have an overarching strategy on C4D in support of the current country programme and/or sector specific C4D strategies? (NB. This may or may not be a formal document (Yes, No) If yes, please provide details.
15. Please list the outcomes, outputs and associated indicators in the CO current Results Framework which have been identified as C4D results or results that C4D activities/interventions make a significant contribution to. If this list is extensive please indicate in the text below and send the documents in a separate email to [Gregory.gleed@itad.com](mailto:Gregory.gleed@itad.com)
16. To what extent does the CO's most recent situation analysis include an analysis of the opportunities/enablers and barriers to achieving C4D objectives (behaviour and social norm change; empowerment and participation of children and communities) in support of sectoral outcomes, (not at all, to a small extent, to a moderate extent, to a great extent)
17. Has the CO conducted / commissioned any of the following in the past three years?:
- o Evaluations of C4D interventions / of programmes with significant C4D components
  - o Research on barrier and enablers to behaviour and social norms change
  - o Research on barriers and enablers to empowerment and participation of children and communities
  - o Analysis of the communication context (Media reach, communication practices and networks, preference and content surveys/analysis).
- If yes, please list the name(s) and date(s) of these documents
18. To what extent are the C4D team/leads involved in the resource mobilisation strategies of the Country Programme? (n/a, not at all, to a small extent, to a moderate extent, to a great extent)

19. Overall, to what extent are current levels of financial allocations for C4D sufficient to meet the demands and needs of the country programme? (not at all, to a small extent, to a moderate extent, to a great extent)
20. To what extent do the current levels of financial allocations for C4D meet the needs of each section/programme? [please only rate those sections/programme areas relevant to your CO]
  - a. Health (N/A, not at all, to a small extent, to a moderate extent, to a great extent)
  - b. HIV and AIDS
  - c. Water, Sanitation, and Hygiene
  - d. Nutrition
  - e. Education
  - f. Child Protection
  - g. Social Inclusion
  - h. Humanitarian/Emergency
  - i. Communications for Development
  - j. Other programme areas not listed above (please specify)
21. Overall, to what extent are current human resources (i.e staff numbers) for C4D sufficient to meet the demands and needs of the country programme? (not at all, to a small extent, to a moderate extent, to a great extent)
22. To what extent do the current levels of human resources available for C4D work meet the needs of each section/programme: [please only rate those sections/programme areas relevant to your CO]
  - a. Health (n/a, not at all, to a small extent, to a moderate extent, to a great extent)
  - b. HIV and AIDS
  - c. Water, Sanitation, and Hygiene
  - d. Nutrition
  - e. Education
  - f. Child Protection
  - g. Social Inclusion
  - h. Humanitarian/Emergency
  - i. Communications for Development
  - j. Other programme areas not listed above (please specify)
23. Has the CO documented any innovations, best practices, or locally contextualised tools / guides in C4D in the last 5 years? (Yes, No)
  - a. If yes, please list the titles of these documents
24. In the past 3-4 years has the CO delivered any C4D capacity support to government counterparts and/or implementing partners (e.g. training, mentoring, advisory support)? (Yes, No)
  - a. If yes, please indicate for which sector, the form of capacity support provided (training, mentoring advising), and the target audience (i.e. NGO/CSO or government)

Name / description of training	Target audience	Type of capacity support	Sector

25. If the CO is delivering C4D capacity support to government counterparts and implementing partners is this guided by a specific plan? (NB. This may or may not be a formal document) (Yes, No)
26. What level of priority will the CO expect to give to strengthening the C4D capacity of government and/or NGO/Civil Society Organisation (CSO) partners' in the next three years? (Low, Moderate, high, very high)
27. Do any mechanisms exist at the country level (national or subnational) for planning, coordinating and strengthening C4D activities with government and other partners (e.g. ad hoc task forces, working groups, committees)? (Please list)

Please describe the composition and purpose of this group(s), and the nature of UNICEF's role within it/them?

28. Please indicate the CO's level of satisfaction with the Regional Office's role in the following areas [in those regions where there has not been a regional C4D adviser or focal point, please choose N/A]:
- a. Providing leadership and advocacy on C4D in the region (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
  - b. Providing technical support to your CO in the design and implementation of C4D plans and programmes (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
  - c. Designing regional specific C4D resources and training (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
  - d. Sourcing and deploying regional C4D expertise to COs (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
  - e. Facilitating exchange and sharing of C4D knowledge and practice in the region (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
29. Please indicate the CO's level of satisfaction with NY HQ's role in the following areas:
- a. Providing overall strategic direction on C4D within UNICEF (very unsatisfied, unsatisfied, satisfied, very satisfied)
  - b. Providing global leadership and advocacy on C4D (n/a, very unsatisfied, unsatisfied, satisfied, very satisfied)
  - c. Providing global C4D training and learning opportunities for staff n/a, (very unsatisfied, unsatisfied, satisfied, very satisfied)
  - d. Strengthening the evidence base on C4D; (very unsatisfied, unsatisfied, satisfied, very satisfied)
  - e. Providing technical guidance on C4D; (very unsatisfied, unsatisfied, satisfied, very satisfied)
  - f. Leading the development of global C4D tools and templates (very unsatisfied, unsatisfied, satisfied, very satisfied)
  - g. Creating and managing platforms and process for C4D knowledge management, technical support and networking (very unsatisfied, unsatisfied, satisfied, very satisfied)
30. Please indicate what areas should the RO and HQ prioritise over the next three years in their role in supporting the CO in C4D

Thank you for completing this survey. This will be followed by interviews in person or by phone but if you have any additional comments or feedback please use the following box. (text box)

## Annex 10 – Rating scale for the C4D global benchmarks

Benchmarks	Performance Rating Scale
<p><b>1. New or existing mechanisms (task forces, working groups etc.) are established and functioning to plan, coordinate and strengthen C4D activities.</b></p>	<ul style="list-style-type: none"> <li>• <b>Red:</b> There is no evidence of any groups or task forces trying to coordinate C4D activity in the country;</li> <li>• <b>Amber:</b> There is evidence of ad hoc task forces, working groups, and committees undertaking activities to strengthen C4D at the country level. UNICEF are involved in these;</li> <li>• <b>Yellow:</b> Nascent multi-Partner, government-led Planning &amp; Coordination Mechanism for C4D exists at the National or Subnational Levels. UNICEF is playing a role in these;</li> <li>• <b>Green:</b> There is evidence of the following: An established Multi-Partner, government-led Planning &amp; Coordination Mechanism for C4D at both National AND Subnational Levels; The mechanisms are considered an effective way of coordinating, planning and strengthening C4D activities; UNICEF plays an essential role in its functioning.</li> </ul>
<p><b>2. C4D plans/interventions are informed by, use and monitor data and evidence on behavioural and socio-cultural factors as well as media and communication contexts</b></p>	<ul style="list-style-type: none"> <li>• <b>Red:</b> There is no evidence C4D plans/interventions being informed by relevant data from monitoring, evaluation, behavioural analysis or analysis of the communications context.</li> <li>• <b>Amber:</b> There is evidence of C4D plans/interventions being informed by one of the following: monitoring data, evaluations, behavioural analysis, analysis of the communications context;</li> <li>• <b>Yellow:</b> There is evidence of C4D plans/interventions being informed by two of the following: monitoring data, evaluations, behavioural analysis, analysis of the communications context;</li> <li>• <b>Green:</b> There is evidence of plans / interventions being systematically informed by the following: Formative research being undertaken on prevailing behavioural and social norm barriers and opportunities.; Communication situation analyses have been conducted); Formal Situation Analyses for CP has integrated a C4D component; Monitoring and evaluation data from existing and past C4D initiatives</li> </ul>
<p><b>3. Participatory processes are used to engage community representatives and members into sector programmes/interventions</b></p>	<ul style="list-style-type: none"> <li>• <b>Red:</b> No evidence of the use of participatory process being used;</li> <li>• <b>Amber:</b> Some evidence of participatory processes being used;</li> <li>• <b>Yellow:</b> evidence of participatory processes being used, but with room for improvement;</li> <li>• <b>Green:</b> High level of evidence of participatory approaches being used</li> </ul>
<p><b>4. Plans/ initiatives/ ongoing programmes to strengthen C4D capacities of UNICEF staff, partners at national and sub-national levels</b></p>	<ul style="list-style-type: none"> <li>• <b>Red:</b> No evidence of plans/initiatives/ongoing programmes to strengthen capacity;</li> <li>• <b>Amber:</b> Some evidence of plans/initiatives/ongoing programmes to strengthen capacity, but these are primarily UNICEF focused;</li> <li>• <b>Yellow:</b> There is evidence of UNICEF and external focused capacity support, but with areas for improvement;</li> <li>• <b>Green:</b> There is evidence of the following: CO has formally included C4D in individual and Section Learning Plans and provided budget to cover this; CO has a Capacity Development plan for Government counterparts (including District authorities, programme managers, frontline workers) and implementing partners. These are funded and being implemented; The CO has established strategic partnerships to coordinate and support external C4D Capacity Development.</li> </ul>
<p><b>5. C4D best practices, impact assessments, tools, resources, innovations and lessons learned are documented and disseminated among key audiences.</b></p>	<ul style="list-style-type: none"> <li>• <b>Red:</b> No evidence of key resources being documented and shared among key stakeholders;</li> <li>• <b>Amber:</b> Some evidence of key resources being documented and shared among key stakeholders;</li> <li>• <b>Yellow:</b> evidence of key resources being documented and shared among key stakeholders, but with room for improvement;</li> <li>• <b>Green:</b> There is evidence of the following: Innovations and best practices in C4D have been document and shared; There is documentation of C4D initiatives includes reporting on behaviour and/or social changes that were achieved; Locally contextualised C4D tools</li> </ul>

and guides have been developed and shared; Key audiences for C4D learning products have been identified and a communications plans exist

