



Independent Verification and Evaluation of the End Child Marriage Programme: Ethiopia

Final Evaluation Report

Department for International Development

November 2017



&

B&M Development Consultants
PLC, Ethiopia

ACKNOWLEDGEMENTS

We would like to thank the Government of Ethiopia, Ministry of Women Children and Youth Affairs, and Bureau of Women Children and Youth Affairs in Amhara for their commitment to ending child marriage and for their support to this evaluation process, over the years.

Thanks also to UK Department for International Development for championing the whole evaluation process and to all End Child Marriage Programme (ECMP) staff who have, tirelessly, shared in getting the Independent Verification and Evaluation done. Thanks to Maxwell Stamp PLC, in London, for provision of information and for support and for JaRco Consulting Ethiopia for sharing their data and ideas. Most especially, thanks to all ECMP partners, stakeholders and constituents in offices, organisations and communities. We have learned a vast amount from you and had enjoyable times working with you.

Finally, and most importantly, thank you to the girls and boys of East and West Gojam. YOU are the catalysts of change. You are the future where Child Marriage, FGM/C and all other Harmful Traditional Practices will be wiped out. It's happening, in your generation!

EXECUTIVE SUMMARY

Background

The Ministry of Women Children and Youth Affairs (MOWCA) launched the National Platform on eradication of Harmful Traditional Practices (HTPs) at the 2015 Girl Summit. The platform includes stakeholders from all relevant government ministries, donors, and civil society – including women’s and youth organisations, national federations and associations, and faith-based organisations – committing them to working together for eradication of HTPs within the target timeline. This has led to new interventions, including the 2014 – 19 UNICEF programme support to government on ending child marriage.

The End Child Marriage Programme (ECMP), or Finote Hiwot (Pathway to Life), began in March 2012. It was an £10 million, almost six-year, DFID-funded partnership with the Government of Ethiopia (GoE). The programme was managed through a consortium led by Maxwell Stamp PLC (MSP)¹. The programme aimed at delaying, by at least one year, Child Marriage for at least 37,500 adolescent girls, and indirectly many more, in the East and West Gojam Zones of the Amhara Region. This figure was revised down in 2014 from an original figure of 200,000 because of a faster than anticipated ‘natural’ decline in Child Marriage. The programme period was extended by eight months up to April 2017, with an additional £1 million investment, in order to enable the programme to directly delay the marriages of an additional 1,000 girls, increasing the outcome target to 38,500.

The specific objective of ECMP was to support the Government of Ethiopia to develop a sustainable model to end CM that can be scaled up by government and development partners. The approach of ECMP involved a holistic social process that focuses on adolescent girls through four components: i) Community based work (community dialogues, school based activities, economic incentives), ii) Strategic engagement and communication (to engage the widest possible audience in end-CM activity), iii) Capacity building for relevant stakeholders (government at regional, district and local levels; communities, teachers and religious leaders) and iv) monitoring, evaluation and learning (see CMP Inception documentation).

By endpoint, ECMP had been implemented in 29 districts in the East and West Gojam zones of Amhara region. Programme implementation was spread across four phases². ECMP initially followed a two-tiered approach to implementation with a selected number of villages in each district benefitting from all ECMP activities; the ‘intensive’ approach, and the remainder receiving a shorter and reduced set of the activities; the ‘expansion’ approach. Following MTR recommendations, the community-based model was revised for phase 4 replacing the ‘intensive/expansion model’ with the ‘expansion plus’ model to include the more effective use of existing Government and community structures, and to reach all kebeles (communities/villages) within the catchment areas.

At mid-term, we determined that the programme was on-track to meet its goals. Our chief recommendation was that, working with the revised ToC, the programme would adopt an Expansion-diffusion (Expansion+) model in Phase 4. We believed that using the Expansion+ model (see Box 3, below) would a) optimise the effectiveness of the programme and reach a wider population, b) prove more cost-effective than previous implementation models and c) be more

¹ Hereafter referred to as the ISP.

²Phase 1: from February 1, 2012 to December 31, 2013 (8 districts); Phase 2: from July 2013 to December 31, 2014(8 districts); Phase 3: from July 1, 2014 to December 31, 2015 (8 districts), Phase 4: from December 1, 2015 to December 31 2016 including extension (5 districts).

capable of take-up by government, since it involves national structures to a greater degree than the previous models.

Box 1: The Expansion+ Model

The Expansion+ model is a low cost Core Kebele + Diffusion/Expansion model (CoreK+) intervention that can be scaled up by government. It includes targeted intervention for those most difficult to reach (e.g. out of school girls). This new approach, involves greater equity in resource allocation between kebeles, and works with a developed diffusion/expansion model, centred around geographically and demographically selected core kebeles, based on the government's kebele clustering system. As school communities are vital in the model, with much work involving young people and teachers in school, diffusion takes into account local marriage patterns and the relationships between schools. The model, which depends more strongly than the previous implementation models on existing structures, systems and mechanisms, needs to give particular attention to inclusion of the hardest to reach girls and their families, and suitability for national take-up.

This report is the output of the final, endline evaluation of the ECMP. It has been produced by the ECMP Independent Verification and Evaluation (IV+E) team, in partnership with the Implementation Service Provider (ISP) and other key stakeholders.

The findings and recommendations included in this report result from the work of the IV+E team during the endline evaluation visit to Ethiopia (February 2017), consultations after the visit in the UK with the Implementing Partner (IP), Maxwell Stamp (MSP), and review of available literature.

The purpose of the work is:

- a) **To assess the extent to which the programme has been successful in meeting its expected outcome**
- b) **To identify, where possible, programme approaches which have a) been most relevant to success and b) can be taken over by government**
- c) **To make recommendations for future work relevant to ending child marriage**

We have sought to answer the following questions:

- Is the Phase 4 expansion-diffusion model working and will it be possible for government to use/adapt it as the basis for future work (which may not receive donor funding)?
- Do people in communities really believe that Child Marriage is ending forever?
- Does intensified work with HTP committees, in schools, and with faith-based, women's and other Ethiopian organisations work better, to promote change at community levels and to build an infrastructure capable of reaching national End Child Marriage (ECM) goals, than the approaches taken in Phase 1-3 ? (Phases 1-3 included work with these organisations, but not to the same extent as in Phase 4, and with a more restricted population).
- What is the relationship between the economic incentives offered through ECMP and successes in ending child marriage? Are the incentives really needed? Would change happen without them?
- Has the programme represented value-for-money?
- Was the programme modality the most appropriate? Would we do the same thing again?

Our approach was largely qualitative, with an economic analysis to support the value for money assessment. The evaluation is intended to contribute to justification of spend to date and to support future government programming for eradication of Harmful Traditional Practices (HTPs).

During the endline visit, consultations were held with available staff from MSP and government and field visits (during which qualitative fieldwork was carried out). The field sites for the evaluation were:

Woreda	Zone	Kebele	ECMP Phase
Dejen	East Gojam	Yenagnat	1 (intensive + EI)
Hulet Eju	East Gojam	Debre Gubae	2 (expansion)
Debre Elias	East Gojam	Gibtsawit	4 (diffusion-expansion+)
Burie Town	West Gojam	Wundgie	4 (diffusion-expansion+)
Woreta and Fogera	South Gondar	Bebeks	Control

In both the Mid-Term Review and this endline, we have worked with four Young Evaluators (YEs) as official members of the IV+E Team. The effectiveness of including young people in the final evaluation team far exceeded our expectations. The success of the community perspectives study was in large part due to the inclusion of young evaluators on the evaluation team. Working with the YEs, meant that we had far better communication with young people than we would have otherwise. The perspectives which the YEs brought to the evaluation were, at times, challenging to assumptions held by other team members. This was a very good thing. All of the YEs said that the experience had made a big difference to them: building skills and self-esteem and leading to new livelihood opportunities.

Foci of the evaluation

The evaluation focused on the OECD/DAC criteria of effectiveness, efficiency, sustainability, impact and equity. We proved relevance during the Mid-Term Review. To measure effectiveness, we looked at 6 key, inter-related areas of enquiry: The Expansion+ model used in Phase 4; Social Norms and Social Change; Institutional Capacity development; The role of Economic Incentives; Value for Money, and the School Experience.

The Expansion + Model

At mid-term, in order to promote greater equity and sustainability of approach, the Expansion+ model was developed and taken up by the programme in Phase 4.

The Expansion+ model is a low cost Core Kebele + Diffusion/Expansion model intervention that can be scaled up by government. It includes targeted intervention for those most difficult to reach (e.g. out of school girls). This new approach, involves greater equity in resource allocation between kebeles, and works with a developed diffusion/expansion model, centred around geographically and demographically selected core kebeles, based on the government's kebele clustering system. As school communities are vital in the model, with much work involving young people and teachers in school, diffusion takes into account local marriage patterns and the relationships between schools. The model depends more strongly than the previous implementation models on existing structures, systems and mechanisms. It works to strengthen government ownership throughout – using government understanding and involvement with the schools, the Women's Association, faith organisations and the 'edirs as useful entry point at community levels, and the HTP Committees and Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA) as entry points at *kebele*, *woreda*, zonal, state and national levels. The option requires strong partnership with the new UNICEF programme on Child Marriage (CM), the Amhara Alliance on CM, National Platform on Ending CM, etc.

The main limitations to the evaluation:

- a) Only very early results of the ECMP survey data and analysis were available when the IV+E endline was carried out although IV+E findings have been updated in the light of new evidence provided.
- b) There were no comparator data for the Phase 4 approach, as it was developed after the baseline and mid-term surveys and was, therefore not included in ECMP's own evaluation (except, later in analysis of the Operational Research).

- c) By the time of the evaluation visit, there was no full assessment made in ECMP of the schools' work or the economic incentives. Some data were subsequently made available.
- d) The IV+E team had to carry out a VfM assessment using very early ECMP survey results on the number of marriages prevented.
- e) At the time of the field visits, ECMP core activities had closed and only managerial and evaluation staff were available for consultation
- f) The Phase 4 model was suggested by the IV+E team at the time of the Mid-Term Review. This might have led to bias. We believe it did not. Our findings are in line with those of ECMP itself.

Key Findings

The ECMP in Amhara, particularly in its Phase 4 diffusion-expansion+ approach, has made a significant contribution towards reaching the government of Ethiopia's commitment to end CM and Female Genital Mutilation (FGM/C) by 2025³. The programme has been successful in strengthening government ownership of ECM programming and intervention, at all levels. It has promoted good synergy between government and other partners, particularly, the faith-based organisations and other civil society organisations.

Based on a conservative interpretation of ECMP survey results, the programme has prevented over 34,000 girls from marrying young. Although this is below the 38,500 target, economic analysis shows that programme benefits significantly exceed costs. Our evaluation finds that ECMP has been effective in raising awareness of, and social openness around, the importance of ending CM and FGM/C. It has led to changes in the relationships between young people themselves, and between young people and their parents/carers. It has challenged social norms and contributed to gender equity and equality, and to promoting social change.

Significant numbers of poorer families have been helped, through provision of school materials and economic incentives, to send girls to school. Anecdotal evidence suggests that provision of school materials and economic incentives has also helped to reduce migration out of the target areas and increased school enrolment. Where loan repayments have been timely, the evaluation found that Savings and Credit Cooperatives (SACCO) management members, kebele Administrators and woreda Cooperative Heads were satisfied with the Economic Incentives component.

High commitment among kebele Administration officials has been seen to lead to successful implementation of ECMP activities and reduction in CM. Commitment can be built by offering participation in capacity strengthening initiatives and by involving kebele officials in decision-making around end CM/HTPs activities. The role of the HTP committees, working with faith-based organisations and the Women's Association, is vital.

Providing training for kebele Cluster Supervisors has been effective in strengthening school-based activities. In schools, ECMP has increasingly worked to foster girls' rights, and to provide safe spaces for menstrual hygiene so that girls are not withdrawn from school during menstruation. Overall, the chances for communication among and between generations, and dignity for all have been increased – far beyond the 34,000+ marriages which have been prevented. For example, in Phase 4, whole school communities were reached, for every school in the Phase 4 areas. The chances that girls in the next generation will grow up free from fear of FGM or early marriage have been enhanced significantly.

Effectiveness

Diffusion-Expansion+ Approach

³ Commitment made publicly at the global Girl Summit, London 2014

The diffusion-expansion+ approach, adopted for Phase 4, has significantly increased the chances for effectiveness and sustainability of ECM activities, and enhanced the successes of the programme. The evaluation found that girls' agency and ability to refuse early marriage has increased and parents declare commitment not to marry children early.

Girls in Schools

Based on a statistical analysis of school performance data, we have not found evidence to suggest that ECMP has actively improved girls' performance in schools. However, there is evidence that the quality of girls' school experience is improving, and that this is having wider, positive effect in the communities.

Girl-Centred Approaches: Gender equity and equality

Girl-centred approaches, which give strong focus to girls' needs and rights, are encouraging positive and fast change in social power dynamics between boys, girls, men and women. For example, previously taboo subjects, such as menstruation and marriage are now discussed openly between boys and girls and between them and their parents/carers.

Involving the Faith-Based and Women's Organisations

Working with the faith-based organisation Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA) has had a catalytic effect in raising wide awareness about CM, FGM/C and other harmful practices. The faith-based organisations are excellent partners and are working hard to bring all religious leaders on board. Working with the Women's Development Groups has successfully fed into an existing government mechanism.

Economic Incentives

Economic Incentives (EIs) can encourage poorer families to keep their daughters in school. However, the current approach to credit, employed under ECMP, will not be sustainable given resource-intensive support required and low repayment rates in some areas. Furthermore, the complex relationship between provision of EIs and reduction in CM is not fully understood.

Institutionalising change in attitudes and practice

There is strong evidence of a deep and wide change in attitudes to CM and other HTPs, but this has yet to be fully embedded throughout society, and reliably put into practice.

Monitoring change and evaluating progress

Systems for monitoring CM are in place. Monitoring has greatly improved in the last phase of ECMP, but it will take strong efforts by government to ensure the system is sustained.

Efficiency

Value for Money

The programme did not reach the number of girls originally targeted, yet it still represents value for money (VfM). Based on a conservative interpretation of ECMP survey results, the programme has prevented 34,033 early marriages. The health and education benefits associated with this generate discounted benefits that are 2.4 times discounted costs.

Programme Architecture

The format of the first phases of ECMP seemed appropriate at the time of design. We do not believe it would be suitable for future interventions for the reasons set out in the body of the report. Any new interventions need to be firmly rooted in government structures, from the outset.

Sustainability

Sustainability of Approach, Commitment and Funding

Commitment to ending CM is strong at all levels of government and across all relevant sectors. Some woredas have allocated funding in line with the aspiration of providing 10% of the cost of ending child marriage. However, even in these areas, funding for programme activities will be significantly scaled down and the Phase 4 model will have to be adapted. It is too early to say whether this will be a recognisably Phase 4 model.

Impact

Rates of Child Marriage

Based on the method DFID used to set the target for ECMP and the 4.8% programme effect estimated from survey data, ECMP has led to at least 34,000 girls avoiding early marriage by one year. Post-programme, ECMP note that calculating the number of girls who were of the relevant age while the programme was in active implementation in a particular area increases both the target population and number of girls reached by ECMP. With the 4.8% programme effect, this translates to a reduction in 37,288 early marriages⁴. In either case, rates of child marriage have reduced over the life of the programme. There are many factors influencing this reduction, principally the nationwide commitment and efforts of government towards ending child marriage and Female Genital Mutilation/Cutting (FGM/C).

Changes in power relations between young people, and young people and parents

The Community Perspectives study showed that, according to the various interest groups in communities, the programme, particularly in the last two years, has made a very significant contribution to increasing gender and age equity and equality in target areas. As young people's awareness on gender issues grows – through school clubs and the provision of safe spaces – this changes the way that girls and boys relate to each other, and to the adults around them. Parents also change, through community conversations and dialogue, and by learning from the example of their children.

Equity

The work to end CM and FGM/C has promoted greater equity and equality. Across ECMP interventions, efforts have been made to ensure that no one is excluded on grounds of social background, economic circumstances or (dis)ability. There remains a tension between trying to reach the widest constituency and ensuring that the poorest and most marginalised people are not left out. As we have shown, there is great value in working through schools – but, in the longer term, how can young people who do not/cannot attend schools be reached? Faith-based work can reach the majority of the population, and work with the Women's Association can reach many women. But what of those who are not part of these networks – either because they cannot attend or choose not to? ECMP has shown that it is the people themselves who demand equity: communities were vocal in pointing out the inequities in the Intensive-expansion approach and in saying "why them, not us?". Now we are hearing boys and young men claiming education rights for their sisters and defending them from child marriage. As choices and opportunities open up, the chances for greater equity are enhanced.

Wider Value of the IV+E

The IV+E has been important in building the Independent Evaluation approach to other DFID-funded programmes: the Sudan *Free From FGC* programme and the global research programme *What Works to end Violence Against Women and Girls*, for example. ECMP IV+E has also informed planning, monitoring and review work for the *Towards Ending FGM/C in Africa and Beyond* programme, for the 12+ programme in Rwanda and for *The Girl Effect* in Rwanda. We have used the

⁴ This revised method of calculating the affected population also implies setting a higher target for reduced marriages – estimated by ECMP as 41,172.

experiences of ECMP IV+E in capacity strengthening and training for a number of different programmes. In Ethiopia, our approach and findings have been useful in shaping aspects of the UNICEF ECM programme. We also know that our reports have been accessed numerous times through the internet (DFID website, Academia.org, etc.)

Summary of Key Learning

Address what it takes to end child marriage, forever: social norms and social change⁵

Child Marriage and other Harmful Traditional Practices, such as FGM/C are not single, social norms, but are part of a set of norms and values which are mutually reinforcing and inter-dependent. They are most often based on patriarchy and inequity in gender and other power relations. Addressing patriarchy and power requires social change; change in particular groups of social norms may be steps to achieving this.

Use Cost-Benefit Analysis in design

Using cost-benefit analysis (CBA) at the design stage (project appraisal) as well as at MTR and final evaluation can show clearly how value-for-money can be achieved.

Use a “Pipe-line design” for baseline – endline evaluation and survey data collection

Evaluation design that relies on control groups outside the programme is extremely risky in a complex, multi-stakeholder environment such as Ethiopia, especially when dealing with issues of global concern. A “pipeline-design” agreed with the Government would be better.

Match baseline mid-term and endline survey processes to adaptation in programme design and implementation

One of the strengths of ECMP was the willingness to adapt programme design to take on board mid-term evaluation findings. However, the evaluation design for the programme was set at the outset by the ECMP team and the endline survey was not modified to take account of the change in programme design.

Use Young Evaluators when working on programmes relevant to young people

Working with the YEs meant that we got better quality information and understanding than we would have done otherwise and we are much better able to understand the changes that young people in the communities are going through.

Use education-system data from the outset

Data collected by the public education system can provide a statistically representative sample to compare with qualitative data gained through participatory study.

Take a girl-centred approach, but choose entry points which ensure that boys and adults are included

The Community Perspectives Study, for the final evaluation, suggests that the Cluster Schools Community approach which is part of the Expansion+ model works very well. In large part, this is because it promotes the rights and dignity of girls, but does so by engaging with boys as well. This

⁵ Adapted from the ECMP MTR (IV+E).

improves communication between girls and boys, and this extends to better communication between young people and their parents/carers.

Where appropriate, work with Faith-Based Organisations

For ECMP, working with the Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA) has had a catalytic effect in raising wide awareness about child marriage, FGM/C and other harmful practices. The faith-based organisations have been excellent partners and are working hard to bring all religious leaders on board.

For future programming ensure ownership from the outset, encourage holistic approaches and choose entry points which can give best value for money

Our interpretation of the ECMP process is that things would have gone (even) more smoothly had there been greater ownership, at the Amhara level, from the outset. For the reasons outlined in 3, above, on social norms and social change, we believe that future programming will have better value for money if, at a minimum, it explicitly targets FGM/C as well as child marriage (and vice versa) where they both exist.

Additional Recommendations

These brief, additional recommendations are given to support the GoE's ongoing planning for future programming in Amhara and beyond.

An affordable model for Amhara and beyond

Derive an approach based on the ECMP Phase 4 model, using a core set of components which can be expanded if more resources are available.

Key drivers of Phase 4 have been:

- a) Extensive coverage, which has a catalytic effect and strengthens the movement away from CM
- b) Focus on working with existing structures and their networks: faith organisations, WDGs, HTP committees, etc. This brings on board the widest possible range of actors and extends responsibilities to all
- c) Working with whole communities, but with a focus on young people: through schools and clubs. This is helping to increasing inter-generational and male-female communication and understanding
- d) Being girl-centred: empowering girls through simple measures such as talking about their bodies, focusing on menstrual hygiene etc., and encouraging their self-esteem and confidence.

These are all components which can be sustained as they share the resourcing burden across ministries and create an environment of mutual support.

Education for the future

Further embed fulfilment of girls' rights in the school curricula and teacher training, to reach the greatest number of young people in a sustainable way.

Economic Opportunities

Consider expansion of programmes to support credit and loans through Village Savings and Loans Association (VSLAs). These would be best run separately from, but cooperating with, End Child Marriage (ECM) initiatives.

Young People's Voices

Include young people's voices at all stages of planning, implementation and monitoring of ECM interventions.

Ownership

Embed, from the outset, all future programmes of this kind in national structures to ensure full ownership and take-up of responsibilities.

Design of Results Frameworks

Ensure that Theories of Change and results frameworks for programmes concerned with social norms and social change reflect the qualitative and less tangible indicators of change.

Post-Evaluation Follow-up

Conduct follow-up evaluation after both one and two years from the end of the programme, to assess whether the trend towards ending CM (and FGM/C) has been maintained. If so, why? If not, why not?

In the report:

- **Section One** gives background to the programme and the evaluation
- **Section Two** describes the approach taken and the methods/tools used in data collection and analysis, methodological limitations as well as responsibilities within the team.
- **Section Three** gives a summary of findings and analysis.
- **Section Four** presents plans for dissemination of the evaluation findings.
- **Section Five** summarises the lessons learned, achievements and recommendations.
- **Annexes** provide supporting information.

ACRONYMS

ALCECM	Amhara Learning Community on Ending Child Marriage
BoWCA	Bureau of Women Children and Youth Affairs
CBA	Cost Benefit Analysis
CC	Community Conversation
CD	Community Dialogue
CEA	Cost-effectiveness Analysis
CEFM	Child Early and Forced Marriage
CM	Child Marriage
EI	Economic Incentives
ECMP	End Child Marriage Programme
EIFDDA	Ethiopian Interfaith Forum for Development, Dialogue, and Action
EGLDAM	Ye Goji Behal Aswegaje Komite
FBO	Faith Based Organisation
FGM / C	Female genital mutilation / cutting
FH	<i>Finote Hiwot</i>
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HTPs	Harmful Traditional Practices
IV + E	Independent Verification and Evaluation
ISP	Implementation Service Provider
MA	Managing Agent
MSP	Maxwell Stamp PLC
MTR	Midterm Review
MoWCA	Ministry of Women Children and Youth Affairs
M&E	Monitoring & Evaluation
PIGD	Participatory Interest Group Discussion
QPM&E	Qualitative and Participatory M&E
RCBF	Regional Capacity Building Fund
SACCO	Savings and Credit Cooperatives
TA	Technical assistance
ToC	Theory of Change
VfM	Value for Money
VSLA	Village Savings and Loans Association
YEs	Young Evaluators

CONTENTS

ACKNOWLEDGEMENTS	ii
EXECUTIVE SUMMARY	iii
ACRONYMS	xii
1. Background and introduction	1
1.1 End Child Marriage Programme in Amhara	1
1.1.1 Scope.....	1
1.1.2 Implementation and Governance Structure	1
1.1.3 Community Focus	2
1.1.4 Changing Targets	2
1.2 Different Approaches: Adaptations at Mid-Terms	3
1.2.1 ECMP Original Design.....	3
1.2.2 Expansion+	3
1.3 The Independent Verification and Evaluation	5
1.4 Purpose, scope and objective of the ECMP Final Evaluation	6
1.5 Political Economy: the Context of ECMP	6
1.6 Report Structure	8
2. Approach and methodology	10
2.1 The Approach	10
2.1.1 Scope of work	10
2.1.2 Timing	10
2.1.3 Potential for Bias.....	10
2.1.4 Principles and Ethics	11
2.1.5 Participation and Inclusion	11
2.1.6 Qualitative not Quantitative	12
2.1.7 An Indicative “Snap-shot”, Participatory Enquiry	12
2.1.8 Limitations	12
2.1.9 The Field Sites and people consulted	13
2.2 The Young Evaluators	14
2.2.1 Importance of including Young Evaluators	14
2.2.2 Results of including Young People in the final evaluation team	14
2.3 Framework of Enquiry	15
2.3.1 The Evaluation Framework	15
2.3.2 Economic Incentives	17
2.3.3 Assessing change in social norms and social change	17
2.3.4 The Questions	19
2.3.5 Mixed Methods Used.....	23
2.3.6 Participatory Methods	24
2.3.7 Other Analytical methods and Evidence Tables	24
2.3.7 Analysis of school performance data	24
2.4 Validity and Verification of data and findings	25
3. Findings and analysis	26
3.1 Introduction	26
3.1.1 Contents of the section.....	26
3.1.2 Focus of enquiry.....	26
3.2 Programme Effectiveness	27

3.2.6Q1: To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work? (Expansion+)	27
3.2.7Q2: How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme? (Social Norms and Social Change).....	28
3.2.8Q3: To what extent has the programme approach at community level worked? Which aspects appear to work best? (Social Norms and Social Change / School Experience)	29
3.2.9Q4: What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities? (Economic Incentives).....	33
3.2.10Q5: To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making? (Institutional capacity)	38
3.2.11Q6: To what extent has the programme strengthened government capacity to design, plan and implement a large-scale programme to end CM? (Institutional capacity)	39
3.2.12Q7: To what extent has the programme developed an effective monitoring and evaluation system for programme delivery at scale? (Institutional capacity)	39
3.2.13Q8: What are the main factors which explain the successful elements of the programme? (All areas of analysis)	40
3.2.14Q9: What are the main factors which explain the non-successful elements of the programme? (All areas of analysis).....	40
3.3Efficiency: Value for Money	41
3.3.1Q10: Did the programme represent value-for-money	41
3.3.2 Q11: Were the overall management arrangements associated with the programme conducive to delivering best results?	42
3.4Sustainability	43
3.4.1What is the best approach in the future?	43
3.5Impact	45
3.5.1Q14: How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?	45
3.6Equity	48
4.Communications and Dissemination	49
4.1Introduction.....	49
4.2Audiences	50
4.3What kinds of Communication?.....	50
4.3.1Face-to-Face Communication	50
4.3.2Tele-Communications	51
4.4Products for Dissemination.....	51
4.5DFID state that this endline report will be available to the wider public published on DFID DevTracker The report will be shared with key stakeholders (FMoWCA, BoWCA, UN Agencies etc.). Suggestions for future Independent Evaluations	51
5.Learnings and Recommendations	53
5.1Introduction.....	53
5.2Key Achievements and Learnings.....	53
5.3Key Challenges.....	54
5.4Lessons Learned: headlines	55
5.5Additional Recommendations	56
5.5.1An affordable model for Amhara and beyond.....	56
5.5.2Education for the future	56
5.5.3Economic Opportunities	57
5.5.4Young People’s Voices	57
5.5.5Ownership.....	57
5.5.6Design of Results Frameworks	58

5.5.7 Post-Evaluation Follow-up	58
6. Documents and websites consulted.....	59
Annex 1: TERMS OF REFERENCE.....	60
Annex 2: EVALUATION QUESTIONS, TOOLS, DATA COLLECTION PROCEDURES	68
Sub-Teams	73
Guide Questions.....	73
annex 3: People consulted.....	81
Annex 4: ORGANISING FINDINGS.....	1
Annex 5: A BRIEF SELECTION OF CASE STUDIES AND SPOKES RESULTS	8
Annex 6: “SNAPSHOT” ANSWERS	18
Annex 7: THE GOOD PRACTICE GUIDE.....	20
Annex 8: TEAM COMPOSITION AND RESPONSIBILITIES	39
Annex 9: PRINCIPLES OF ETHICAL ENQUIRY WITH CHILDREN AND YOUNG PEOPLE	41
Annex 10: YOUNG EVALUATORS AND YOUNG AMBASSADORS	42
Annex 11: SOCIAL NORM CHANGE AND SOCIAL CHANGE	44

1. BACKGROUND AND INTRODUCTION

1. End Child Marriage Programme in Amhara

.1.1 Scope

The End Child Marriage Programme (ECMP), or Finote Hiwot (Pathway to Life), began in March 2012. It was an £10 million, almost six-year, DFID-funded partnership with the Government of Ethiopia (GoE). The programme was managed through a consortium led by Maxwell Stamp PLC⁶ (MSP). The programme aimed at delaying, by at least one year, Child Marriage for at least 37,500 adolescent girls, and indirectly many more, in the East and West Gojam Zones of the Amhara Region. This figure was revised down in 2014 from an original figure of 200,000 because of a faster than anticipated 'natural' decline in Child Marriage. The programme period was extended by eight months up to April 2017, with an additional £1 million investment, in order to enable the programme to directly delay the marriages of an additional 1,000 girls, increasing the outcome target to 38,500.

The specific objective of ECMP was to support the Government of Ethiopia to develop a sustainable model to end CM that can be scaled up by government and development partners. The approach of ECMP involved a holistic social process that focuses on adolescent girls through four components: i) Community based work (community dialogues, school based activities, economic incentives), ii) Strategic engagement and communication (to engage the widest possible audience in end-CM activity), iii) Capacity building for relevant stakeholders (government at regional, district and local levels; communities, teachers and religious leaders) and iv) monitoring, evaluation and learning (see CMP Inception documentation).

.1.2 Implementation and Governance Structure

The Federal Ministry of Women and Children Affairs (MoWCA) was the implementing partner and owner of the programme. In the Amhara Region, the Federal Ministry is represented through the Regional Bureau for Women and Children Affairs (BoWCA) with its zonal and district level representatives. The programme was implemented by a technical support team contracted by a Management Agent - a consortium of Maxwell Stamp PLC (MSP, based in London UK and with a registered office in Addis Ababa) and JaRco Consulting Ethiopia (based in Addis Ababa). MSP took the lead in the consortium. The programme Steering Committee provided overall advice and strategic direction for the programme. An independent verification and evaluation (IV+E) was embedded into the programme with biannual verifications, midterm review and final evaluation, as well as contribution to the DFID Annual Review in 2015.

More than 30% of programme spend was devoted to cross-cutting activities for institutional development, to encourage the transfer of responsibility of the programme to government. Given the low evidence base on early marriage, the programme was also deliberately designed to be a low resource model that tested scalability and promoted sustainability. This was intended to enhance programme lesson learning on the cost-effectiveness of early marriage interventions.

⁶ Hereafter referred to as the ISP.

.1.3 Community Focus

Throughout, ECMP was predominantly a community-focused programme. Although the people who would benefit most from it were adolescent girls, other people, including parents, community leaders (particularly religious leaders and members of women's groups) and government officials also stood to gain. The programme worked across communities with the aim of gaining wide commitment to ending child marriage and to embed new ideas on when young people should marry.

More than 30% of programme spend was devoted to cross-cutting activities for institutional development, to encourage the transfer of responsibility of the programme to government. Given the low evidence base on early marriage, the programme was also deliberately designed to be a low resource model that tested scalability and promoted sustainability. This was intended to enhance programme lesson learning on the cost-effectiveness of early marriage interventions.

.1.4 Changing Targets

Significantly for ECMP and this evaluation, new analysis identified the need to revise down the programme's original outcome target – *'to delay the age of first marriage of 200,000 adolescent girls in east and west by at least one year'* – to a more realistic figure of 38,500 girls (a reduction of 80% from the original target). The calculations driving this change were based on the most recent (2011) DHS raw data, in which the zonal data (which could only be accessed in 2013) highlighted significant declines in the incidence of CM in the target regions. The fall in CM prevalence rates had a major impact on ECMP's outcome target because this was how the programme calculated 'vulnerability to early marriage' (and the potential target group for the programme). However, the Mid-Term Review confirmed that economic returns (in health and education) of delaying the early marriage of 38,500 girls significantly outweighed programme costs. The programme therefore continued to offer value for money (VfM).

More specifically, the raw data showed that:

- **The prevalence of early marriage has fallen rapidly in the last five years across Ethiopia.** Nationally, the percentage of teens (15-19) married by age 15 fell by 50% and the percentage of young women married by age 18 fell by a quarter.
- **For the Amhara region**, only 15% of girls aged 15 had ever been married, 30% of girls aged 16, and 35% of girls aged 17. (This is a marked difference from the 50% prevalence rates for less than 15 years assumed in the design phase of the programme).
- The DHS dataset only covers girls in the 15-19 year old age bracket. However, extrapolations conducted by the programme based on the new prevalence data suggest that for **girls aged 10-14 years in rural areas, the prevalence of early marriage would be around 7% (and much lower for girls aged 8 and 9).**

There is a caveat to be added to these much lower prevalence figures: they represent acknowledged marriages and may miss many promisory marriages/ early betrothals, where very young children are promised in marriage in order to cement relations between families. In addition, as we show in this report, and as can be seen in programme documentation, restricting assessment of "success" to the number of marriages prevented, misses the wider social change gains – towards greater gender and age equity – that the programme implementation model stimulated

2. Different Approaches: Adaptations at Mid-Terms

By endpoint, ECMP had been implemented in 29 districts in the East and West Gojam zones of Amhara region. Programme implementation was spread across four phases.⁷ ECMP initially followed a two-tiered approach to implementation with a selected number of villages in each district benefitting from all ECMP activities; the ‘intensive’ approach, and the remainder receiving a shorter and reduced set of the activities; the ‘expansion’ approach. Following MTR recommendations, the community-based model was revised for phase 4 replacing the ‘intensive/expansion model’ with the ‘expansion plus’ model to include the more effective use of existing Government and community structures, and to reach all *kebeles (communities/villages)* within the catchment areas.

.2.1 1.2.1 ECMP Original Design

Box 3: ECMP in Amhara

Originally designed to delay marriage for 200, 000 girls in Amhara, the programme covers a vast geographical areas, in some very remote and isolated places. In order to optimise the use of resources, ECMP was originally designed to incorporate a two-tiered approach to implementation, with a select number of kebeles (smallest administrative unit) in each woreda benefitting from **all** activities – under the **intensive approach** – and the remainder receiving a shorter length of input, with fewer activities – under the **expansion approach**. This two-tiered approach to resource allocation was intended to enhance the Programme’s lesson-learning on the cost-effectiveness of early marriage interventions. Outputs of the programme were:

Output 1: Empower and develop capacities of community leader, teachers, peer facilitators, girls and boys to be an effective voice in eliminating child marriage (*Through community conversations and dialogues, with trained community facilitators; through support to schools’ clubs*)

Output 2: Deliver economic incentives to targeted households in pilot areas (*An output requested by the GoE – provision of school materials support to highly vulnerable girls, and credit to vulnerable families; selected numbers of each in each targeted woreda*)

Output 3: Communication for behaviour change at community level developed and disseminated (*Support to “mini-media2 school clubs – providing digital resources and training in tensive schools; training religious leaders; collaboration with media centres etc.*)

Output 4: Policy dialogue on early marriage enhanced at regional and federal levels through strategic engagement (*Through working with the Amhara Learning Community on Ending Child Marriage; promoting the National Strategy on HTPs and the National Alliance for Ending Child Marriage*)

Output 5: Government capacity to design, plan, implement, monitor, and manage programmes to end child marriage strengthened (*Through training on M&E, the Capacity Building Grant Fund; strengthening HTP Committees and support to BoWCA*)

Output 6: Knowledge base on programming effectiveness and value for money is strengthened, and systems for programme monitoring are established (*Establishing M&E systems at woreda level for effective data collection and reporting structuresd; internal Value for Money assessment.*)

Source: ECMP documentation

.2.2 1.2.2 Expansion+

At mid-term, we determined that the programme was on-track to meet its goals. Our chief recommendation was that, working with the revised ToC, the programme would adopt an Expansion-diffusion (Expansion+) model in Phase 4. We believed that using the Expansion+ model (see Box 3, below) would a) optimise the effectiveness of the programme and reach a wider population, b) prove more cost-effective than previous implementation models and c) be more capable of take-up by government, since it involves national structures to a greater degree than the previous models. An

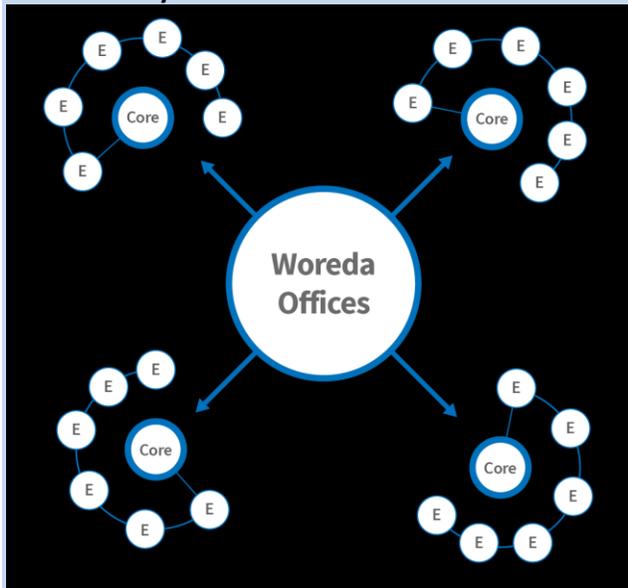
⁷ Phase 1: from February 1, 2012 to December 31, 2013 (8 districts); Phase 2: from July 2013 to December 31, 2014(8 districts); Phase 3: from July 1, 2014 to December 31, 2015 (8 districts), Phase 4: from December 1, 2015 to December 31 2016 including extension (5 districts).

important consideration was also that Expansion+ would be a more equitable approach. All communities would have access to the same. Or similar, resources. Communities had criticised the intensive-expansion model because it favoured some communities over other – with provision of expensive mini-media equipment etc. It was also an expensive model all together. Further, we hoped that the Exonsion+ model would re-inject diffusion into the approach. Diffusion was an original component of the design – with the idea that intensive kebeles would diffuse learning to expansion ones. But, this did not happen. In Expansion +, the focus on the Schools’ Cluster system, ensured that diffusion could take place.

Box 2: The Expansion+ Model

The Expansion+ model is a low cost Core Kebele + Diffusion/Expansion model (CoreK+) intervention that can be scaled up by government. It includes targeted intervention for those most difficult to reach (e.g. out of school girls). This new approach, involves greater equity in resource allocation between kebeles, and works with a developed diffusion/expansion model, centred around geographically and demographically selected core kebeles, based on the government’s kebele clustering system. As school communities are vital in the model, with much work involving young people and teachers in school, diffusion takes into account local marriage patterns and the relationships between schools. The model, which depends more strongly than the previous implementation models on existing structures, systems and mechanisms, needs to give particular attention to inclusion of the hardest to reach girls and their families, and suitability for national take-up.

The cluster system:



The model is based on the GoE’s School Cluster system. In this, schools in an area are linked together for, amongst other things, sharing and learning from experiences (encouraging diffusion). The model above shows core schools at the centres of clusters, and the sharing between all of them. Clusters, themselves, link through the Woreda Education Office and the HTP Committees. The model works to strengthen government ownership throughout – using government understanding and involvement with the schools, the Women’s Association, faith organisations and the ‘edirs as useful entry point at community levels, and the HTP Committees and EIFDDA as entry points at *kebele*, *woreda*, zonal, state and national levels. The option requires strong partnership with the new UNICEF programme on CM,

the Amhara Alliance on CM, National Platform on Ending CM, etc. All opportunities to build synergies will be used.

Source: ECMP MTR, programme reports and endline consultations

3. The Independent Verification and Evaluation

The IV+E, which accompanied the programme from 2013, had the following purpose and objectives:

Purpose: To strengthen accountability of DFID Ethiopia and the Implementation Management Service Provider (ISP) in measuring and reporting progress towards the programme's expected results.

Objectives:

To undertake an independent evaluation of the programme in particular to measure the effectiveness of the intervention in delivering its expected results as well as assess the overall sustainability of the intervention and its potential for scaling up (DFID, ToRs for IV+E, 2013).

To provide a bi-annual independent verification of the accuracy of ongoing monitoring reports of the ISP, including an assessment of the quality of underpinning methodologies

(The evaluation, and the endline report, have a strong focus on learning. Accountability is addressed in depth, through the verifications).

In September 2013, IMC Worldwide (IMC) together with GY Associates (GYA) and B&M Development Consultants PLC, Ethiopia (B&M) were contracted to by the UK, Department for International Development (DFID) to undertake the IE+V of the ECMP, Ethiopia. The IV+E inception visits took place between October 27th and November 14th, 2013. Following this, agreement was reached with DFID on:

- A clear set of evaluation questions and methods to answer them
- Strategy for the verification part of the assignment (6-monthly verifications across the rest of the programme)
- The IV+E assessment of the evaluability of ECMP
- An approach to lesson learning that would strengthen the ECMP and the monitoring and evaluation of similar programmes both within DFID and globally (for adaptive programming)
- A rationale and proposal for including young people within the IV+E approach (the Young Evaluators)
- A set of Options for implementation of the IV+E, including timelines
- A timeline and workplan for IV+E (*in section 4*)
- A communication and dissemination strategy for the outcomes of the evaluation
- A strategy on how to measure/verify if the results achieved represent value for money incorporating proposed measures of economy, efficiency and cost effectiveness

A set of **key principles** underpins all the work of the IV+E: independence; transparency and accountability, inclusion and participation. The approach to IV+E was based on a framework for understanding processes involved in social norm change and social change.

The IV+E team have carried out seven verifications, conducted the 2015 Mid-Term Review and Annual Review, carried out an endline evaluation and collected learnings for a Good Practice document (this report). In addition to completion of our ToRs, we have produced a short flash-film on the work of the Young Evaluators, directed by the Young Evaluators, themselves. <https://youtu.be/D2EwBc33Kmk>

4. Purpose, scope and objective of the ECMP Final Evaluation

This endline evaluation has not deviated from the Terms of Reference given in Annex 1. The evaluation team was able to work freely and without interference. We enjoyed full support from the Implementing Partner Organisation staff, who willingly gave their time.

IMC Worldwide (IMC), together with GY Associates (GYA) and B&M Development Consultants PLC, Ethiopia (B&M) were contracted by the UK Department for International Development (DFID) in September 2013 to undertake the IE+V of the ECMP in Ethiopia. The IV+E inception visits took place between October and November 2013. The IV+E team carried out six independent verification exercises, as well as a programme Mid-Term Review (MTR) in January 2015. This report is the final evaluation of the ECMP programme, with fieldwork carried out in February 2017. The purpose of the final evaluation was:

- d) To assess the extent to which the programme has been successful in meeting its expected outcome**
- e) To identify, where possible, programme approaches which have i) been most relevant to success and ii) can be taken over by government**
- f) To make recommendations for future work relevant to ending child marriage**

The objective of the endline evaluation was to provide an independent assessment of programme successes and barriers. We also particularly needed to look at trends within the expansion-diffusion approach, adopted during Phase 4, the final phase of the programme. This approach was not assessed by the endline survey, conducted by the programme, as it was a) new – developed after recommendations in the Mid-Term Review (MTR) and b) was, therefore, not considered to be comparable with baseline. ECMP did, however, provide some qualitative assessment of Phase 4 in the final report on Operational Research (April 2017) and provided schools data to the IV+E team..

To meet the endline evaluation purpose, the IV+E team took a broadly realist-inspired approach to the evaluation, aiming to discover what worked well and why, and what worked less well and why. To do this, we used mixed methods:

- a) Review of available literature, including programme reports and our own independent verifications**
- b) Consultations with programme staff in Amhara and UK**
- c) Field consultations, and a participatory qualitative Community Perspectives study with school communities (pupils, teachers, parents, leaders) and institutional stakeholders in four programme areas and one control area**
- d) Analysis workshops**
- e) A value for money (VFM) assessment**

These are outlined more extensively in [Section 2.3.4](#)

5. Political Economy: the Context of ECMP

The 2014 UNECA report showed that Ethiopia, from a very poor baseline, has made significant steps towards achieving human development indicators in the Millennium Development Goals (MDGs)⁸. Over recent years, there has been strong economic growth, averaging 11% per year (more than twice the regional average)⁹. Overall poverty levels have declined from 29.6% in 2010/11 to 26% in 2012/13 (MoFED 2014). Food poverty is estimated to have declined from 33.6% to 31.8%, over the same years. Ethiopia remains low in the ranks of income quality (at 173), however, with a gini co-efficient of 33.6.¹⁰

At the start of the programme, agriculture was the leading sector in the economy¹¹, providing food for domestic consumption and raw materials for manufacturing and export. The economy remains highly dependent on agricultural production and at high risk from climate change and environmental threats¹². Children and women are heavily involved in agricultural production, though men (where they are part of the household) remain largely in charge of household income distribution and spending. There are some reports that decision-making around marriage is nowadays shared more widely between parents, though this is largely anecdotal¹³.

Against this background, Ethiopia was a leading nation at the Girl Summit in London, 2015, pledging to end Female Genital Mutilation/Cutting (FGMC) and Child marriage (CM), by 2025. The government had already shown commitment to this, through its support for the End Child Marriage in Amhara programme, and its predecessor, *Birhane Hiwan*, and through strong attention to girls' education over the last decade. Nevertheless, the challenge of working to change strongly held traditional norms, which uphold patriarchal views and support a variety of Harmful Traditional Practices (HTPs), which violate women's and girls' rights, is very strong. It requires commitment and inputs at all levels: in the enabling environment (government, legal, regulatory and institutional); catalytic (widespread awareness raising, creating social movements, changing curricula) and focused (interventions with, and by, communities). It also requires action, in all sectors, to promote gender equality and equity.

Box 3: Girls and Women in Ethiopia – An Overview

- Girls' net enrolment in primary education has risen from 80.5% in 2009/2010 to 90.9% in 2014/15.
- But girls' completion at grade 8 has risen only from 44.5% to 50.9% over the same timeframe, with significant disparities between urban and rural areas. Girls in rural areas start school at an average age of 9.6 and leave at 14.6.
- Mean years of average completed schooling for girls range from 0.9 years in Afar to 4.2 years in SNNP.
- Secondary enrolment remains low, nationally, for girls and boys, at 36.9% and 39.9%, respectively (and it is falling for boys).
- Ethiopian girls have a 41% chance of being married by the time they are 18; in Amhara region 45% of girls are married by age 18 (2016, <http://www.girlsnotbrides.org/child-marriage/ethiopia/>).
- Types of child marriage are varied (ranging from early promissory marriage to abduction, though there is some evidence to suggest age of early marriage is rising).

⁸ UNECA "014

⁹ World Bank 2015.

¹⁰ <http://hdr.undp.org/en/content/income-gini-coefficient>

¹¹ The leading sector now is services (47.3% share from GDP) compared to agriculture (36.6%).

¹² www.ethiopia.gov.et/web/Pages/Economy

¹³ See, for example, ECMP qualitative data and IV+E fieldwork

- The 2016 DHS states that FGM/C amongst 15-49 year olds ranges from 91.2% in Afar, through 61.7% in Amhara and 24.2% in Tigray
- 13% of girls aged 15-19 have begun childbearing
- 26% of births are assisted by a skilled birth attendant (a steep rise from only 10% in 2011).
- Only 23.6% of married 15-19 year olds have their demand for family planning met.
- Net enrolment rate for girls at the primary level is 90.9%, dropping to 20.85 % at secondary level.
- 59% will experience sexual violence from their partner at least once in their lifetime.

Source: UNICEF, 2016; EDHS 2016; www.girlsdiscovered.org and <http://www.womankind.org.uk/where-we-work/ethiopia>; MoE 2016 Annual Education Abstracts (ESSA)

Ethiopia has seen significant advances in the policy and legislative environment to protect girls' well-being and promote their empowerment. The Ethiopian Women's Policy was developed as early as 1993 and women's rights and child protection were enshrined within the 1994 Constitution. Together, these work to ensure that women's development issues and gender equality are included across all sectors, with special focus on health, education and social welfare.

Changes in 2000 to the Family Code, and in 2005 to the Criminal Code, ensure that equality is taken into consideration in marriage and divorce procedures. They also criminalise FGM/C and go some way towards addressing domestic violence. The revised Family Code sets the minimum age of marriage at 18 for men and women, and makes early betrothal illegal. Article 648 of the Criminal Code criminalises child marriage, with provision for imprisonment for up to three years where the age of the victim is 13 or over, and seven years where the victim is younger than this. A number of HTPs, including abduction and FGM/C, polygyny and widow inheritance are also criminalised¹⁴. The effects of legislation are not yet fully understood. There is some evidence to suggest that it is contributing to decline (DHSS 2011) in HTPs but there are also suggestions that, without rigorous implementation of the law, HTPs persist but are carried out secretly. There is likely to be a considerable divide, in communities, between raised awareness of the law and change in practice.

The National Alliance to End Child Marriage and FGM/C was launched in September 2013, and MOWCA launched the National Strategy and Action Plan on HTPs in the same year. The strategy defines HTPs as: *'...traditional practices which violate and negatively affect the physical, sexual or psychological well-being, human rights and socio-economic participation of women and children'*. Through the strategy, an holistic approach to the eradication of HTPs is being promoted. HTP committees have been established at all levels of government, to promote inter-sectoral cooperation and to involve a wide range of development partners. These do not yet function well across the whole country, but the value of supporting them has been demonstrated by ECMP.

At the national level, MOWCA launched the National Platform on eradication of HTPs at the 2015 Girl Summit. The platform includes stakeholders from all relevant government ministries, donors, and civil society – including women's and youth organisations, national federations and associations, and faith-based organisations – committing them to working together for eradication of HTPs within the target timeline. This has led to new interventions, including the 2014 – 19 UNICEF programme support to government on ending child marriage.

6. Report Structure

¹⁴ UNICEF 2016.

The report is structure is as follows:

- **Section One** of this Final Evaluation report provides background information to the ECMP, the scope of this evaluation, and outlines the context (political economy) in which the ECMP programme operated.
- **Section Two** of this final evaluation report, on approach and methodology, describes the approach taken and the methods/tools used in data collection and analysis, methodological limitations as well as responsibilities within the team.
- **Section Three** gives a summary of findings from the final evaluation, in relation to each of the evaluation questions. Analysis is organised under the DAC evaluation criteria of relevance, efficiency, effectiveness and sustainability.
- **Section Four** presents a series of activities and products for wider dissemination of the evaluation findings based on the communication plan.
- **Section Five** summarises the lessons learned, achievements of the programme and recommendations for the future.
- **Annexes:** Supporting information is contained in the various annexes.

2. APPROACH AND METHODOLOGY

7. The Approach

.7.1 Scope of work

This endline evaluation report adheres to the Terms of Reference (ToRs) set out in Annex 1. The IV+E Inception report and MTR set out the framework for final evaluation of the ECMP. As outlined in **Section 1**, above, questions to be addressed in the evaluation were situated under the major OECD/DAC criteria of relevance, effectiveness, efficiency, sustainability and impact. The original questions given in the Inception Report have been adapted over time, in line with the developing ECMP programme. At the request of DFID, particular focus was given to assessing whether giving Economic Incentives has a significant, positive effect in reducing Child Marriage (CM). The difficulty of making this assessment is discussed in **section 3.2.4** below.

At endline, as we consider that relevance was proven at MTR, we have focused largely on effectiveness and sustainability, and the value for money aspects of efficiency. We have looked at immediate impact in relation to indicators set in the programme log-frame and changes in social norms and steps towards social change. Our major focus at endline has been to try to find answers to:

- Is the Phase 4 expansion-diffusion model working and will it be possible for government to use/adapt it as the basis for future work (which may not receive donor funding)?
- Do people in communities really believe that Child Marriage is ending forever?
- Does intensified work with HTP committees, in schools, and with faith-based, women's and other Ethiopian organisations work better than the approaches taken in Phases 1-3? (Phases 1-3 included work with these organisations but not to the same extent as in Phase 4).
- What is the relationship between the economic incentives offered through ECMP and successes in ending child marriage? Are the incentives really needed? Would change happen without them?
- Has the programme represented value-for-money?
- Was the programme modality most appropriate? Would we do the same thing again?

The evaluation is intended to contribute to justification of spend to date and to support future government programming for eradication of HTPs.

.7.2 Timing

The timing of the evaluation was not ideal. At neither inception, MTR or endline, have we been able to study the relevant survey data before carrying out our own evaluation processes, because survey reports had not been finalised when we were required to carry out work in Ethiopia. This means that we have had to create our approach without knowing what the quantitative (and some qualitative) data, which had already been collected, but not fully analysed, could tell us. In addition, by the time we could carry out our endline fieldwork, some of the ECMP staff were no longer available, as the programme was in the process of closing. This meant that we were carrying out our consultations in a “twilight zone”, where programme staff were busy wrapping up the programme, rather than being fully engaged with programme activities. Nevertheless, the goodwill of all staff, and the attendance of many stakeholders at the Steering Committee, meant that we were able to gather a good deal of useful information and understanding.

.7.3 Potential for Bias

The IV+E team suggested the Phase 4 model at mid-term. This introduces a possibility for bias in endline evaluation of Phase 4. However, we consider that it was our *hypothesis* that the Phase 4 model would be a better approach. ECMP has tested that hypothesis and found, as we do, that it is true.

Working closely with the IP team, over the years of project implementation – in reviews and verifications – *could* lead to bias in the information the IP shares with us. We believe it has not. It is our belief that a considerable degree of trust has been built up with implementing staff and that they have been able to discuss with us not only successes, but also challenges.

.7.4 Principles and Ethics

The endline evaluation has been guided by the OECD/DAC Principles for evaluation of development assistance.¹⁵

A set of key principles has underpinned all our work for the IV+E, and supports this final endline evaluation: independence; transparency and accountability, inclusion and participation. The approach to the final evaluation is based on a framework for understanding processes involved in social norm change and social change (see below).

In addition to the principles above, we have worked with a strong commitment to girl-centeredness and doing no harm. For this reason, a set of Young Evaluators were included in all aspects of the endline evaluation design and implementation (see [Section 2.2](#) below).

All work with children was guided by ethical standards set by Save the Children and DFID, and took account of the guidelines for work with children and young people detailed in the IV+E IR. The whole IV+E process followed standard good practice for engagement and enquiry with all participants, and took particular steps to ensure the confidentiality of sensitive information shared by, and with, children and young people (see Annex 8). All team members who worked with children and young people attended briefings and demonstrated commitment to following ethical procedures.

The Team Leader and the Child Protection and Social Development/Youth Advisor have extensive experience in working with children and young people. They took the lead in ensuring that protocols for engagement were observed throughout the final evaluation process.

.7.5 Participation and Inclusion

The final evaluation aimed to be participatory and inclusive to the greatest possible extent, given the time and resource constraints. As stated, members of the ECMP staff assisted with selection of study localities, and preparation of meetings in the communities. Members of MOWYCA and BOWYCA showed their commitment to the process and were part of the consultations. We were fortunate that an EMCP Steering Committee meeting took place during the in-country endline visit, so the views of a wide range of stakeholders (such as government, civil society and inter-faith leaders) could be gathered.

In order to achieve a degree of standardisation and to be able to make comparisons, where possible, the participatory methods used by the team were similar to those used during the MTR and are described below in [section 2.3.5](#). Methods were designed to ensure that both literate and non-literate people could take part in the final evaluation discussions, and that people from all social backgrounds could be included.

The range of ages amongst the evaluation team, and inclusion of men and women on the team, contributed to ensuring that the final evaluation consultations and fieldwork were accessible and attractive to a full range of stakeholders.

¹⁵ DAC Principles for Evaluation of Development Assistance, DACAssistance Committee 1991.

.7.6 Qualitative not Quantitative

The approach used in the final evaluation was largely qualitative, with the exception of the economic aspects of VfM assessment. The rationale for this was a) that the internal ECMP endline survey would build up the quantitative evidence base and b) that the final evaluation fieldwork could contribute to strengthening the qualitative evidence base. We hoped to identify qualitative indicators of programme success which could be used in future programming for ending HTPs. As stated above, we did not have access to the endline survey data before carrying out our own consultations. Nor, at that stage, had ECMP made a summary assessment of its own qualitative, significant change data (now available¹⁶). In the event, there is a high degree of congruence between findings from all data sources, though there is some disparity in statistical analysis of the figures for impact in reduction of child marriage (see [section 3.5](#)).

.7.7 An Indicative “Snap-shot”, Participatory Enquiry

The participatory enquiry, carried out in the communities, for the endline, is INDICATIVE NOT REPRESENTATIVE. The aim of the enquiry, at community level, was to give a snap-shot view of the effects of ECMP. In the time available, and with the available budget, it was not possible to consider a representative sample. The field sites were selected purposively (see 2.1.9, below) – based on particular need to answer a) the set of evaluation questions and b) to address DFID’s request for information on Phase 4 and the EIs. Twenty-nine districts were covered by ECMP (only in Phase 4 were all kebeles in each woreda addressed). We only carried out enquiry in four programme kebeles (and 1 control kebele). This is a small sample but, because the sites were well-chosen, the sample allows us to be confident about the conclusions we draw. We were able to test our data against ECMP’s own findings, and against the verifications we had carried out at six-monthly intervals.

.7.8 Limitations

The main limitations to the evaluation:

- g)** Only very early results of the ECMP survey data and analysis were available when the IV+E endline was carried out although IV+E findings have been updated in the light of new evidence provided.
- h)** There were no comparator data for the Phase 4 approach, as it was developed after the baseline and mid-term surveys and was, therefore not included in ECMP’s own evaluation (except, later in analysis of the Operational Research).
- i)** By the time of the evaluation visit, there was no full assessment made in ECMP of the schools’ work or the economic incentives. Some data were subsequently made available.
- j)** The IV+E team had to carry out a VfM assessment using very early ECMP survey results on the number of marriages prevented.
- k)** At the time of the field visits, ECMP core activities had closed and only managerial and evaluation staff were available for consultation
- l)** The Phase 4 model was suggested by the IV+E team at the time of the Mid-Term Review. This might have led to bias. We believe it did not. Our findings are in line with those of ECMP itself.

Through our years of experience with the programme, and our understanding of the Amhara context, we are well aware of the political economy and the possibilities for power relations to influence enquiry findings. We believe that the composition of the team, participatory methods employed, and the triangulation of data across different sources, has enabled us to gain unbiased information and understanding.

¹⁶ ECMP, April 2016, Operational Research, Final Report.

The timing of the evaluation, and the limited budget, did not allow for a period of pre-testing of enquiry methods. Nevertheless, all methods used had been successful at the MTR so we felt a high degree of confidence in adapting them for the Endline. This was especially so since only one team member was new. The IV+E TL accompanied the team on the first field visits and led an assessment of the suitability and usefulness of the approach and method. Following this assessment the methods and tools were used throughout the rest of the evaluation enquiry.

.7.9 The Field Sites and people consulted

The field sites for the evaluation were chosen in conjunction with the ECMP Head of Evaluation. All sites were chosen purposively, following the criteria listed below. During the endline visit, consultations were held with available staff from MSP and government and field visits (during which qualitative fieldwork was carried out) were made to five woredas:

Dejen	East Gojam	Yenagnat	1 (intensive + EI)
Hulet Eju	EastGojam	Debre Gubae	2 (expansion)
Debre Elias	East Gojam	Gibtsawit	4 (diffusion-expansion+)
Bure Town	West Gojam	Wundgie	4 (diffusion-expansion+)
Woreta and Fogera	South Gondar	Bebeks	Control

The fieldwork areas were chosen for the following reasons:

1. We wanted to include one Phase 1 woreda. We have followed progress in Dejen since the beginning of the IV+E work, through verification visits, and we were keen to visit an area which would allow us to assess a) the sustainability of results from the early ECMP approach and b) the value of the Economic Incentive component.
2. We included the control area, also included in the Baseline and Endline survey, to make comparison a) between control and treatment areas and b) between the survey results and results from our qualitative approaches.
3. We decided not include a Phase 3 kebele. We already knew, from the MTR, that the early expansion model was problematic and considered inequitable by constituents. Since it is, in any case, dependent on the Intensive, Phase 1 model (which had been dropped), and is not a stand-alone approach, we felt that scarce resources could be used better in deeper examination of Phase 4.
4. We decided to include two Phase 4 woredas. Phase 4 was not included in the endline survey as diffusion-expansion+ had not been part of the programme approach at baseline (so there was no comparator). The Phase 4, diffusion-expansion+ approach had been a recommendation of the Mid-Term Review (MTR). At endline, it had only been operational for 18 months. We believed, at MTR, that it would be the most sustainable and effective approach for ECMP, so it was important to gain as much information on it as possible – even if limited statistical data were available.

Following preparation of the method and team, the fieldwork was carried out by the IV+E Team, including the 4 Young Evaluators (as at the MTR). Initial analysis was made by the team in Ethiopia, with final analysis being made in cooperation with the Team Leader in UK.

In each area, Participatory Interest Group discussion and key actor interviews were held. We made sure to understand the power relations in each context, and to include consultations with the poorest and most marginalised people, who are often excluded even in participatory enquiry. (Please see Annex 3,

on method). In all, over 390 people were consulted in the communities. Including institutional consultees, the total rises to over 500. A breakdown of consultees, by kebele and interest, is included in Annex 3.

In all sites, we made particular efforts to seek out a number of highly vulnerable, poor and marginalised people – these who might not usually attend meetings. To do this, the YEs consulted with young people and asked their advice on who to reach out to. Where appropriate, they then visited vulnerable households and talked with household members. In other instances, girls, from poor families, who had received school materials, talked about the differences these had made to their lives.

8. The Young Evaluators

.8.1 Importance of including Young Evaluators

The inclusion of Young Evaluators (YEs) as official members of the evaluation team was an innovation. The inclusion of young people’s voices is established good practice in all aspects of programmes which aim to benefit the lives and opportunities of young people, and the Convention on the Rights of the Child supports children’s right to participate in any decision-making which affects them. Despite this, inclusion of young people as bona fide evaluators is not well-evidenced. Young people are often now consulted, or work as peer researchers, but they do not often get included in analysis and decision-making around other young people’s rights and needs. Annex 9 and the ECMP Good Practice document produced by the IV+E team give more details on working with the Young Evaluators.

.8.2 Results of including Young People in the final evaluation team

The results of including young people in the final evaluation team far outreached our expectations. The success of the community perspectives study was in large part due to the inclusion of young evaluators on the evaluation team. Working with the YEs, meant that we had far better communication with young people than we would have otherwise. The young evaluators, themselves, were far closer to understanding the issues that young people have in communicating with their parents, carers and teachers. They also have good understanding of the issues that children and young people face in building trust and positive relationships with their peers.

The perspectives which the YEs brought to the evaluation were, at times, challenging to assumptions held by other team members. This was a very good thing. It was also instructive to see how the YEs challenged each other – particularly in terms of gender-based assumptions on why some practices continue, and their effects on young people. In essence, we are convinced that working with the YEs meant that we got better quality information and understanding than we would have done otherwise and we are much better able to understand the changes that young people in the communities are going through. We are also better able to understand where the stories told by parents and carers differ significantly from those told by young people. For example, many parents told us that *“there is no child marriage anymore!”*, whilst young people told the YEs that that is what parents will say, but it is not true and *“child marriages are even taking place today, whilst we are talking”*. It is, of course, possible that young people would have told the older evaluators these things, but we are convinced that they felt freer to speak in front of people nearer to them in age¹⁷.

¹⁷ Interestingly, this does not always happen with peer researchers who are the same age as the young people being consulted. It seems to work best with researchers who are a bit older and, to some extent, role models for the young people (see Crawford, S., forthcoming)

We have learned that the YE experience is being discussed more widely in DFID-Ethiopia, and there is hope that YEs will be employed in other programmes. The YEs, with IMC, are preparing a short flash-film on the experience of employing Young Evaluators (as part of the IV+E Good Practice documentation).

9. Framework of Enquiry

.9.1 The Evaluation Framework

As at MTR, the framework of enquiry was based on three pillars:

1. The DAC evaluation criteria (relevance, effectiveness, efficiency, sustainability, impact, with equity running throughout).
2. Our understanding of the processes of social norm and social change necessary to end CM.
3. The evaluation questions, outlined in the original ToRs for the IV+E component, refined in the IV+E IR and MTR and further adapted to fit the needs of this endline evaluation (see Annex 2 to this report for a full list of the evaluation questions).

In relation to CM, and other HTPs, we envisage ECMP embedded in a field where success of the project will mean that there is increased social equity, gender and age equality. Relevance, Effectiveness, Efficiency and Sustainability are mutually dependent and reinforcing. When they operate in balance, impacts which improve equity and equality can be reached:

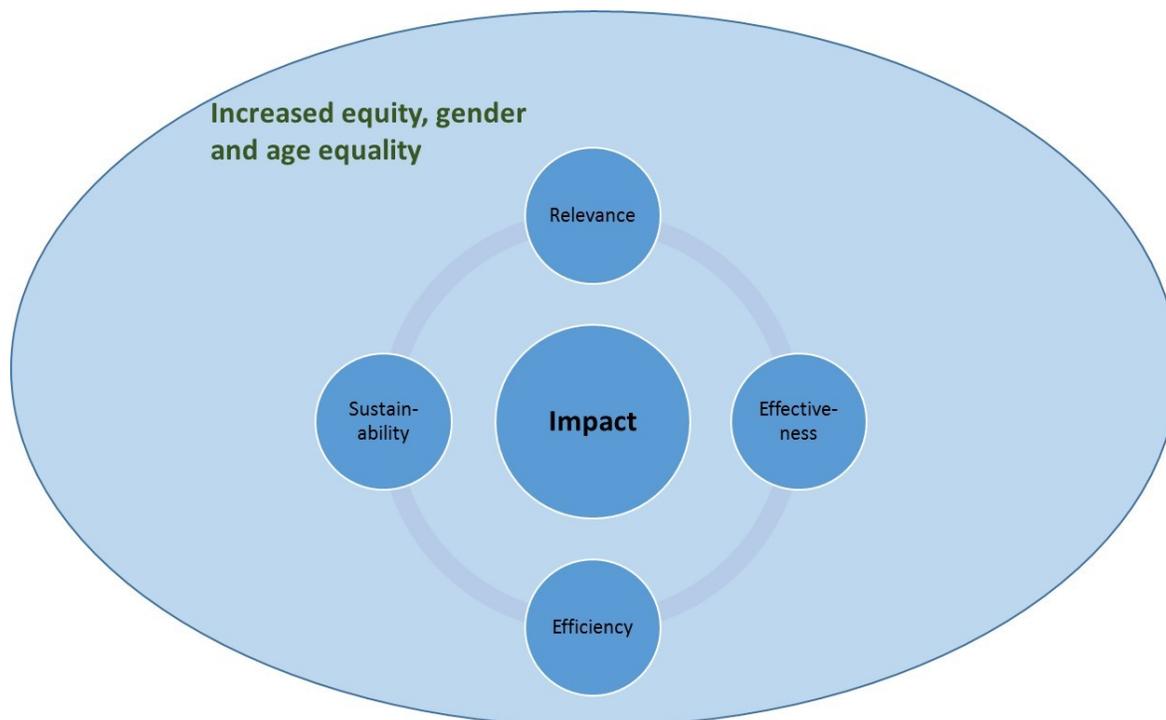


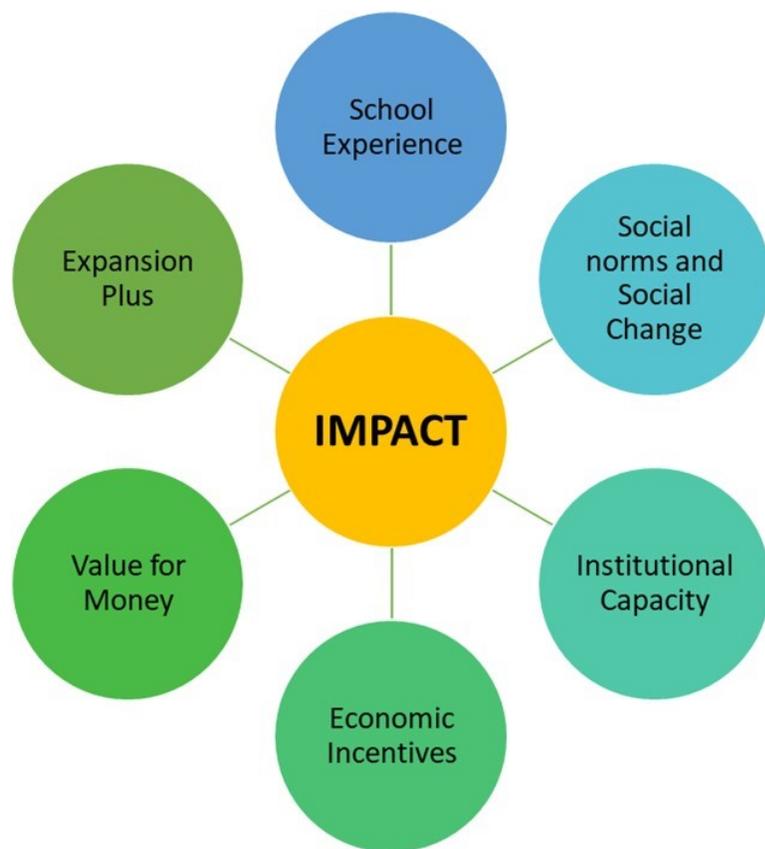
Figure 1: The Framework of Enquiry

As outlined above, during the endline, we did not give attention to the issue of relevance. This question was covered extensively during the MTR and, with understanding that the programme has been pivotal in building the government response to ending CM, there was no point in going over old ground. It was much more use to devote resources to assessing effectiveness, especially (at the request of DFID) of the

new, Phase 4 approach, and sustainability of approaches and positive results so far. To this end, the evaluation questions were further refined, as outlined below.

To answer questions under the framework, we focused on six key, inter-related areas of enquiry:

Figure 2: Six Key Areas of Enquiry



As Fig. 2 shows, the six areas of enquiry are all linked to the issue of effectiveness. Achieving positive results in each of these areas contributes to ending CM. If/when there are positive achievements in all of the six areas, then, we believe, the possibilities for effective ECM interventions will be optimised.

Key areas of assessment under the six areas of enquiry include:

AREA OF ENQUIRY	KEY ISSUES
School Experience	Are more girls able to attend school (throughout the month)? What are relationships between school pupils like? Are gender power relationships changing?
Social Norms and social Change	How are social norms, values and practices around child marriage and other HTPs changing? How are inter-generational and inter-gender power relationships changing? What is happening to the status of girls? Has CM reduced?
Institutional Capacity	Are structures, mechanisms and systems to end CM being developed and functioning? How do we know this? Are they sustainable?
Economic Incentives	Does provision of economic incentives make a difference? Are more girls able to go to school/stay in school? Do the incentives help families or cause further burdens? Are they fairly distributed?

Value for Money	Do the approaches taken, and the money spent, represent a good investment? Are they equitable?
Expansion Plus	Is the Expansion Plus model leading to better results? Is it accepted by communities? Is it attractive to government? Is it replicable and expandable?

The evaluation questions (section 2.3.4) stem from the key issues under the six areas of enquiry

.9.2 Economic Incentives

In addition to our focus on Expansion+, we have also looked at the Economic Incentives (EI) provided through the programme. We have followed one Phase 1, Intensive + EI woreda (Dejen) across the whole IV+E process. We have known since MTR that EIs make a difference: provision of school materials does encourage girls (back) into school; a good number of families benefit from the loans scheme (some do not). But what has been less clear is whether there is a direct relationship between having more money in the household, and ending CM. We have attempted to find answers to this, but there is still more work to be done.

.9.3 Assessing change in social norms and social change

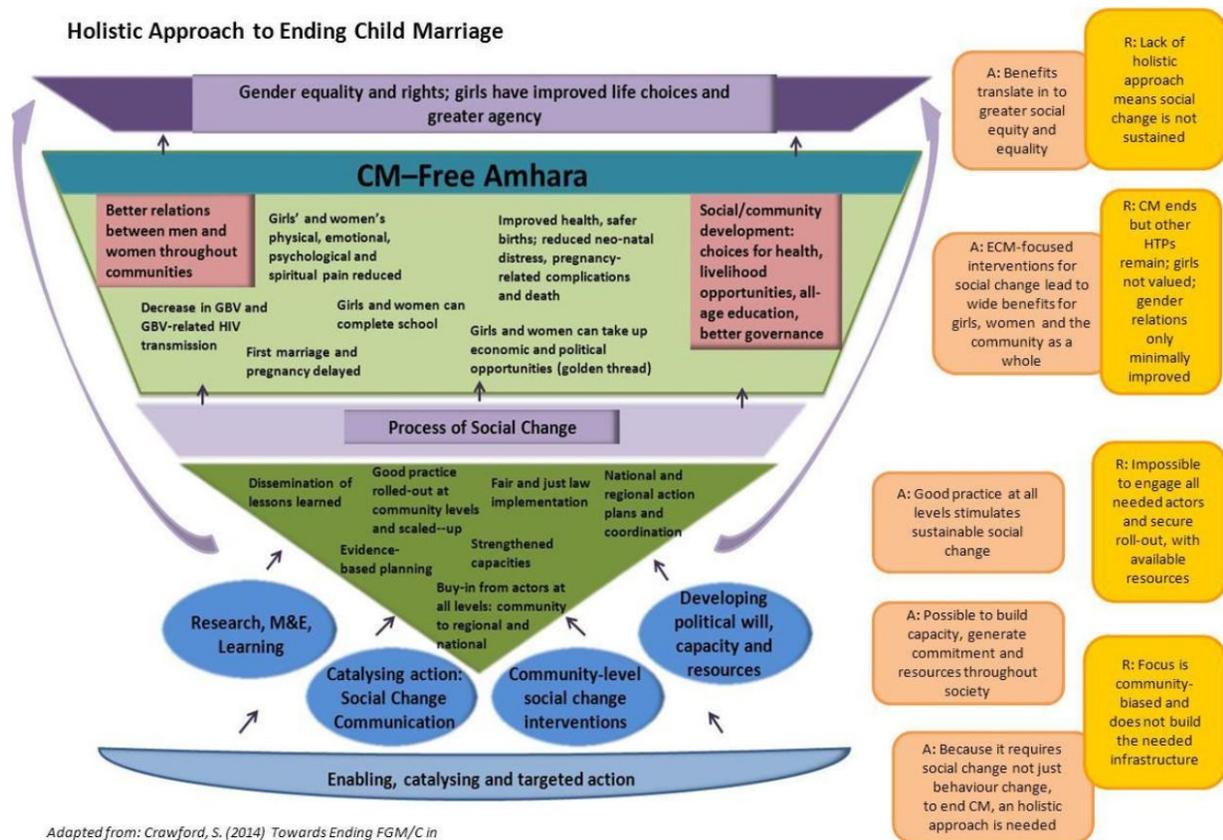
Child Marriage and FGM/C are not each single, social norms, they are symptomatic of a collection of norms, values and beliefs, which challenge the rights of individuals – especially girls and women, but boys as well.

The drivers of child marriage are complex, and involve economic as well as obviously social and cultural factors. However, as stated in the MTR, they always involve beliefs around what is “best” for girls and boys, how to build a secure future and strong social relations for individuals, families and communities. Where child marriage and other HTPs such as FGM/C are involved, beliefs on what is “best” are based on patriarchal ideas which challenge gender equality and prevent gender equity.

In the endline we adhered to our approach to social norms elaborated in the MTR (and given in more detail here, in Annex 10). We consider the economic drivers of CM also to be part of the needed social change – poverty is also part of inequity and inequality in power relations¹⁸. In this definition, we are looking not only at monetary poverty, but at the full range of disadvantage, social exclusion and vulnerability which is poverty in practice. It is with these understandings that a new Theory of Change (ToC) was proposed at MTR and it is this ToC which informed development of the Phase 4 Expansion+ diffusion approach. It is therefore crucial to the endline assessment of ECMP.

The following diagram shows the ToC developed during the Mid-Term Review.

¹⁸ See also, for example, reports by Girls Not Brides, Equality Now etc.



Refinement of the ToC also led to changes in programme implementation and the adoption of the Phase 4 Expansion Plus/Diffusion model (see Section 1).

Box 4: Stages of the ToC which informs the Expansion +/Diffusion, Phase 4 model

1. Underpinning the TOC is the conviction that CM will only end forever when there has been social change which transforms relationships (and power) between men, women, girls and boys so that there is greater gender and age equity and equality.
2. An holistic, girl-centred, integrated approach is needed. This will work at all levels – from the community through to the national (and international).
3. Girl-centred work at community levels – with people of all ages, and in schools – will generate understanding and awareness of the harm caused by child marriage and other, related HTPs, particularly FGM/C.
4. Where FGM/C is carried out, it is inextricably linked to CM. FGM/C has to end if CM is to end, sustainably (as both are related to underlying concepts, beliefs and practices around what it means to be human and to be a woman)
5. Social Change Communication and qualitative and quantitative M&E will support all programme activities: by providing the evidence base for all programming and assessment of results, and by spreading awareness and commitment to ending CM.
6. At the community-level, a multi-pronged approach will be most beneficial in ensuring change away from CM (and FGM/C). There will be greatest value for money in adopting a diffusion approach which works by using community champions to diffuse information and understanding from core kebeles (selected on the basis of geography, inter-marriage patterns and vulnerability) to expansion kebeles.
7. Most change will be generated by ensuring there is a high degree of equity between interventions in core and expansion kebeles. Training will be somewhat more intense in core kebeles, but will also be carried out for expansion communities.

8. Targeted (on need and vulnerability) economic incentives and provision of school materials will ensure the inclusion of the poorest and most marginalised girls and their families.
9. The woredas – through Task Forces established by the HTP Committees, will liaise with local, community-based organisations – such as ‘edirs, the WDA, etc. Representatives of these organisations will be trained and capacities built, to ensure that they can reach across the whole community with conversations and discussions on ending CM (and FGM/C). This empowers the communities to understand all issues around CM and to make changes in household decision-making on CM.
10. At the same time, strategic work with religious organisations and leaders (coordinated by EIFDDA) leads to greater information in the communities and guidance on ending FGM/C. Work with the religious organisations will reach almost all people with information – as over 90% of the population regularly attends some form of religious meeting.
11. At schools, the work done through school clubs and provision of virtual safe spaces for girls, will build up young people’s understanding on CM and FGM/C and provide opportunities for girls and boys to re-think the way that relationships between them are constructed. Girls’ social assets will be built and they will be supported in communicating information, ideas and desires at home and in the wider community (also through attendance at community meetings).
12. Increase in girls’ social assets leads to changes in the way that they are valued. They come to be seen as active participants in knowledge-sharing and gain respect from their male siblings and parents. Girls, supported by their schools and local leaders, become active in their own protection against child marriage (through discussion and reporting).
13. Throughout, local government coordination of interventions stimulates an integrated approach. Woreda offices begin to work together to embed ECM in planning and budgets. M&E information is shared between kebeles and the woreda and regional offices.
14. Champions from core kebeles become active in promoting change in expansion/diffusion kebeles. Role models and examples of successful change are fed into M&E and the SCC components.
15. At regional level, the ownership role played by BOWCA ensures that the growing number of actors (ECMP, UNICEF and, potentially, other civil society organisations) are coordinated under a single, strategic Amhara-wide approach to ending CEFM and FGM/C. This approach draws heavily on the ECMP experience and is informing the national road-map to meet Government of Ethiopia commitments to ending CEFM and FGM/C by 2025.
16. By the end of the programme period, there has been a significant reduction in child marriage in East and West Gojam.
17. As girls are increasingly empowered to use their voice and agency, and as greater understanding on the rights of girls and women is achieved, social norms on gender roles and relationships are changing and child marriage is beginning to become unacceptable. There is legal action against perpetrators.
18. After the end of the programme, with continuing government commitment, and coordinated work at all levels, tipping points are reached and CEFM and FGM/C become unacceptable and are not tolerated.
19. The change in CEFM and FGM/C-related social norms and practices lead to change in other patriarchal attitudes and practices, with eventual support from all sectors of society.
20. CEFM and FGM/C end forever and there is improved well-being (health, education, empowerment and poverty) of girls and women.

Source: ECMP MTR

The ToC is girl-centred and has a strong focus on all aspects of empowerment (particularly individual, social, economic and decision-making). It informs the questions which were asked to stakeholders at all levels.

The development of the Phase 4 model, also led to changes in the programme log-frame (see Annex 11)

.9.4 The Questions

The Endline Evaluation questions, and methods of assessment, are given in the following table.

Table 1 Endline Evaluation Questions

EFFECTIVENESS:			
To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work?	Comparison of trends in Phase4, with assessment of Phases 1-3	Programme reports Fieldwork data	Consultations, qualitative fieldwork, review of trends in Phase 4
How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme?	Peer-assessment by project constituents (girls + boys; community members); Youth Panel facilitated, participatory fieldwork; Attitudinal change analysis; Statistical analysis of survey data	Survey data; ECMP qualitative (where existing) and quantitative monitoring records, GoE statistical data, EMCP Peer assessment mechanisms,	Verification of programme and GoE monitoring/statistical records by evaluators Additional YP and Peer Assessments and qualitative fieldwork by evaluators
To what extent has the programme approach at community level worked? Which aspects appear to work best?	Verification reports; Analysis of ECMP impact data; monitoring data, results and outcomes from MTR and annual reviews	EMCP management and monitoring reports; verification visits and reporting	Field visits; Data collated and analysed by evaluators Key actor interviews by evaluators
What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities?	Comparison of new baseline & subsequent survey rounds to represent EI communities. Peer assessments Attitudinal change analysis; Comparative impact analysis between ECMP communities and control site	Additional baseline data collection by Fund Manager EMCP operational research data (GAPS)	Verification of EMCP data by evaluators Additional peer assessments by evaluators at MTR verification and final evaluation Key actor interviews by evaluators
To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making?	End-user surveys; Interviews with Government and key stakeholders; Any evidence of donor and government investment	ECMP monitoring and operational research reports Programme monitoring Verification visits reports, MTR verification report,	Verification of ECMP data by evaluators Interviews by evaluators Additional peer review and analysis by evaluators

		end evaluation findings	
To what extent has the programme strengthened government capacity to design, plan and implement a large scale programme to end CM?	Interviews with key government staff – <i>Kebele + Woreda</i> levels Interviews with other key stakeholders Review of follow-up monitoring reports on capacity-strengthening interventions	Government reports EMCP stakeholder analysis report	Stakeholder analysis verified by evaluators during inception phase GoE and EMCP management data collated by evaluators Interviews by evaluators
What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities?	Comparison of new baseline & subsequent survey rounds to represent EI communities. Peer assessments Attitudinal change analysis; Comparative impact analysis between ECMP communities and control site	Additional baseline data collection by Fund Manager EMCP operational research data (GAPS)	Verification of EMCP data by evaluators Additional peer assessments by evaluators at MTR verification and final evaluation Key actor interviews by evaluators
What are the main factors which explain the successful elements of the programme?	Political economy analysis of drivers and barriers Impact assessment	Consultations and verifications Evaluation report	Data from all evaluation processes collated by evaluators Data from MTR and annual reviews collated by evaluators Political analysis and immediate impact assessment by evaluators at final assessment
What are the main factors which explain the non-successful elements of the programme?	Political analysis of drivers and barriers for each of the non-successful programme elements Impact assessment	Political analysis report MTR and annual reviews Evaluation report	Political analysis and impact assessment by evaluators at final assessment
EFFICIENCY:			
Did the programme represent value-for-money?	Financial and management audit Key Actor interviews V4M indicators (e.g. cost/avoided child-marriage by intervention mix).	Financial and management reports V4M documents and reports MTR verifications	Management and Financial data provided by FM, collated and audited by evaluators Questions in MTR verification research Interviews by evaluators

Were the overall management arrangements associated with the programme conducive to delivering best results?	Process evaluation	ECMP management and financial data MTR and verification	ECMP management and financial data collated and analysed by evaluators Interviews by evaluators
SUSTAINABILITY:			
What is the best approach in the future?	Immediate impact assessment Political analysis of institutional drivers for, and barriers against, sustainability and scale-up Comparison with other ECM/HTP interventions Assessment of partnership effectiveness	Programme impact monitoring Evaluation report Political analysis report	Political analysis by evaluators ECMP data collated and analysed by evaluators End evaluation by evaluators
Is there evidence that the programme has contributed to sustainable social change?	Political analysis of change in power/gender/age relations Political analysis of programme reach re Vulnerability (poorest and most marginalised people) Fieldwork and interviews with key actors	Review of ECMP and partner literature Fieldwork for MTR verification and end-term evaluation	Political analyses by evaluators including the YP / DP perspective End-term evaluation
IMPACT:			
How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?	Verification and analysis of GoE and EMCP data Analysis of Control Site data Key informant interviews Review of partner M&E records (GOV NOT CURRENTLY USING M&E SYSTEM FULLY)	Baseline survey GoE data EMCP monitoring and operational research data	ECMP and GoE Data collated and analysed by evaluators Interviews by evaluators
How have the behaviours and attitudes of girls and their communities with regard to CM changed over the period of the programme? To what extent can this be attributed to the outputs	Verification and analysis of GOE and EMCP data Analysis of Control site date	Base line survey ECMP operational research and monitoring data Peer assessment reports	ECMP and GoE data collated and analysed by evaluators Additional peer review and assessments by

of the programme? What was the relative impact of each programme output in delivering any change?	Peer review and assessment in sentinel and control sites Comparative impact assessment of programme outputs Contribution analysis (NO CURRENT DATA COLLECTION MECHANISMS TO ALLOW ASSESSMENT OF RELATIVE IMPACT)	YP / DP facilitated fieldwork for MTR verification and end-term evaluation	evaluators at MTR verifications and final assessment
What are the unintended, positive or negative, impacts of the ECM programme in the communities and adolescent girls in particular?	Analysis of ECMP end data; Impact analysis Peer review and analysis by/with adolescent girls (and boys) Interviews with implementers and community members Qualitative fieldwork with YP/DP	ECMP monitoring data and programme records Peer review reports Interview transcripts MTR verification reporting, end-term evaluation fieldwork reports	Analysis of final data sets to identify if, and where, there are data gaps which do not allow for the research question to be fully addressed. Additional peer review and analysis b/with adolescent girls (and boys) done by evaluators Interviews by evaluators

The core team and the YEs then worked together to ‘unpack’ these questions and identify the way they would be asked in the field and in consultations. The questions were developed in Amharic and later translated into English. This resulted in two question ‘checklists’, one for use with members of government institutions and other organisations, and one for use with community members (with some separate questions for adults and for children). The checklists were used to guide semi-structured interviews and Participatory Interest Group Discussions. They were not used as a questionnaire. Checklists are included in Annex 4

.9.5 Mixed Methods Used

A mixed set of methods was used in the overall approach to the final evaluation. These are outlined in **Table 2**, below.

Table 2: Mixed Methods

Literature review	Review of all relevant programme documentation and IV+E documentation. Review of relevant external websites and documentation
Key actor in-depth interviews	Semi-structured interviews with key actors, in government, ECMP, HTP Committees and organisations at different levels, and with individuals in communities

Participatory Interest Group Discussions (PIGDs)	Consultations with different interest groups in the school communities (girls, boys 10- 14 and 15 – 19, teachers, parents, leaders etc.; and in HTP committees. A total of c. 300 people consulted. Use of participatory Spokes tool (see Annexes 4 and 5)
Case Stories	In-depth stories from selected individuals, after PIGDs, in order to gain deeper understanding of events (such as economic incentive experiences, early marriage, etc.) in their lives
Value for Money Analysis	Economic analysis of the spend and value for money aspects of the programme
Participation in Steering Committee	Participation and consultation with stakeholders, including MOWCA and religious leaders, during the Feb 2017 Steering Committee
In-depth discussion with Programme Management and staff	Reflexive conversation with the TL and ECMP evaluation staff

Key Literature

In addition to the regular programme reports, information from the IV+E Verifications has been crucial. We have also made use of the Baseline and Endline Surveys, and of the qualitative Operational Research in six ECMP Intervention Woredas Report, recently made available. These provide interesting comparisons with our own findings and results.

.9.6 Participatory Methods

We used a participatory approach across all aspects of the evaluation from design through to final analysis and presentation of findings. The whole evaluation team was involved at all stages. We invited feedback from DFID-Ethiopia, the Government of Ethiopia (MOWCA and BOWYCA) and Implementing Partner, MSP. We used comments and queries received to enhance the report. Through working with ECMP, and the YEs, we believe that the evaluation capacity in Ethiopia has been expanded.

The participatory methods used during qualitative data collection are detailed in Annex 3. The aim was to use a small, standardised set of methods, based around the Spokes tool, in order to gain full participation from a wide range of actors, working in Participatory Interest Groups. Key amongst these groups were girls and boys, parents and carers, and teachers. We also took care to seek out poorer and more marginalised people in the communities and to ensure that their voices were included in our assessments.

All interviews and PIGDs, stressed the confidentiality of information shared. We fully introduced ourselves, but did not record the names of any people interviewed in the communities, unless they wished us to do so. Initial analysis of findings was participatory, with the field sub-teams working together to organise data and then to share and discuss them with their colleagues. The method of organisation used was a) visible and b) flexible, allowing tea members to decide together what the information was telling them. The method was the same as that used in the MTR.

.9.7 Other Analytical methods and Evidence Tables

At the time of the endline evaluation visit, the programme had not been able to collect information that would facilitate assessment of Phase 4 and the final, overall VfM and sustainability of the programme. In addition to fieldwork and consultations, the IV+E VfM and Economics Advisor requested that school data be collected by the programme, to see whether it is possible to detect better school outcomes for

girls, as a result of ECMP. The Advisor also conducted a VfM (VfM) assessment of the programme and an analysis of the sustainability (or not) of the credit aspects of the Economic Incentives

2.3.7 Analysis of school performance data

ECMP agreed to collect school-level data on key aspects of girls’ and boys’ performance prior to the programme (June 2012) and after programme interventions had been running for some time (June 2016). The amount of time the programme had been running varied from 1 to 3 years, with Expansion+ sites being newer than Expansion or Intensive sites. School performance data are meant to be held by woreda educational offices but, in practice, the reporting system does not function in all locations and the ECMP team frequently had to physically collect data from schools.

We have used a sub-set of data collected on schools that were operational and reported results in both 2012 and 2016. We have data on 1,738 schools for grade 4 students and 786 schools at grade 8.

Many girls are unable to stay in school until grade 8 and so those we observe at this point are likely to be more highly motivated, or have a more supportive home environment, than average. For this reason, the programme is less likely to increase the performance of girls that reach grade 8 than those at grade 4. However, we consider both grade 4 and grade 8.

As **Table 3** below shows, the expansion plus intervention is well represented and there is some scope for disaggregating impact by intervention type (although not by EI).

Table 3: Grade 4 school data by type of intervention

Expansion plus + EI	5	0.29
Expansion	905	52.07
Control	441	25.37
Expansion Plus	202	11.62
Intensive	153	8.8
Intensive + EI	32	1.84
Total	1,738	100

We are interested in estimating whether ECMP has made a difference to the following outcome variables:

1. The proportion of girls dropping out of school at grade 4
2. The proportion of girls dropping out of school at grade 8
3. The proportion of girls promoted to grade 5
4. The proportion of girls promoted to grade 9

These outcome variables are also estimated, separately, for boys.

We use a difference-in-difference (DiD) estimator as follows. Denote the pre-treatment period (2012) as $t=0$, the post-treatment period (2016) as $t=1$ and y_{it} to denote the outcome for school i in period t . Then we estimate:

$$y_{it} = \beta_0 + \beta_1 X_i + \beta_2 T_t + \beta_3 X_i * T_t + \epsilon_{it}$$

Where X is a dummy variable taking the value 1 if the individual is in the treatment group and 0 if they are in the control group, and T is a dummy variable taking the value 1 in the post-treatment period and 0 in the pre-treatment period. The DiD estimator is the ordinary least squares estimate of β_3 the coefficient on the interaction between X_i and T_i . In practice, we estimate this using the Diff routine in STATA 14.

10. Validity and Verification of data and findings

Across the whole of the evaluation, we have triangulated different data sources against each other to confirm findings and strengthen our analysis. Confidentiality has been maintained for all individuals and groups, unless express permission on disclosure has been given.

The field methods used for the final evaluation were developed with the whole field team. There was no scope for a pre-testing. But methods were the same as those used successfully during the Mid-Term Review, with questions adapted to needs at endline.

3. FINDINGS AND ANALYSIS

11. Introduction

.11.1 Contents of the section

This section answers the evaluation questions given in section 2. The questions derive from the six inter-related area of enquiry which underpin the evaluation.

The evidence for findings is drawn from the participatory enquiry (Community Perspectives study) carried out during the endline evaluation fieldwork; in-depth consultation with ECMP evaluation and management staff; consultation with MSP staff at headquarters; participation in the penultimate Steering Committee meeting, in Amhara, including discussion with senior government officials and different faith-group leaders, a full review of programme literature and consultation with DFID-Ethiopia.

Findings gathered from each of the different sources were triangulated with each other. In the field Community Perspectives study, findings from different interest groups (girls, boys, men, women, teachers, religious leaders etc.) were triangulated against each other.

In line with the IV+E approach since Inception, findings are given under the OECD/DAC criteria of effectiveness, efficiency sustainability and impact, with a discussion on equity at the end (relevance has been covered at mid-term). At the beginning of each sub-section, we give the relevant evaluation questions, and findings are then presented in relation to each of these questions. Findings presented here are not exhaustive, but summarise the key value of ECMP. Details of some of the qualitative findings amassed during the endline study are contained in Annex 4.

.11.2 Focus of enquiry

At the request of DFID, our presentation of summary findings on ECMP, draws heavily on the results we found in Expansion+ Phase 4. The reasons for this are:

- a) Expansion+ is the nearest thing we have to a model which is affordable by government and DFID are keen to provide information which will assist the GoE in future planning
- b) The model is already proving popular, with communities and implementers: because it is inclusive and equitable
- c) The model focuses on sustainability: placing strong emphasis on existing national and local structures and systems. It is, therefore, a model which fits well with the GoE and DFID development approaches.

The Expansion+/Diffusion model was taken up by ECMP for Phase 4 (see section 1). Although no rigorous evaluation has been carried out, because the model only operated for somewhat over a year, all reports point towards its success so far¹⁹. However, as the findings below will show, this success is, to date, largely anecdotal. It is based on programme stakeholders' and constituents' expression of knowledge, attitudes, satisfaction and intention to end CM and FGM/C, forever. It cannot (yet) be seen to translate into tangible outcomes, such as improved school results for girls (see below). Because

¹⁹ ECMP reports, ECMP Operational Research 2016, consultation with government and ECMP staff, opinion of the ECMP Steering Committee, consultation with schools, etc.

Phase 4 was not included in the ECMP Endline Survey, and because quantitative data gathering was beyond the iv=e remit, we have only secondary (i.e. out with ECMP and IV+E) statistical data to triangulate with our own qualitative data.

12. Programme Effectiveness

Table 4: Evaluation Questions on programme effectiveness

Q1: To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work? (Expansion+)
Q2: How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme? (Social Norms and Social Change)
Q3: To what extent has the programme approach at community level worked? Which aspects appear to work best? (Social Norms and Social Change / School Experience)
Q4: What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities? (Economic Incentives)
Q5: To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making? (Institutional capacity)
Q6: To what extent has the programme strengthened government capacity to design, plan and implement a large scale programme to end CM? (Institutional capacity)
Q7: To what extent has the programme developed an effective monitoring and evaluation system for programme delivery at scale? (Institutional capacity)
Q8: What are the main factors which explain the successful elements of the programme? (All areas of analysis)
Q9: What are the main factors which explain the non-successful elements of the programme? (All areas of analysis)

.12.1 Q1: To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work? (Expansion+)

The Expansion+ -Diffusion approach, adopted for phase 4, has significantly increased the chances for effectiveness and sustainability of ECM activities, and enhanced the successes of the programme.

Phase 4 has shown that working with existing structures and systems, and working across all school communities in the target areas, pays real dividends. By mid-term, the programme had learned that the intensive-expansion model was inequitable and missed opportunities to bring the largest number of people on board for ending child marriage. The new, Phase 4, approach was helped by increasing national commitment to ending child marriage and other HTPs, and by the possibilities for involving faith

movements in putting commitment into practice. Through the government-clustered woredas, the strengthened HTP committees (at local levels) the Women's Development Groups (WDGs), the Coalition to End Child Marriage, better coordination between all partners etc., ECM information and understanding is reaching the widest possible audience.

In the future, the government is unlikely to be able to afford all components of the Phase 4 approach but, because the approach relies heavily on existing structures and systems, it is as near affordable as possible. We believe that, as a minimum, the ministry, schools and school communities, HTP Committees, religious organisations and the WDGs can continue to work together to end child marriage, as part of a wider approach to promoting and securing girls' rights.

.12.2

.12.3 Q2: How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme? (Social Norms and Social Change)

There is strong evidence of a deep and wide change in attitudes to child marriage and other HTPs, but this has yet to be fully embedded throughout society, and reliably put into practice.

In programme areas, greater knowledge and awareness on ending child marriage means that it is possible to apply law on child marriage with justice. Increasingly, girls are reporting early marriage cases – to schools and to supportive religious leaders. However, the ECMP programme reports (Operational Research in Six ECMP Intervention Woredas, April 2017) that this may be leading to reprisals against girls (from parents and the community), and that new measures may be needed to protect girls from reprisals²⁰.

With more programmes being implemented (for example, by UNICEF) many people across the country now understand that child marriage is illegal. However, not everyone has the same understanding on the subject. During the evaluation visits, we found that people in ECMP areas know that the age limit is 18. In the control area, many people knew child marriage is illegal, but not the age limit:

"We don't marry our girls as children any more. We wait until they are at least 15. The right age for marriage is between 15 and 18" (Woman, Control area, Fogera).

If government commitments, and the systems strengthened through ECMP, remain strong, there is good chance that the current movement away from child marriage and other HTPs will be sustained. But, there is also evidence to suggest two major challenges: a) people are aware of what they "should" think and do, but are prepared to go against that, in secret; b) if there is a fall-off in effort or commitment, ending child marriage falls off the agenda.

Where there has been least input, end-ECM attitudes and practice are least likely to be embedded, even though adults may know the law and what is expected. For example, in Phase 2 Hulet Eju, the endline evaluation received conflicting reports from the community. A men's group said:

"The attitude of the society towards child marriage is changed. For example, I was 14 when I got married while my wife was 9 years old. But this is not happening now; they engage by themselves nobody is forcing them to get married. ... In the past, it was common to force children to quit their school and give their hands for marriage. But now, everything is changed! ... Society knows child marriage is a Harmful Traditional Practice. That's why I am teaching my daughters rather than giving her hand to a husband. I

²⁰ We were not made aware of any such cases.

want to complete her education and she can decide by herself. ... Our society wants children to be educated: nobody wants to perform child marriage.” (Men’s group, Phase 2, Debre Gubae, Hulet Eju).

On the other hand, girls at school, aged between 11 and 14 said:

“There is nothing changed in terms of child marriage: we students discuss it with each other, but no one teaches us. There was a sports teacher who taught us for one day about child marriage, but she left the school soon after. ... Our community is practicing child marriage right now; today there is marriage ceremony for 14 and 16 years old girls. ... Since our community is poor they prefer marriage rather than sending us to school. And also they believe that when we grow up our food consumption will be high so that they force us to get married in early age. ... Our society gives the hand of an underage girl for marriage, with huge expenses for wedding celebrations, because they expect to get a good economic return”. (Girls, Phase 2, Debre Gubae, Hulet Eju).

We heard similar things in consultations in the control kebeles. What this shows is, that while some people may choose quickly to abandon ECM and other HTPs, others will publicly “follow the line”, but privately follow the old way of doing things. Knowledge on what is right and wrong, does not, necessarily, lead to change in practice.

In spite of the potential for “back-sliding”, it does seem that ECMP is promising movement towards sustained positive change. This is discussed further in section 3.4 and 3.5, below.

.12.4 Q3: To what extent has the programme approach at community level worked? Which aspects appear to work best? (Social Norms and Social Change / School Experience)

There is evidence that the combination of components at community levels (community dialogues, school interventions etc.) is working. There is good evidence that the quality of girls’ school experience is improving, and that this is having wider, positive effect in the communities. However, there is, as yet, no evidence to suggest that ECMP has actively improved girls’ performance in schools.

There have been various types of intervention at community level, principally:

- 1) Facilitated Community Dialogues and Conversations (led by ECMP-trained facilitators)
- 2) Schools’ interventions: curricula and safe spaces; school clubs (promotion and equipment); CM reporting mechanisms
- 3) Discussion and dialogue through EIFFDA (religious organisations) including training of religious personnel
- 4) Phase 4 involvement of the Women’s development Army and other local organisations, such as ‘Idir
- 5) Involvement of HTP committees, and leaders, at the *kebele* level

The way that the programme was conceptualised and designed does not allow for precise measurement of which components have worked best. However, anecdotally, it is clear that the more equitable and target area-wide approach to implementing components, in Phase 4, is most popular with the people in communities. However, this approach has not been quantitatively measured to see if it has greater statistical effectiveness. Our findings focus on the Phase 4 approach.

Work in Schools

Phase 4 has seen a shift to investment in all schools in target areas. Following discussion with DFID Ethiopia, we were keen to assess two things: a) whether ECMP, as a whole, has made a difference to girls’ school performance in comparison with the control area and b) whether the intensified work in

Phase 4 has made a particular difference. We understand that school performance is a highly complex issue – affected by a wide range of indicators (from safety of walking to school, provision of latrines, quality of teaching etc.). The statistical analysis we present below explores only the school-results side of performance. We set this against the qualitative Community Perspectives assessment of school experience, which follows it.

To assess school performance we looked at data from grade 4 and grade 8, in treatment and control schools. There is no evidence that ECMP has increased promotion of girls from grade 4 to 5 or grade 8 to 9, or reduced dropout rates in grade 4 or grade 8. From 2012 – 2016, grade 4 girls in control groups have increased their performance more than girls receiving programme interventions. This is likely to reflect a government focus on helping lagging areas – containing a higher proportion of control sites – to catch up.

Nevertheless, there is substantial evidence from Phase 1 Intensive sites and Phase 4 sites to show that investment in school clubs has had a significant effect on the quality of girls’ school experience. In particular, the provision of **safe spaces** in schools has been very important – not only in increasing girls’ attendance during their menstruation, their dignity and their commitment to school, but also in changing the relationship between boys and girls and between children and their parents (see below: gender and communication). The importance of safe spaces is highlighted by the enthusiasm girls (and boys) show for them, and by the disappointment girls express when safe spaces no longer function:

“The safe space helped us to not be absent during menstruation time. But now the safe space is closed [not working] because of shortage of water. It would be helpful if it started working again.” (15 – 19 year old girls, Yenagnat, Dejen).

All treatment types – grade 4

Table 5 below reports on dropout rates for girls during grade 4. We see small reductions for both treatment and control groups between 2012 and 2016. Both fall by very similar amounts and the programme has no discernible effect (the DiD estimate is not statistically different from zero). There has been an increase in girls promoted from grade 4 to grade 5 in both treatment and control sites (see **Table 6**). Starting from a lower base (45%) the increase for girls in control sites has been **greater** than that for girls in ECMP treatment sites. Although the absolute increase in the proportion of girls promoted has been small (3% for the control group and 2% for the treatment group), the faster increase in the control group is statistically significant (at the 10% level). This is consistent with ECMP survey findings that school attendance in control groups started off below that in treatment areas and a government focus on lagging areas have led to a catching up in control sites.

There are **no** statistically significant DiD effects for boys in terms of grade 4 drop out or promotion rates.

Table 5: DiD estimate of girls dropping out during grade 4 2012 - 2016 – all treatment types

Baseline				
Control	1.4			
Treated	1.161			
Diff (T-C)	-0.239	0.2	-1.2	0.232
Follow-up				
Control	1.337			
Treated	1.105			

Diff (T-C)	-0.232	0.186	-1.25	0.212
Diff-in-Diff	0.007	0.014	0.48	0.631

R-square: 0.03, Means and Standard Errors are estimated by linear regression

Inference: * p<0.01; ** p<0.05; * p<0.1

Table 6: DiD estimate of girls promoted to grade 5 2012 - 2016 – all treatment types

Baseline				
Control	0.454			
Treated	0.541			
Diff (T-C)	0.087	0.05	1.75	0.081*
Follow-up				
Control	0.484			
Treated	0.564			
Diff (T-C)	0.08	0.046	1.74	0.083*
Diff-in-Diff	-0.007	0.004	-1.86	0.062*

R-square: 0.07, Means and Standard Errors are estimated by linear regression

Inference: * p<0.01; ** p<0.05; * p<0.1

Expansion + and Intensive treatment – grade 4

We re-estimated changes in dropout and promotion rates for all types of programme intervention except expansion. This was to see whether a greater reliance on expansion plus would affect the results. As **Tables 7 and 8** below show, **the gains in control sites are even larger relative to treatment sites when we exclude expansion sites**. The most likely reason for this is that expansion plus sites have only been operating for approximately one year and it takes longer than this to see impacts on education. Meanwhile, gains in programme sites are more than outweighed by “catch-up” gains in control sites that started from a lower base.

Table 7: DiD estimate of girls dropping out during grade 4 2012 - 2016 – excluding expansion

Baseline				
Control	1.4			
Treated	0.764			
Diff (T-C)	-0.636	0.237	-2.69	0.007***
Follow-up				
Control	1.337			
Treated	0.729			
Diff (T-C)	-0.608	0.22	-2.76	0.006***
Diff-in-Diff	0.028	0.017	1.7	0.090*

R-square: 0.07, Means and Standard Errors are estimated by linear regression
 Inference: * p<0.01; ** p<0.05; * p<0.1

Table 8: DiD estimate of girls promoted to grade 5 2012 - 2016 – excluding expansion

Baseline				
Control	0.454			
Treated	0.579			
Diff (T-C)	0.125	0.041	3.09	0.002***
Follow-up				
Control	0.484			
Treated	0.601			
Diff (T-C)	0.117	0.038	3.11	0.002***
Diff-in-Diff	-0.008	0.003	-2.79	0.005***

R-square: 0.07, Means and Standard Errors are estimated by linear regression
 Inference: * p<0.01; ** p<0.05; * p<0.1

Once again, there were **no** statistically significant DiD effects for boys in terms of grade 4 drop out or promotion rates in the expansion plus dominated treatment sites.

All treatment types – grade 8

We find no statistically significant DiD effects in dropout or promotion rates for girls or boys in grade 8 between 2012 and 2016. This is likely to be because students that have progressed as far as grade 8 are a selected group already. For the sake of brevity, the statistical tables are not presented here but are available on request.

Involving the Faith-Based Organisations and the Women’s Development Groups

Working with EIFDDA has had a catalytic effect in raising wide awareness about child marriage, FGM/C and other harmful practices. The faith-based organisations are excellent partners and are working hard to bring all religious leaders on board. Working with the Women’s Development Groups, and other local organisations, is popular, effective and sustainable.

Over the last two years, ECMP has invested heavily in building partnership with EIFDDA, and conducting training for religious leaders on HTPs. This is having a strong, positive effect on raising awareness about child marriage and preventing marriages taking place. Although some religious leaders are still resistant to change – with some, themselves, married to children – many have now begun to preach against child marriage, to refuse to carry out ceremonies and to withhold their blessings where marriages of children are involved.

EIFDDA has its own sources of funding, as does the Inter-Religious Council. But to sustain the level of involvement achieved over the last years will take a further injection of external funding, some of which has been secured. Most importantly, EIFDDA now has a good partnership with government in the zones

and both sides are aware of the mutual benefits of working in harmony, with concerted guidelines and approaches.

In Ethiopia the advantages of working with faith-based organisations are many, and there are few dangers of doing so. Churches and mosques, and religious groups in the communities, reach most of the Ethiopian population. The teachings of faith organisations are well-appreciated and believed by the people. However, faith organisations *may* sometimes be conservative in their approach to gender equality. Whilst religious organisations may support the end of child marriage and FGM/C, they may be less keen to support change in gender and age power relations.

In ECMP, as in all other programmes that work with Community Conversations and Dialogues, is almost sure that these discussions will stop once there is no more support from the programme. Once the topic for discussion is embedded in government policy and practice, using indigenous mechanisms and organisations to promote it is the obvious way forward. The Phase 4 engagement of local organisations has been an effective way of ensuring that community conversations and dialogues may be able to continue beyond the life of the programme. The method is popular with local constituents and with government, because it mobilises existing resources and increases the catalytic effect.

.12.5 Q4: What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities? (Economic Incentives)

Economic Incentives (EIs) can encourage poorer families to keep their daughters in school. However, the current approach to credit, employed under ECMP, will not be sustainable. Furthermore the complex relationship between provision of EIs and reduction in child marriage is not fully understood.

Anecdotal evidence suggests that provision of school materials and economic incentives has helped to reduce migration out of the target areas and increased school enrolment. Where loan repayments have been timely, the evaluation found that SACCO management members, *kebele* Administrators and *woreda* Cooperative Heads were satisfied with the Economic Incentives component. Poverty has been shown to be a driver of child marriage. Financial poverty can lead families to give children in marriage, but so can other aspects of poverty, the need to build social capital and reduce marginalisation, for example. Provision of school materials for poorer girls, has been important in getting poorer girls back into school and/or in keeping them there. Many people are poor and need financial assistance. But the full relation between economic incentives and prevention of child marriage needs more exploration. We also know that being better off can be a driver of child marriage: as families marry their children to cement social bonds and maintain elite social positions.

We need to understand more about how girls' agency is increased through being in school for longer (see 3.2.2 above). Economic incentives may provide the trigger to allow girls into school, but it is not *just* the improved family economy which keeps them there – parents may see the value of education once girls are attending school regularly. In school, girls gain teacher and peer support to resist marriage, they have opportunities to report on the threat of marriage, and girls gain in confidence and self-esteem. All these are “by-products” of getting the most marginalised girls into school, through economic incentives. But the benefits accrue to all girls attending school regularly.

Incentives schemes need to be carefully targeted to the needs of the population in different areas – with more grants going to girls in the poorest areas. Provision of credit to poor families is beneficial for some – but less good for others:

“I have one daughter. I got 3500 birr because of her, and then I started shepherding. Unfortunately, one of the pregnant sheep died and I felt sad. Thanks to God I get better now. I will work and pay the money soon. We are benefited by taking the money.” (Mother, Yenagnat, Dejen)

“One of my daughters got the school material incentives and 3500 birr from the school. With this money we started a poultry project, but soon after all the chickens got sick and died. So that we will sell our harvest and pay back the money soon.” (Mother, Yenagnat, Dejen)

We know from girls receiving EI school incentives (soap, pants etc.) that this changes their attitudes and behaviour to attending school:

“Now I can go to school, like the other girls, and this makes me happy” (Girl, Yenagnat, Dejen)

It is less easy to say that EI change their attitudes towards CM, since they were not in favour of it in the first place.

It is clear, however, that people feel that provision of credit and school materials encourages them to send girls to school rather than marrying them early:

“Families who are unable to provide their children with school materials are supported through community contribution. There is a saving and credit institution and it provides credit. This credit and saving service is beneficial to farmers. For example, when they have to buy seed they borrow and buy it and then repay their loan when they sell their produce. Then girls can stay in school”. (Boys, 11-14, Gebtsawit, Debre Elias).

There were some suggestions, by people in the communities, that they would be better able to pay back the loans if they had longer to do so.

The Economic Incentives (EI) component of ECMP was an addition to the programme and was originally piloted in four woredas (in four kebeles) that were already receiving the “intensive” model of support from ECMP²¹. In 2016, a further EI component was added to assist drought-affected woredas. The focus of EI is out of school girls, who are typically from very poor families and are particularly vulnerable to child marriage. In exchange for a commitment to keep girls in school and out of child marriage, the EI component provides the girls with a) school textbooks b) sanitary materials (soap and underwear) and provides their caregiver with an ETB 3,500 (£124) loan for income generating activities. Loans are administered at the kebele level by local farming cooperative credit organisations (SACCOs) with follow-up by local administration and programme staff.

There is a great deal of interest around the following EI questions:

1. Has EI been an effective way of reducing child marriage?
2. How do the additional costs of EI compare with the benefits of EI?
3. To what extent will EI be sustainable post ECMP?

²¹ EI has been piloted in a 5th drought-affected woreda but, in this case, targets both boys and girls. Given the available time, resources and terms of reference, we have not considered the role of EI in addressing drought shocks.

Unfortunately, the programme evaluation design was established prior to the EI component and neither the baseline/endline surveys, nor qualitative work undertaken by the programme, can answer these questions.

However, based on document review and key informant interviews the IE+V team is able to provide some evidence against these questions.

Has EI been an effective way of reducing child marriage?

- EI is intended to work by keeping girls that are particularly vulnerable to dropping out of school, in school. We therefore propose measuring school dropout rates for girls in EI kebeles. Specifically, we compared the change in dropout rates for girls in EI kebeles pre-project (2012) and after more than two years of EI (mid 2016) with dropout rates for girls over the same period in “intensive” intervention kebeles without EI. Comparison with expansion plus and control areas is also relevant. In this case, we compared the effect of one year of expansion plus with the control groups (and expansion kebeles operating over at least two years). The programme has claimed significant progress for expansion plus in the AR and Q19 report and so this should be a worthwhile comparison.
- Qualitative research suggests that historically, girls forced by poverty to leave school to work have constituted only a small proportion of total child marriages. Social and cultural factors have played a bigger role.
- Qualitative reports on the effect of EI do not give us a clear answer whether it is effective in ending CM. Poor families need economic help. School materials help girls to go to school. Loans help some women, and increase the burden on others. There is some suggestion, in Dejen, that incentives kept girls out of marriage in the first instance but, now, the long-term effects are not clear. To assess the importance of loans, follow-up procedures need to be tightened.

How do the additional costs of EI compare with the benefits of EI?

The additional costs of EI are documented by ECMP and show that loans to caregivers are the overwhelming component of this cost. From an economic appraisal perspective, we need to consider the benefits generated from the loans and the intention for loans to be repaid and revolved to new borrowers (who will also receive benefits).

ECMP quarterly reports provide a small number of case studies of successful loans, documenting how income from loan activities has been used to repay the loan and generate a surplus. However, loan principal repayment rates vary from 27% (Mecha woreda) to 99% (N. Achefer woreda) with an average of 71% (QR20, p39). ECMP staff explain that the difficult security situation in some woredas in late 2016 is a major contributor to this variation but we do not have the kind of borrower-level reporting, on loan repayment and income generation, that would allow us to identify the various causes of non-repayment.

The EI pilot should be subject to cost-benefit analysis. Evidence should be collected by ECMP or other research programmes on:

1. **The number of CM cancelled as a result of the EI interventions.** We have asked ECMP to collate school level data reported to woredas on dropout rates of girls in 2012 and 2016. As

there are 38 schools in EI woredas, it may well be possible to identify the additional reduction in dropout rates from EI over “intensive” but non-EI woredas and use this as a proxy for differences in CM.

2. **The net financial benefits from loans received by care-givers.** This will vary from borrower to borrower, depending on the IGA and local context. This needs to take into account the costs of the IGA and loan interest and income generated. Where the loan was used to purchase an asset (e.g. a cow), there are likely to be projected future costs and benefits that must be included. It is only feasible to look at a sample of EI loans and so it is very important that this sample represents the range of loans actually made – just including the most significant change examples will provide a seriously misleading picture.
3. **Costs that must be attributed to running the EI component.** This includes a share of programme management costs, EI-specific follow-up and capacity building and SACCO/UNION loan management costs. SACCO/UNION costs might be proxied by the loan interest paid as this is intended to cover loan management costs.
4. **Future net benefits that can be expected from revolved funds.** Step 2 above will need to be repeated for future borrowers enabled by revolved funds. At the moment, 71% of loans are repaid and so for every 10 loans made in 2016, 7 will be made in 2017 from revolved funds. If the repayment rate remains steady, just under 5 loans will be made in 2018, and so on. The stream of future net benefits should be discounted back to 2016 using an appropriate discount rate (12% was suggested by DFID Ethiopia for another development programme).

In the absence of this evidence, we can still make an approximate estimate of the likely net returns to EI as a purely development intervention. To do this, we use the average return on an IGA from a DFID Ethiopia-funded VSLA case study²² and assume the loan interest payments are used to cover the loan management costs as intended. Cost and revenue streams are estimated for 2016 – 2025. These are admittedly rather crude figures but they illustrate how critical repayment rates are for EI to be viable going forward, as a development intervention. The case below ignores programme costs of supporting SACCOs, yet shows that a repayment rate of 90% is still required for discounted benefits to exceed discounted costs.

	ETB
loan size	3,500
loans value at end 2016	15,029,000
Repayment rate at end 2016	71%
Loans to end 2016	4,294
Average estimated return on loan	30%
Loan interest payment	7.25%
Discount rate	12%

²² Wilson and Yaron (2016)

Total cost (ETB)	16,048,463	19,359,709
Financial benefit (ETB)	10,881,571	24,583,277

To what extent will EI be sustainable post ECMP?

When ECMP was asked to take on the EI pilot, the programme faced the difficult question of finding a suitable institutional home for EI caregiver loans. Savings and Credit Cooperatives (SACCOs) are a government institution with a presence at kebele, woreda, zone and regional level. Their purpose is to encourage and revolve farmer savings for agriculture. SACCO by-laws require a minimum of 10 Birr/month to be saved by each member and require six months of revolving funds before grants can be provided. The standard SACCO by-laws typically exclude very poor community members as they cannot save the minimum 10 Birr/month. Even if they could, the loan they would receive would be small at the outset and would not provide a livelihood option sufficient to allow the family to re-enrol a girl that had been pulled out of school for economic reasons.

Review of ECMP quarterly reports and interviews with programme staff indicate a significant amount of follow-up of SACCOs has been undertaken at the woreda level, by government with ECMP facilitation. In addition to using programme staff time, this has involved incentivising government staff with funding for refreshments and some per diems. **Post ECMP, government funding will not be available to do this and, without regular follow-up, there is a significant risk that repayment rates will decline.** Field interviews and large differences in repayment rates suggest that the capacity of SACCOs and local government support varies across and between woredas and that EI loans will be sustainable in some SACCOs and not in others. Overall, it looks unlikely that SACCOs will secure a 98%+ repayment rate for EI loans that is a characteristic of sustainable microfinance²³.

Although on-going external support is required for the special category of EI loan for SACCOs, there was no obvious sustainable alternative for the programme to consider. There are many examples of Village Savings and Loan Associations (VSLA) in Ethiopia²⁴ and the fact these are intended to serve poorer community members may suggest these would be a better vehicle for caregivers under the EI component. However, the VSLA model is based on building up and rotating small savings and good practice guidelines warn against providing grants to members²⁵. Establishing new VSLAs, so that new caregivers could make use of revolved funds post programme, would also require external institutional support from NGOs.

We do not believe that the method of providing credit, under ECMP, is sustainable: even discounting programme costs of supporting SACCOs, a repayment rate of 90% is still required for discounted

²³ D’Espallier et al (2011) collate data on 350 rated microfinance institutions from 70 countries and report average failure to recoup loan principal of 1%. Bert D’Espallier, Isabelle Guérin, Roy Mersland, Women and Repayment in Microfinance: A Global Analysis, World Development, Volume 39, Issue 5, May 2011, Pages 758-772.

²⁴ One of the organisations working with VSLAs – the INGO Care - had formed 9000 VSLAs by 2014:

http://agriprofocus.com/upload/2_-

[Micro agribusiness enterprise development and access to village level financial service %E2%80%93 Experience of CARE E East Hararghe %E2%80%93 Anuwar Ahmed \(CARE E. Hararghe\)1415870443.pdf](http://agriprofocus.com/upload/2_-)

²⁵ Kaberia D. and Allport R. (2011), Good Practice Principles Village Community Banking (Vicoba) And Village Savings And Loans Associations (Vslas) In The Drylands Of The Horn Of Africa, CARE and FAO, ECHO Ethiopia accessed as:

http://www.fao.org/fileadmin/user_upload/drought/docs/1_Good%20practice%20principles%20on%20groups%20savings%20and%20loans_2%20Nov%202011.pdf

benefits to exceed discounted costs – and this is not happening. Further, **there is a significant risk that repayment rates will decline**. Field interviews and large differences in repayment rates suggest that the capacity of SACCOs and local government support varies across and between woredas and that EI loans will be sustainable in some SACCOs and not in others. Overall, it looks highly unlikely that SACCOs will secure a 98%+ repayment rate for EI loans that is a characteristic of sustainable microfinance²⁶.

Provision of VSLAs to promote better livelihoods might best be seen as a companion programme, separate from but adjacent to, programmes to enhance girls' rights to health, well-being and education.

.12.6 Q5: To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making? (Institutional capacity)

The Government of Ethiopia, at all levels, has expressed strong commitment to devoting resources for ending Harmful Traditional Practices. ECMP has supported and encouraged this commitment. Its achievements are encouraging further commitment of government resources to ending CM.

Across the country, we see that ECMP is held up as a flagship programme in work to end Harmful Traditional Practices. The ECMP multi-pronged approach, working with government, communities and other organisations – such as the National and Amhara Coalitions and EIFFDA, is providing both a model approach and an incentive for greater investment.

Following the London Girl Summit in 2015, the GoE's ECMP approach has been known globally as a model approach to ending CM. It has encouraged investment in ending CM, both in Ethiopia (for example, UNICEF) and more widely.

In programme areas, we see that there is now a strong commitment to making resources available to HTP Committees and to ensuring that work for ending CM will be carried on with intensity. However, the extent to which the government is able to provide funds, remains in question. This is addressed in more detail in section 3.4, below.

ECMP has invested in building networks, and getting its messages out through the media. For example, it has run weekly radio programmes (Amhara Mass Media Agency, and Education Media Centres), held workshops for religious leaders, and an experience sharing visit for partners from the Southern Region. It has now transferred responsibility for the Amhara Learning Committee on Ending Child Marriage (ALCECM) to BOWYCA. Across the years, ECMP has been show-cased in national and international workshops (Addis Ababa, London Girl Summit) and been introduced as a model approach to be considered by other organisations (UNICEF global programme on ending Child Marriage). (See ECMP Quarterly Reports for a full range of examples).

It is the way in which ECMP has engaged with the widest possible range of stakeholders, at all levels, which has helped to lever resources and to inform future decision-making. Over the last couple of years, the refinements in ECMP approach have shown the value that will be gained by government investing time and financial resources in its own mechanisms to fight CM. The work of HTP Committees, at *woreda* level, has become pivotal in galvanising action and mobilising resources. In this way, the programme demonstrated the importance of working with the “missing middle”, the district level.

²⁶ D'Espallier et al (2011) collate data on 350 rated microfinance institutions from 70 countries and report average failure to recoup loan principal of 1%. Bert D'Espallier, Isabelle Guérin, Roy Mersland, Women and Repayment in Microfinance: A Global Analysis, World Development, Volume 39, Issue 5, May 2011, Pages 758-772.

.12.7 Q6: To what extent has the programme strengthened government capacity to design, plan and implement a large-scale programme to end CM? (Institutional capacity)

ECMP, in Phase 4, is providing a replicable model which has gained government support and is fit to be rolled out. Throughout the programme, ECMP has been heavily involved in strengthening the capacity of stakeholders throughout the end-CM system in Amhara. For example, the capacity needs of Community Facilitators, Government officials, religious leaders, education officers, SACCOs, *Kebele* Selection and Appeal Committees (for the EIs), etc., have been assessed and capacity strengthening programmes developed and implemented (please see the full range of ECMP Quarterly reports). The ECMP financed Regional Capacity Building Fund has, through a Challenge Fund approach, supported capacity strengthening at local levels.

In the final phase, government has been closely involved in all aspects of planning, implementation, monitoring and evaluation, and is developing its own future programming. There are several factors which still impede the ability of government to ensure that planning can be put into practice. These include a) restricted financial resources and b) high turnover in staff – which may benefit some areas, but leave others with staff lacking skills and experience to plan and implement end-CM interventions, and c) lacks in capacity in other related, and necessary departments – such as justice and education – which may adversely affect MOWCA/BOWCA abilities to intervene to end CM>

.12.8

.12.9 Q7: To what extent has the programme developed an effective monitoring and evaluation system for programme delivery at scale? (Institutional capacity)

Systems for monitoring child marriage are in place. Monitoring has greatly improved in the last phase of ECMP, but it will take strong efforts by government to ensure the system is sustained.

Sustainability of movement towards social norm change and social change requires continuous attention to M&E. M&E was carried out through supportive supervision, using checklists at woreda partner offices. Quarterly reports on ECMP activities were prepared and sent to the WCAO by Woreda Education, Police, Justice Offices, Cooperative Offices and FBOs.

The programme provided training and computers, printers, motorcycles and cameras for monitoring work. Coordination with, and reporting flows from other partners, such as Education and Justice, to WCAO, have improved. Endline consultations attributed this improvement to the ongoing capacity building support which has been provided by ECMP over the last period. In phase four woredas the training provided on data management and M&E were reported to be important in improving reporting. A major issue remains in the low level of follow-up to see the extent to which things learned in training continue into ongoing work. The level of staff turn-over is also a concern, as institutional experience is lost and there is no way of tracking whether staff apply their new learning when they shift to a new post.

Participants in the consultations indicated that joint supervision reduced delay in reporting because kebele Administrators are evaluated by WCAOs at woreda level and WCAOs are evaluated by BoWCA at the regional level. It was also indicated that the experiences shared, and directives provided, during the joint cluster kebele-level review meetings in Phase 4, helped to improve reporting flows from kebeles and schools to woreda level offices. Similarly, quarterly M&E and Anti-HTP review meetings at woreda level resulted in improvements on reporting flows from woreda sector partners to WCAO and to partners at zone level.

Woreda government partners take responsibility for monitoring a few kebeles through field level visits. They are evaluated by the results achieved in the kebeles they are responsible for. The ability to maintain and sustain M&E systems relies heavily on strong functioning of the HTP committees and continued commitment at the woreda and zonal levels.

.12.10 Q8: What are the main factors which explain the successful elements of the programme? (All areas of analysis)

The major successes, resulting from ECMP, have been supported by the programme's ability to a) engage productively with a wide range of relevant stakeholders, b) gain the trust of local government stakeholders and c) be adaptive when opportunities for an improved implementation approach were identified.

ECMP has benefited throughout from a comprehensive and holistic design (In the Business Case and in Inception) which has allowed it to explore a raft of different ways of engaging stakeholders in end-CM activities. The holistic approach means that, whilst focused on targeted communities in East and West Gojam, it has also worked to improve the enabling environment for ending CM. In addition, through strategic engagement and communications it has had a strong, catalytic effect, bringing end-CM messages to a wide audience.

After initial difficulties, where the government ownership of the programme was not clear at Amhara level (see Mid-Term Review), ECMP has worked hard to ensure that the approach is one which continues to be institutionalised and embedded within the government strategy to end all HTPs.

Adaptive programme has been a key factor in programme success. Adoption of the Phase 4 approach, after the MTR, has led to a more equitable, acceptable model which reaches throughout communities and is capable of replication by government. Adaptation mid-stream is never easy, but ECMP's willingness to accept new possibilities and work to change the operational approach has led to positive results (see ECMP reports as well as this analysis).

Alongside the Phase 4 focus on working with existing, Ethiopian mechanisms and organisations, the ECMP focus on working with EIFFDA – the inter-faith organisation – has been exemplary in working for a catalytic effect: reaching widely and deeply throughout communities, and having national influence.

The ability of the IP to provide timely, skilled TA has also been important. Other reasons for success are discussed throughout this report.

.12.11 Q9: What are the main factors which explain the non-successful elements of the programme? (All areas of analysis)

The programme has met its goals, so there are few elements of the programme which can be described as non-successful.

Nevertheless, we consider that there are three key ways in which the programme could have benefited more:

- a) By having a log-frame at the outset of the programme, which gave more focus to social norms change. The programme log-frame was linked to payment by results. It set good, measurable indicators, but was largely quantitative. Many of the changes needed in working for end-CM, can only be measured through qualitative analysis. A log-frame cannot capture the whole of a ToC, but needs to reflect all elements of it. Changes to the ToC and log-frame, at mid-term, have helped to

overcome these difficulties. ECMP adopted a successful approach to collecting Significant Change stories (community perspectives on change) and have produced a final Operational Research Document (April 2016) which is based on qualitative analysis and assesses social norm change (listed in section 6).

- b) By the initial lack of Amhara-level government ownership it appears that a communications issue between MOWCA and BOWCA led to BOWCA believing that ECMP (Finote Hiwot, as they knew it) was an NGO and not a government programme. ECMP management expended great efforts to ensure that this misunderstanding was cleared and that BOWCA took ownership.

13. Efficiency: Value for Money

Table 9: VFM Evaluation questions on efficiency

Q10: Did the programme represent value-for-money?

Q11: : Were the overall management arrangements associated with the programme conducive to delivering best results?

.13.1 Q10: Did the programme represent value-for-money

The programme did not reach the number of girls originally targeted, yet it still represents value for money (VfM). Based on a conservative interpretation of ECMP survey results, the programme has prevented at least 34,033 early marriages. The health and education benefits associated with this generate discounted benefits that are 2.4 times discounted cost.

Value for money has been calculated on the basis of data available at the time of the evaluation visit, and on data provided by the ISP in early March 2017. For a full discussion on Value for Money, please see Annex 2.

Data provided by ECMP indicates that total spend per girl (excluding the economic incentives component) was £3.88 which is 35% less than the budget figure of £5.93. We have broken down the saving/girl by two components: a) less spend; and b) more girls reached. This indicates a reduction in spend of 19% against an increase in projected programme reach of 23%. Efficiency savings therefore appear to have been shared between the programme manager and intervention constituents.

Using endline survey data on the actual reduction in the rate of girls ever married in treatment and control areas we estimate that the programme achieved a reduction of 34,033 child marriages. This should be treated as a lower bound as new non-governmental programmes on reducing child marriage started operating in control group areas. That said, 34,033 is approximately 12% less than the revised outcome target.

Using our MTR estimates of education and health benefits and the endline survey data on Early Marriage (CM) decline we find that discounted benefits from the programme remain significantly greater than discounted costs. We estimate a benefit:cost (B:C) ratio of 2.4 compared with the MTR VfM B:C ratio of 2.6.

The shift to the expansion plus model following the MTR drove down the cost/girl reached and increased VfM but the Government of Ethiopia (GoE) will only be able to finance some of the interventions developed by the programme.

There are many, intangible benefits, resulting from the programme, which have not been captured in any VfM analyses. For example, aside from the health and economic benefits of prevented child marriage, there are also gains from prevented FGM/C. In addition, there are the benefits which come now and will accrue later, from changes in relationships between young women and young men, preparation of girls for active citizenship, future benefits to health because of better understanding of menstruation and Sexual and Reproductive Health Rights etc. These are benefits which reach into all aspects of livelihoods and well-being, now and in the future. But they have (yet) to be quantified.

.13.2 3.3.2 Q11: Were the overall management arrangements associated with the programme conducive to delivering best results?

.13.3

The format of the first phases of ECMP seemed appropriate at the time of design. We do not believe it would be suitable for future interventions.

The programme modality seemed appropriate at the design stage, but it is not one that would be recommended for future programming. Keys to this reasoning include:

- a) All development initiatives will work best if they are owned by constituents (government, civil society, communities, etc.) from the outset. This is, however, crucial in programmes aimed at social norm change and social change. Positive social change cannot be imposed from out with the context of development. As the current, Africa-led, movements to end FGM/C and child marriage show, the only way to get engagement is for people to lead their own path towards change. This is also why (apart from the fact it is their right, in any case) young people and other community members need to be involved in all aspects of design, implementation and M&E of programmes working for change. This was not the case in the first phases of ECMP.
- b) In our opinion²⁷, there was, throughout the programme, too much direction from, and decision-making by, IP HQ, in London. This did not fully safeguard budgets and spending as, in consultations, we were told it was designed to do. It disempowered the programme team in-country and failed to establish relationships early enough with BOWCA in Amhara. We understand that early (and persistent until the final phase) lack of ownership by BOWCA was, in part, due to miscommunication between MOWCA and BOWCA. But lack of ownership was not helped by the fact that the power of the in-country Team Leader position was often undermined, as the TL had a) either to wait for decisions from London or b) was unaware of decisions being taken by London or c) over-ridden by London on technical matters.
- c) The idea of a nationally-owned programme housed with the offices of government and, for the most part, working separately from it, is outmoded.

Despite these drawbacks, the programme met many successes and met its goals. We believe, however, that time and opportunities were wasted, and more could have been done to strengthen national, state and local capacities had the programme architecture been different from the outset. One person interviewed said:

²⁷ Pers. Comm. based on information given in confidence and triangulated across several actors.

“There was never any trust between London and the programme management. Things got better, but sometimes the atmosphere was awful ...” (pers. comm.)

14. Sustainability

Table 10: Evaluation questions on sustainability

Evaluation Questions

Q12: What is the best approach in the future?

Q13: Is there evidence that the programme has contributed to sustainable social change?

.14.1 What is the best approach in the future?

National commitment to ending child marriage and other HTPs is strong, and is supported by the global community. Sustainability relies on a) availability of resources, b) commitment and enthusiasm of champions at all levels.

The model adopted in Phase 4 of ECMP has proved to be most successful. We believe that it works because a) it not only encourages ownership at all levels, but requires it, b) it is equitable and reaches across communities which have already been clustered by government, c) it makes full use of existing organisations and structures (faith organisations, HTP committees, WDGs, ‘edir, etc.) and d) it works with young people, putting girls at the centre. The model gives people, of all ages, more power and responsibility to change. Working with school communities, and through the GoE Cluster Schools system (which promotes sharing and learning between schools) encourages local ownerships and commitment to end-CM work.

To be sustainable, ECM efforts need resources (financial, personnel, skills, equipment etc.) and champions – to ensure that budgets are secured, that ECM remains on the agenda and can be supported. It also takes the ability to deal with the underlying economic issues which, along with social norms and values, support the continuation of early marriage. In our consultations with people in the communities we have asked the question “What will it take to end child marriage forever”, even when people have told us there is “no” child marriage in their area. The answer has always involved issues beyond change in attitudes, practices and economics. Ending the “norm” of child marriage may be the entry point, but to change it forever requires deeper social change and a new way of constructing values and beliefs about the relationships between men and women, girls and boys. Through the work in schools, we believe there are great possibilities for this change to happen.

IE+V key actor interviews with government staff at zone, woreda and kebele level indicate a commitment to building on work done with ECMP to end child marriage but funding is a constraint. Woredas receive a block grant and some have specifically allocated funds for ending CM. Local government staff frequently mentioned the government objective of providing 10% of the cost of ending child marriage. However, BOFEC explained that Federal or Regional government was not providing direct funding to support this but that woredas were encouraged to use their block grant in this way. Some had allocated funding specifically for ending child marriage but others had not. In this context, it is probably safer to treat government funding of 10% of ECM costs as an aspiration.

More generally, BOFEC explained that health, education and culture sectors are seen as pro-poor and are expected to receive additional funding over time which will support work on ending CM.

Field visits suggest that some programme activities have been mainstreamed (e.g. via HTP committees at all levels and churches) but, even where woredas have allocated spending to meet 10% of ECM costs, budgets do not exist to maintain activities with cash outlays such as experience sharing visits. As one BOWCA official explained, the ECMP approach “will have to be scaled down to match available budget and human resources”. The ECMP Phase 4 model will have to be adapted for the available resources. It is too early to say whether this will be a recognisably Phase 4 model.

3.4.2 Q13: Is there evidence that the programme has contributed to sustainable social change?

Commitment to ending CM is strong at all levels of government and across all relevant sectors. However, funding remains a constraint. Will government be able to afford a (pared down) Phase 4 model? Will resources be available at local and *woreda* levels?

Achieving sustainable social change requires shifts at all levels of society: in the legal and regulatory environment, in community-wide social norms and beliefs, and across communities and into society as a whole. These shifts need to happen concurrently²⁸. The evaluation question is relevant on two levels; a) has ECMP contributed to sustainable social change in the areas in which it has focused and b) has it contributed to sustainable social change more widely, at the national level? The answer to both questions is yes.

In Amhara, we have taken four indicators of social change:

- a) Change in the regulatory and administrative infrastructure that supports social change
 - b) Change in the way that young people discuss early marriage with their parents/cares (included in log-frame)
 - c) Change in the way that girls and boys communicate with each other /value each other
 - d) People assessment of how close they are to being able to achieve a good life for girls
- These issues were all discussed in PIGDs and key actor interviews for the endline evaluation.

As is also discussed in section 3.5 below, there appear to be highly significant achievements in promoting social change.

At the infrastructure level, government commitment to ending CM and other HTPs is high (nationally through to locally). ECMP has played a pivotal role in strengthening government capacities to implement end-CM interventions. The regulatory framework to support change away from HTPs is in place (HTP committees functional at regional through to village levels; coordination between different government departments etc.) In Amhara, we see that the strengthened role of the judiciary and the HTP committees, in promoting and implementing law against CM and other HTPs, is highly important in ensuring that change is maintained.

We have largely been able to determine community level social change through enquiry in the Phase 4 sites, and through the opinions also of local officials and ECMP programme staff. We see that there has been marked change in the inter- and intra-generational communications, and expression of respect. These are discussed in section 3.5, below. As a caveat, we note that

²⁸ For more on this, see, for example Crawford, S., and GADN (2013) Harmful Traditional Practices. Your Questions, Our Answers, Gender And Development Network, London.

communities need ongoing social and regulatory support to maintain the positive changes. The infrastructure developed, through government and also through the involvement of the religious and Women’s organisation etc., means that there are excellent opportunities for the support to continue in Amhara.

At the national level, the regulatory structure is in place to support change. ECMP has played an important role in shaping the agenda and in ensuring that the end-CM message is spread widely throughout society. Working with the religious organisations is ensuring that platform for social change round HTPs is spreading across the country, and is well supported and reinforced. So too is work with the Women’s Organisations and the Coalition.

15. Impact

Table 11: Evaluation Questions on impact

<p>Q14: How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?</p>
<p>Q15: How have the behaviours and attitudes of girls and their communities, with regard to CM, changed over the period of the programme? To what extent can this be attributed to the outputs of the programme? What was the relative impact of each programme output in delivering any change?</p>
<p>Q16: What are the unintended, positive or negative, impacts of the ECM programme in the communities and adolescent girls in particular?</p>

.15.1 Q14: How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?

Our calculations suggest that 34,003+ girls have avoided early marriage by one year. ECMP calculates the figure to be nearer 40,000. In either case, rates of child marriage have reduced over the life of the programme. There are many factors influencing this reduction.

The critical quantitative evidence on programme effectiveness provided by ECMP is difference-in-difference (DiD) analysis of survey data comparing rates of child marriage (CM) in treatment versus control areas. The survey was intended to follow a panel of girls over the life of the programme. For this reason, changes to the programme design following the Mid-Term Review – moving from expansion to expansion plus – are not captured in the survey data. The results presented by EMCP are therefore for expansion and intensive treatments versus control sites. This is a significant loss, in evaluation terms, as it provides fewer opportunities to assess the relative effectiveness and sustainability of expansion plus, vis-à-vis the other two approaches.

Assessment of the results on CM claimed by ECMP

ECMP report on two measures of CM: 1) Percentage of girls who are currently married or promised and 2) Percentage of girls who have ever been married or promised. We agree with ECMP that the second measure is preferable as it includes girls who may have married but then later divorced or separated or

have been widowed. As CM is illegal, it may also be easier to admit to ever having been promised for CM than currently being promised.

Using the first measure, the fall in CM in treatment sites, between baseline and endline, is **not** significantly greater for programme rather than control sites. However, using the second measure and the DiD comparison, ECMP report a statistically significant reduction (at the 90% level) of 4.8% in ever married status from a starting point of 11.7%.

In practice, ECMP have **not** used panel data and the results presented compare data from the baseline with a cross-section of girls at endline. The same kebeles (villages) are used but only some of the girls at endline are in the baseline sample. This is likely to produce less accurate estimates of the programme impact²⁹.

The most important issue to bear in mind when interpreting the claimed reduction in CM, is the activity to reduce CM by other programmes in control areas. This “contamination” of control sites will lead to DiD analysis underestimating the impact of ECMP on CM. The ECMP endline survey report does not say how widespread these programmes were in the ECMP control kebeles and so it is not possible to reflect on how large this effect might be. **It would be useful to have evidence on the extent of non-governmental programmes in these kebeles.**

The qualitative evidence, collected at endline suggests two key things with relation to rates of child marriage:

- a) People in programme areas know the facts about the age at which marriage is allowed. They are aware of the consequences of breaking the law. They “talk the right talk”. But in the Phase 1 areas visited, young people suggested that parents are still marrying children, especially girls, at an early age, even though the parents may say they are not.

People in control areas think they know the facts and are “talking the right talk”. But they are not. Parents we talked with said they “no longer carry out child marriage” because they do not marry their girls until they are “at least 14”.

Q15: How have the behaviours and attitudes of girls and their communities, with regard to CM, changed over the period of the programme? To what extent can this be attributed to the outputs of the programme? What was the relative impact of each programme output in delivering any change? The programme, particularly in the last two years, has made a very significant contribution to increasing gender and age equity and equality in target areas. As young people’s awareness on gender issues grows – through school clubs and the provision of safe spaces – this changes the way that girls and boys relate to each other, and to the adults around them.

Because of the initial conception of the programme, we do not have a precise way of measuring the relative effectiveness of different programme components at the community level. However, we believe that the important element is girl-centredness within all of the components implemented. This girl-centred approach promotes changes in the relationships of power.

As stated in 3.4 above, we take change in inter- and intra-generational and gender relations as important indicators of social change and change in attitudes to CM (and other HTPs). Here, we discuss

²⁹ The advantages of using panel over cross-section data are discussed by Lalonde (1986): Lalonde, R. 1986. “Evaluating the Econometric Evaluations of Training Programs with Experimental Data.” American Economic Review 76(4):604–20.

some of the outstanding ways in which these changes have been encouraged by ECMP, particularly in the intensified work in schools over Phase 4. This work has been particularly important as it has reached every school community (pupils, teachers, parents, governing committees, officials, etc.) across the target areas. IT therefore increases the catalytic effect of any change that occurs, works with equity, and increases the chances of positive impact.

Breaking the Silence

In the U.K., Europe or America, how many young girls and boys talk together about their changing bodies, about menstruation or about what it means to be a girl or a boy? Through practical, school-based approaches, particularly under Phase 4, the taboos around these subjects are being broken down.

Box 5: Changing Relations

During the endline evaluation fieldwork, we visited a school where a whole crowd of boys and girls took us to see the safe space for girls. Many of the boys said they had helped in building the room. Along with the girls, they thought it was a very good idea. The girls said it is really helpful because it means that they can keep clean and safe during menstruation and they can stay in school. Boys as well as girls said that they now know how to make menstrual pads. In a conversation with two boys, the boys said that all this open discussion about menstruation has really changed the way they see their sisters and their female school-friends. Before, if they knew that a girl had her period, they would laugh and make fun of her. Now they understand, and they can offer support and help if needed. The boys also said that learning about child marriage has changed the way they relate to their parents. They, and their sisters can now talk about all sorts of things with their parents that they would never have discussed before – because it “just wasn’t done”. The two boys said that they have discussed with their parents that they, and their sisters, should be allowed to finish school and to choose their own marriage partners, in their own time. They said that, because of the conversations in the community, their parents understand.

Source: School, Phase 4, Gibsawit, Debre Elias

The importance of change like this cannot be over-stressed. Communication, and the ability to discuss difficult and previously “taboo” subjects, is fundamental to changing social norms and encouraging wider social change. If the level of openness demonstrated in Gibsawit can be sustained, there is good hope that it will contribute to change in attitudes to girls, and boys, and to a greater intra-family, and intra-community, democracy in decision-making.

As girls become aware that they can safely and openly talk about their bodies, menstruation etc., it has a profound effect on their self-esteem³⁰. There is evidence from many places that girls become more confident in themselves and their communities, they are better able to protect themselves against violence and their social status grows. They become valued as people with worthwhile opinions and knowledge.

In PIGDs with teachers and with parents, men and women talked about how different it is now that they can talk more openly about “difficult” subjects which were, previously, taboo. They said that young people are now able to talk with more knowledge and more responsibility about puberty, marriage, relationships etc., and about what they want for the future. Parents said that, because of what their children learn in school, they now have a better understanding of why CM and other HTPs are dangerous. Teachers said that there is a big difference now that the judicial services are working more rigorously to prevent CM. Young people in schools now report to teachers when they fear CM may take

³⁰ See, for example, Annual Reports 2014 and 2015 on the, DFID-funded 12+ Programme in Rwanda. Available at www.dfid.gov.uk

place, or when they know one of their friends may be forced in marriage. Teachers are now better placed to get help from the authorities to stop child marriages.

16. Equity

The findings outlined above give a very powerful indication of how work to end CM and FGM/C can promote equity and equality. Across ECMP interventions, efforts have been made to ensure that no one is excluded on grounds of social background, economic circumstances or (dis)ability. But there is, and always will be, a tension between trying to reach the widest constituency and ensuring that the poorest and most marginalised people are not left out. As we have shown, there is great value in working through schools – but, in the longer term, how can young people who do not/cannot attend schools be reached? Faith-based work can reach the majority of the population, and work with the Women’s Association can reach many women. But what of those who are not part of these networks – either because they cannot attend or choose not to?

What the ECMP experience has shown, is that it is the people, themselves, who demand equity: communities were vocal in pointing out the inequities in the Intensive-expansion approach and in saying “why them, not us?”. Now we are hearing boys and young men claiming education rights for their sisters and defending them from child marriage. As choices and opportunities open up, the chances for greater equity are enhanced.

4. COMMUNICATIONS AND DISSEMINATION

17. Introduction

Child Marriage, and other related HTPs are a global concern. Globally, the interest in ending CM and FGM/C is growing exponentially. Social media and youth movements are very active in spreading awareness on HTPs and advocating to end them.

Communication around the achievements gained, and challenges faced, by ECMP needs to contribute to the global movement and make use of the opportunities generated by increased global commitment to ending child marriage.

It has taken time but, over the course of the IV+E process, good communications with the implementing team in Ethiopia have been developed. Through the MTR process, the development of the revised ToC and Expansion+ model for Phase 4 and the participatory approach used in verifications, we feel that the value of IV+E as a “critical friend” has been established. We have, in large part, achieved the objectives of communications, set out in our Inception Report:

Box 6: Objectives of IV+E Communications

- 1) Strengthen the relationship between ECMP and the IV+E team
- 2) Establish channels for IV+E support to the ECMP team
- 3) Increase stakeholders’ awareness of why IV+E is beneficial and the uses of IV+E processes and products
- 4) Stimulate dialogue and discussion on ECM issues and encourage a “crowding-in” of actors
- 5) Provide a basis for lesson-learning and dissemination
- 6) Contribute to global communications on ending child marriage

Source: ECMP IV+E Inception Report, January 2014

We have had least impact in contributing to global communications. We have not had resources to plan or implement a full strategy for communication of our products and approaches. We have, however, taken every opportunity to spread awareness of the work of the IV+E team. We have introduced ECMP IV+E approaches and findings at several international meetings, including the 2016 Gender Retreat workshops at the UNICEF HQ in New York, and in conversations at the Girl Summit and subsequent workshops in London 2015. We have aimed to spread awareness of the value of an ongoing, evaluation process which accompanies and supports a programme.

The IV+E approach taken with ECMP has been important in building the Independent Evaluation approach to other DFID-funded programmes: the Sudan Free From FGC programme and the global research programme What Works to end Violence Against Women and Girls, for example. Amongst other things, ECMP IV+E has also informed planning, monitoring and review work for the Towards Ending FGM/C in Africa and Beyond programme, for the 12+ programme in Rwanda and for The Girl Effect in Rwanda. We have used the experiences of ECMP IV+E in capacity strengthening and training for a number of different programmes. In Ethiopia, our approach and findings have been useful in shaping aspects of the UNICEF ECM programme.

We also know that our reports have been accessed numerous times through the internet (DFID website, Academia.org, etc.)

18. Audiences

Notwithstanding the limitation of what we could achieve with the resources available, we have, as suggested above, reached a range of different audiences. In brief, these include:

- 1) **Communities:** different groups within communities (girls, boys, men, women, leaders, school staff etc.) both in Amhara and in numerous other settings (where we have used ECMP as an example), have benefited from learning about what we have been doing and about how they can participate in evaluation processes. This has helped to build community ownership in the processes and results of programmes.
- 2) **ECMP management and staff in programme and government offices:** With effort, the mutual inter-dependence of the ECMP and IV+E teams has been established and trust has been built. The IV+E team is entirely dependent on good communications with ECMP to be able to function. We have, therefore, taken the lead role and lead responsibility for ensuring communication happens.
- 3) **Other stakeholders working to end HTPs in Ethiopia:** this audience has included members of the Steering Committee, such as UNICEF, The Girl Effect and UNFPA. It also includes other donors and organisations such as Save the Children, which have experience of working to end CM and other HTPs.
- 4) **The Global Community working on CM and HTP issues:** this includes organisations mentioned above: UNICEF, UNFPA, WHO, other donors and governments and a range of international NGOs such as Girls not Brides, The Orchid Project and Equality Now. With more resources, we could have done more. There are also a number of networks, such as the Gender and Development Network, Coalition to End Child Marriage etc., which will be interested to know the results of the IV+E process.

19. What kinds of Communication?

Communication has been:

- a) **Internal:** between IV+E team members and between IV+E and the ECMP team and steering committee
- b) **External:** To, and with, the wider range of stakeholders

Building really effective, external communications packages, geared to Research Uptake, would have required greater time/resource allocation than is possible within the IV+E budget. This was not part of our original ToRs. Communications methods have been limited, therefore, to a range which was possible at low cost and which easily maintained and sustainable.

.19.1 Face-to-Face Communication

This included:

- Attendance at quarterly Steering Committee meetings (if this is approved)

- Discussions between IV+E and ECMP team members during the bi-annual and MTR verification processes
- Support meetings in Addis on a call-down basis (time included within the verification process)
- Start-up and findings/analysis workshops, attendance at the final Steering Committee meeting on May 24th 2017 (as shown in workplan and involving a range of stakeholders)

.19.2 Tele-Communications

- Phone and skype calling: between IV+E team members (design, quality control etc. of work) and between IV+E and the Implementing Partner and ECMP team
- Email: email address lists have been shared and email communication has been established. Regular email contact will be ongoing, especially around quarterly reporting and the verification process

Once established, the methods above need not require heavy resourcing. However, resources will be necessary to make the most of the inputs from the Youth Panel.

Expressly involving youth “voice” as part of an IV+E team is an innovation. We want to share the experience, and lessons learned, with as wide an audience as possible. Music Mayday, the partner youth organisation, has its own communications channels (art, drama, radio) and will work with us to devise a strategy for communication on youth voice, during the design of the MTR verification process.

20. Products for Dissemination

Across the IV+E process we have produced:

- a) An inception report
- b) 5 Verification Reports
- c) The 2015 ECMP Annual Review
- d) The Mid-Term Review
- e) This Endline Evaluation
- f) Good Practice Document:

The Good Practice Document includes a section on our experiences of working with the Young Evaluators. This is accompanied by a short film, to advertise the benefits of working with Young Evaluators .

21. DFID state that this endline report will be available to the wider public published on DFID DevTracker The report will be shared with key stakeholders (FMoWCA, BoWCA, UN Agencies etc.). Suggestions for future Independent Evaluations

We offer the following outline suggestions, based on our experiences;

- 1) In ToRs and tenders, recognise that building the needed trust between implementers and evaluators takes time and resources: everybody starts out being apprehensive of the evaluators.
- 2) IE will work best when regular inputs and communication between evaluators and implementers is budgeted and scheduled, from the outset. For the current process, we had a long period between MTR and endline when the International Evaluators had very little formal communication with the programme. This misses opportunities for making the most of the “critical friend” role.
- 3) Include Young Evaluators, as official evaluation team members, whenever interventions concern young people (and older people, where they concern the elderly).
- 4) Give proper consideration, in ToRs and tenders, not only to communications and dissemination of results, but to Research Uptake. The research (i.e. the evaluation products) may be there, it may be available, but how is it really going to be used? This means budgets and strategies need to be in place to ensure that policy makers (who? At what levels?) and practitioners will be most likely to make use of the information and understanding generated through independent Evaluation.

5. LEARNINGS AND RECOMMENDATIONS

22. Introduction

ECMP has been a very important programme in the global development of approaches to ending CM. It was designed and implemented at a time when girls' rights and HTPs were beginning to rise up the development agenda. ECMP has been a ground-breaking programme, providing learning and experience for the development of future programming – in Ethiopia and beyond.

In this section, we present an overview of the achievements of ECMP and the challenges it faced. We then give a snap-shot (headlines) on the key areas where lessons have been learned. A full Good Practice report, which documents lessons, is attached to this report as Annex 12.

23. Key Achievements and Learnings

The ECMP in Amhara, particularly in its Phase 4 diffusion-expansion+ approach, has made a significant contribution towards reaching the government of Ethiopia's commitment to end CM and Female Genital Mutilation (FGM/C) by 2025³¹. The programme has been successful in strengthening government ownership of ECM programming and intervention, at all levels. It has promoted good synergy between government and other partners, particularly, the faith-based organisations and other civil society organisations.

The programme represents VfM and has prevented over 29,700 girls from marrying young. It has been effective in raising awareness of, and social openness around, the importance of ending CM and FGM/C. It has led to changes in the relationships between young people themselves, and between young people and their parents/carers. It has challenged social norms and contributed to gender equity and equality, and to promoting social change.

Significant numbers of poorer families have been helped, through provision of school materials and economic incentives, to send girls to school. There is anecdotal suggestion that provision of school materials and economic incentives has also helped to reduce migration out of the target areas and increased school enrolment. Where loan repayments have been timely, we see that there has been high commitment from SACCO management members, kebele Administrators and woreda Cooperative Heads.

High commitment among kebele Administration officials has been seen to lead to successful implementation of ECMP activities and reduction in CM. Commitment can be built by offering participation in capacity strengthening initiatives and by involving kebele officials in decision-making around end CM/HTPs activities. The role of the HTP committees, working with faith-based organisations and the Women's Association, is vital.

Providing training for kebele Cluster Supervisors has been effective in strengthening school-based activities. In schools, ECMP has increasingly worked to foster girls' rights, and to provide safe spaces for menstrual hygiene so that girls are not withdrawn from school during menstruation. Overall, the

³¹ Commitment made publicly at the global Girl Summit, London 2014

chances for communication among and between generations, and dignity for all have been increased – far beyond the 28,700+ marriages which have been prevented. The chances that girls in the next generation will grow up free from fear of FGM or early marriage have been enhanced significantly.

24. Key Challenges

The format of the first phases of ECMP seemed appropriate at the time of design. We do not believe it would be suitable for future interventions. Overall, it appears that programme successes have been hardest to sustain in Phase 2 and 3 expansion kebeles. This is largely because expansion kebeles received only minimal inputs and were dependant on an intensive-expansion diffusion model, which did not work in practice. An approach derived from the Phase 4 diffusion-expansion+ model is more appropriate.

Over the years, since the original design of the ECMP, much has changed in the global environment on ending CM and other Harmful Traditional Practices (HTPs). Since the 2014 Girl Summit in London, global commitment to ending HTPs, such as CM and FGM/C, has been strong. ECMP started with a high target (preventing marriage for over 100,000) girls, which turned out to be unrealistic (as early marriage figures seemed to be falling anyway), but it also had a narrow brief: ending CM and, where possible, keeping girls in school.

Increasingly, the importance of a coherent, holistic and integrated girl-centred approach is being realised in practice. This means that whilst, in the future, it might be appropriate to focus on CM as an entry point, this must be integrated into a wider approach to girls' rights and development. From the outset, it is essential to address other HTP's where they exist, and to focus on the underlying, and complex, drivers of HTPs. The underlying social norms, values and beliefs which are key drivers of CM also drive FGM/C. Gender and age inequity and inequality and oppression underpin these values. Economic drivers of CM must be better understood: we know that people may marry off their daughters to gain economic advantage. But well-off people may also keep girls out of school and give them in marriage, to gain and cement social status and power relations. The inception report for ECMP shows that the need for a holistic approach was understood, though the need for it to be girl-centred was not emphasised strongly, and it was not initially put into practice strongly enough.

The original architecture of the programme did not place enough emphasis on government ownership and action. The programme was seen by the Amhara government, as an NGO, separate from government. This is partly because the situation was not well-explained between government levels but it was also because of the level of separation – of offices and programme management – between government and the IP. The structures and systems needed to promote government ownership were not supported strongly initially. For example, initial training and resourcing, for woreda-level monitoring and evaluation was available but there was no embedded programme of ongoing, on-the-job, M&E capacity strengthening.

Over Phases 1 – 3, the programme worked largely with an external model (community facilitators and conversations, investments into school clubs etc.). The initial intensive-expansion model was inequitable, with heavy resourcing in intensive kebeles and minimal resourcing in expansion ones, which was, slowly, evolving into a more holistic approach. With Phase 4, came much more emphasis on equity and on working with existing local structures – for example the inter-faith organisation EIFDDA,

community organisations and the WDGs. Greater emphasis was also placed on girls' rights in schools and families.

Successes over Phase 4 have shown the importance of ownership, at all levels, and of working with existing organisations and infrastructure, wherever possible and however difficult, rather than inventing new structures and systems. It also shows that a more equitable approach can have a greater, catalytic effect and promote more sustainable change.

25. Lessons Learned: headlines

Address what it takes to end child marriage, forever: social norms and social change³²

Child Marriage and other Harmful Traditional Practices, such as FGM/C are not single, social norms, but are part of a set of norms and values which are mutually reinforcing and inter-dependent. They are most often based on patriarchy and inequity in gender and other power relations. Addressing patriarchy and power requires social change; change in particular groups of social norms may be steps to achieving this.

Use Cost-Benefit Analysis in design

Using cost-benefit analysis (CBA) at the design stage (project appraisal) as well as at MTR and final evaluation can show clearly how value-for-money can be achieved.

Use a “Pipe-line design” for baseline – endline evaluation and survey data collection

Evaluation design that relies on control groups outside the programme is extremely risky in a complex, multi-stakeholder environment such as Ethiopia, especially when dealing with issues of global concern. A “pipeline-design” agreed with the Government would be better.

Match baseline mid-term and endline survey processes to adaptation in programme design and implementation.

One of the strengths of ECMP was the willingness to adapt programme design to take on board mid-term evaluation findings. However, the evaluation design for the programme was set at the outset by the ECMP team and the endline survey was not modified to take account of the change in programme design.

Use Young Evaluators when working on programmes relevant to young people

Working with the YEs meant that we got better quality information and understanding than we would have done otherwise and we are much better able to understand the changes that young people in the communities are going through.

³² Adapted from the ECMP MTR (IV+E)

Use education-system data from the outset

Data collected by the public education system can provide a statistically representative sample to compare with qualitative data gained through participatory study.

Take a girl-centred approach, but choose entry points which ensure that boys and adults are included

The Community Perspectives Study, for the final evaluation, suggests that the Cluster Schools Community approach which is part of the Expansion+ model works very well. In large part, this is because it promotes the rights and dignity of girls, but does so by engaging with boys as well. This improves communication between girls and boys, and this extends to better communication between young people and their parents/carers.

Where appropriate, work with Faith-Based Organisations

For ECMP, Working with the Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA) has had a catalytic effect in raising wide awareness about child marriage, FGM/C and other harmful practices. The faith-based organisations have been excellent partners and are working hard to bring all religious leaders on board.

For future programming ensure ownership from the outset, encourage holistic approaches and choose entry points which can give best value for money

Our interpretation of the ECMP process is that things would have gone (even) more smoothly had there been greater ownership, at the Amhara level, from the outset. For the reasons outlined in 3, above, on social norms and social change, we believe that future programming will have better value for money if, at a minimum, it explicitly targets FGM/C as well as child marriage (and vice versa) where they both exist.

26. Additional Recommendations

These brief, additional recommendations are given to support the GoE's ongoing planning for future programming in Amhara and beyond.

.26.1 An affordable model for Amhara and beyond

Derive an approach based on the ECMP Phase 4 model, using a core set of components which can be expanded if more resources are available.

Key drivers of Phase 4 have been:

- e) Extensive coverage, which has a catalytic effect and strengthens the movement away from CM
- f) Focus on working with existing structures and their networks: faith organisations, WDGs, HTP committees, etc. This brings on board the widest possible range of actors and extends responsibilities to all
- g) Working with whole communities, but with a focus on young people: through schools and clubs. This is helping to increasing inter-generational and male-female communication and understanding
- h) Being girl-centred: empowering girls through simple measures such as talking about their bodies, focusing on menstrual hygiene etc., and encouraging their self-esteem and confidence.

These are all components which can be sustained as they share the resourcing burden across ministries and create an environment of mutual support.

.26.2 Education for the future

Further embed fulfilment of girls' rights in the school curricula and teacher training, to reach the greatest number of young people in a sustainable way.

On its own, education in schools is not the answer – as it does not address the needs of out-of-school children, or tackle the wider community view. But, if ending HTPs is fully embedded in school curricula, from early primary, and is part of teacher training, it will have a sustained effect for the future. Changing the way that girls and boys communicate with each other, and the trust and respect they feel for each other, is crucial. This is also true for adults – but if children grow with this greater understanding, it is likely to lead to great future benefits: on livelihoods, well-being, safety and security.

One way to ensure that end CM is included in schools is to make wider use of the Most Significant Change stories generated through ECMP. In the Quarter 19 Verification Report we noted:

“MSC stories can be very useful for advocacy purposes, and for sharing best practices and learning at local, national and international levels. [We] suggest that the MSC stories be used as supplementary reading material for different trainings focusing on ECM, for preparing advocacy toolkits for political and religious leaders, and as reading materials for social science subjects in schools and literacy programmes”.

.26.3 Economic Opportunities

Consider expansion of programmes to support credit and loans through VSLAs. These would be best run separately from, but cooperating with, ECM initiatives.

There will be need for ongoing, external support to government to put economic incentives in place. If support from school materials is available, this can be managed through the ECM programme. But wider credit/economic support needs to be channelled through dedicated programmes.

It would be very useful to combine economic incentives programmes with vocational skills training for girls, so that girls who drop out of school can get livelihoods skills. In other countries (for example, Stepping Stones: Creating Futures, South Africa and SASA!, Uganda) it has been suggested that it would be cost-effective to engage young people in programmes which build self-confidence and esteem before they participate in schemes to build their skills for work.

.26.4 Young People's Voices

Include young people's voices at all stages of planning, implementation and monitoring of ECM interventions.

We have seen, in the IV+E process, the value of including young people as part of the evaluation team. Phase 4, particularly, has shown the ways that young people can work together, in schools, and clubs, to promote their own well-being and fulfilment of rights. Young people's perspectives are important; developing their agency whilst they are young is most likely to lead to positive citizenship, in support of the development process and their society.

.26.5 Ownership

Embed, from the outset, all future programmes of this kind in national structures to ensure full ownership and take-up of responsibilities.

We believe that the architecture of the ECMP design meant that there were too many opportunities, initially, for separation of the programme from government structures. Staff were seen as

Implementing Partner staff, rather than as staff of a Government Programme, funded through the Implementing Partner. There was complete, physical separation of the programme office from BOWCA. Most major decisions were made in UK rather than in Ethiopia. The situation has changed somewhat over time but the tensions have remained. Whilst it is essential that there is full control over expenditure of donor budgets, it is also essential that in-country directors and management have enough power to “make things happen” and to guide the direction in which the programme is going.

.26.6 Design of Results Frameworks

Ensure that Theories of Change and results frameworks for programmes concerned with social norms and social change reflect the qualitative and less tangible indicators of change.

We need to be able to measure change. However, donors are returning to the understanding held in the '90s that we need to measure qualitative change as well as quantitative. And we need to measure different outcomes and impacts. Measuring the number of marriages prevented, or the number of girls in school, does not do justice to the full range of individual and social benefits and changes that take place through interventions to end HTPs.

It is possible to set meaningful, qualitative indicators of social change, and to measure them. We need to do this throughout future programming.

.26.7 Post-Evaluation Follow-up

Conduct follow-up evaluation after both one and two years from the end of the programme, to assess whether the trend towards ending CM (and FGM/C) has been maintained. If so, why? If not, why not?

These evaluation processes need not be long or costly, but they are essential. The government will have taken over ECM entirely, and will need to know what has really worked, what is most cost-effective, and what works less well. We believe a good model has been found in Phase 4, but we need to know the long-term impacts of the implementation models used in all phases, to ensure that all future programming can be cost-effective.

6. DOCUMENTS AND WEBSITES CONSULTED

Websites:

<https://youtu.be/D2EwBc33Kmk>

[http://agriprofocus.com/upload/2_Micro_agribusiness_enterprise_development_and_access_to_village_level_financial_service_%E2%80%93_Experience_of_CARE_East_Hararghe_%E2%80%93_Anuwar_Ahmed_\(CARE_E._Hararghe\)1415870443.pdf](http://agriprofocus.com/upload/2_Micro_agribusiness_enterprise_development_and_access_to_village_level_financial_service_%E2%80%93_Experience_of_CARE_East_Hararghe_%E2%80%93_Anuwar_Ahmed_(CARE_E._Hararghe)1415870443.pdf)

<http://hdr.undp.org/en/content/income-gini-coefficient>

http://www.fao.org/fileadmin/user_upload/drought/docs/1_Good%20practice%20principles%20on%20groups%20savings%20and%20loans_2%20Nov%202011.pdf

<http://www.womankind.org.uk/where-we-work/ethiopia;>

<https://www.equalitynow.org/>

<https://www.uneca.org/publications/annual-report-2014>

https://www.unicef.org/publications/files/UNICEF_SOWC_2016.pdf

www.ethiopia.gov.et/web/Pages/Economy

www.girlsdiscovered.org

www.girlsnotbrides.org/

www.worldbank.org/en/about/annual-report-2015

Other Sources:

Brocklesby, M.A and Crawford, S., (2010) Participatory Stakeholder Engagement, A Fieldwork Guide and Oxfam Southern Africa.

D'Espallier, B., Guérin, I., and Mersland, R., (May 2011) Women and Repayment in Microfinance: A Global Analysis, World Development, Volume 39, Issue 5, Pages 758-772.

DAC Assistance Committee (1991) DAC Principles for Evaluation of Development Assistance.

DFID (2014 and 2015) Annual Reports of the 12+ programme in Rwanda

ECMP, (April 2016) Operational Research, Final Report

End Child Marriage Programme, Amhara, Ethiopia, (2012 – 2017) Programme reporting

Government of Ethiopia, (2016) Demographic and Health Survey, Key Indicators

Government of Ethiopia, Ministry of Education (2016) Annual Education Abstracts

Independent Verification and Evaluation of ECMP, (2013 – 2016) Verification Reports

Kaberia D. and Allport R. (2011), Good Practice Principles Village Community Banking (Vicoba) And Village Savings and Loans Associations (VSLA) In The Drylands Of The Horn Of Africa, CARE and FAO, ECHO Ethiopia

Yaron G and S Wilson 2016, Laying the foundations for measuring resilience, BRACED working paper, ODI, London

ANNEX 1: TERMS OF REFERENCE

Final Evaluation (Endline) of the End Child marriage programme in Amhara, Ethiopia

Type of contract: Ongoing contract with IMC International for Independent Verification and Evaluation (IV+E) of the End Child Marriage Programme, Amhara, Ethiopia

National / International: a mixed team of complementary expertise including, *inter alia*, Evaluation, Social Science, Economics, Statistics, Child Protection and Gender.

Duration: Evaluation to be completed by 30 June 2017.

Details are contained in contract number PO 6225 between DFID, UK Government and IMC Worldwide

TORs Prepared by: The IV+E Team for

INTRODUCTION

End Child Marriage Programme in Amhara

The End Child Marriage Programme (ECMP), or *Finote Hiwot* (Pathway to Life), began in March 2012. It was, originally, a £10 million, four year, DFID-funded partnership with the Government of Ethiopia (GoE). The budget was later expanded to over £1 million. The programme was managed through a consortium led by Maxwell Stamp PLC³³ (MSP). ECMP's long-term impact was to improve the wellbeing (health, education, empowerment and poverty) of girls and women, their children and their families in the East and West Gojam zones of the Amhara region by delaying marriage for at least 37,500³⁴ girls in these zones, and supporting the GoE in the implementation of ongoing programmes to eliminate child marriage in Amhara. To meet its goals, ECMP developed four major programme components: 1) Community level programme, 2) Strategic engagement and communications, 3) Capacity building and 4) Monitoring and Evaluation, Learning and Dissemination. The programme tested whether these components lead to positive change in the marriage practices of households and whether they could be delivered cost-effectively, by government. Following adjustments in line with a re-focusing of ECMP in March 2013³⁵ (outlined below), the IV+E of the ECMP had the following overall purpose and objectives:

³³ Hereafter referred to as the ISP.

³⁴ Please note that the impact target was revised down from 200,000.

³⁵ Reducing target number for girls reached from 200,000 to 37,500; stronger focus on the learning to be gained from the programme. Figures are taken from the ECMP Value for Money Assessment in February 2014.

Purpose: To strengthen accountability of DFID Ethiopia and the Implementation Management Service Provider (ISP) in measuring and reporting progress towards the programme’s expected results.

Objectives: To provide a bi-annual independent verification of the accuracy of ongoing monitoring reports of the ISP, including an assessment of the quality of underpinning methodologies

ECMP was predominantly a community-focused programme. Although the ultimate beneficiaries of the programme were adolescent girls, direct beneficiaries of the programme outputs were more extensive, including parents, community leaders (particularly religious leaders and members of women’s groups) and government officials. This is in order to trigger a community-wide commitment to changing social norms and working for social change , gender equality and equity.

More than 30% of programme spend was devoted to cross-cutting activities for institutional development, to encourage the transfer of responsibility of the programme to government. Given the low evidence base on early marriage, the programme was also deliberately designed to be a low resource model that tested scalability and promoted sustainability. This was intended to enhance programme lesson learning on the cost-effectiveness of early marriage interventions.

Changing Targets

Significantly for ECMP and this evaluation, new analysis identified the need to revise down the programme’s original outcome target – *‘to delay the age of first marriage of 200,000 adolescent girls in east and west by at least one year’* – to a more realistic figure of 37,500 girls (a reduction of 80% from the original target). The calculations driving this change were based on the most recent (2011) DHS raw data, in which the zonal data (only accessed in 2013) highlighted significant declines in the incidence of CM in the target regions. The fall in CM prevalence rates had a major impact on ECMP’s outcome target because this was how the programme calculated ‘vulnerability to early marriage’ (and the potential target group for the programme).

More specifically, the raw data showed that:

- **The prevalence of early marriage has fallen rapidly in the last five years across Ethiopia.** Nationally, the percentage of teens (15-19) married by age 15 fell by 50% and the percentage of young women married by age 18 fell by a quarter.
- **For the Amhara region,** only 15% of girls aged 15 had ever been married, 30% of girls aged 16, and 35% of girls aged 17. (This is a marked difference from the 50% prevalence rates for less than 15 years assumed in the design phase of the programme).
- The DHS dataset only covers girls in the 15-19 year old age bracket. However, extrapolations conducted by the programme based on the new prevalence data suggest that for **girls aged 10-14 years in rural areas, the prevalence of early marriage would be around 7% (and much lower for girls aged 8 and 9).**

CONTEXT OF THE PROGRAMME

The 2014 UNECA report showed that Ethiopia, from a very poor baseline, has made significant steps towards achieving human development indicators in the Millennium Development Goals (MDGs)³⁶. Over recent years, there has been strong economic growth, averaging 11% per year (more than twice

³⁶ UNECA “014

the regional average)³⁷. Overall poverty levels have declined from 29.6% in 2010/11 to 26% in 2012/13 (MoFED 2014). Food poverty is estimated to have declined from 33.6% to 31.8%, over the same years. Ethiopia remains low in the ranks of income quality (at 173), however, with a gini co-efficient of 33.6.³⁸

Agriculture is the leading sector in the economy (45% of GDP), providing food for domestic consumption and raw materials for manufacturing and export. The economy is, therefore, highly dependent on agricultural production and at high risk from climate change and environmental threats³⁹. Children and women are heavily involved in agricultural production, though men (where they are part of the household) remain largely in charge of household income distribution and spending. There are some reports that decision-making around marriage is nowadays shared more widely between parents, though this is largely anecdotal⁴⁰.

Against this background, Ethiopia was a leading nation at the Girl Summit in London, 2015, pledging to end Female Genital Mutilation/Cutting (FGMC) and Child marriage (CM), by 2025. The government had already shown commitment to this, through its support for the End Child Marriage in Amhara programme, and its predecessor, *Birhane Hiwan*, and through strong attention to girls' education over the last decade. Nevertheless, the challenge of working to change strongly held traditional norms, which uphold patriarchal views and support a variety of Harmful Traditional Practices (HTPs), which violate women's and girls' rights, is very strong. It requires commitment and inputs at all levels: in the enabling environment (government, legal, regulatory and institutional); catalytic (widespread awareness raising, creating social movements, changing curricula) and focused (interventions with, and by, communities). It also requires action, in all sectors, to promote gender equality and equity.

Box 7: Girls and Women in Ethiopia – An Overview

- Girls' enrolment in primary education has risen from 80.5% in 2010 to 84.1% in 2013
- But girls' completion at grade 8 has risen only from 44.5% to 55.2%, with significant disparities between urban and rural areas. Girls in rural areas start school at an average age of 9.6 and leave at 14.6
- Mean years of average completed schooling for girls range from .9 years in Afar to 4.2 years in SNNP
- Secondary enrolment remains low, nationally, for girls and boys, at 36.9% and 39.9%, respectively (and it is falling for boys)
- Ethiopian girls have a 63% chance of being married by the time they are 18; in Amhara region 30% of girls are married by age 15 and 56% by age 18 (2012).
- Types of child marriage are varied (ranging from early promissory marriage to abduction, though there is some evidence to suggest age of early marriage is rising
- A survey (2011) found 23% of girls aged 0-14 years had undergone FGM/C, out of which 60% were in Afar. 62% of 15-19 year olds have undergone FGM/C.
- 54% of young women have begun childbearing by the age of 20.
- Only 10% of births are assisted by a skilled birth attendant.
- Only 23.6% of married 15-19 year olds have their demand for family planning met.
- Net enrolment rate for girls at the primary level is 65%, dropping to 13.4% at secondary level.
- 46% of girls are engaged in child labour (as opposed to child work, which is almost universal)¹

³⁷ World Bank 2015.

³⁸ <http://hdr.undp.org/en/content/income-gini-coefficient>

³⁹ www.ethiopia.gov.et/web/Pages/Economy

⁴⁰ See, for example, ECMP qualitative data and IV+E fieldwork

- 59% will experience sexual violence from their partner at least once in their lifetime.
- 8% of all married women have been abducted into marriage.
- 81% of women believe that their husbands have a right to beat them.

Source: UNICEF, 2016; Erulkar, (2012) DFID Annual Plan 2011-12, EDHS 2011; www.girlsdiscovered.org and <http://www.womankind.org.uk/where-we-work/ethiopia/womankind-projects/>

Ethiopia has seen significant advances in the policy and legislative environment to protect girls' well-being and promote their empowerment. The Ethiopian Women's Policy was developed as early as 1993 and women's rights and child protection were enshrined within the 1994 Constitution. Together, these work to ensure that women's development issues and gender equality are included across all sectors, with special focus on health, education and social welfare.

Changes in 2000 to the Family Code, and in 2005 to the Criminal Code, ensure that equality is taken into consideration in marriage and divorce procedures. They also criminalise FGM/C and go some way towards addressing domestic violence. The revised Family Code sets the minimum age of marriage at 18 for men and women, and makes early betrothal illegal. Article 648 of the Criminal Code criminalises child marriage, with provision for imprisonment for up to three years where the age of the victim is 13 or over, and seven years where the victim is younger than this. A number of HTPs, including abduction and FGM/C, polygyny and widow inheritance are also criminalised⁴¹. The effects of legislation are not yet fully understood. There is some evidence to suggest that it is contributing to decline (DHSS 2011) in HTPs but there are also suggestions that, without rigorous implementation of the law, HTPs persist but are carried out secretly. There is likely to be a considerable divide, in communities, between raised awareness of the law and change in practice.

The National alliance to End Child Marriage and FGM/C was launched in September 2013, and MOWCA launched the National Strategy and Action Plan on HTPs in the same year. The strategy defines HTPs as: *'...traditional practices which violate and negatively affect the physical, sexual or psychological well-being, human rights and socio-economic participation of women and children'*. Through the strategy, an holistic approach to the eradication of HTPs is being promoted. HTP committees have been established at all levels of government, to promote inter-sectoral cooperation and to involve a wide range of development partners. These do not yet function well across the whole country, but the value of supporting them has been demonstrated by ECMP.

At the national level, MOWCA launched the National Platform on eradication of HTPs at the 2015 Girl Summit. The platform includes stakeholders from all relevant government ministries, donors, and civil society – including women's and youth organisations, national federations and associations, and faith-based organisations – committing them to working together for eradication of HTPs within the target timeline. This has led to new interventions, including the 2014 – 19 UNICEF programme support to government on ending child marriage.

PURPOSE, SCOPE AND OBJECTIVE OF THE ECMP FINAL EVALUATION

⁴¹ UNICEF 2016

3.1 Purpose and scope

IMC Worldwide (IMC), together with GY Associates (GYA) and B&M Development Consultants PLC, Ethiopia (B&M) were contracted to by the UK Department for International Development (DFID) in September 2013 to undertake the IE+V of the ECMP in Ethiopia. The IV+E inception visits took place between October and November 2013. The IV+E team carried out six independent verification exercises, as well as a programme midterm review (MTR) in January 2015. The purpose of the final evaluation is:

- g) To assess the extent to which the programme has been successful in meeting its expected outcome**
- h) To identify, where possible, programme approaches which have i) been most relevant to success and ii) can be taken over by government**
- i) To make recommendations for future work relevant to ending child marriage**

The objective of the endline evaluation is to provide an independent assessment of programme successes and barriers. To the extent possible, with the data made available, the evaluation needs to give particular attention to the trends within the expansion-diffusion approach, adopted during Phase 4, the final phase of the programme. This approach was not assessed by the endline survey, conducted by the programme, as it was a) new - developed after recommendations in the mid-term review (MTR) and b) was, therefore, considered to be not comparable with baseline. ECMP have, however, provided some qualitative assessment of Phase 4 in the final report on Operational Research (April 2017).

Broad recommendations to government, on future programming, should be included.

3.2 Approach

To meet this purpose, the IV+E team will select an approach to the evaluation which will allow them to discover what worked well and why, and what worked less well and why. At a minimum, the approach will include:

- f) Review of available literature, including programme reports and independent verifications**
- g) Consultations with programme staff in Amhara and UK**
- h) Field consultations, similar to those used in support of the Mid-Term Review (MTR)**
- i) Analysis workshops**
- j) Assessment of Value for Money**

DFID will assist the team in gaining access to stakeholders at central level, and in obtaining relevant data.

The evaluation team will develop a set of methods and guideline questions for use with stakeholders at all levels.

We support the evaluation team in using Young Evaluators, as they did for the MTR

3.3 Cross-cutting themes

The evaluation should also:

- examine how the programme has considered and responded to equity, equality and social change issues
- consider the sustainability of the current approach, specifically in moving now to full government ownership of all End Child Marriage intervention

EXPECTED DELIVERABLES

The following table sets out the key tasks and deliverable expected of consultants. Proposals should set out the staff/day inputs allocated to each of these tasks and deliverables. Precise timeline should be set out by bidders, but a final or near-final draft should be available by the end of April 2015.

Deliverables
<p>Data collection</p> <ul style="list-style-type: none"> Meetings and fieldwork with key stakeholders, including a range of constituents, and implementing partners at National, state, district and community levels.
<p>Analysis of primary and secondary data</p>
<p>Production of reports</p> <ul style="list-style-type: none"> Finalise an evaluation report highlighting opportunities, challenges and lessons learnt and including: brief, specific recommendations to inform the design of future programmes.
<p>Presentation of the findings</p> <ul style="list-style-type: none"> The draft report should be presented to the Steering Committee, to enable the SC to comment before production of the final report.

In addition to the endline evaluation, the IV+E team will provide a learning paper highlighting aspects of good practice in ending child marriage, and evaluation of ECM interventions.

Management of the assignment

The assignment will be managed by DFID-Ethiopia and the ECMP Steering Committee

LOGISTICS

DFID-Ethiopia will assist in providing contacts at central level. ECMP staff in-country will assist in preparation of field visits. The Implementing Partner will provide further information at the request of the IV+E team.

DUTY OF CARE

IMC takes Duty of Care for all its employees.

RISK ASSESSMENT MATRIX

This risk assessment highlights risks for Amhara Region in 2017. The programme is implemented in the West and East Gojam Zones of Amhara region.

Location: Amhara, Ethiopia	Risk rating
-----------------------------------	--------------------

FCO Travel Advice	2
Host Nation Travel Advice	Not available
Transportation	3
Security	2
Civil Unrest	3
Violence/Crime	2
Terrorism	2
War	1
Hurricane	1
Earthquake	2
Flood	3
Medical Services	3
OVERALL RATING	2

1 Very low risk	2 Low risk	3 Medium risk	4 High risk	5 Very high risk
Low		Medium	High risk	

Sources: FCO travel advice website; Post Security Regulations, CIA World Fact Books, US State Department Data, OCHA Online Newsletter, CSJ Scoping Study

Theme	DFID Risk score
OVERALL RATING	2
FCO travel advice	<p>(2) The FCO advice for the Amhara region:</p> <p>On 9 October 2016 the Ethiopian government declared a state of emergency. This announcement followed months of unrest in the Amhara and Oromia regions. On 30 March 2017, a four-month extension was approved, meaning the state of emergency is due to last until 8 August.</p> <p>The Ethiopian government issued a public statement (unofficial translation) outlining the measures in place under the state of emergency.</p>

	<p>Failure to comply with these measures could lead to detention and/or arrest.</p> <p>Several attacks on hotels in Gondar and Bahir Dar</p>
Host nation travel advice	Not available.
Transportation	<p>(3) Public transport is not recommended. Local roads remain in very poor condition and poorly lit in the evening hours in some of the Woredas. We recommend use of 4x4 vehicles driven by experienced local drivers. It is recommended to limit road travel outside major towns or cities to daylight hours.</p> <p>Traffic accidents are a regular occurrence in Ethiopia. According to the World Health Organization (WHO), Ethiopia has one of the highest rates of traffic fatalities per vehicle in the world.</p>
Security	<p>(2) Petty theft/mugging is common and on the rise in all parts of the country caution should be exercised visiting crowded public places particularly in Bahir Dar the capital city of the region.</p> <p>Amhara Region is generally very safe for expatriates. There are a number of international organizations operating in the region and the region is also one of the country's major tourist attractions.</p> <p>There is no eminent security risk identified for foreigners or UK linked organizations in particular. But it might be possible for external actors carrying out programmes in the region to be caught up in local politically-motivated violence and protest.</p>
Civil unrest	<p>(3) While the security situation is generally calm, there is a general risk of politically-motivated violence and protest.</p> <p>Demonstrations and violent clashes took place in the Amhara region in 2016. In August 2016 there were violent clashes between protestors and security forces in Gonder, Bahir Dar, and Debretabor.</p> <p>On 1 April 2017, there was an explosion at the Florida International Hotel in Gondar, reportedly the result of a grenade attack. This follows 2 separate explosions at hotels in Gondar and Bahir Dar in January 2017.</p>
Violence/crime	<p>(2) Post security regulations assess violence and crime in Ethiopia as moderate. Petty theft/mugging is common and on the rise.</p> <p>In much of Ethiopia, the most widespread sources of insecurities, violence and crimes are associated with wider inter- or intra-community violent conflicts; often linked with ethnicity, religion, politics, poor or partisan governance, and inter-community disputes about access to (and ownership of) land, water, forest and other resources.</p>

Espionage	<p>(2) Post security regulations assess the espionage threat in Addis Ababa as moderate (with threat of espionage in Addis Ababa by a third party as significant).</p> <p>There is no assessment of Espionage for Amahara in particular or Ethiopia as a whole.</p>
Terrorism	<p>(2) There is a general threat from terrorism in Ethiopia; attacks could be indiscriminate including in places frequented by expatriates and foreign travellers.</p>
War	<p>(1) No identified threat.</p>
Hurricane	<p>(1) No identified risk</p>
Earthquake	<p>2) There have not been any incidents of recent Earth quakes in Amhara region. However, the great rift valley area which crosses Ethiopia is susceptible for earth quake.</p>
Flood	<p>(2) The flood risk of most of Amhara is low. However, Bair Dar is surrounded by Abay (blue Nile) river and Tana lake which makes the city prone to flooding during rainy seasons. The GoE is currently in the process of compiling Disaster Risk Profiles for parts of the country. The ones for Amhara region, will hopefully, be done in the near future.</p>
Medical Services	<p>(3) Health facilities in Ethiopia are very limited and are generally inadequate outside the capital.</p> <p>Emergency assistance is limited. Medical evacuation services are very expensive. There are big hospitals in the region which can be accessed for emergency medical services.</p>
Nature of Project/ Intervention	<p>(2) There is political support and drive from the federal and the regional government. An MoU signed at the Federal level is another indicator of the government's buy in and support for the programme. The government is the main implementing partner of the programme while the management agent provides operational and technical support.</p> <p>An internal annual review of the programme is just recently completed which highlights areas for improvement and recommended actions.</p>

For further information please consult the FCO travel advice:

<https://www.gov.uk/foreign-travel-advice>

ANNEX 2: EVALUATION QUESTIONS, TOOLS, DATA COLLECTION PROCEDURES

The evaluation questions were initially identified in the ToRs for the IV+E component, and confirmed in the IV+E Inception Report (finalised May 2014). At endline, they have been adapted to fit the need of answering a set of specific questions:

- 1) Is the Phase 4 expansion-diffusion model working and will it be possible for government to use/adapt it as the basis for future work (which may not receive donor funding)?
- 2) Do people in communities really believe that Child Marriage is ending forever?
- 3) Does intensified work with HTP committees, in schools, and with faith-based, women's and other Ethiopian organisations work better than the approaches taken in Phase 1-3 ? (Phases 1-3 included work with these organisation, but not to the same extent as in Phase 4).
- 4) What is the relationship between the economic incentives offered through ECMP and successes in ending child marriage? Are the incentives really needed? Would change happen without them?
- 5) Has the programme represented value-for-money?
- 6) Was the programme modality most appropriate? Would we do the same thing again?

EFFECTIVENESS:			
To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work?	Comparison of trends in Phase4, with assessment of Phases 1-3	Programme reports Fieldwork data	Consultations, qualitative fieldwork, review of trends in Phase 4
How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme?	Peer-assessment by project constituents (girls + boys; community members); Youth Panel facilitated, participatory fieldwork; Attitudinal change analysis; Statistical analysis of survey data	Survey data; ECMP qualitative (where existing) and quantitative monitoring records, GoE statistical data, EMCP Peer assessment mechanisms,	Verification of programme and GoE monitoring/statistical records by evaluators Additional YP and Peer Assessments and qualitative fieldwork by evaluators
To what extent has the programme approach at community level worked? Which aspects appear to work best?	Verification reports; Analysis of ECMP impact data; monitoring data, results and outcomes from MTR and annual reviews	EMCP management and monitoring reports; verification visits and reporting	Field visits; Data collated and analysed by evaluators Key actor interviews by evaluators
What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities?	Comparison of new baseline & subsequent survey rounds to represent EI communities. Peer assessments Attitudinal change analysis;	Additional baseline data collection by Fund Manager EMCP operational research data (GAPS)	Verification of EMCP data by evaluators Additional peer assessments by evaluators at MTR verification and final evaluation

	Comparative impact analysis between ECMP communities and control site		Key actor interviews by evaluators
To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making?	End-user surveys; Interviews with Government and key stakeholders; Any evidence of donor and government investment	ECMP monitoring and operational research reports Programme monitoring Verification visits reports, MTR verification report, end evaluation findings	Verification of ECMP data by evaluators Interviews by evaluators Additional peer review and analysis by evaluators
To what extent has the programme strengthened government capacity to design, plan and implement a large scale programme to end CM?	Interviews with key government staff – <i>Kebele + Woreda</i> levels Interviews with other key stakeholders Review of follow-up monitoring reports on capacity-strengthening interventions	Government reports EMCP stakeholder analysis report	Stakeholder analysis verified by evaluators during inception phase GoE and EMCP management data collated by evaluators Interviews by evaluators
To what extent has the programme developed an effective monitoring and evaluation system for programme delivery at scale?	Financial M&E and management systems audit Review and verification of partner use of M&E system Assessment of impact of M&E system on partner planning and resource allocation	HTP Committee reports EMCP management and financial reports MTR and annual reviews Operations manual Partner M&E records Partner consultations	Data collated, reviewed and audited by evaluators through Verifications
What are the main factors which explain the successful elements of the programme?	Political economy analysis of drivers and barriers Impact assessment	Consultations and verifications Evaluation report	Data from all evaluation processes collated by evaluators Data from MTR and annual reviews collated by evaluators Political analysis and immediate impact assessment by evaluators at final assessment
What are the main factors which explain the non-successful elements of the programme?	Political analysis of drivers and barriers for each of the non-successful programme elements Impact assessment	Political analysis report MTR and annual reviews Evaluation report	Political analysis and impact assessment by evaluators at final assessment

EFFICIENCY:			
Did the programme represent value-for-money?	Financial and management audit Key Actor interviews V4M indicators (e.g. cost/avoided child-marriage by intervention mix).	Financial and management reports V4M documents and reports MTR verifications	Management and Financial data provided by FM, collated and audited by evaluators Questions in MTR verification research Interviews by evaluators
Were the overall management arrangements associated with the programme conducive to delivering best results?	Process evaluation	ECMP management and financial data MTR and verification	ECMP management and financial data collated and analysed by evaluators Interviews by evaluators
SUSTAINABILITY:			
What is the best approach in the future?	Immediate impact assessment Political analysis of institutional drivers for, and barriers against, sustainability and scale-up Comparison with other ECM/HTP interventions Assessment of partnership effectiveness	Programme impact monitoring Evaluation report Political analysis report	Political analysis by evaluators ECMP data collated and analysed by evaluators End evaluation by evaluators
Is there evidence that the programme has contributed to sustainable social change?	Political analysis of change in power/gender/age relations Political analysis of programme reach re Vulnerability (poorest and most marginalised people) Fieldwork and interviews with key actors	Review of ECMP and partner literature Fieldwork for MTR verification and end-term evaluation	Political analyses by evaluators including the YP / DP perspective End-term evaluation
IMPACT:			
How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?	Verification and analysis of GoE and EMCP data Analysis of Control Site data Key informant interviews	Baseline survey GoE data EMCP monitoring and operational research data	ECMP and GoE Data collated and analysed by evaluators Interviews by evaluators

	Review of partner M&E records (GOV NOT CURRENTLY USING M&E SYSTEM FULLY)		
How have the behaviours and attitudes of girls and their communities with regard to CM changed over the period of the programme? To what extent can this be attributed to the outputs of the programme? What was the relative impact of each programme output in delivering any change?	Verification and analysis of GOE and EMCP data Analysis of Control site date Peer review and assessment in sentinel and control sites Comparative impact assessment of programme outputs Contribution analysis (NO CURRENT DATA COLLECTION MECHANISMS TO ALLOW ASSESSMENT OF RELATIVE IMPACT)	Base line survey ECMP operational research and monitoring data Peer assessment reports YP / DP facilitated fieldwork for MTR verification and end-term evaluation	ECMP and GoE data collated and analysed by evaluators Additional peer review and assessments by evaluators at MTR verifications and final assessment
What are the unintended, positive or negative, impacts of the ECM programme in the communities and adolescent girls in particular?	Analysis of ECMP end data; Impact analysis Peer review and analysis by/with adolescent girls (and boys) Interviews with implementers and community members Qualitative fieldwork with YP/DP	ECMP monitoring data and programme records Peer review reports Interview transcripts MTR verification reporting, end-term evaluation fieldwork reports	Analysis of final data sets to identify if, and where, there are data gaps which do not allow for the research question to be fully addressed. Additional peer review and analysis b/with adolescent girls (and boys) done by evaluators Interviews by evaluators

Two question checklists, one for use with communities and one to be used with officials and local government, were designed, based on the above list:

Data collection

.26.8 Sub-Teams

To collect data in the communities, the team divided into sub-teams:

- a) The two, female YEs
- b) The two, male YEs
- c) The Youth and Child protection advisors (sometimes working separately)
- d) The Statistics and Verification Advisor (who was joined in one field area by the Economic Advisor)
- e) The Team Leader (in one area and working with translation)

In each community, PIGDs were held with:

- a) A group of younger girls (c. 10 – 14 years old, 8 – 15 people in group)
- b) A group of older girls (c. 15 – 19 years old, 8 – 15 people in group)
- c) A group of younger boys (c. 10 – 14 years old, 8 – 15 people in group)
- d) A group of older boys (c. 15 – 19 years old, 8 – 15 people in group)
- e) A group of teachers/ club facilitators c. 6 in each group, usually men and women together)
- f) A group of mothers/adult women (8 – 15 in group)
- g) A group of fathers/ adult men (8 – 15 in group)
- h) District Officials/HTP committee at District Level (c 7 – 10 in group)

At the same time, the Child Protection and Statistics and Verification Advisors checked monitoring records at District level, whenever possible.

Also in the communities, between 3 and 8 in-depth discussions/ case stories were carried out with individuals selected through the group work, and case stories were gained from a number of particularly poor and marginalised people. In total, c. 300 people were consulted.

An in-depth discussion: might have been with e.g. a single teacher discussing child marriage in the area

An Case Story: might have been e.g. A child participant from a group meeting, or a highly vulnerable person, telling their own life story; or e.g. two boys describing how their lives have changed since the programme started.

Individual, in-depth discussions, observations, monitoring records and comparisons between PIGDs were used to triangulate information gained.

.26.9 Guide Questions

Final Evaluation of Finote Hiwot 'End child marriage programme': communities guide questions

I. What are the attitudes and behaviours of girls and their communities towards child marriage?

- a. Are there harmful traditional practices in your communities?
If yes, what are they?
- b. What is your attitude towards early child marriage?
What are advantages and disadvantages of early marriage?
- c. Is there any action which takes place in your community in order to end child marriage?
If yes, by what, whom, how, when, where?
- d. Is there child marriage in your community currently?
If yes, who are they? Who are forced to marry girls/boys? Why focussed to marry
- e. At this time, what does the situation of early child marriage looks like?
 - Is it decreasing?
 - Is it increasing?
 - Remains as it is
 - What is the reason behind?
- f. What do you know about Finote Hiwot? (What are their working areas?) What sort of change did it bring?
- g. How do you discover whether the number of child marriage decreased or not?
 - Because of you didn't force your child to do so?
 - From the government/school reports
 - From the people you know who quit cry?
- h. After they complete their primary school: what are your children will do?
 - What will they do till they become ready for marriage?
 - What if, they quit their education?
- i. In order to make the end of ECM forever, what are things should be done?
- j. Are there any children who are out of school? If yes, what is the reason? (disability)
- k. What are you doing in your home?
- l. In your family how are get decided?

II. Economic Incentives

- a. What are the advantages and disadvantages of economic incentives?
 - Is there a project/program of giving loan for new person?
 - Are the people who took the loan are paying back now?
- b. Is there any community based organisation (like equb) in your village which you are involved in? (except the saving cooperatives)
- c. How did you see the school material incentives? What measurement did they take to address the school material incentives?
 - Was it evaluated?
 - Did they evaluate it?
 - Did it help them to attend their school? If it is so, how?

III. Dreams and Visions

- a. In the future, what do you want to see being changed in your community?
- b. How do you see your child's future life? (Boy) especially girls?
- c. Is there any secondary school nearby your village? If yes, how far is it?
 - How much it costs to reach there?
 - Most of the time, who is the active attendant of the school? (boys/ girls?)

Final Evaluation of Finote Hiwot 'End child marriage programme' schools' guide

I. What are the attitudes and behaviours of girls and their communities towards child marriage?

- m. Are there harmful traditional practices in your communities?
If yes, what are they?
- n. What is your attitude towards early child marriage?
What are advantages and disadvantages of early marriage?
- o. Is there any action which takes place in your community in order to end child marriage?
If yes, by what, whom, how, when, where?
- p. Is there child marriage in your community currently?
If yes, who are they? Who are forced to marry girls/boys? Why forced to marry?
- q. What do you know about Finote Hiwot? (What are their working areas?) What sort of change did it bring?
- r. In order to make the end of ECM forever, what are things should be done?
- s. Are there any children who are out of school? If yes, what is the reason? (disability)
- t. Is there any action which takes place to stop early marriage in your school? If yes, by whom?
When? How?
- u. Is there any activity that has done (especially) for girls? If so, what are those activities? By whom? Does it bring any change? What about the advantages?
- v. Is there a child who is out of school in your community? If yes, are they boys/girls? What are their numbers? What is the reason behind?
- w. What are you usually doing after the class? (boys/girls)
- x. In your family: how are the main issues being decided?

II. Economic Incentives

- a. What are the advantages and disadvantages of economic incentives?
 - Is there a project/program of giving loan for new person?
 - Are the people who took the loan are paying back now?
- b. Is there any community based organisation (like equb) in your village which you are involved in? (except the saving cooperatives)
- c. How did you see the school material incentives? What measurement did they take to address the school material incentives?
 - Did it help them to attend their school? If it is so, How?

III. Dreams and Visions

- a. In the future, what do you want to see being changed in your community?

- b. How do you see your future life? (Boy) especially girls?
- c. Is there any secondary school nearby your village? If yes, how far is it?
 - How much it costs to reach there?
 - Most of the time, who is the active attendant of the school? (boys/ girls?)

Economic Incentives Field Questions

EI field questions:

- How has beneficiary selection worked (for the original loans and new beneficiaries once loans were repaid) and has it targeted the most vulnerable?
- How important have the different elements of programme support been in ending CM? We would like to know the additional gain from EI (loans, safe spaces, sanitary materials).
- It is a challenge for poor borrowers with no experience of microfinance to take on a big loan (ETB 3500). What are the challenge this presents to the SACCO? Looking to the future, do they have the capacity to manage new EI borrowers? What support and institutional arrangements need to be in place to ensure that borrowers repay the entire loan?
- What have borrowers learned about repaying loans? What would they do differently in future?
- What have SACCOs/kebele administrations learned about administering the loans? What would they do differently in future?

Woreda Level Questions

1. Was ECMP successful in reducing the incidence of child marriage in your area (zone, woreda or kebele) (how was it done, what was effective - added value, what are the evidences - where and when) – Effectiveness
2. What other factors have contributed to reducing the incidence of child marriage? (how did they contribute, where and when did these factors contribute to reducing CM) – Effectiveness
3. Is the EI contributing towards reducing CM? (how, to what extent, did it reach the most vulnerable girls (OOS, poorest of the poor, disabled, etc.)? How could the EI intervention be scaled up? – Effectiveness
4. How does the approach (intensive, extensive - diffusion) used in the first 3 Phases differ from that used in Phase 4 woredas (expansion plus) and what is the added value of the new approach? – Effectiveness
5. To what extent has the programme strengthened government capacity to design, plan, implement manage and monitor a similar programme to end CM? – Effectiveness and Sustainability

6. Could ECM activities be implemented as effectively and intensively as before the phase out by the HTP committees at the different levels? – Effectiveness and Sustainability
7. Is there evidence that the programme has contributed to sustainable social change? (change in power/gender/age relations) – Effectiveness and Sustainability
8. How do you plan to sustain positive changes observed as a result of the programme? (institutionalization, commitment among sector offices, clear definition of responsibilities, joint activities, reporting, M&E) – Sustainability
9. Did your woredas allocate budget for ECM activities? If not how are the activities being sustained in the woredas where the program has already phased out? (woreda and cluster review meetings, experience sharing visits at woreda and cluster levels, joint planning and supervision) – Sustainability
10. How do you plan to share learning from the implementation of ECM activities? (experience sharing meetings, review meetings, joint supervision, MSC stories, newsletters, etc.) – Sustainability
11. Where there any unintended positive or negative impacts of the program? (what are they, what were the effects, how could negative effects be avoided or reversed) – Impact

Semi-Structured Interviewing

In all participatory study work, there are techniques for how we talk with people. Semi-Structured Interviewing, with groups and with individuals, is fundamental to all participatory learning. You can only really learn how to do SSI through practice. SSI is different from questionnaire-type interviewing or ordinary conversation because:

- It is more structured than just “having a conversation” with someone
- It is less bounded than asking questions from a questionnaire
- It requires active listening skills
- It encourages full responses from people, and helps build up qualitative data and understanding

These methods can be used whenever we are talking with people in research, planning, implementation, or impact assessment circumstances. When we are introducing other appraisal methods, such as The Bus Journey, Power mapping or Spokes, we still need to facilitate the conversation using SSI methods.

In SSI, the interviewer has a broad outline in mind of topics which need to be covered and some of the issues they are likely to bring up. We can put together a checklist of topics on which we will ask questions. The skill of SSI is for the interviewer to be able to start the conversation off by asking simple

and open questions about something, and then using the six helpful words, which are: **what?, where? when?, why?, how? who?**, to probe deeper into the responses and build up a full answer.

Here is a very simple example:

Q: What are you doing?

A: What do you think I am doing, I'm cutting leaves

Q: Oh, I see, why are you cutting them?

A: Because I want to mend the hut so you have somewhere to sleep

Q: How long does it take you to cut enough?

A: That depends on who comes along and disturbs me!

Q: Yes, I'm sorry I'm disturbing you, how long would it take if I wasn't here?

A: Well, about half an hour

Q: So, maybe it will only take a quarter of an hour if I help you, and we can go on talking!

A: OK, thank you, but make sure you cut them properly!

The example shows that SSI does not have to be formal. In fact, if we are talking to one person and they are doing something, we can learn a lot by helping them. Often when people start using SSI, they say it feels "false". This is because we are not used to asking simple questions. Usually, in conversations, we ask complex, closed questions, which pre-suppose a particular answer, like: "If you go to the city, you'll start to look for work in a garage, won't you? or, " a lot of men around here get drunk a lot, don't they?". And, often, in conversations, we are actually more interested in getting our own opinion across, rather than listening to what other people have to say. With experience in SSI, we can learn when to use simple questions, and when to add more complicated one. But the general rule is:

✓ **Keep it simple**

✓ **Keep it open**

Checklists are very important. For example, it is important that we collect the same kinds of information and understanding with different interest groups in the community, so that we can check out different people's opinions on the same subjects. So it is vital that the different parts of the team follow the same checklist of questions with different groups. If we are later going to use information for impact assessment, we need to be sure that the same questions are being answered by different groups of people – otherwise we may bias the data and get a wrong impression of impact.

Spokes Participatory Tool

Objectives: To help participants explore:

The characteristics shaping any topic: e.g. “What would you need so that your children could go to school?”; “what are the characteristics needed for good partnership?”, “what do you expect from your husband?”, “What are the obligations of the local authorities towards poor people?”

The question to be explored can be anything as long as it is possible to identify characteristics” which can then be measured.

The spokes visual will be used to help people see where they are now in relation to the “necessary” or “ideal”. It can also be used to identify how much they want to change this within a given time-frame, or where they were at a given point in the past. (This means that spokes is a particularly valuable method which, when recorded, can be used for evaluation).

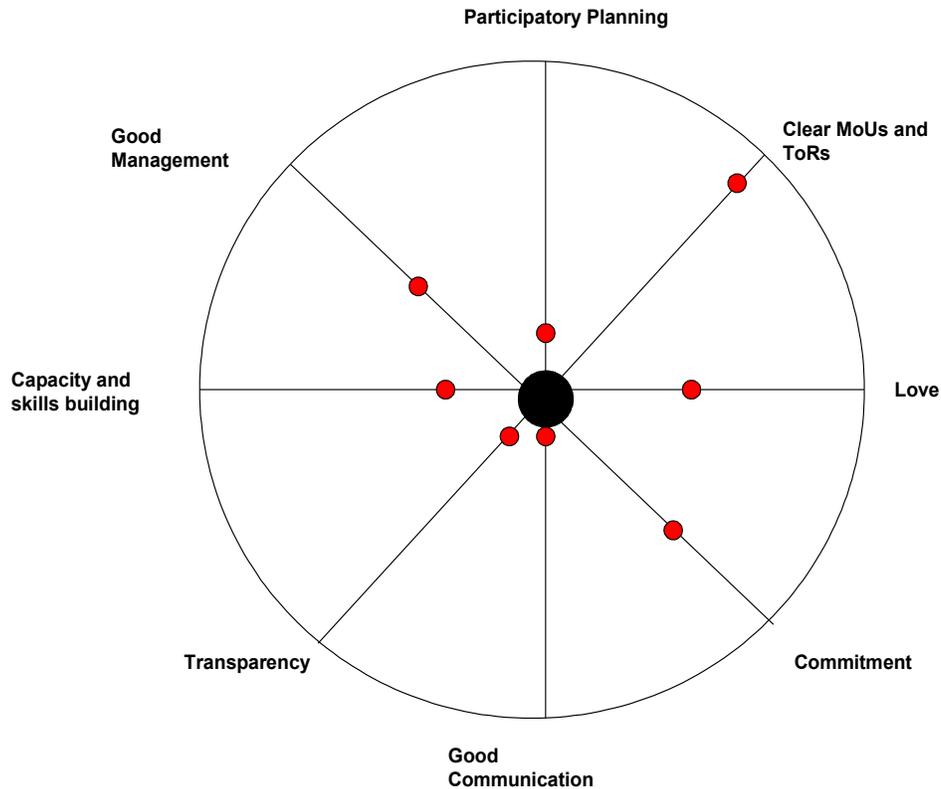
Time up 1.5 depending on the size of the group and when the tool is used in an Participatory Focus Group Discussion (PFGD)

Resources: Sticks of more or less the same length, stones or other markers and various objects which will symbolize the different issues.

Method

Spokes is a very simple activity which can be used to explore any number of different themes and topics. Following discussion on a topic, characteristics of an issue are agreed upon and symbols for these are arranged around the outside of a circle. These are then joined to a central point by lines drawn on the ground, or by sticks etc., to form a wheel. The centre represents “us”, and the symbols around the edge of the wheel represent things we want to achieve. Participants are asked to discuss together and mark along each spoke where they think they are now, in relation to the things they want to achieve. It is important that participants do not try to give percentage values to the distances they are marking. The marks should show the value in spatial terms and show also the achievement of one issue relative to another.

Participants generally find this a very accessible tool which gives them plenty of space to think and discuss with each other, whilst keeping their focus on the issues under discussion. The example below shows a spokes wheel relating to goals around partnership and where participants felt they had reached in terms of achieving those goals:



Spokes allows for comparison between what we want to achieve or the ultimate goal of our activities, (the edge of the circle) and where we are now (the markers). (A second set of markers can be used to show what the situation was like 5 years ago or even longer. In this way we are gaining people’s opinions on what has changed over time, and the nature of that change. WE can also use a third set of markers so that people can record where they think they can get to in, say, one year’s time). This allows people to assess their own change. It also allows people to compare visually, and discuss, which characteristics they think are the most important.

The Spokes Question:

Before the activity starts, it is vital to identify the key question which will be asked. Be careful to frame the question (as above) in a way which will allow people to identify characteristics and components.

For the endline, the question will be:

“What does a girl need to have the best possible future?”

When working with the group, we need to break the question down and check people understand what we are asking. We need to pose the question a number of times so that all participants feel clear about what is being asked. We must start to discuss the question, with participants, for a short while, before branching into the activity. This “introductory conversation” is vital before any activity. (When we are talking with clubs that have had the booklet, much of this introduction will have already been done in the first sections of enquiry).

In general, the chosen question needs to be tested out during piloting and refined for the rest of the field study. It may also have to be translated and reformulated in the local language and in some cases into to more than one local language.

Remember: it is your role to keep the discussion going but you need to be sure to encourage discussion BETWEEN the participants, not just between the facilitator and the participants. Once the participants start using the markers to assess their situation, the facilitators role needs to be as “hands-off” as possible. As much as possible, let the participants do the work. Your role is to ensure there is good discussion, they remember what they are doing, and they don’t place the marker somewhere illogical.

In facilitation, we use the usual methods of:

Active listening

Repetition of answers

Repetition of what each symbol means (by checking the participants remember).

A breakdown of the people consulted is contained in Annex 3

ANNEX 3: PEOPLE CONSULTED

Amhara, Community and District People Consulted In PIGDs

Woreda (District)	Kebele (Community)	Community Men	Community Women	Community Young Women	Community Young Men	Others
Dejen	Yenagnat	-	14	14 (11-14 yrs) 14 (15-19 yrs)	14	District Officers 3
Debre Elias	Gibtsawit	15	12	15 (11-14 yrs) 15 (15-18 yrs)	15 (11-14 yrs)	Anti-HTP Committee 9 (7 m 2 f) Sector officers 8 SACCOs 3 2 young men
Hulet Eju Enessie	Debre Gulbe	15	9	10 (10-14 yrs) 14 (14-18 yrs)	10 (13-14 yrs) 14 (15-18 yrs)	District Officers 4
Bure Town	Wundigi	10	15	15 (11-14 yrs) 15 (15-19 yrs)	15 (11-15 yrs) 18 (16-18 yrs)	Club Facilitators/ Teachers 6
Fogera (Control)	Bebeks		11	15 (10-14 yrs) Unable to get more girls to meet	14 (club reps) 14 (students)	Kebele admin 2 Club Facilitators/ Teachers 6 Religious leaders 4
	Woreta					Woreda Admin 3
	SUB-TOTALS PIGDs	40	61	127	114	50
	TOTAL IN PIGDs	392 (includes a number of people living with disabilities. We did not count these people separately, but made sure they were included)				

Amhara, Highly Vulnerable People and Case Stories (additional to PIGDs)

Kebele (Community)	Highly Vulnerable People/ Case Studies	
Yenagnat	8 (including > 2 very poor families)	We found that families and case studies often involved people who felt themselves to be highly poor or vulnerable.
Gibtsawit	6 (including > 2 very poor families)	
Debre Gulbe	7 (including . 3 very poor families)	We also included community individuals, met during the work, in case story collection
Wundigi	6 (including > 2 very poor families)	
Bebeks	7 (including 2 very poor families, and 2 men)	
		TOTAL: 34

Amhara, School class thematic meeting: 50 school students (male and female) talking about menstruation

State/ National/ International:

MOWCA, and co-chair ECMP steering committee = 1
 Religious leaders from the Inter-Faith Community = 3
 Amhara BOWCA representatives = 2
 Amhara Government Department Officers = 3
 ECMP/ MSP staff = 9
 DFID = 2

Other Steering Committee members

In total, well over 500 people were consulted.

ANNEX 4: ORGANISING FINDINGS⁴²

Analysing the data is an on-going process that starts in the field and continues through team meetings, big conversations, the study communities-state dialogues and in the process of writing up. The aim of **People-led Participatory Generation of Information** is to involve all actors in the thinking about and reflecting on the information generated through discussions, interviews and the integration of the secondary data. The analysis is a process of organising data to provide information that can:

- identify key messages and demands from different social groups that can be fed back into the study process and beyond;
- potentially support local action through the big group conversations and the study community-state dialogue;
- feed in to advocacy strategies for organisations involved in advocacy work and,
- guide action at higher layers of operation with the organisations involved in the study.

The fact that the data can be used in a number of different ways to support positive development outcomes means it is essential that analysis is integral to the whole study process. It is **VERY** important that the process of analysis starts from day one of the fieldwork; involves all key actors and is not left to a few members of the team to do after the fieldwork is finished. Not only does this build wide ownership of the generated information; it also ensures that the analysis is part of the process of dialogue and engagement between different key actors – including poor and marginalised people. The analytical framework is the main tool for supporting the systematic ordering of data. There is also the process of fieldwork debriefing which helps teams reflect and analysis as they work with study communities in generating information.

Fieldwork Debriefing Sessions

Below we outline how the analytical framework introduced in this Fieldwork Guide can be used by teams to develop a collect analysis. Along with this process, it is essential that while fieldwork is on-going, study teams have regular debriefing meetings. Where possible debriefing should be daily and a standard part of the daily fieldwork schedule. However, geographical distance between field sites and team members may mean this is impractical. Even if the whole team cannot meet together, team members in the same area should make sure they meet together to think through and reflect on the information they have gathered so far. The team coordinator also needs to be flexible and respond to events as they occur in the field. On days when team members are overworked or tired it is better to wait and hold the debriefing session at a more appropriate time.

The timing of the debriefing session also needs to be thought through carefully. The fieldwork group discussions will need to fit with the daily activities of men, women and children as such the PIDGs and other study activities may be staggered and arranged at very different times depending on how and when different social groups are available. Evening debriefing for example, are not always the best time. In fact evenings may be the only time that certain group discussions can be held or field workers can

⁴² Copyright CR2 Ltd.: Brocklesby M.A and Crawford, S. Participatory Stakeholder Engagement, A Fieldwork Guide

make arrangements for field discussions the next day. The timing of the debriefing therefore should fit with the daily fieldwork schedule.

These debriefing sessions can be open and include people in the study community who are interested in joining in. At the same time, in some more sensitive studies, (for example, relating to conflict or land rights or trafficking), teams need to be aware of the ways in which different groups in the study communities may be monitoring the study or, attempting to control whose voice is being heard and, how information gathered is understood by outsiders. The study team will be observed by the study communities. If the “free” time of the team appears to be monopolised by one section of the community, other individuals within the community may feel wary of expressing their opinions or participating, fearing repercussions once the study team has left.

The purpose of debriefing is three-fold:

- to analyse data on the spot in order to
- adjust where necessary the methods being used and the questions being asked and
- check and agree plans for the next round of PIGDs, interviews and observations.

Preparing for Debriefing

Before the debriefing session team members need time to prepare and order their ideas from the fieldwork. Preparation has three aspects. These are:

- making sure any diagrams or visuals from the group sessions have been copied and clearly labelled with the details of the session (date, gender and size of group etc);
- transferring the notes from each PIGD or interview to the reporting sheets and writing up field notes from other observations or discussions made in the field and,
- reading over the field notes and identifying the key issues that will need to be raised during debriefing.

Agenda for Debriefing

Debriefing sessions should not be over long; 45 minutes to one hour is adequate. What is important is that debriefing is focused on analysing what has happened and not on describing the process. It is helpful to agree a standard agenda for debriefing at the beginning of the fieldwork. The format below is one suggestion. Each study team will want to tailor the agenda to the preferences and demands of the members.

- **Introduction:** Each field worker describes briefly one event in the previous days fieldwork that was interesting to them and why. Allow 5 minutes for each team member. This does not have to be something that happened in a group session but could be something they saw or was reported to them.
- **Action – reflect: Four questions:** Base the discussion around four questions which focus the discussion on learning from the information gathered. These are:
 - what should have happened;
 - what actually happened;
 - why the differences and,

- what did we learn.

Allow 20 minutes and if possible use flip charts and cards to record the key issues and main points of the discussion.

- **Follow-up Action:** The action-points identified in the action-reflect now need to be turned into immediate follow-up actions. This will include looking at what new issues will need to be explored in discussions; how study questions can be framed; what changes if any need to be made to the methods used and whether other social groups need to be targeted in follow-up discussions.
- **Conclusion - Agreeing the next round of field work:** Finally the study team checks together that everybody is clear about who is doing what (tasks and responsibilities) for the following day's field work.

Analysing the data using the generic framework

The initial ordering of the information under the component parts of the analytical framework can happen in the field or can be done at another location close to the study community where the study team can comfortably meet. The initial ordering of the data is an essential step in preparing for the big group conversations and the community-state dialogues. It provides the framework for feedback and discussion around the key findings.

The first stage of analysis takes place immediately after the first full round of fieldwork. That is, for example, after piloting or after fieldwork has been completed in one location in a multi-location study.

When planning fieldwork study coordinators need to ensure time is available for the whole study team to work together on the preliminary analysis. Ideally a whole day is needed to allow for plenty of discussion, feedback and exchange between the different teamlets and team members. In larger multi-location studies 2-3 days may be needed. The study co-ordinator will need to determine the number of days the team needs to be together at the start of the analysis. Alternatively, fieldwork time may be limited and the study team has to begin big group conversations during the fieldwork. In this case, an afternoon and evening may be all that is available to conduct the preliminary analysis before a presentation and feedback to a larger audience.

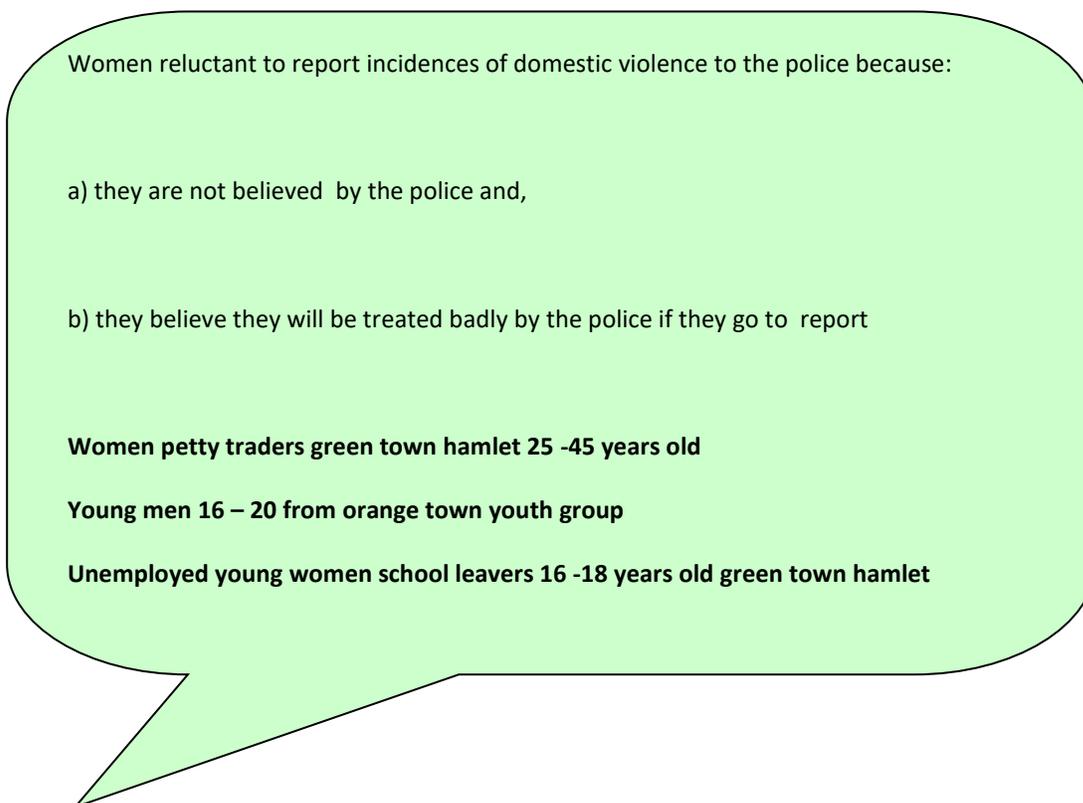
Since the analysis is being done collectively, plenty of materials are needed to enable recording and documenting of the information can be easily understood and seen by everyone. These include flip chart paper, large white sheets or large sheets of paper, multi coloured cards, various coloured marker pens, scissors, glue and masking tape etc. Where possible, it is also helpful to work in a space where the diagrams and other visuals generated during discussions can be easily displayed and referred to during the analysis.

At the beginning of the analysis, study coordinators will need to take plenty of time to explain the task, before field teams split up and start working on their findings. There are a number of steps to go through and to begin with it helps to demonstrate to the full team what to do one fieldwork finding from a teamlet as an example.

- **One issue per Card.** The information collected in notebooks and data sheets must be transferred onto cards. This initial activity can be done in teamlets before joining together to work as a full team. Each single piece of information is written on a separate card. For example, in a study looking at how to support women and children facing domestic violence claim their rights, one teamlet found out that some women feel reluctant to report domestic violent incidences to the police because they are not believed and believe they will be treated badly if they do report the incident. This

information is written down on a card and underneath the finding the team records who says it (as in the example below). It may be information from only one PIGD, for example, **young adult women members of project community group, orange town hamlet** or it may be several groups who have all made similar comments, such as **Women petty traders, green town hamlet; young men (16 -20 years old) from orange town youth group; unemployed young women school leavers (16 -18 years old) green town hamlet.**

Issue card



The point is to make sure that a

record is kept of **Who said What**. This is important because it allows the team to identify commonalities and differences between the different groups and individuals met during fieldwork.

- **Making a Component Chart.** This means discussing and deciding, as a field team, where under each of the thematic headings of the analytical framework to place the cards, e.g.
 - Voice, participation and accountability
 - Power and transformation –Partnerships and linkages
 - Institutional Response
 - Evidence of Impact
 - Sustained Change

Each component is addressed separately under its own **Component Chart** through using a large sheet or sheet of paper with the name of the component at the top. Issue cards can be stuck on below using masking tape to begin with. This stage of the analysis is often hard work for teams and needs the support of the study coordinator or team leader. To begin with working through a number of the issue cards together and sorting them under separate components will help the process. Having the issues on

cards makes it easier to move the cards around as teams come to conclusions as to where best to place the cards. During discussion, teams will need to start to link the field work findings with wider issues, already uncovered through the secondary analysis and their own experience, relating to national policies, regulatory frameworks, and budgetary constraints etc. that were not apparent to them in the field. For example, in a study exploring access to basic services for poor men and women, nobody in the field may have mentioned a new health policy designed to improve access to maternity services for poor women. The team may want to highlight the lack of knowledge and information as a sign that the existing institutional response is failing to meet policy obligations and that poor people's right to information is being denied. The card would then be placed under the institutional response component. Issues like this begin to show the linkages between the local levels, policy influencing and other levels of decision-making (district as well as national). Teams can be encouraged to think through the issues they are identifying from the field and link them, where appropriate to the broader policy and regulatory context in which the study is being conducted. Linking together the secondary and field data is an on-going process which will continue after the initial preliminary analysis.

Once issue cards have been analysed and grouped under the different component headings, a further level of analysis can be conducted.

- **Grouping differences and similarities between different groups** Teams need to make sure that the **similarities** and **differences** between the different groups and individuals contacted are recoded on the cards and shown clearly under each of the thematic headings. This can be done by grouping cards with similar opinions together and keeping them separately from cards with different opinions. In our experience many people find it useful to use different coloured cards for findings gathered from men and women, even when men and women have similar opinions. It seems to help in making sure that differences are recorded and analysed. One other visual way of analysing difference is to put a line (either drawn or with masking tape) vertically down the middle of the component chart and grouping cards according to gender. Men's cards on one side and female cards on the other. When there is an agreement on an issue or similar issues are being expressed by both men and women, the cards can be grouped at the top of the component chart. Where there are differences, or maybe only one gender raised an issue, the cards can be moved towards the bottom of the component chart.
- Recording on cards the evidence that supports the issues identified. It helps to use different coloured cards to do this. The evidence does not have to be recorded in full but enough information needs to be written down to enable later identification from field notes and data sheets later on in the analysis and writing up. The evidence may be a quote from one of the people with whom the team spoke or it a case history collected or it may be from field observation. Figure 3 below gives an example from a study on voice and accountability in Ethiopia.

Evidence to support the Issue Card

Pastoralist women say it is their poverty as well as their gender that stops them from speaking out in meetings and taking part in decision-making.

Pastoralist women aged 25 -26 village Y, District X,

Young pastoralist women aged 15 -25 Village X District Y

Group of 20 women petty traders in village X

Older pastoralist women aged 50+ village Y District X

Data Sheet 13 – Group of 11 women aged between 25 and 65 Village Y District X

“Because of our poverty we are not able to speak, if you have property, you have power. If you have power you can talk or voice for yourself. The ones with power talk to each other”.

Elderly Pastoralist Woman

Component charts. Which can then be compared and how there are differences and similarities between the study locations.

Using the component Charts for feedback and ongoing analysis

The component charts are the five interlinked thematic components of the framework of analysis; once completed they form the backbone of a reporting structure around which presentations, and feedback sessions and big group conversations can be developed. Key messages can be pulled out for discussion and feedback in the big group conversations and community-state dialogues. These processes work to refined, clarify and develop the analysis ready for writing up into a synthesis report presenting and analysing the findings from across all the study locations along with other documents presenting finding to specific audiences of the study.

After the preliminary analysis and feedback process has been completed, the study co-ordinator and team leaders usually take responsibility for writing up the analysis and ensuring that secondary data analysis is integrated with the fieldwork information. Drafts of the different documents can be circulated amongst core team members for comment and feedback.

ANNEX 5: A BRIEF SELECTION OF CASE STUDIES AND SPOKES RESULTS

Ms. M, 45, identified as eligible & borrowed Birr 3,500 in the first round at the beginning of the EI intervention but could not repay her loan.

Divorced 17 years ago; has three daughters, the youngest one in grade 7; the middle one was married before 6 years ago while used to attend grade 5 at Yenagnat Primary School; and the eldest one is married and lives with her husband.

The middle daughter had abandoned school since she got married in 2002 EC but got divorced recently and now staying with the mother. She has a plan to flee to Addis Ababa or Debre Markos to help her mother and keep the youngest sister in school.

The youngest daughter is in school and has good performance; had benefited from the programme's school-based support while the mother was identified as eligible for the loan and borrowed Birr 3,500.

When asked about the loan and its repayment, Ms. M said, "At the beginning I had planned to run sheep husbandry with the money I borrowed; got trained by the programme prior to receiving the money. However, since my family did not have a proper dwelling, I decided to divert from the business plan in favour of building a house for residence. So I bought 16 pieces of iron sheet with the money and built a house with corrugated iron-sheet roof that you see know.



" She exclaimed, "One needs to have a house first!" And she went on saying, "I only have one *Gezm* of land [about one-fourth of a hectare] that I rent out for crop-sharing; I get about 2 bags [close to 1 quintal] of *Neug* and *teff* a year. Mostly my family relied on the support from the community; I often beg daily to fulfil our meals. As a result I could not pay my loan. I understand that it was a loan that needs to be repaid but I have nothing to do that at the moment. So if I get I may pay my loan in the future. But I promise to keep my youngest daughter in school."

Age: 38 Years Old
Sex: Female
Work: Agriculture
Zone: West Gojam
Woreda: Bure Zuria
Kebele: Wundgi
Got': Jabola
Date: 9/02/17

I have five children: four girls and one boy from two different fathers. After having two children my husband died, then I got married soon and I have had three more children. My first daughter whose name is Ageritu is living in Addis Ababa. She quit her school in 2006 E.C. from grade nine. Then she went to Addis to have a job. During that time she was 17 years old. She quit her school because of she missed

the second semester final examination of grade 9 (nine). At that moment she was sick that's why she didn't take the exam.

She had a plan to continue her class but the teachers refused because of she didn't bring them sick leave. Then she decided to go to Addis Ababa and have job. But it wasn't easy, for her. So, she came back before one month and took her grade eight certificate. As she told me, having the certificate might help her to have a job. After taking the certificate she went back to Addis. We don't have relatives there, but there are some youngsters like her from here and she is living with them.

My second daughter is 17 years old girl and a student of grade nine. Since these two children lost their father, there was school material incentive for both of them till they become grade eight students. The source of the school material incentives was from the government.

The third one is from my second husband. Her name is S, she is 15 years old. She can't talk or hear. Since, she is disabled I didn't send her to school. She can't do anything by herself, we are the one who makes her drink, eat, wash... God create her to tests me.

HA is my fourth child, she is five years old. She registered kindergarten school, but she is here afraid of take apart from me. I will take her soon. The last is BA, he is two years old.

In our village/kebele there is no HTPs. The government played a great role to destroy HTPs, especially early child marriage. Thanks to Ethiopian government there is no child marriage now, every family is sending their child to the school. So, 100% there is no child marriage we are the eye-witness for this, unless they want to marry voluntarily (by themselves).

There is no economic incentive here but there is Amhara Credit and Saving Association. If someone from our kebele wants to have money (credit), he/she has to be impairing. After the association evaluate and identify who is the requestor they will give the money soon. It is possible up to 15,000 birr which will payback within one year. I and my husband also got the credit from the association. Having the money in credit has an advantages and disadvantages.

Advantage – After having the money; if we buy an Ox and if we use it for farming, we will be benefited.

Disadvantage – what if the ox die? What if, the crops (grain) on the farm will be the victim of snow? We will be the loser!

- In the future, we want to have electricity and water in our community.
- I want my children be clever student, be graduated, having job having good relationship especially my daughters, I want them to marry a man who has his own job.
- We don't have high school near to our area.

Age: 30 Years Old
Sex: Male
Work: Agriculture
Zone: West Gojam
Woreda: Bure Zuria
Kebele: Wundgi
Got': Yikuash

Date: 10/02/17

In our kebele, there are no HTPs (especially child marriage). It's been 10 years since it was vanished because of the education that we got from the government. Early child marriage doesn't have positive impact: rather the negatives like, mental and physical sickness.

During our generation early child marriage was common. But at this time, there is no family who forces their child to get marry in early age. Sending our children especially our daughter to school is our duty: even if we don't have secondary school in our area till now, we didn't stop them from attending their secondary class by them to the town where the high school belongs to. We don't want to happen the bad things that happened on us to our child: because of early marriage. Nobody influences her unless she wants to marry by her choice.

Every child is attending school at this time. ("Except me!" said his disabled child, I repeated her idea as a question). She has got a bone disease, I tried to take her to the school, but it is not easy. She can't walk properly. I want to teach her but there is no kindergarten (school) around here (there was one but it is permanently closed now). She is nine years old, whenever I see her childhood friends were attending the school I feel jealous. She is inborn disabled, but if there is a little hope that she will get better through medication, I will sell all I have and take her to the hospital.

To some extent, there is equality between men and women. I said this because whenever we want to do something important to ourselves me and my wife discuss equally and make a decision. But, in terms of work we (men) do in the farm area, while the women handles all over activities in the house.

There is Amhara Credit and Saving Association here which has its own negative and positive impact. The positive impact is if you are a merchant took the money from them you will be more benefited (as long as you use it in appropriate way). But, for the farmer like us; it is a bit hard. The moment that we take the credit, it is helpful for that time. But, when time comes for giving back the money it's challenging for us. So, the negative impact is when we give them back we will suffer a lot. And also in order to get the credit we have to be minimum five persons: it is not allowed to take the credit personally (individually). If in case, from five people one of them didn't pay the money back, the rest of them must pay on behalf of him.

The amount of fertilizer is too expensive: it was 300 birr, but at this time it is more than 750 birr (if it is available) we can't find it easily, so it would be nice if the government made some amendment on the price of the fertilizer in the near future. Otherwise, it's difficult to sustain as a farmer.

Note:

- From my observation the disabled girl is a victim of mental disability (I'm not sure about the type).
- They know nothing about Finote Hiwot.

Age: 40 Years Old
Sex: Female
Work: Agriculture

Zone: West Gojam
Woreda: Debre Elias
Kebele: Gibtsawit
Got': Anbuzen
Date: 11/02/17

I have three children: one girl and two boys. My daughter is 17 years old and grade 11 student. AB is my second child, he is 12 years old. It's been three years since he stopped his school. He quit his school because; he is so interested in agriculture rather than education. He was grade four students when he stopped. I have a plan to register him with the coming Ethiopian New Year. The last one is NB, he is 11 years old and grade four students.

In this area there are no HTPs. It's been five/six years since it's totally vanished. Before six years the manager of our kebele (whose name is M) taught us about HTPs especially early child marriage. He taught us in the kebele compound. After we discovered how it is harmful, we totally stopped. And start sending our children to school. If our children don't want to go to school, they will stay with us (parents) and help till they get ready for marriage. And also, if they dropout by their choice they will start working in the area of agriculture.

Because of my husband death I am the only responsible person for my children.

The only place that exist gender equality is in the area of kebele meeting, training... men and women are active participant. But, in the house the work burden is in the shoulder of women. To some extent, there is a progress: boys when they become the high school students they will go far from here and start living in town. In this case they will prepare food for themselves, during break time they will come back to us and start doing 'wet', making enjera ... but a man who doesn't have an experience of living in the town, he only work in the farm area.

In the house the decision makers are men, women may decide if it is simple/easy issue.

Age: 21 Years Old
Sex: Female
Zone: East Gojam
Woreda: Bure Zuria
Kebele: Yenagnat Lagene
Got': Durlebes
Date: 16/02/17

I and my 10 years old brother are living with our father and mother. I completed 12 grades in 2008 E.C. but, I didn't get the pass mark for joining the university. My mother and father spent a lot of money for my education: there is no high school here. So, I have to go to the town for grade nine to twelve. I tried my best, but I couldn't make it. I didn't give up till now; I will take national examination next year and will join university soon. Until next year I will find job and start working to help my family and to cover my experiences. My family is not educated but they do believe in education, that's why they encourage me to be educated.

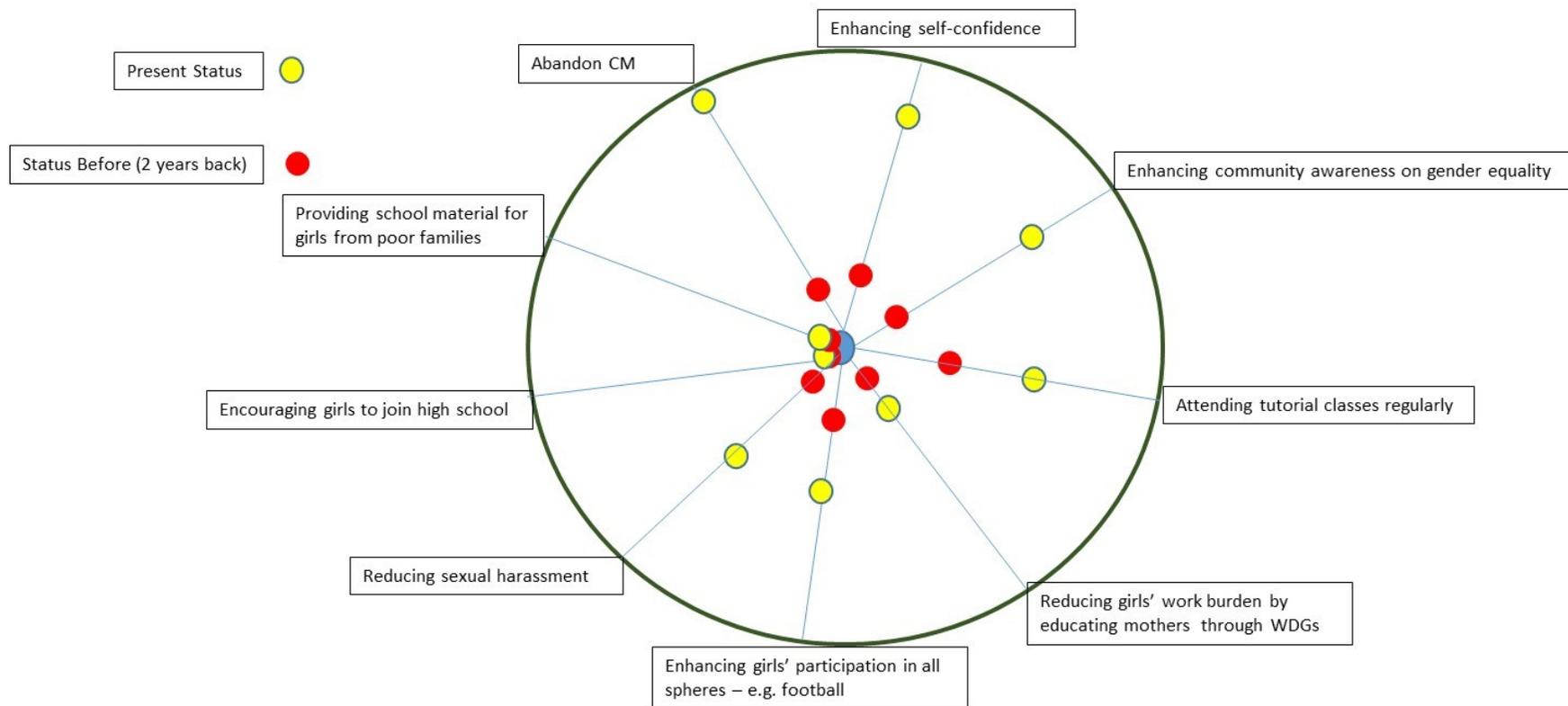
In our kebele especially in our got' there is no early child marriage, unless the children made their own choices (nobody will force them). Look at me, I am 21 years old but I'm not married. I remember, my parents asked once to get married, but I refused. After that day they didn't mention again the issue till now.

I don't want to marry now. I have to learn, have a job and help my families then I can get marry at any time as long as I am ready.

I heard about Finote Hiwot: I think it supports girls and also gives school materials. But I don't know the details, because since there is no high school here I went to the town and attend my school till 12. That's why I know nothing about Finote Hiwot.

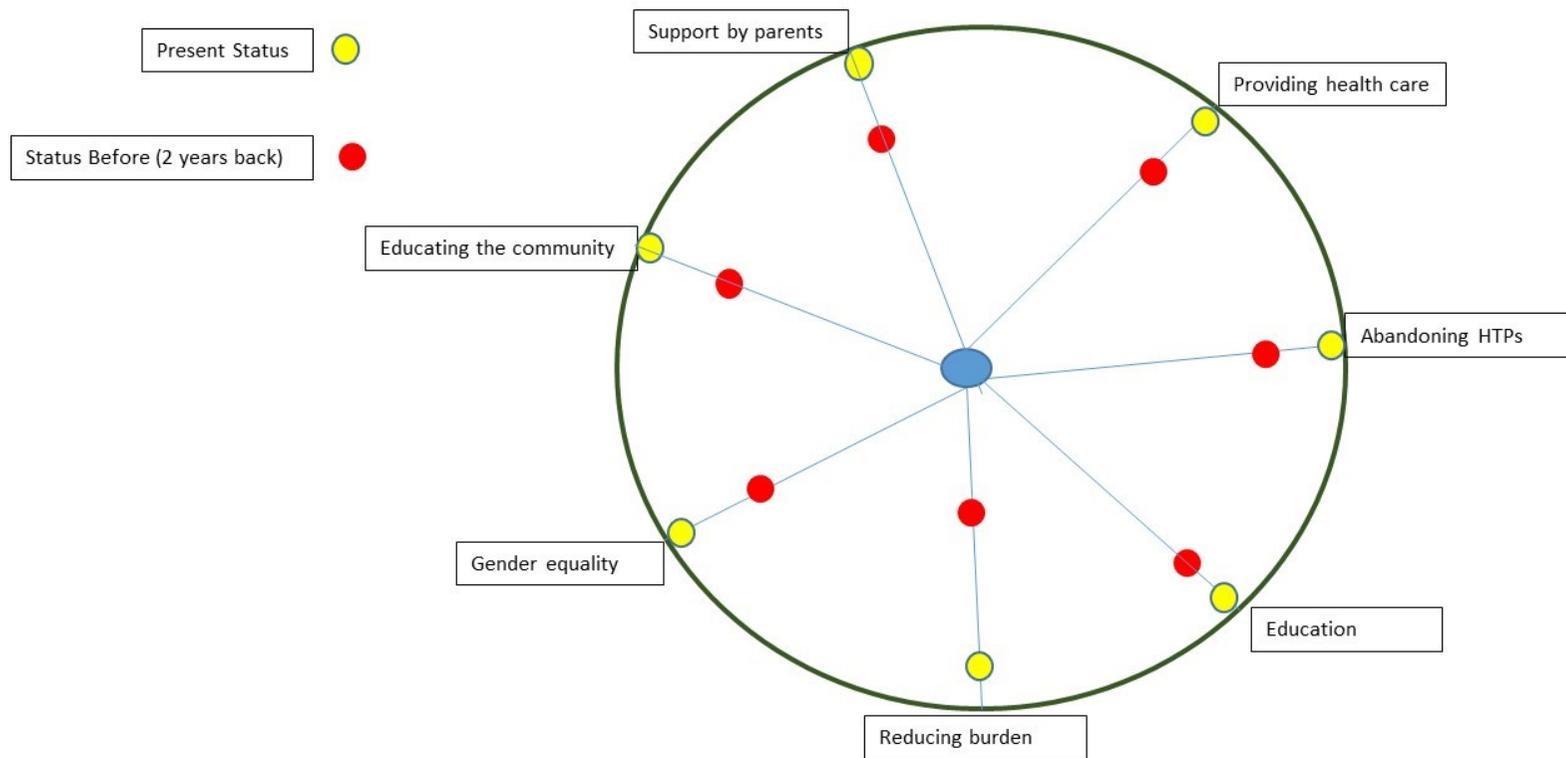
I wish my family be as a role model for the rest of the society in terms of supporting girls to be educated.

What does a girl need to have the best possible future? Results from PIGD with Teachers who are Club Facilitators, Wundegie Kebele, Bure Woreda, West Gojam Zone, February 8, 2017 (Azeb)



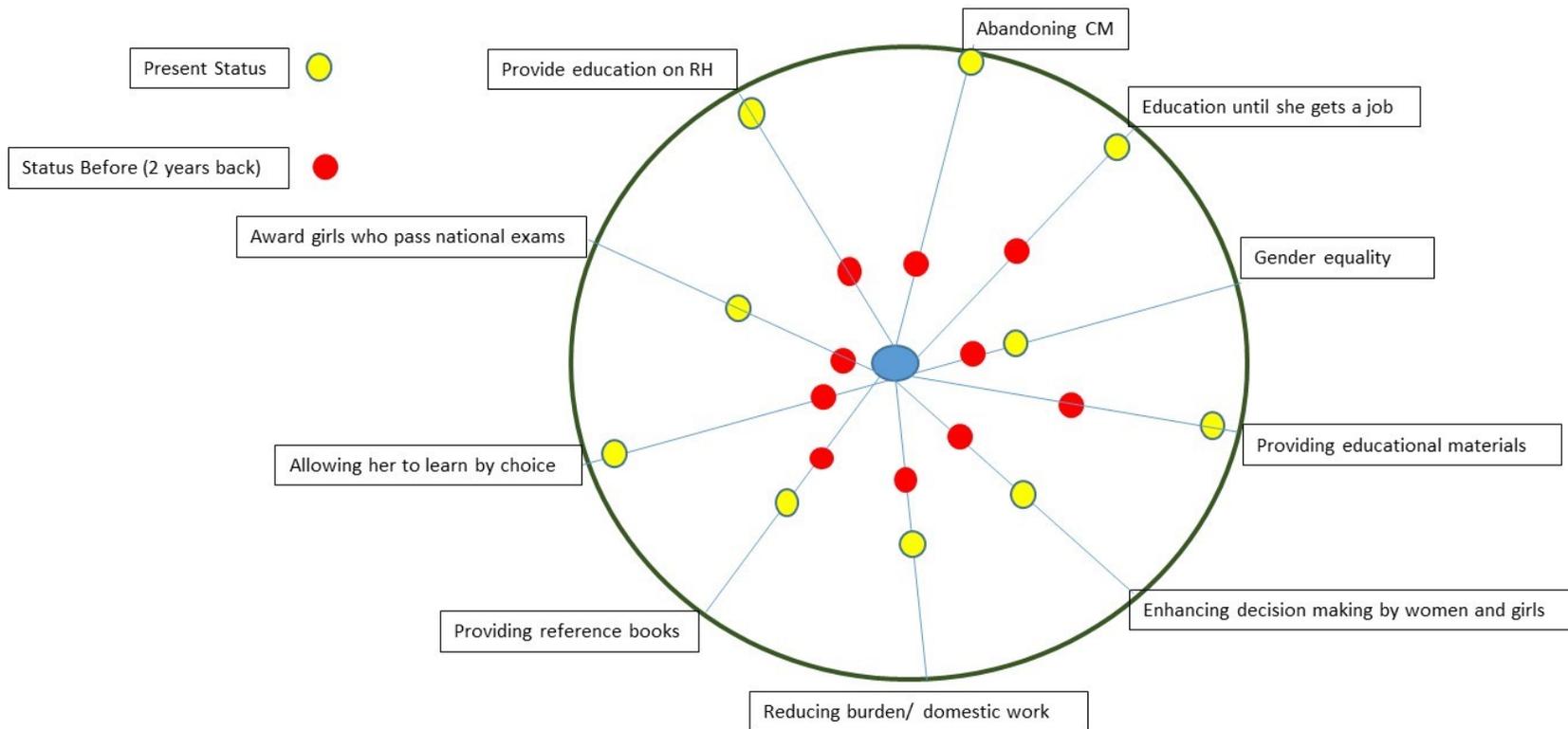
Spokes: What does a girl need to have the best possible future? Results from PIGD with Teachers who are Club Facilitators, Wundegie Kebele, Bure Woreda, West Gojam Zone, February 8, 2017 (Azeb)

Spokes: What does a girl need to have the best possible future? Results from PIGD with Male Students 13-14, D/Gubae Kebele, Hulet Eju Woreda, East Gojam Zone, February 14, 2017 (HG and BG)



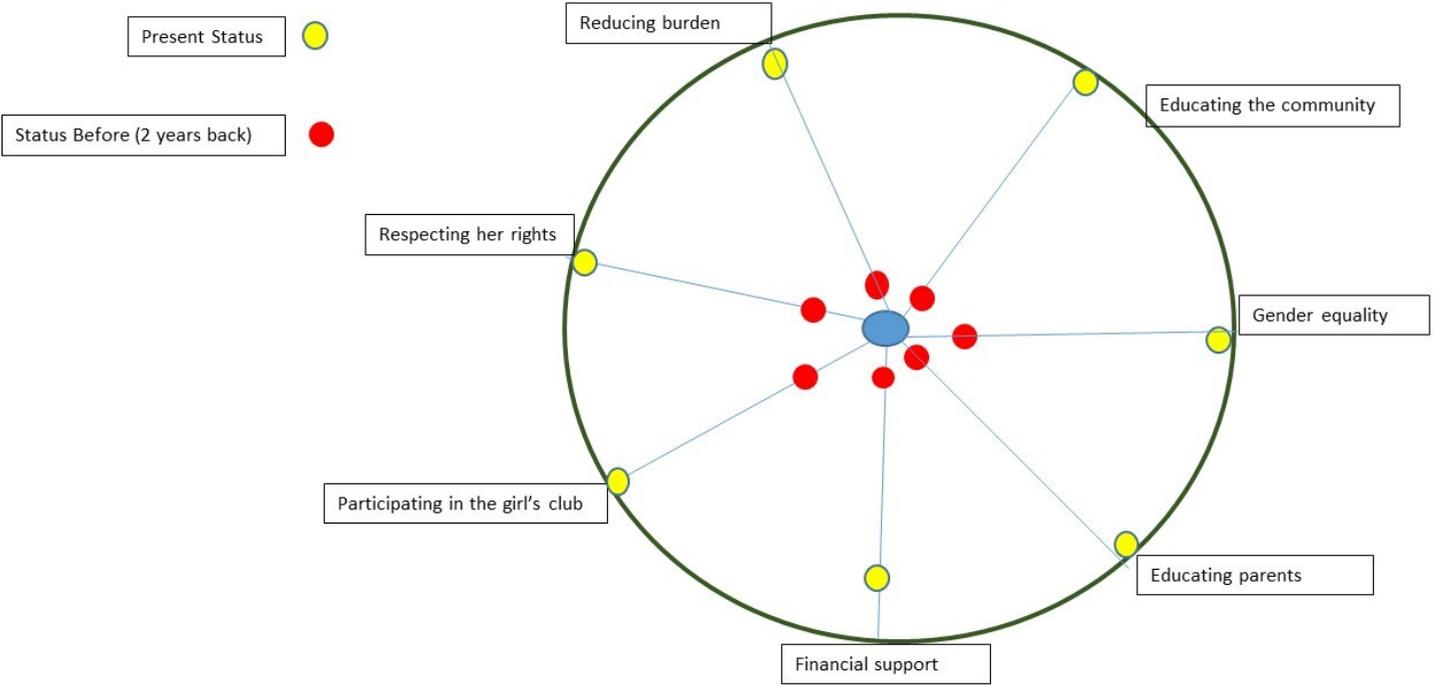
Spokes: What does a girl need to have the best possible future? Results from PIGD with Male Students 13-14, D/Gubae Kebele, Hulet Eju Woreda, East Gojam Zone, February 14, 2017 (HG and BG)

Spokes: What does a girl need to have the best possible future? Results from PIGD with Anti-HTP Committee Members, Gebtsawit Kebele, Debre Elias Woreda, East Gojam Zone, February 11, 2017 (Azeb)



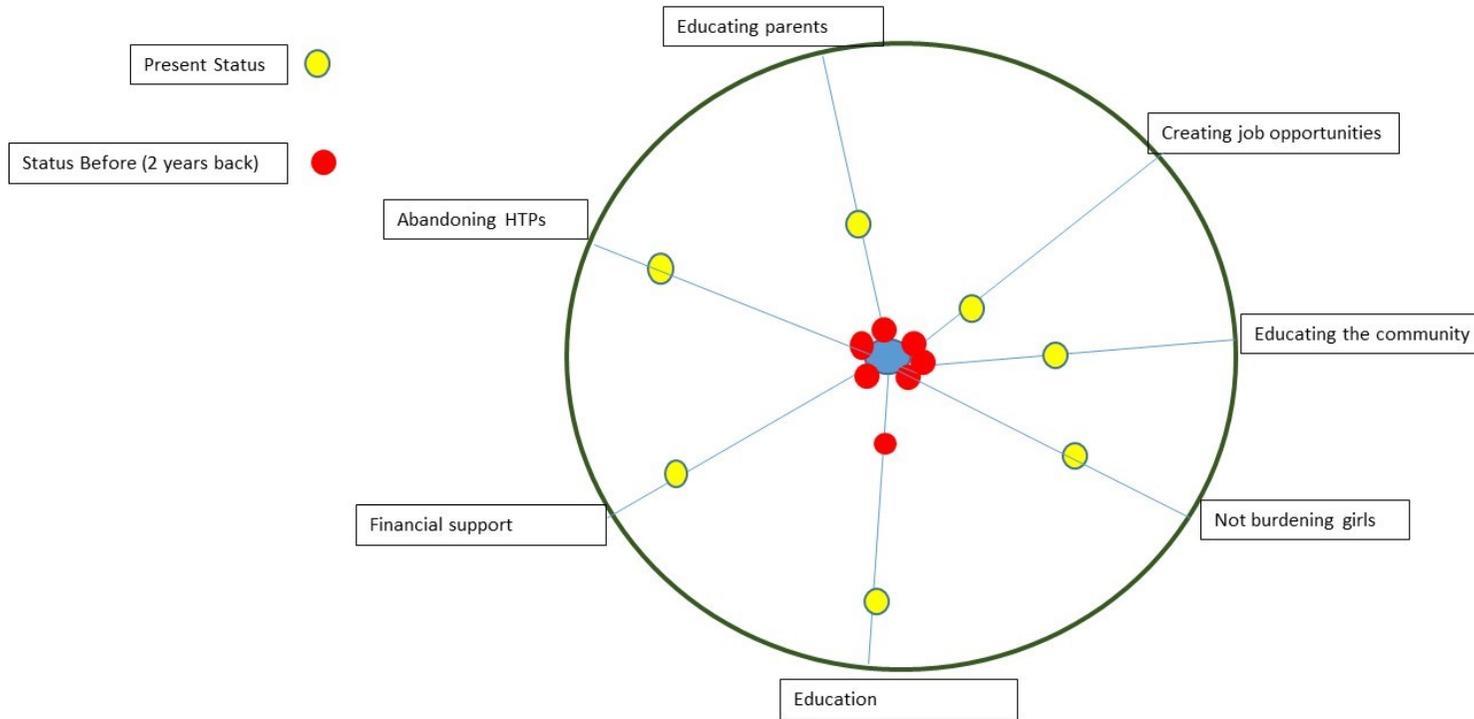
Spokes: What does a girl need to have the best possible future? Results from PIGD with Anti-HTP Committee Members, Gebtsawit Kebele, Debre Elias Woreda, East Gojam Zone, February 11, 2017 (Azeb)

What does a girl need to have the best possible future? Results from PIGD with Male Students 16-18, Gebtsawit Kebele, Debre Elias Woreda, East Gojam Zone, February 10, 2017 (HG and BG)



Spokes: What does a girl need to have the best possible future? Results from PIGD with Male Students 16-18, Gebtsawit Kebele, Debre Elias Woreda, East Gojam Zone, February 10, 2017 (HG and BG)

What does a girl need to have the best possible future? Results from PIGD with Male Students 16-18, Wundegie Kebele, Bure Woreda, West Gojam Zone, February 8, 2017 (HG and BG)



Spokes: What does a girl need to have the best possible future? Results from PIGD with Male Students 16-18, Wundegie Kebele, Bure Woreda, West Gojam Zone, February 8, 2017 (HG and BG)

ANNEX 6: “SNAPSHOT” ANSWERS

This annex gives “snapshot” answers to the evaluation questions addressed at endline

Effectiveness

<p>Q: To what extent has the new ECMP ToC contributed to a good approach to ending CM? Does Phase 4 appear to work?</p>
<p>A: The ToC is appropriate. Phase 4 appears to work</p>
<p>Q: How have the attitudes and behaviours of girls and their communities towards CM changed during the lifetime of the programme?</p>
<p>A: Girls and boys, particularly in Phase 4 schools, are resisting CM. Parents are listening; Child marriages are reported and prevented.</p>
<p>Q: To what extent has the programme approach at community level worked? Which aspects appear to work best?</p>
<p>A: Communities are most satisfied with the Phase 4 approach. Working with schools, faith-based organisations and local structures is most effective.</p>
<p>Q: What evidence is there about the effectiveness of economic incentives in changing behaviours and attitudes of girls and their communities?</p>
<p>A: This remains hard to assess. EIs are needed by the poorest people. School materials get girls into school. The revolving fund is not sustainable at current repay rates. The strategy is expensive and will continue to need donor inputs.</p>
<p>Q: To what extent has the programme delivered strategic engagement and communications to help lever resources for girls and inform decision-making?</p>
<p>A: Government and local commitments are high – this is being translated into allocation of resources (human and financial)</p>
<p>Q: To what extent has the programme strengthened government capacity to design, plan and implement a large scale programme to end CM?</p>
<p>A: Government, at national, state, zonal, woreda and kebele level is committed. At all levels, capacity exists to plan and implement to end HTPs – though some further support will be needed.</p>
<p>Q: To what extent has the programme developed an effective monitoring and evaluation system for programme delivery at scale?</p>
<p>A: The system exists, and capacities are stronger, though not universal. It will be difficult, and require commitment, to ensure that the system is maintained and used.</p>
<p>Q: What are the main factors which explain the successful elements of the programme?</p>
<p>A: Government and community engagement and ownership. Changing global attitudes. Girl-centeredness and focus on young people. Work in schools. Work with faith-based organisations. Work with existing national and community-based organisations.</p>
<p>Q: What are the main factors which explain the non-successful elements of the programme?</p>
<p>A: Original approach (Intensive-Expansion) was not equitable or cost-effective. Government ownership took a long time to establish. Programme management was held too much by HQ of the Implementing Partners and programme decisions and activities were separated from BOWYCA. Programme was originally</p>

based on “external” structures. To this extent, the original model was “old-fashioned” and did not encourage state ownership (solved in last Phase).

Efficiency

Q: Did the programme represent value-for-money?

A: Yes. There is some disagreement on the total number of girls delaying marriage for at least one year, but the cost per girl is still less than expected. The Phase 4 approach has increased cost-effectiveness.

Q: Were the overall management arrangements associated with the programme conducive to delivering best results?

A: The programme modality (phases 1 – 3) seemed appropriate at time of design. It is not a suitable model for future interventions.

Sustainability

Q: How have the rates of CM in the relevant zones in Amhara region changed over the period of the programme? To what extent can these changes be attributed to the End CM Programme?

A: There is disagreement over the number of marriages averted by at least one year, by the project. Child Marriage patterns are changing across Ethiopia and attribution is difficult.

Q: How have the behaviours and attitudes of girls and their communities, with regard to CM, changed over the period of the programme? To what extent can this be attributed to the outputs of the programme? What was the relative impact of each programme output in delivering any change?

A: ECMP has promoted attitudinal and behaviour change and there are good signs that this is leading to lasting social change. We believe that work in schools, work with local organisations and institutions (especially Women’s Association and HTP Committees) and work with faith-based organisations has most effect.

Q: What are the unintended, positive or negative, impacts of the ECM programme in the communities and adolescent girls in particular?

A: Unintended positive impacts include the change in relationships between girls and boys, and between children and their parents. A possible negative influence is damage to child-parent relationships when children blow-the-whistle on proposed child marriages.

Impact

Q: What is the best approach in the future?

A: The answer, based on our findings, is given in Section 5. In essence: holistic approaches, owned by government and people, based on local institutions and organisations – including those that are faith-based, and schools. Focused on ending all HTPS, especially CM and FGM/C and hubbed around HTP Committees.

Q: Is there evidence that the programme has contributed to sustainable social change?

A: Yes, especially in Phase 4, which begins to develop the holistic approach noted above. Funding will be a constraint.

ANNEX 7: THE GOOD PRACTICE GUIDE



Independent Verification and Evaluation of the End Child Marriage Programme: Ethiopia

Good Practice Document

Department for International Development

August 2017

Authors: Sheena Crawford and Gil Yaron

(with Azeb Adefrsew, Gadissa Bultosa and Adanech Dutu)



CONTENTS

ACRONYMS	22
1.What is in the Views on Good Practice document	23
2.Background to the End Child Marriage Programme	23
3.Address what it takes to end child marriage, forever: social norms and social change	24
4.Use Cost-Benefit Analysis in design	27
5.Use a “Pipe-line design” for baseline – endline evaluation and survey data collection	27
6.Match baseline mid-term and endline survey processes to adaptation in programme design and implementation	28
7.Use Young Evaluators when working on programmes relevant to young people	29
Objectives of including the Young Evaluators/Young Ambassadors (YEs/YAs)	30
Steps in working with YEs.....	31
What the Young Evaluators Gained	31
8.Use education-system data from the outset	32
9.Take a girl-centred approach, but choose entry points which ensure that boys and adults are included	32
10.Where appropriate, work with Faith-Based Organisations	33
11.For future programming ensure ownership from the outset, encourage holistic approaches and choose entry points which can give best value for money	34
i)An affordable model for Amhara and beyond.....	34
ii)Education for the future	35
iii)Economic Opportunities	35
iv)Young People’s Voices	35
v)Ownership.....	35
vi)Design of Results Frameworks	36
vii)Post-Evaluation Follow-up	36
12.Independent verification and evaluation needs good support and realistic time-frames and budgets	36
13.References	38

ACRONYMS

BoWCA	Bureau of Women Children and Youth Affairs
CBA	Cost Benefit Analysis
CC	Community Conversation
CD	Community Dialogue
CEA	Cost-effectiveness Analysis
CEFM	Child Early and Forced Marriage
CM	Child Marriage
EI	Economic Incentives
ECMP	End Child Marriage Programme
EIFDDA	Ethiopian Interfaith Forum for Development, Dialogue, and Action
EGLDAM	Ye Goji Behal Aswegaje Komite
FBO	Faith Based Organisation
FGM / C	Female genital mutilation / cutting
FH	<i>Finote Hiwot</i>
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HTPs	Harmful Traditional Practices
IV + E	Independent Verification and Evaluation
ISP	Implementation Service Provider
MA	Managing Agent
MSP	Maxwell Stamp PLC
MTR	Midterm Review
MoWCA	Ministry of Women Children and Youth Affairs
M&E	Monitoring & Evaluation
PIGD	Participatory Interest Group Discussion
QPM&E	Qualitative and Participatory M&E
RCBF	Regional Capacity Building Fund
SACCO	Savings and Credit Cooperatives
TA	Technical assistance
ToC	Theory of Change
VfM	Value for Money
VSLA	Village Savings and Loans Association
YEs	Young Evaluators

1. What is in the Views on Good Practice document

This Views on Good Practice (VGP) document presents the Independent Verification and Evaluation Team's key learnings from the End Child Marriage Programme in Amhara, (2012 – 2016). The VGP is not a full presentation of all that we learned, and it is not a "How To" Guide for End Child Marriage (ECM) interventions. In the document, we focus on some of the key achievements and questions that came out of the evaluation process. The issues we discuss here have relevance for wider planning and programming for the protection and realisation of young people's rights, particularly girls' rights. We have concentrated on a small number of topics – ranging from design issues, to who should be part of evaluation teams and how evaluation can be supported. We also include our recommendations, taken from the final evaluation report, for design of future interventions⁴³.

2. Background to the End Child Marriage Programme

The End Child Marriage Programme (ECMP), or *Finote Helot* (Pathway to Life), began in March 2012. It was an £11 million, almost six year, DFID-funded partnership with the Government of Ethiopia (GoE). The programme was managed through a consortium led by Maxwell Stamp PLC⁴⁴ (MSP). ECMP's long-term intended impact was to improve the wellbeing (health, education, empowerment and poverty) of girls and women, their children and their families in the East and West Gojam zones of the Amhara region, by delaying marriage for at least 37,500⁴⁵ girls in these zones, and supporting the GoE in the implementation of ongoing programmes to eliminate child marriage in Amhara. To meet its goals, ECMP developed four major programme components: 1) Community level programme, 2) Strategic engagement and communications, 3) Capacity building and 4) Monitoring and Evaluation, Learning and Dissemination. The programme tested whether these components lead to positive change in the marriage practices of households and whether they could be delivered cost-effectively, by government. Following adjustments in line with a re-focusing of ECMP in March 2014⁴⁶ (outlined below), the Independent Verification and Evaluation (IV+E), which accompanied the programme from 2013, had the following purpose and objectives:

Purpose: To strengthen accountability of DFID Ethiopia and the Implementation Management Service Provider (ISP) in measuring and reporting progress towards the programme's expected results.

Objectives: To provide a bi-annual independent verification of the accuracy of ongoing monitoring reports of the ISP, including an assessment of the quality of underpinning methodologies.

ECMP was predominantly a community-focused programme. Although the people intended to benefit most from it were adolescent girls, other people, including parents, community leaders (particularly religious leaders and members of women's groups) and government officials also stood to gain. The programme worked across communities with the aim of gaining wide commitment to ending child marriage and embedding new ideas on when young people should marry.

In 2015, the Ministry of Women Children and Youth Affairs (MOWCA) launched the National Platform on eradication of Harmful Traditional Practices (HTPs) at the London Girl Summit. The platform includes stakeholders from all relevant government ministries, donors, civil society – including women's and youth organisations, national federations and associations, and faith-based organisations – committing them to working together for eradication of HTPs within the target timeline. This has led to new interventions, including the 2014-19 UNICEF programme support to government on ending child

⁴³ IMC Worldwide, GYA and B&M Development (July 2017) ECMP Final Evaluation

⁴⁴ Hereafter referred to as the IP.

⁴⁵ In 2014, the impact target was revised down from an original 200,000 when it was realized that this figure was not realistic.

⁴⁶ Reducing target number for girls reached from 200,000 to 37,500; stronger focus on the learning to be gained from the programme. Figures are taken from the ECMP Value for Money Assessment in February 2014.

marriage. ECMP has been a major example of how end child marriage practice is developing, stimulating the advance of new programming, not only in Ethiopia, but further afield.

3. **Address what it takes to end child marriage, forever: social norms and social change**⁴⁷

Child Marriage and other Harmful Traditional Practices, such as FGM/C are not single, social norms, but are part of a set of norms and values which are mutually reinforcing and inter-dependent. They are most often based on patriarchy and inequity in gender and other power relations. Addressing patriarchy and power requires social change; change in particular groups of social norms may be steps to achieving this.

In our qualitative Community Perspectives studies, we learned that people of all ages think about “ending child marriage” differently from “ending child marriage, forever”. In discussions, many people would say “now, there is no child marriage in our village”. But, when participating in an activity to identify what it would take to end child marriage forever, they readily identified that they were not at that stage yet⁴⁸. We think that the first statement was given in part because people know it is the “right” thing to say, in part because they want to believe it can be true, and in part because, in the immediate term, it was true (but might not have continued to be true in the marriage season). We also conclude that it is possible for people to believe change is being achieved, or has been achieved, before it actually has been. From the activity, we saw that, while it may be possible to secure change in one set of social norms (for example, those connected with child marriage), this needs to be reinforced by change in other norms – also connected with patriarchy, gender and power – if the positive change away from child marriage is to be sustained.

In spite of the increasing body of evidence around social norm change and the drivers of social change, there is much that is still unknown about what, exactly, encourages people to give up child marriage (and other harmful practices), where, when, why and how. Child marriage may be related to family economic and livelihood strategies but it is part of a complex set of inter-connected, highly context-related social norms which are mutually reinforcing. These norms relate to the way that people construct individual and social identities, how the relations of power in society are constructed, and how people negotiate their position within these relations. The norms relate to what it means to be a girl or a woman, to be a good parent, son or daughter, and what is expected of girls, women, boys and men in society. To end child marriage forever, and without the risk that new social norms emerge which perpetuate abuse of the rights of women and girls, requires greater gender equality and power-sharing. This means greater equity between people of different age and sex, and full commitment – globally, nationally and locally – at legislative, cultural and behavioural levels, to work for this equity⁴⁹.

Understanding social norms and how to measure change in them, has become increasingly important over recent years, and is crucial in the light of the GoE’s, and other governments’ commitments to end child marriage and FGM/C by 2025⁵⁰. Because maintenance of social norms depends on a raft of personal, social, cultural, economic and political factors, building frameworks with which to conceptualise and measure change in them requires a deep understanding of how norms work within communities and societies, how they can be influenced and what will generate sustained change. Because the social norms which regulate child marriage are inter-connected (as are all social norms), change in one social norm is likely to stimulate change in others. This makes attribution in measurement of social norm change even more difficult. This is further complicated by inadequate evidence and understanding on the triggers for change, and for what makes people sustain change, once change has occurred.

Issues around measurement of norm change

⁴⁷ Adapted from the ECMP MTR (IV+E)

⁴⁸ See the spokes activities which informed the MTR and final evaluation

⁴⁹ See, for example, Crawford, S. (2013, 2014)

⁵⁰ See, Mackie, G., Moneti, F., Denny, E. and Shakya, H. (2012)

- 1) **The Tipping Point/Critical Mass theory of change in social norms has been applied to child marriage.** In terms of measurement, this poses further questions. Amongst others, these include:
 - a) Tipping points may be reached through structured diffusion of beliefs and attitudes about norm change⁵¹; but this is difficult to measure and to attribute. Reaching a tipping point in abandonment of child marriage is dependent on diffusion because change in a single community is not sufficient. Change needs to be agreed by all communities that might inter-marry – meaning that while change is an individual choice – to be effective – it requires collective action. However, as yet, we understand little about the relation of individual change to collective change (see below).
 - b) There is a dilution of effectiveness of messages for change as diffusion ripples away from centres where most work is done to promote change. The mid-line survey suggested that there was less positive change in expansion kebeles than in intensive ones – where there was a far higher investment of resources. It seems, however, that the Expansion+ model – which targets all kebeles in each cluster – helps to overcome any dilution and to strengthen the effects of end-child marriage interventions.
 - c) In measuring social norm change, it is very difficult to establish control groups (except at wide distances, where socio-economic conditions may, in any case, be different) because diffusion is not strictly bounded. This was evident in ECMP: although the reduction in child marriage is greater in ECMP areas than it is in the control, there is still reduction in control areas. This reflects reductions throughout the country, the work of other organisations in the control areas⁵². The lower rate of reduction in the control may indicate the difficulty of ensuring sustainability of social norm change.

- 2) **Change is unlikely to be dependent on single types of intervention.** For example, in a recent evaluation of 23 projects involved in ending child marriage, only five were found to have ending child marriage as the primary objective. In most, ending child marriage was found to be a by-product of economic empowerment, increase in education, community development, health improvement etc.⁵³. This is because, as is recognised in ECMP, change in norms around child marriage appears to be dependent on wider social, cultural and economic shifts. However, as yet, evaluations have not identified exactly what combination of components is necessary in any given context. As yet, there is no wide body of work that can help to determine which components of social norm change/wider social change are crucial – especially at community levels – to ending child marriage, and which may be add-ons. In section 12, below, we give our own opinion on what the core approach needs to be. This is based on what appears to be working in ECMP, lessons from other end-HTP programmes (e.g. Sudan Free From FGC and What Works to End Violence Against Women and Girls), and the now widely-held understanding that an holistic approach is vital (as shown in the design of ECMP).

A Holistic Approach

A holistic approach will work, systematically, at all levels to:

- **Build the enabling environment and promote take-up of obligations:** Develop the necessary laws, policy and regulatory structures; establish mechanisms and systems to implement the legal and policy framework; develop overall systems for monitoring and evaluation, and lesson-learning, at all levels.
- **Catalyse engagement:** Develop communications systems, advocacy and lobbying to “crowd-in” actors, raise awareness and understanding amongst global, regional, national and local communities; Put M&E and learning systems into operation, including systematic and in-depth research into areas of child marriage, other HTPs and related issues, which are least understood.
- **Model focused action for change:** Test and expand community-level models aimed at ending child marriage. Monitor and evaluate in different contexts to learn exactly what works, where, when, why and how. Identify possibilities of, and needs for, successful scale-up, replication and adaptation of models to different contexts.

⁵¹ See, for example, the Tostan approach to Community Empowerment www.Tostan.org

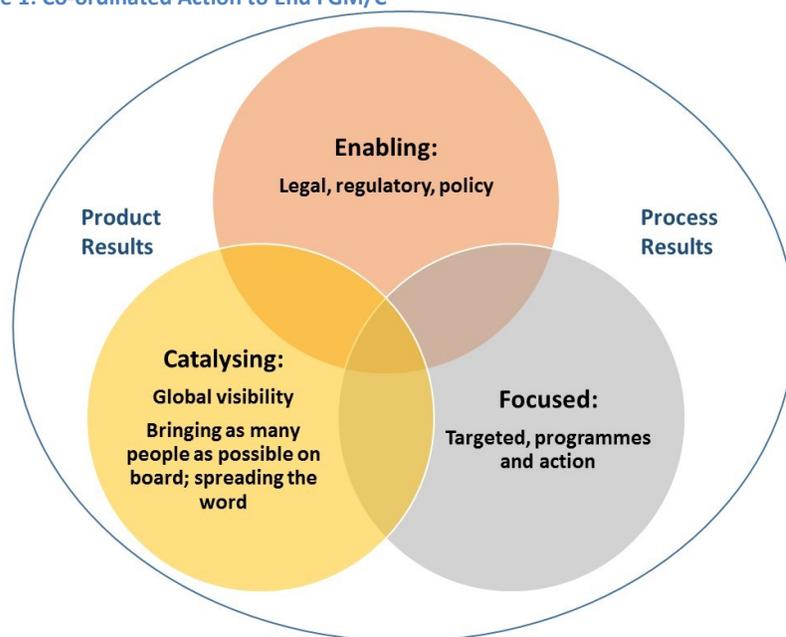
⁵² Population Council had worked in the control woreda visited between 2008 -2013, to end CM.

⁵³ Malhotra, A., Warner A., (2011) Solutions to End CM: What the Evidence Shows, ICRW, (icrw.org/childmarriage)

It is only when the three levels (enabling, catalytic and focused) are working in coordination that we can be hopeful that efforts to end child marriage will be successful, and that gains made will be sustained over time.

It is in the area of overlap between enabling, catalysing and focused action that successes in ending child marriage can be reached (Figure 1).

Figure 1: Co-ordinated Action to End FGM/C



Summary of our knowledge of what works

From experience to date, and as ECMP has shown, as part of the holistic approach, there is a number of factors that we know are essential for all work on social change, and work towards ending child marriage in particular. These are:

- **Girl-Centred approaches, promoting agency and education amongst young people:** focus on the rights of girls and young women, but ensure the boys and young men are fully engaged. Ending child marriage sustainably is about social change, it requires work at all levels of society, and with the widest possible range of stakeholders (girls, boys, women and men, through to religious leaders, women’s organisations, politicians, global activists etc.).
- **Deep knowledge of the culture and context:** a robust evidence base and full understanding of how power and gender relations work within the society.
- **Effective participation and partnerships at all levels, between government and civil society organisations** to promote social change and coordinated effort.
- **Political empowerment:** creating real opportunities for people, especially women, girls and poor people, to say what they think and to be heard by people in authority.
- **Economic empowerment:** ensuring people, especially women, have opportunities to gain better livelihoods.
- **Increased access, especially for poor and vulnerable people,** to all essential services, including health and education, social welfare and legal services, to set a favourable environment for change.
- **Sound understanding of the importance of religion, faith and other belief systems:** how they can support work to promote social change, or how religious interpretations may be a barrier to positive social change.

Communication

Whatever the 'entry point', we know that working to increase and improve **communication** between men and women, girls and boys, is critical to promoting change away from child marriage and other HTPs. The hypothesis is, that while individual programmes may focus on particular aspects of the factors above, for a sustained end to child marriage it is necessary that **a) all** interventions are highly context-related **b) all** the factors above are addressed in some way and **c) synergies** can be built between the range of actors working on these social change factors.

4. Use Cost-Benefit Analysis in design

Using cost-benefit analysis (CBA) at the design stage (project appraisal) as well as at MTR and final evaluation can show clearly how value-for-money can be achieved.

In ECMP, CBA was used very effectively to illustrate that by taking health and education benefits into account, the programme needed to achieve far fewer delayed marriages (and hence child bearing by girls under 18) than originally assumed in the Business Case. The CBA was undertaken as part of a separate value for money study. The study was based on realistic estimates of the expected reduction in child marriage, together with evidence on benefits from the existing literature from a range of developing countries, of what we should expect to see in terms of reduced maternal deaths, fistulas and infant deaths as well as additional school attendance. The analysis was extended at the mid-term review and repeated in the final evaluation, using endline survey data on the reduction in child marriage actually achieved, relative to the control group. The lessons here are that:

1. CBA was an extremely useful tool in developing an evidence-based case for the project intervention. Specifically, by combining economic valuation with child marriage reduction under alternative scenarios, it became clear that the programme was worthwhile if it reduced child marriage by tens rather than the hundreds of thousands originally predicted in the Business Case.
2. It would have been worthwhile investing in the CBA at the outset – for project design/appraisal – and using this evidence in the Business Case; and
3. A CBA model was developed to estimate the net benefits of implementing the programme and, quite separately, the programme designed a survey to estimate reduction in child marriage over the life of the programme. We have, however, seen that it is possible (and useful) to combine CBA models with survey data on actual programme outcomes.

5. Use a “Pipe-line design” for baseline – endline evaluation and survey data collection

Evaluation design that relies on control groups outside the programme is extremely risky in a complex, multi-stakeholder environment such as Ethiopia, especially when dealing with issues of global concern. A “pipeline-design” agreed with the Government would be better.

The programme was designed to evaluate how successful it had been in reducing child marriage relative to control groups outside the programme area. Not long after the programme began, global attention turned towards building social movements to end child marriage and other Harmful Traditional Practices, particularly Female Genital Mutilation/Cutting. By the time of the London Girl Summit (supported by the UK Government and UNICEF), in 2015, Ethiopia was a flagship country in making commitments to end child marriage and FGM/C by 2025. At the summit, ECMP was used as an example of emerging good practice. In Ethiopia, intensified

government efforts to end child marriage, opened the way for more NGOs to address child marriage and FGM/C. It also informed UNICEF ECM programming.

Both before and during ECMP, several NGOs were involved in programmes addressing child marriage in, and near to, control sites chosen for ECMP. This means that we cannot be confident that the additional reduction in child marriage, seen in programme sites relative to control sites, reflects the full achievement of the programme. It is likely that the achievement of the programme has been understated – but we will never know. Furthermore, since a large part of the solution to ending child marriage involves catalysing a social movement for norms change and wider social change (see above), we cannot be sure that any site could have provided a full control. This is because, by 2016, ending child marriage was being talked about in local authorities (Harmful Traditional Practices Committees), in schools, and in religious and women’s associations etc., across the country.

There is no easy answer to the problem of attribution, but key lessons we can draw are that:

- A pipeline design could have reduced the risk of control sites being affected by external influences: it would have been better to agree that certain areas *within* the programme would serve as control sites until the latter stages of the programme. At that point, these control communities would start participating in the programme. Agreeing a so-called “pipeline” design with government, makes it much less likely that external NGOs start operating in some control sites but also ensures that all control group participants will gain from the programme intervention.
- Additionally, the attribution problem draws attention to the importance of qualitative data in assessing not only the absolute difference that a programme makes, but also the relative difference. For example, the Independent Verification and Evaluation Team found that, while awareness of law on ending child marriage was high in control sites as well as in programme sites, understanding on the law was much lower. This meant that parents in programme sites said that 18 is the legal age for marriage but, in control sites, a number of parents said:

“We no longer have child marriage, we don’t marry our daughters now until they are at least 14.”⁵⁴

- It is important to focus on the desired end result: ending child marriage, forever. For this to happen, what is most important is a) sustainability of achievements, b) sustainability of approach and c) wide-scale social engagement for change. This means that, ideally, we want to see positive change in so-called control groups because, in itself, this catalyses further change – potentially also in programme areas.

6. Match baseline mid-term and endline survey processes to adaptation in programme design and implementation.

One of the strengths of ECMP was the willingness to adapt programme design to take on board mid-term evaluation findings. However, the evaluation design for the programme was set at the outset by the ECMP team and the endline survey was not modified to take account of the change in programme design.

Post-MTR adaptations to ECMP delivered a more cost-effective and equitable “Expansion+” model in comparison with the “intensive and expansion” models initially used. But the ECMP endline survey did not report on the difference made by the Expansion+ approach.

This not only reflects the practical constraints faced by the programme team, but also a general difficulty in adapting formal evaluation design to reflect adaptive programming. The IV+E team were able to include the

⁵⁴ IV+E Team, fieldwork and Endline Evaluation (2017)

Expansion+ model in their evaluation. But the survey team, working with a model which made direct comparison between baseline and endline could not encompass the Expansion+, Phase 4 sites.

There are various flexible evaluation methods that focus on strengthening programme learning – Valters, Cummings and Nixon (2017)⁵⁵ – but the quasi-experimental baseline/endline survey design used by ECMP has used a fixed design over the programme life. This partly reflects a perception that the internal validity of a quasi-experimental design requires the evaluation design to be fixed even if programme design changes. This may be the case if the objective is to produce what Shah et al (2015)⁵⁶ describe as “knowledge-focussed evaluations”, contributing to global-level knowledge across contexts. However, ECMP is highly specific to the Ethiopian context and the evaluation needs to support uptake of the new “Expansion+” model locally – an example of a “decision-focussed evaluation”. The key question is therefore whether a quasi-experimental design (with control and intervention groups at baseline and endline) could be adapted as programme design adapts?

The answer is yes, if additional resources are available. If a new treatment (e.g. expansion+) is created by the programme, a new baseline data set could have been collected for this group. This would have cost in the ballpark of £10-£30,000 but this could be very good value for money if there is widespread interest in using the Expansion+ model in Ethiopia.

A less rigorous option would have been to collect data on Expansion+beneficiaries at endline and use recall questions for this group and matched control groups to artificially create a difference-in-difference model⁵⁷. This is what the ECMP Operational Research (April 2017) and the IV+E qualitative endline research attempted to do. The IV+E data show a great impact from the Expansion+ approach.

7. Use Young Evaluators when working on programmes relevant to young people

Working with the Young Evaluators meant that we got better quality information and understanding than we would have done otherwise and we are much better able to understand the changes that young people in the communities are going through.

The inclusion of Young Evaluators (YEs) as official members of the evaluation team was an innovation. The inclusion of young people’s voices is established good practice in all aspects of programmes which aim to benefit the lives and opportunities of young people, and the Convention on the Rights of the Child supports children’s right to participate in any decision-making which affects them. Despite this, inclusion of young people as *bona fide* evaluators hardly ever (if ever) happens. Young people are often now consulted, or work as peer researchers, but they do not often get included in analysis and decision-making around other young people’s rights and needs.

The results of including young people in the final evaluation team far outweighed our expectations. The success of the community perspectives study was in large part due to the inclusion of young evaluators on the evaluation team. Working with the YEs, meant that we had far better communication with young people than we would have otherwise. The young evaluators, themselves, were far closer to understanding the issues that young people have in communicating with their parents, carers and teachers. They also have good understanding of the issues that children and young people face in building trust and positive relationships with their peers.

⁵⁵ <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10401.pdf>

⁵⁶ Shah, NB, Wang, P, Fraker, A and Gastfriend, D, (2015). Evaluations with impact: decision-focused impact evaluation as a practical policymaking tool. 3ie Working Paper 25. New Delhi: International Initiative for Impact Evaluation (3ie).

⁵⁷ Bene et al. (2017), Squaring the Circle: Reconciling the Need for Rigor with the Reality on the Ground in Resilience Impact Assessment, *World Development*, June

The perspectives which the YEs brought to the evaluation were, at times, challenging to assumptions held by other team members. This was a very good thing. It was also instructive to see how the YEs challenged each other – particularly in terms of gender-based assumptions on why some practices continue, and the effects of these on young people. Working with the YEs, we are better able to understand where the stories told by parents and carers differ significantly from those told by young people. For example, many parents told us that “*there is no child marriage anymore!*”, whilst young people told the YEs that that is what parents will say, but it is not true and “*child marriages are even taking place today, whilst we are talking*”. It is, of course, possible that young people would have told the older evaluators these things, but we are convinced that they felt freer to speak in front of people nearer to them in age⁵⁸.

How we included YEs.

The principle of including Young Evaluators was written into the IV+E Tender Document and budgeted for from the outset, and we began to identify possible YEs at the Inception Phase.

As we planned the Mid-Term Review, there was much discussion about who the YEs should be, and what geographical areas they should come from. There was concern among some people that, to be accepted by the community, the YEs needed to be from the programme area we were reviewing. The IV+E team felt, however, that this might mean that the YEs could not be fully independent from the programme. We decided, for the MTR, to hire YEs by going through a youth organisation in Addis Ababa, and to get the “local” perspective by working, where possible, with Young Ambassadors (YAs) in each community. The YAs were paid a stipend to work with the YEs in developing in-depth knowledge of the area and in identifying particularly marginalised and vulnerable people who needed to be included in the research.

The Young Evaluators comprised four young people (two men and two women) between the ages of 18 and 25. The Young Ambassadors were selected from field site areas (one young man and one young woman from each of the field sites). We decided only to hire young people of 18 or above simply because we had little time to make the arrangements and working with young adults meant that we did not need to get permissions from parents or guardians.

For the Young Evaluators, a person specification was drawn up. Rather than focusing on academic background, the team sought to have young people who had experience of working outside Addis, preferably in Amhara Region, who were willing to go and act – independently, but with guidance -- who were flexible, and could take up opportunities and use their initiative. If their experience was urban, they also needed to have the empathy to learn and understand what was happening in the study area. Suitability of candidates was determined through interviews (see below).

The Young Evaluators and Ambassadors worked under the direct management and guidance of the Youth Social Development Advisor who was supported by the Child Protection Advisor. The whole field research team was prepared and trained under the guidance of the Team Leader.

Objectives of including the Young Evaluators/Young Ambassadors (YEs/YAs)

- 1. To ensure that young people’s rights and perspectives are embedded throughout the IV+E processes and outputs.** With the YEs/YAs, the full IE+V team is in a position to ensure that the perspectives of people of all ages, within the programme catchment, are properly considered.
- 2. To strengthen qualitative data available to ECMP and for Independent Verification and Evaluation.** Working with the YEs/YAs ensures that an independent body of qualitative data, geared towards

⁵⁸ Interestingly, this does not always happen with peer researchers who are the same age as the young people being consulted. It seems to work best with researchers who are a bit older and, to some extent, role models for the young people (see Crawford, S., forthcoming)

assessment of social change, was generated. New qualitative data will be available to ECMP and can help to guide new/ongoing interventions.

3. **To provide a bridge between different generations' assessment of priorities.** Work in other programmes in Ethiopia (e.g. Girl Hub) and in other places (e.g. Malawi, Yemen, Bangladesh etc.) shows that there is an inevitable disjunction between generations in assessment of programme results. Including young adults in the IE+V team provides a “reality check” to the more aged focus of the IE+V team and enables us to gain a fuller picture of the likely outcomes and impacts of the programme.
4. **To build the long-term capacities of members of the YEs/YAs, and to model processes of including young adults as team members:** The YEs and YAs are an opportunity to build capacities for development work and analysis among young people from a variety of disadvantaged backgrounds (see below).
5. **To model a new approach to something which, by now, should be established good practice.** Including young people's voices across all aspects of the development process. Young people are often active participants in development consultations. They are only rarely included as official members of planning and evaluation teams.

Three of the original YEs were able to join the final evaluation team. We hired a new fourth member. Young Ambassadors were not included in the final evaluation (for logistical reasons – to do with the programme ending).

1. Steps in working with YEs

The YEs were part of all aspects of the qualitative enquiry/ community perspectives studies for the MTR and Final Evaluation preparation, implementation, data organisation, analysis and feedback. Full methodology is given in the MTR and final evaluation reports. Steps were:

1. Agreement on person specifications and tasks to be carried out (as above)
2. Interviews and selection of candidates (with 2 “reserves” identified, in case someone dropped out)
3. Preparation: exploring issues around child marriage, understanding ECMP, basic participatory enquiry approaches (3 days – participatory work with the IV+E team)
4. Design of research questions and methods (2 days with the team; questions designed in Amharic first, then translated into English). The YEs participation in question design was very helpful in ensuring questions were easily understood and acceptable to younger people and in ensuring that the evaluators fully understood what they were asking people about.
5. Piloting and implementation: following method laid out in the CR2 Fieldwork Guide⁵⁹ (see also, MTR and Endline Evaluation for methodology). Three days were allotted to each study site (up to 1 day travel, 2 days' research).
6. Data organisation and analysis (2 days, using the CR2 method)
7. Participation in feedback workshops.

In addition, the YEs produced a short “flash” film on their experience of being evaluators. The film, “Youth for Youth” is available at: <https://youtu.be/D2EwBc33Kmk>

2. What the Young Evaluators Gained

⁵⁹ Brocklesby, M.A. and Crawford, S. (2010) Participatory Stakeholder Engagement: A Fieldwork Guide. CR2 Social Development Ltd. and Oxfam Southern Africa

We carried out a reflection activity with the YEs at the end of the beginning of the final evaluation. In talking about how their lives have changed since being part of the MTR, all the YEs identified (among many other things) the following changes for themselves:

- Increased self-confidence
- Improved communication skills
- Ability to “go out and get a job”
- Improved analytical skills
- Improved ability to discuss and negotiate their position
- Greater understanding of development issues

In addition, one YE who had felt very lacking in confidence in writing and note-taking, now felt perfectly happy to take part in record-keeping.

We have learned that the YE experience is being discussed more widely in DFID-Ethiopia, and there is hope that YEs will be employed in other programmes.

8. Use education-system data from the outset

Data collected by the public education system can provide a statistically representative sample to compare with qualitative data gained through participatory study.

One of the claims made by the programme was that, as a result of programme interventions to create safe spaces (see below), to make it easier for menstruating girls to attend school, girls are spending more time at school and that this is improving educational outcomes. These qualitative findings were backed up by the participatory research carried out for the final evaluation. However, although girls and teachers told us that safe spaces help to improve school performance, this is not (yet) backed up through statistical data from schools. Quantitative data, to date, suggest that safe spaces make no difference to school performance - though this does not mean that they do not have other, crucial, benefits (see below, 9.)

Following a request by the Evaluation Management Unit, programme staff collected data regularly produced by schools on attendance and progression to the following year at grade 4 and grade 8. Statistical analysis of changes pre-programme with late 2016, for many hundreds of schools in programme and control sites indicated there was *no* significant improvement in these variables relative to areas without the programme. This was unexpected and contradicted programme claims.

It seems likely that the qualitative findings reported by the programme reflect the huge difference that it had made for girls most concerned with getting an education to stay in school. However, considering the full range of girls in school, programme interventions did not outweigh other factors influencing these educational outcomes. The programme did help menstruating girls spend more time at school but, this was not statistically shown to be a decisive factor, given all the other factors influencing girls’ attendance and progression to the next year. Lessons we draw are:

- The importance of using both statistically representative data and qualitative findings to assess claims made for the programme impact on education. In this case, school attendance and performance data are reported by schools and the additional cost of collecting these data and collating them is small compared with the cost of collecting primary data on many hundreds of girls.
- The fact that improved school performance has not (yet) been shown may not be the end of the story: a) the intensive safe spaces intervention has only been going just over a year – it may have a year-on-year cumulative effect; b) as outlined, to date, it may be the girls who are already determined to do well educationally who have got the most out of being able to stay in school throughout menstruation. They may have done well, and progressed at the end of the year anyway, but they may do even better because the safe space exists, c) we believe that this is likely to have a knock-on effect in the future – with more

girls able to commit to education as more barriers are removed and d) the positive impacts of the safe spaces go way beyond the issue of school performance (see section 9, below).

9. Take a girl-centred approach, but choose entry points which ensure that boys and adults are included

The Community Perspectives Study, for the final evaluation, suggests that the Cluster Schools Community approach which is part of the Expansion+ model works very well. In large part, this is because it promotes the rights and dignity of girls, but does so by engaging with boys as well. This improves communication between girls and boys, and this extends to better communication between young people and their parents/carers.

The Expansion+ model has worked through the Government of Ethiopia’s system for clustering *kebeles*. This has been very useful as it means that diffusion happens through a pre-existing mechanism in which opportunities, for sharing information and experience across communities, are optimised. It is particularly valuable that school communities can share understanding through the cluster system. During our verification visits (Q17) we noted, for example, that Jaumbi kebele of Wonberma woreda organised a cluster-kebele-level experience sharing meeting, using their own, internal budget. In other countries, it may be advantageous to identify a system for clustering – maybe on geographical or inter-marriage grounds – so as to facilitate the process of diffusion.

As discussed in 8, above, the schools’ records information available suggests that it is not (yet) possible to say that the “Safe Spaces” focus of the schools’ community work in the Expansion+ model, has a significant effect on school performance. However, there is strong qualitative evidence – from girls, boys, teachers and other community members – that it has a highly significant and positive impact on **school experience**. We are using “school experience” here to encompass not only issues to do with learning itself, but on communication and relationships in, and among, the whole school community. It also includes satisfaction with being part of the school community, agency and engagement, and preparation for life beyond school.

Safe Spaces are an important component of the school community work:

Box 1 Safe Spaces

Safe spaces in schools supported by ECMP, consist of a room or rooms, usually purpose-built by the school students (boys and girls) and teachers. The rooms are simply furnished, with a bed to rest on and private space where girls can change their sanitary pads and wash when necessary. The venture goes far beyond the safe space itself. Girls said that safe spaces are really helpful because they mean that girls can keep clean and safe during menstruation and they can stay in school. Boys as well as girls said that they now know how to make menstrual pads. In a conversation with two boys, the boys said that all this open discussion about menstruation has really changed the way they see their sisters and their female school-friends. Before, if they knew that a girl had her period, they would laugh and make fun of her. Now they understand, and they can offer support and help if needed. The boys also said that learning about child marriage has changed the way they relate to their parents. They and their sisters can now talk about all sorts of things with their parents that they would never have discussed before – because it “just wasn’t done”. The two boys said that they have discussed with their parents that they, and their sisters, should be allowed to finish school and to choose their own marriage partners, in their own time. They said that, because of the conversations in the community, their parents understand. (*School, Phase 4, Gibsawit, Debre Elias*).

In these ways, safe spaces act as catalysts for change in gender and age-related power relations. Opening up discussion, and promoting better understanding between boys and girls, creates possibilities for ongoing communication on personal and social issues. There are good chances that this communication can be extended into future family and social relationships. More research is needed to prove this and to see whether, in future, improved school experience, through safe spaces, does have statistically discernible effect on school performance.

10. Where appropriate, work with Faith-Based Organisations

For ECMP, working with the Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA) has had a catalytic effect in raising wide awareness about child marriage, FGM/C and other harmful practices. The faith-based organisations have been excellent partners and are working hard to bring all religious leaders on board.

In Ethiopia, the vast majority of people actively practise their religion and attend religious services and organised events. The advantages, in Ethiopia, of working with faith-based organisations are many, and there are few dangers of doing so. Churches and mosques, and religious groups in the communities, reach most of the Ethiopian population. The teachings of faith organisations are well-appreciated and believed by the people. So, if the religious leaders are “on-side” both in their teachings and the messages they give to their constituents and in their own practice, then they offer a great opportunity to reach, and convince, the widest number of people in the shortest time possible.

The recent focus on faith organisations to aid development comes after years in which much of development practice has avoided associations with organised religion. With notable exceptions, for example the Liberation Theology from the 1950s and 60s in Latin America, numerous faith organisations have been conservative in their approach to human rights and gender equality. Religious organisations may give support to ending harmful practices, such as child marriage and FGM/C, but they may be less keen to support change in gender and age power relations. In some places, religious organisations – and not just those known to be most extreme – may take a repressive stance against people with “alternative” views which challenge the *status quo*. For these reasons, it is vital to have a full understanding of the political economy, and of the role and power of religious institutions, before engaging with them as partners in development work.

27.

11. For future programming ensure ownership from the outset, encourage holistic approaches and choose entry points which can give best value for money

Our interpretation of the ECMP process is that things would have gone (even) more smoothly had there been greater ownership, at the Amhara level, from the outset. For the reasons outlined in 3, above, on social norms and social change, we believe that future programming will have better value for money if, at a minimum, it explicitly targets FGM/C as well as child marriage (and vice versa) where they both exist.

The GoE recognises the need for this integrated approach, in its focus on HTP Committees. The Inter-faith organisation also works in an integrated way. There will be room for different projects, programmes and organisations to focus on specific entry points – but work will need to be fully coordinated and overseen by government, to ensure that all necessary aspects of social norms and socio-economic change are addressed.

Here, we reproduce the additional recommendations on future programming given in the final evaluation report in support of existing government thinking.

- i. **An affordable model for Amhara and beyond**

Derive an approach based on the ECMP Phase 4 model, using a core set of components which can be expanded if more resources are available. These are the core components we believe are essential.

Key drivers of Phase 4 have been:

- i) Extensive coverage, which has a catalytic effect and strengthens the movement away from child marriage;
- j) Focus on working with existing structures and their networks: faith organisations, WDGs, HTP committees, etc. This brings on board the widest possible range of actors and extends responsibilities to all;
- k) Working with whole communities, but with a focus on young people: through schools and clubs. This is helping to increasing inter-generational and male-female communication and understanding;
- l) Being girl-centred: empowering girls through simple measures such as talking about their bodies, focusing on menstrual hygiene etc., and encouraging their self-esteem and confidence.

These are all components which can be sustained as they share the resourcing burden across ministries and create an environment of mutual support.

ii. Education for the future

Further embed fulfilment of girls' rights in the school curricula and teacher training, to reach the greatest number of young people in a sustainable way.

On its own, education in schools is not the answer – as it does not address the needs of out-of-school children, or tackle the wider community view. But, if ending HTPs is fully embedded in school curricula, from early primary, and is part of teacher training, it will have a sustained effect for the future. Changing the way that girls and boys communicate with each other, and the trust and respect they feel for each other, is crucial. This is also true for adults – but if children grow with this greater understanding, it is likely to lead to great future benefits: on livelihoods, well-being, safety and security.

One way to ensure that end child marriage is included in schools is to make wider use of the Most Significant Change stories generated through ECMP. In the Quarter 19 Verification Report we noted:

“MSC stories can be very useful for advocacy purposes, and for sharing best practices and learning at local, national and international levels. [We] suggest that the MSC stories be used as supplementary reading material for different trainings focusing on ECM, for preparing advocacy toolkits for political and religious leaders, and as reading materials for social science subjects in schools and literacy programmes”.

iii. Economic Opportunities

Consider expansion of programmes to support credit and loans through VSLAs. These would be best run separately from, but cooperating with, end child marriage initiatives.

There will be need for ongoing, external support to government to put economic incentives in place. If support from school materials is available, this can be managed through the ECM programme. But wider credit/economic support needs to be channelled through dedicated programmes.

It would be very useful to combine economic incentives programmes with vocational skills training for girls, so that girls who drop out of school can get livelihoods skills. In other countries (for example, Stepping Stones: Creating Futures, South Africa and SASA!, Uganda) it has been suggested that it would be cost-effective to engage young people in programmes which build self-confidence and esteem before they participate in schemes to build their skills for work.

iv. Young People's Voices

Include young people’s voices at all stages of planning, implementation and monitoring of end child marriage interventions.

We have seen, in the IV+E process, the value of including young people as part of the evaluation team. Phase 4, particularly, has shown the ways that young people can work together, in schools, and clubs, to promote their own well-being and fulfilment of rights. Young people’s perspectives are important; developing their agency whilst they are young is most likely to lead to positive citizenship, in support of the development process and their society.

v. Ownership

Embed, from the outset, all future programmes of this kind in national structures to ensure full ownership and take-up of responsibilities.

We believe that the architecture of the ECMP design meant that there were too many opportunities, initially, for separation of the programme from government structures. Staff were seen as Implementing Partner staff, rather than as staff of a Government Programme, funded through the Implementing Partner. There was complete, physical separation of the programme office from BOWCA. Most major decisions were made in UK rather than in Ethiopia. The situation has changed somewhat over time but the tensions have remained. While it is essential that there is full control over expenditure of donor budgets, it is also essential that in-country directors and management have enough power to “make things happen” and to guide the direction in which the programme is going.

vi. Design of Results Frameworks

Ensure that Theories of Change and results frameworks for programmes concerned with social norms and social change reflect the qualitative and less tangible indicators of change.

We need to be able to measure change. However, donors are returning to the understanding held in the ‘90s that we need to measure qualitative change as well as quantitative. And we need to measure different outcomes and impacts. Measuring the number of marriages prevented, or the number of girls in school, does not do justice to the full range of individual and social benefits and changes that take place through interventions to end HTPs.

It is possible to set meaningful, qualitative indicators of social change, and to measure them. We need to do this throughout future programming.

vii. Post-Evaluation Follow-up

Conduct follow-up evaluation after both one and two years from the end of the programme, to assess whether the trend towards ending child marriage (and FGM/C) has been maintained. If so, why? If not, why not?

These evaluation processes need not be long or costly, but they are essential. The government will have taken over ECM entirely, and will need to know what has really worked, what is most cost-effective, and what works less well. We believe a good model has been found in Phase 4, but we need to know the long-term impacts of the implementation models used in all phases, to ensure that all future programming can be cost-effective.

12. Independent verification and evaluation needs good support and realistic time-frames and budgets⁶⁰

⁶⁰ Adapted from the final evaluation report for ECMP

When a good, working relationship between independent evaluators and programmes can be established, there are excellent opportunities to contribute to programme refinement – for better value for money, effectiveness and better outcomes.

For independent evaluation to be most useful, it needs to be a process which follows the programme from beginning to endline and beyond. Based on our experiences, with ECMP and with other programmes, we believe the following points are critical:

- 5) ToRs and tenders, need to acknowledge that building the needed trust between implementers and evaluators takes time and resources: everybody starts out being apprehensive of the evaluators.
- 6) Independent Evaluation will work best when regular inputs and communication between evaluators and implementers is budgeted and scheduled, from the outset. For the current process, we had a long period between MTR and endline when the International Evaluators had very little formal communication with the programme. This missed opportunities for making the most of the “critical friend” role.
- 7) Including Young Evaluators, as official evaluation team members, whenever interventions concern young people (and older people, where they concern the elderly), needs to become standard practice. It might take a bit more effort, but the returns are invaluable.
- 8) ToRs and tenders, need a focus on Research Uptake, not just communications and dissemination of results. The research (i.e. the evaluation products) is there, and it is available, but how is it really going to be used? Budgets and strategies need to be in place to ensure that policy makers (who? at what levels?) and practitioners will be most likely to make use of the information and understanding generated through independent Evaluation.
- 9) Follow-up evaluation, after the official end of the programme, is essential. Short, low-cost evaluation, one and two years from the end of the programme, is needed to assess whether the trend towards ending child marriage (and FGM/C) has been maintained. If so, why? If not, why not? The government will have taken over ECM entirely, and will need to know what has really worked, what is most cost-effective, and what works less well. We believe a good model has been found in Phase 4, but we need to know the long-term impacts of the implementation models used in all phases, to ensure that all future programming can be cost-effective.

13. References

- Bene et al. (2017), Squaring the Circle: Reconciling the Need for Rigor with the Reality on the Ground in Resilience Impact Assessment, *World Development*, June
- Brocklesby, M.A. and Crawford, S. (2010) Participatory Stakeholder Engagement: A Fieldwork Guide. CR2 Social Development Ltd. and Oxfam Southern Africa
- <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10401.pdf>
- Mackie, G., Moneti, F., Denny, E. and Shakya, H. (2012)
- Malhotra, A., Warner A., (2011) Solutions to End CM: What the Evidence Shows, ICRW, (icrw.org/childmarriage)
- Shah, NB, Wang, P, Fraker, A and Gastfriend, D, (2015). Evaluations with impact: decision-focused impact evaluation as a practical policymaking tool. 3ie Working Paper 25. New Delhi: International Initiative for Impact Evaluation (3ie).

ANNEX 8: TEAM COMPOSITION AND RESPONSIBILITIES

Report Preparation and QA – IV+E Consortium and Team

The work to support preparation of the endline report was carried out in February and March 2017. Production of the final report was unfortunately delayed due to personal circumstances of the IV+E Team Leader. The team involved in the fieldwork and report preparation is detailed below:

Dr Sheena Crawford - Team Leader

Dr Sheena Crawford is the Team Leader for the proposed Independent Evaluation and Verification of the End Child Marriage Programme, Ethiopia. Sheena has over 30 years development experience in consultancy, management and training on poverty, governance, social development, rights and human development. Sheena has particular expertise in monitoring and evaluation of social/social-norms change programmes; internal and external institutional communications; policy, methods and tools for greater voice and accountability between, and among, citizens, organisations, services and states.

Dr Gil Yaron - Quantitative Evaluation & Verification

Dr Gil Yaron is a highly experienced M&E expert with over 20 years of experience undertaking interdisciplinary evaluations, developing M&E systems and frameworks for IFIs, multilaterals and bi-laterals institutions. Many of these evaluations have been for DFID.

Azeb Adefrsew - Child Protection & Social Norm Change

Azeb is a highly experienced Ethiopian Child Protection and Social Norm Change Consultant with over 30 years of experience. Azeb has worked extensively within child rights, social inclusion, gender equality, child protection and empowerment and voice of vulnerable citizens on projects across Ethiopia, including extensive work in the Amhara region, for many major donors and NGOs including: USAID, SIDA, UK FCO, Save the Children UK, World Vision and Save the Children Denmark. Understanding the significant and sometimes challenging constraints in undertaking data collection in Ethiopia in this area, Azeb has undertaken and led many data collection campaigns using focus group discussions, key informant interviews, participatory rural assessment, and semi structured interview, and is well versed in qualitative and quantitative data collection.

Gadissa Bultosa - Verification & Statistics

Gadissa is a qualified statistician with over 30 years of experience. Working across Ethiopia, extensively in the Amhara region, Gadissa regularly undertakes and quality assures data collection and analysis for complex programmes. Gadissa has been a statistician, economist and socio-economist on numerous projects. Recently, Gadissa worked for DFID as the Deputy Team Leader, Statistician and M&E Expert for the programme evaluation for the Strategic Climate Institutions Programme. He understands well the emphasis that DFID places on data quality.

Adanech Dutu - Social Protection

Adanech Dutu is currently working towards an MA in culture documentation. She also has a BA in sociology & social anthropology. Adanech is a Social Protection Specialist, with a wide range of

experience in programme management, implementation and M&E from working for Save Lives Ethiopia, AED/Communication for Change and fhi360/Communication for Change. She also worked for Ascend, a community mobilisation programme, for over five years, of which two in a responsible leadership position.

Rahel Alemu Mognuhode, Henok Getachew Haile, Birhanu Genene Soresa, Mahider Akalu Membere – Young Evaluators

The four young evaluators (YEs) are all between the ages of 18-25. They have experience working in the development sector, and have travelled and worked widely across Ethiopia. Originally, three of the YEs were contracted through a civil society organisation specialising in providing media and theatre training for young people, from disadvantaged background, living in Addis Ababa. Since working with the IV+E team during the MTR, the YEs have pursued individual careers, including film-making, carpentry and working with an NGO to prevent teenage pregnancy.

Kate Conroy - QA/ Evaluation Support

Kate is an M&E specialist with 10 years of experience across South-east Asia and Africa. Kate has worked extensively for DFID, the EU and World Bank. Kate has been responsible for the design, implementation and supervision of many M&E programmes and for the analysis, collation and dissemination of the relating evidence and learning. Studies include household income and expenditure surveys, longitudinal knowledge, attitudes and practice studies.

Helen Stevenson - Project Manager

A member of the Monitoring, Evaluation and Learning team at IMC Worldwide, Helen has strong evaluation and project management experience, currently working on four DFID-funded independent evaluations. These include the Evidence and Learning Fund for DFID’s Humanitarian Assistance and Resilience Programme in South Sudan (HARISS), as well as the evaluation of the Building Resilience through Asset Creation (BRACE) II Programme in South Sudan. Helen also works on the global DFID-funded Making all Voices Count (MAVC) evaluation, as well as the IV+E for the ECMP in Ethiopia. Helen has extensive experience in project coordination, quality assurance, procurement and contract management, and has worked closely with DFID advisors, programme implementers and other stakeholders on all the evaluations she manages.

Responsibilities within the Team

The table below provides an overview of the personnel inputs for the final evaluation, together with primary  and secondary responsibilities .

List of Activities							
1. Overall supervision of evaluation process							
2. Design of evaluation							
3. Primary data collection and analysis							
4. Preparation of findings and presentation to key stakeholders							

5. Submission of report	*	*					*
6. Quality Assurance of work	*	*					*

ANNEX 9: PRINCIPLES OF ETHICAL ENQUIRY WITH CHILDREN AND YOUNG PEOPLE

Box 1: Key Principles of Ethical Enquiry with Children and Young People

In consultation and research with children and young people, a balance between correct practice of **Ethics**, and **Effectiveness, Efficiency and Enjoyment** is needed – especially where particularly vulnerable young people are to be included.

Ethics: We will apply standard good practice plus: Are all permissions secured? Are all possible support measures in place? Who will ensure that there are no negative effects on participants before, during and after they take part, are they SAFE? Is follow-up needed to ensure this is happening? How can we be sure that participants, especially those who are most vulnerable, understand how, and why, the research is being used? How can we be sure that participants really want to participate, and that those such as girls living with disabilities, who are normally left at home, or young people whose speech is difficult to understand, or those who are non-literate, also get a chance to participate and, if needed, are reliably “translated”. Support needs to be in place also for research facilitators who need to de-process about some of the difficulties faced by some young people they may meet, and about their own reactions.⁶¹

Effectiveness: to be effective, participants should also get something out of the study process – whether that is new learning or understanding or a chance to share concerns. This is also ethical. It also means that the study teams need to be confident in what they are doing, adaptable, and able to be flexible and use a variety of tools and methods to reach robust results. Research facilitators will be well-trained and confident in reaching out to highly vulnerable people.

Efficiency: the extra, up-front costs of working with highly vulnerable young people need to be met. It will cost more time, money and effort to reach out to these young people, than it does to other participants, therefore the benefits of doing so need to be demonstrated.

Enjoyment: is not often mentioned but, experience suggests that, when researchers and participants are enjoying the research experience, you get better and more reliable data – because there is the possibility of greater trust between the researchers and participants.

Time: Finding “invisible” and other highly vulnerable participants takes time. So, too, does getting good research results with them but, they are also, usually, the people who can spend least time participating. They may have other concerns which mean that they do not wish to prioritise time given up for the study.

Source: Guidelines for CR2 Social Development Ltd., Crawford, S. (2002, 2005, 2009, 2013)

⁶¹ For example, the TL has worked with a researcher who was so shocked to learn of the abuse faced by a street-girl that she a) distressed the street girl and b) got very distressed herself.

ANNEX 10: YOUNG EVALUATORS AND YOUNG AMBASSADORS

Why Young People were Included

The inclusion of Young Evaluators and Young Ambassadors as official members of the final evaluation team was an innovation. The inclusion of young people's voices is established good practice in all aspects of programmes which aim to benefit the lives and opportunities of young people, and the Convention on the Rights of the Child supports children's right to participate in any decision-making which affects them. Despite this, inclusion of young people as *bona fide* evaluators is not well-evidenced. Young people are often now consulted, or work as peer researchers, but they do not often get included in analysis and decision-making around other young people's rights and needs.

As stated at MTR, the population of Ethiopia is comparatively young (30% of the population is below age 10; 25.2% between 10 and 19 and 22.5% between 20 and 35, according to an estimate by a Central Statistical Agency welfare survey, 2012). The fact that the population is 'young' is an indicator of the value of including young people's perspectives in designing and implementing any development-oriented endeavour. The Young Evaluators and Young Ambassadors have played a vital role in ensuring that the voice of such a significant portion of the population in east and west Gojam has been included adequately in the final evaluation.

Who the Young People Were

The four Young Evaluators who participated in the endline evaluation team comprised four young people (two men and two women) between the ages of 18 and 25. Three of them (2 men and one woman) had taken part in the MTR. The fourth was new. In the MTR, we gave the following explanation for how we selected the YEs (**Box 1**):

Box 1: Selection of Young Evaluators

Academic background was not a key consideration in selecting the evaluators; the team sought to have Young Evaluators, who had experience of working outside Addis, preferably in the Amhara Region, who were willing to go and act – independently, but with guidance – who were flexible, and could take up opportunities. If their experience was urban, they would also need to have the empathy to learn and understand what was happening in the study area. In addition, we aimed to identify two young people (18 – 25, one male, one female) from each of the field sites, to act as ambassadors for their kebele, to help triangulate information and understanding gained in PIGDs and to introduce the Young Evaluators to especially poor, marginalised and vulnerable people who might otherwise not be 'heard' in the data collection process.

Source: MTR ECMP

The Young Evaluators and Ambassadors worked under the direct management and guidance of the Youth Social Development Advisor who was supported by the Child Protection Advisor. The whole field research team was prepared and trained under the guidance of the Team Leader.

For the endline, because programme activities had already finished, it was not possible to work with Young Ambassadors from the fieldwork sites, as we had during the MTR. However, because the YEs by now have considerable experience of fieldwork, they could build trust quickly in the areas and could seek out the poorest and most marginalised young people and make sure they were included.

Since the YEs were known to us, they were contracted as individual consultants.

Objectives of working with the YEs

In the MTR, we set out the objectives of working with the YEs. These changed little for the endline. We did, however, add a fifth objective which gives full recognition to the important roles played by the YEs:

6. **To ensure that young people’s rights and perspectives are embedded throughout the IV+E processes and outputs.** With the YEs, the full IE+V team ensured that the perspectives of people of all ages, within the programme catchment, are properly considered.
7. **To strengthen qualitative data available to assess the success of ECMP, and to inform recommendations for future programming.** Working with the YEs ensured that an independent body of qualitative data, geared towards assessment of social change, was generated.
8. **To provide a bridge between different generations’ assessment of priorities.** Work in other programmes in Ethiopia (e.g. Girl Hub) and in other places (e.g. Malawi, Yemen, Bangladesh, Rwanda, etc.) has shown that there is an inevitable disjunction between generations in assessment of programme results. Including young adults in the IE+V team provides a ‘reality check’ to the more aged focus of the IE+V team and enables us to gain a fuller picture of the likely outcomes and impacts of the programme.
9. **To build the long-term capacities of members of the YEs/YAs, and to model processes of including young adults as team members.** The YEs provide an opportunity to build capacities for development work and analysis amongst young people from a variety of disadvantaged backgrounds (see [Section 2.2](#)).
10. **To model a new approach to something which, by now, should be established good practice.** Including young people’s voices across all aspects of the development process. Young people are often active participants in development consultations. They are only rarely included as official members of planning and evaluation teams.

ANNEX 11: SOCIAL NORM CHANGE AND SOCIAL CHANGE

Social Norm Change

In spite of the increasing body of evidence around social norm change and the drivers of social change, there is much that is still unknown about what, exactly, encourages people to give up CM (and other harmful practices), where, when, why and how. CM may be related to family economic and livelihood strategies but it is part of a complex set of inter-connected, highly context-related social norms which are mutually reinforcing. These norms relate to the way that people construct individual and social identities, how the relations of power in society are constructed, and how people negotiate their position within these relations. The norms relate to what it means to be a girl or a woman, to be a good parent, son or daughter, and what is expected of girls, women, boys and men in society. To end CM sustainably, and without the risk that new social norms emerge which perpetuate abuse of the rights of women and girls, requires greater gender equality and power-sharing. This means greater equity between people of different age and sex, and full commitment – globally, nationally and locally – at legislative, cultural and behavioural levels, to work for this equity⁶².

Understanding social norms and how to measure change in them, has become increasingly important over recent years, and is crucial in the light of the GoE's commitments to end CM and FGM/C by 2025⁶³. Because maintenance of social norms depends on a raft of personal, social, cultural, economic and political factors, building frameworks with which to conceptualise and measure change in them requires a deep understanding of how norms work within communities and societies, how they can be influenced and what will generate sustained change. Because the social norms which regulate CM are inter-connected (as are all social norms), change in one social norm is likely to stimulate change in others. This makes attribution in measurement of social norm change even more difficult. This is further complicated by inadequate evidence and understanding on the triggers for change, and for what makes people sustain change, once change has occurred.

Issues around measurement of norm change

- 3) **The Tipping Point/Critical Mass theory of change in social norms has been applied to CM.** In terms of measurement, this poses further questions. Amongst others, these include:
 - d) Tipping points may be reached through structured diffusion of beliefs and attitudes about norm change⁶⁴; but this is difficult to measure and to attribute. Reaching a tipping point in abandonment of CM is dependent on diffusion because change in a single community is not sufficient. Change needs to be agreed by all communities which might inter-marry – which is why change is an individual choice, but – to be effective – requires collective action. However, as yet, we understand little about the relation of individual change to collective change (see below).
 - e) There is a dilution of effectiveness of messages for change as diffusion ripples away from centres where most work is done to promote change. Even though the diffusion model has not yet been rigorously used in ECMP, there is some evidence of 'dilution', the mid-line

⁶² See, for example, Crawford, S. (2013, 2014)

⁶³ See, Mackie, G., Moneti, F., Denny, E. and Shakya, H. (2012)

⁶⁴ See, for example, the Tostan approach to Community Empowerment www.Tostan.org

survey suggests that there has been less positive change in expansion kebeles than in intensive ones – where there is a hugely higher investment of resources.

- f) In measuring social norm change, it is very difficult to establish control groups (except at wide distances, where socio-economic conditions may, in any case, be different) because diffusion is not strictly bounded. This is evident in ECMP: although the reduction in CM is greater in ECMP areas than it is in the control, there is still reduction in control areas. This may reflect reductions throughout the country, or be attributable to earlier end CM work in the control areas⁶⁵. The lower rate of reduction in the control may indicate the difficulty of ensuring sustainability of social norm change.
- 4) **Change is unlikely to be dependent on single types of intervention.** For example, in a recent evaluation of 23 projects involved in ending CM, only five were found to have ending CM as the primary objective. In most, ending CM was to be a by-product of economic empowerment, increase in education, community development, health improvement etc.⁶⁶. This is because, as is recognised in ECMP, change in norms around CM appear to be dependent on wider social, cultural and economic shifts. However, as yet, evaluations have not identified exactly what combination of components is necessary in any given context. There has been no work yet that determines which components of social norm change/wider social change are crucial – especially at community levels -- to ending CM, and which may be add-ons. This is a problem which was acknowledged in the early design of ECMP, and it remains a problem in revising the programme for Phase 4 and for institutionalising the approach in national policy and practice.

An Holistic Approach

Although there has not been work, as yet, that can accurately pinpoint which components of any social change programme are essential for sustained change, which desirable, and which “extra” in a given context, there is now wide acceptance that a “holistic approach” is needed in order to promote the social changes needed for an end to CM, and to work for the fulfilment of rights. ECMP was designed on these principles. A holistic approach will work, systematically, at all levels to:

- **Build the enabling environment and promote take-up of obligations:** Develop the necessary laws, policy and regulatory structures; establish mechanisms and systems to implement the legal and policy framework; develop overall systems for monitoring and evaluation, and lesson-learning, at all levels.
- **Catalyse engagement:** Develop communications systems, advocacy and lobbying to “crowd-in” actors, raise awareness and understanding amongst global, regional, national and local communities; Put M&E and learning systems into operation, including systematic and in-depth research into areas of CM, other HTPs and related issues, which are least understood.
- **Model focused action for change:** Test and expand community-level models aimed at ending CM. Monitor and evaluate in different contexts to learn exactly what works, where, when, why and how. Identify possibilities of, and needs for, successful scale-up, replication and adaptation of models to different contexts. Ending CM sustainably is about social change, it requires work at all levels of society, and with the widest possible range of stakeholders (girls, boys, women and men, through to religious leaders, women’s organisations, politicians, global activists etc.). It is only when the three levels (enabling, catalytic and focused) are working in coordination that

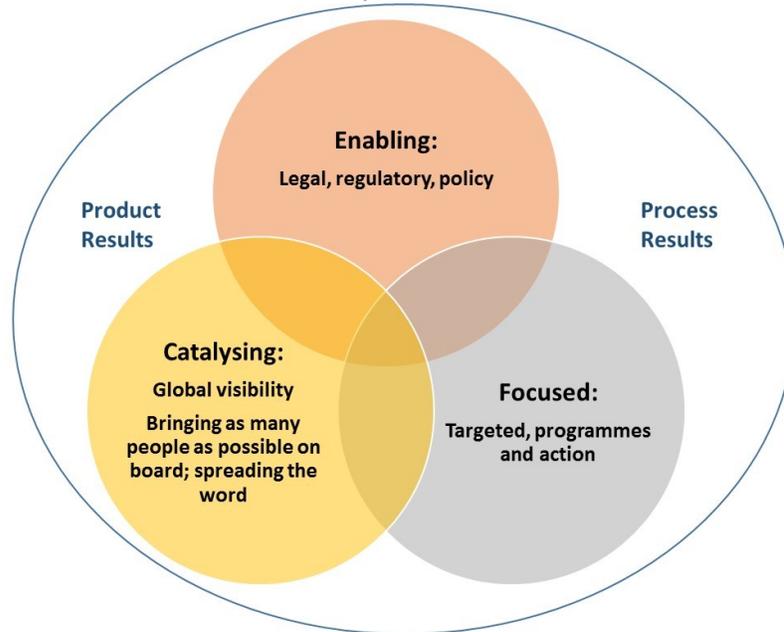
⁶⁵ Population Council had worked in the control woreda visited between 2008 -2013, to end CM.

⁶⁶ Malhotra, A., Warner A., (2011) Solutions to End CM: What the Evidence Shows, ICRW, (icrw.org/childmarriage)

we can be hopeful that efforts to end FGM/C will be successful, and that gains made will be sustained over time.

It is in the area of overlap between enabling, catalysing and focused action that successes in ending CM can be reached (**Figure 3**).

Figure 3: Co-ordinated Action to End FGM/C



Summary of our knowledge of what works

From experience to date and the evidence available, there are a number of factors that we know are essential for all work on social change, and work towards ending CM in particular. These are:

- **Deep knowledge of the culture and context:** a robust evidence base and full understanding of how power and gender relations work within the society.
- **Effective partnerships between government and civil society organisations** to promote social change.
- **A girl-centred approach, promoting agency, education** – this might include formal / informal education, rights awareness, or life and livelihood skills.
- **Active participation from all sorts of different actors at all levels of society**, and from women, men, girls and boys within communities.
- **Political empowerment:** creating real opportunities for people, especially women, girls and poor people, to say what they think and to be heard by people in authority.
- **Economic empowerment:** ensuring people, especially women, have opportunities to gain better livelihoods.
- **Increased access, especially for poor and vulnerable people**, to all essential services, including health and education, social welfare and legal services.

- **Sound understanding of the importance of religion, faith and other belief systems:** how they can support work to promote social change, or how religious interpretations may be a barrier to positive social change.

Whatever the ‘entry point’, we know that working to increase and improve **communication** between men and women, girls and boys, is critical to promoting change away from CM. The hypothesis is, that whilst individual programmes may focus on particular aspects of the factors above, for a sustained end to CM it is necessary that **a) all** interventions are highly context-related **b) all** the factors above are addressed in some way and **c) synergies** can be built between the range of actors working on these social change factors.

Theory of Change⁶⁷

In this section we look at how the growing global evidence base is now shaping ToCs on ending CM and other HTPs. We combine this vision with lessons learned from ECMP implementation to date, in order to suggest revisions to the current ECMP ToC and the log-frame. These need to be further explored by ECMP (government and ISP), and in discussion with the IV+E team and DFID.

The current ToC identifies three areas (from Output to Outcome in the results framework) in which change needs to happen:

- a)** Changes in household behaviour: building capacities to give up CM.
- b)** Changes in government capacity and ownership: building the evidence base and capacities to ensure that CM is given up, sustainably.
- c)** Improvement in the economic circumstances of the poorest and most vulnerable girls and their families: increasing opportunities for highly vulnerable people, especially girls out of school, so that families will not be economically dependent on CM.

The components of the programme and the outputs in the original log-frame, were designed to effect change in these three areas. They are in line with an holistic approach to ending Child Marriage.

However, experience showed that:

- 1)** The model developed to effect change has not made enough use of in-depth understanding of the context: inter-marriage patterns.
- 2)** There is not enough use of internal, national and local structures, systems and mechanisms to ensure the possibilities of scalability and sustainability.
- 3)** The use of channels which people, themselves, consider most important – such as religion – have not been sufficiently strategic.
- 4)** There has not been sufficient attention to the agency (development and effective use of social assets) of young people, themselves, in creating change away from CM.
- 5)** Targeting/reach, throughout the programme, needs more strongly to reflect actual demography, geography and need, in each woreda, rather than being based on a “one size fits all” approach.

We believe that the overall approach of the current ToC is sound, but that it:

- a)** Does not make enough of the need for linkage between enabling, catalytic and focused action
- b)** Is too heavily based on creating systems external to the local society (CCs and CDs)

⁶⁷ Extracted and adapted from the IV+E MTR

- c) Is not equitable (the huge difference in resource and effort allocation between intensive and expansion kebeles).

A revision to the ToC, for the second half of the programme, is based on the need to work with/on:

- a) Internal systems to promote social norm change and social change (and to avoid expensive and externally imposed systems such as the current model of CCs and CDs).
- b) Ensuring that government structures are fully linked into all programme interventions and that this can generate greater ownership by government.
- c) increasing the effectiveness of targeting by making it more equitable and context-related
- d) Strengthening the evidence-base to support scale-up and scale-out.

In east and west Gojam, sustainable change away from CM depends on strong government and community ownership of all interventions to end CM, and strong linkage between them.

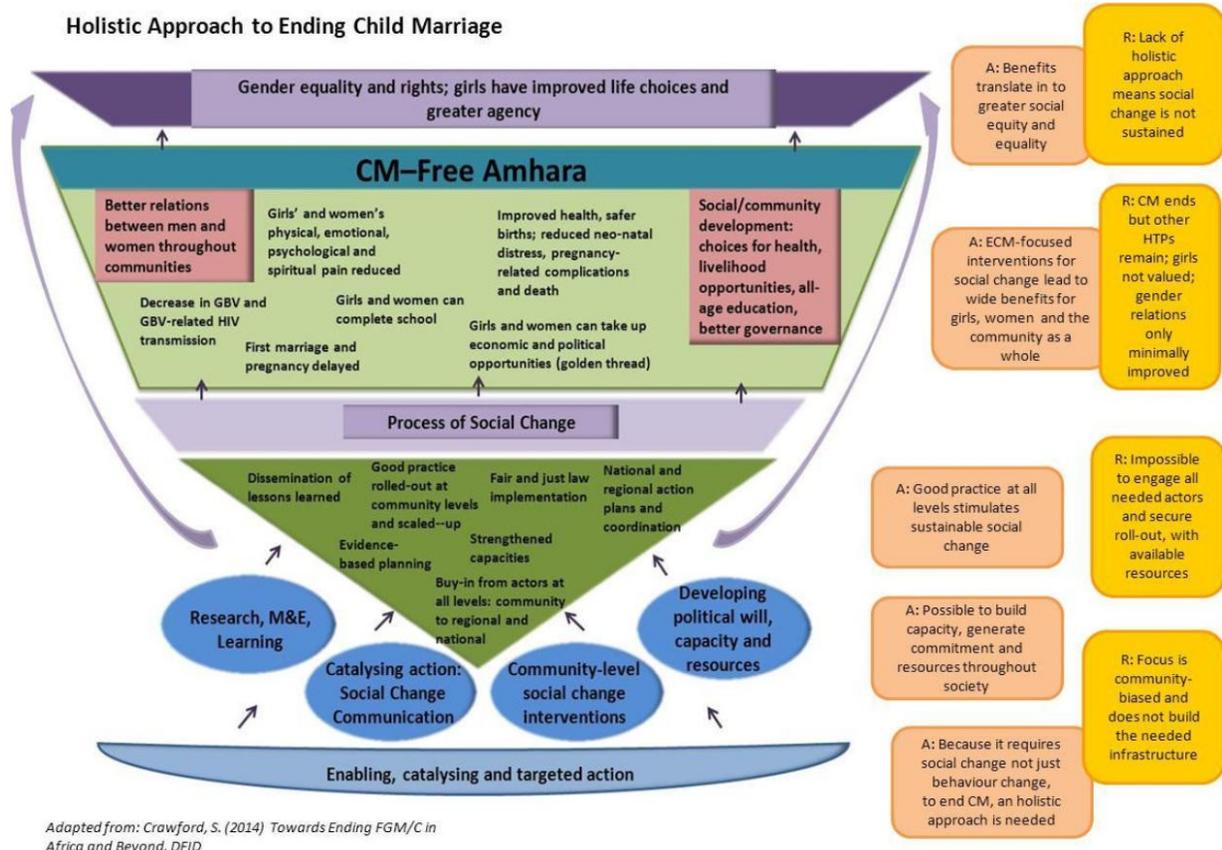
- 1) Management, of all end CM interventions, by a dedicated unit and dedicated staff with BOWYCA, and unified planning, will ensure that the work of UNICEF, ECMP and any other actors produces the synergies needed.
- 2) When this process of management is fully replicated at woreda level – through woreda offices and strengthened HTP committees, information and lesson-learning will be better used to inform refinements in programme approach and plan for scale-up and scale-out.
- 3) At community and kebele level, kebele leaders (men, women and young people) need to be more strongly linked into the woreda structures for decision-making, information exchange and lesson-learning.
- 4) Ending CM is dependent on knowledge of inter-marriage patterns within and between kebeles, and within and between woredas. A diffusion model, based on this knowledge and with greater equity between kebeles than in the intensive/expansion model, is likely to lead to best results on ending CM.
- 5) The most sustainable way to open up discussion, and create more community-level understanding on CM, at community levels, is to build capacity to do this in mechanisms which already exist. The Women' Association, Women's Development Army, 'Edirs etc. are ideally placed for this. Although CCs and CDs appear to be a) enjoyed and b) effecting change, they are not sustainable.
- 6) Religion is at the centre of the vast majority of people's lives. It is estimated that over 85% of people have regular contact with a religious institution/organisation. A strategic approach to working with faith-based organisations will ensure that the greatest number of people hear, respect and discuss messages around CM. The faith organisations are also best placed to reach out to the poorest and most marginalised girls and their families.
- 7) However, whilst faith organisations are good at sharing information and saying what should/should not be done in society, they are not best placed to encourage the empowerment which leads to real and sustainable change in hearts and minds and real social change. This empowerment can be achieved through focus on increasing young people, especially girls', social assets and self-esteem. It also needs to focus on girls' practical abilities to raise voice, be heard and share lessons they learn. In the ECMP context this is best achieved through continued strengthening of the school clubs and efforts to embed end CM in the education curriculum.
- 8) Inclusion is essential – both from a rights and a practical perspective. Economic incentives appear to be assisting vulnerable families. Provision of school materials appears to allow more girls to enter school. However, greater equity in targeting (based on overall need in east and west Gojam) rather than on set numbers of recipients in each woreda, is more likely to increase the possibilities for sustainable end CM results.

Description of the ECMP Theory of Change

The following diagram shows suggestions for an integrated ToC for ECMP. The ToC is based on the discussion above and on experience so far in ECMP.

1. Underpinning the TOC is the conviction that CM will only end forever when there has been social change which transforms relationships (and power) between men, women, girls and boys so that there is greater gender and age equity and equality.
2. An holistic, girl-centred, integrated approach is needed. This will work at all levels – from the community through to the national (and international).
3. Girl-centred work at community levels – with people of all ages, and in schools – will generate understanding and awareness of the harm caused by child marriage and other, related HTPs, particularly FGM/C.
4. Where FGM/C is carried out, it is inextricably linked to CM. FGM/C has to end if CM is to end, sustainably (as both are related to underlying concepts, beliefs and practices around what it means to be human and to be a woman).
5. Social Change Communication and qualitative and quantitative M&E will support all programme activities: by providing the evidence base for all programming and assessment of results, and by spreading awareness and commitment to ending CM.
6. At the community-level, a multi-pronged approach will be most beneficial in ensuring change away from CM (and FGM/C). There will be greatest value for money in adopting a diffusion approach which works by using community champions to diffuse information and understanding from core kebeles (selected on the basis of geography, inter-marriage patterns and vulnerability) to expansion kebeles.
7. Most change will be generated by ensuring there is a high degree of equity between interventions in core and expansion kebeles. Training will be some will what more intense in core kebeles, but will also be carried out for expansion communities.
8. Targeted (on need and vulnerability) economic incentives and provision of school materials will ensure the inclusion of the poorest and most marginalised girls and their families.
9. The woredas – through Task Forces established by the HTP Committees, will liaise with local, community-based organisations – such as ‘Edirs, the WDA, etc. Representatives of these organisations will be trained and capacities built, to ensure that they can reach across the whole community with conversations and discussions on ending CM (and FGM/C). This empowers the communities to understand all issues around CM and to make changes in household decision-making on CM.
10. At the same time, strategic work with religious organisations and leaders (coordinated by EIFDDA) leads to greater information in the communities and guidance on ending FGM/C. Work with the religious organisations will reach almost all people with information – as over 90% of the population regularly attends some form of religious meeting.
11. At schools, the work done through school clubs and provision of virtual safe spaces for girls, will build up young people’s understanding on CM and FGM/C and provide opportunities for girls and boys to re-think the way that relationships between them are constructed. Girls’ social assets will be built and they will be supported in communicating information, ideas and desires at home and in the wider community (also through attendance at community meetings).
12. Increase in girls’ social assets leads to changes in the way that they are valued. They come to be seen as active participants in knowledge-sharing and gain respect from their male siblings and parents. Girls, supported by their schools and local leaders, become active in their own protection against child marriage (through discussion and reporting).

- 13.** Throughout, local government coordination of interventions stimulates an integrated approach. Woreda offices begin to work together to embed ECM in planning and budgets. M&E information is shared between kebeles and the woreda and regional offices.
- 14.** Champions from core kebeles become active in promoting change in expansion/diffusion kebeles. Role models and examples of successful change are fed into M&E and the SCC components.
- 15.** At regional level, the ownership role played by BOWCA ensures that the growing number of actors (ECMP, UNICEF and, potentially, other civil society organisations) are coordinated under a single, strategic Amhara-wide approach to ending CEFM and FGM/C. This approach draws heavily on the ECMP experience and is informing the national road-map to meet Government of Ethiopia commitments to ending CEFM and FGM/C by 2025.
- 16.** By the end of the programme period, there has been a significant reduction in child marriage in East and West Gojam.
- 17.** As girls are increasingly empowered to use their voice and agency, and as greater understanding on the rights of girls and women is achieved, social norms on gender roles and relationships are changing and child marriage is beginning to become unacceptable. There is legal action against perpetrators.
- 18.** After the end of the programme, with continuing government commitment, and coordinated work at all levels, tipping points are reached and CEFM and FGM/C become unacceptable and are not tolerated.
- 19.** The change in CEFM and FGM/C-related social norms and practices lead to change in other patriarchal attitudes and practices, with eventual support from all sectors of society.
- 20.** CEFM and FGM/C end forever and there is improved well-being (health, education, empowerment and poverty) of girls and women.



Log-frame

The log-frame is performance-milestone driven and activity-based. Whilst it is accepted that not all parts of a ToC can be embedded in the log-frame, the log-frame would be better to reflect all aspects of the ToC. The programme is about work towards ending Child Marriage and is therefore about social norm change and social change⁶⁸. As outlined above, working for social change is complex and requires the log-frame to be set at a 'high' level and to be strategy-based (rather than activity-based). We believe that this means that it has to reflect:

- Change in social norms – hearts and minds as well as behaviour.
- Strengthened capacities at all levels.
- The relationship between enabling, catalytic and focused interventions.
- The role of M&E and lesson-learning.

All of these require there to be qualitative as well as quantitative indicators within the framework. Further, to ensure that there is no gap between completion of activities and progress towards outcome, milestones and targets must somewhere express the effect of action, rather than simply the completion of activity. In measuring work towards social change, for example, it cannot be assumed that the completion of training will, necessarily, lead to change in attitudes, values and practices.

⁶⁸See, for example UNFPA (2013), Crawford, S. (2013), Mackie, G. et al (2012)

PROJECT NAME	END CHILD MARRIAGE PROGRAMME, ETHIOPIA								
IMPACT	Impact Indicator 1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS Together with a conducive wider political, economic and social environment delaying child marriage leads to wider social and economic benefits for girls and their communities.	
	Improve the well-being (health, education, empowerment, and poverty) of girls and women, their children, and families in East and West Gojam zones of Amhara region	Planned	27.5%	22.5%	20.5%	17.5%	15.5%		
		Achieved							
	Source								
	DHS Ethiopia								
	Impact Indicator 2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	% of girls completing primary school in East and West Gojam: (a) % of those aged 14-18 having completed first cycle of primary school; and (b) % of those aged 15-18 having completed the second cycle	Planned	(a) 48.3%; (b)	(a) 51%; (b) 31%	(a) 54%; (b) 36%	(a) 58%; (b) 38%	(a) 62%; (b) 40%		
		Achieved							
	Source								
	Baseline Survey; follow-up surveys (subject to budget), DHS Ethiopia raw data for triangulation at regional level								
Impact Indicator 3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)			
% of girls who openly discuss with their parents about child marriage and negotiate the age at which they would like to get married	Planned	64.3%	68%	71%	74%	77%			
	Achieved								
Source									
Baseline Survey; follow-up surveys (subject to budget), DHS raw data for triangulation at regional level									
OUTCOME	Outcome Indicator 1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS	
38,500 girls in East and West Gojam delay marriage between 2012 and 2017 and government implements ongoing programmes to eliminate child marriage in Amhara	Number of girls in East and West Gojam estimated to have delayed the age at first marriage by at least one year	Planned	0	15,000	25,000	37,500 (cumulative)	38,500 (cumulative)	External political, economic and social conditions are conducive to the effective delivery of the programme; sufficient capacity exists and/or can be built by the programme for delivery by women support associations and other stakeholders; MoWCA and regional governments are adequately funded and politically supported to fulfil their mandates; alternatives to girl child marriage are acceptable to communities, families (e.g. schooling, economic activity) households are receptive to programme activities	
		Achieved							
	Source								
	ECMP progress reports								
	Outcome Indicator 2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	Percentage of girls age 15-18 first married by the exact age of 15	Planned	15.7%	13.3%	11.8%	10.2%	8.6%		
		Achieved							
	Source								
	Baseline Survey; follow-up surveys (subject to budget)								
	Outcome Indicator 3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
ECM activities are integrated into Amhara regional government annual plan and resources (in terms of staff and/or budget line items) are allocated	Planned	Plans for ECM exist but no resources are allocated	Plans for ECM exist but no resources are allocated	Activities in Amhara regional budget documentation are consistent with ECMP plans and budgets	Resources for ECM activities are allocated at the Amhara regional level	Resources for ECM activities are allocated at the Amhara regional level and undertaken without technical assistance support from ECMP			
	Achieved								
Source									
Amhara BoWCA annual plans and periodic activity reports on ECM work									
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)			
INPUTS (HR)	DFID (FTEs)								

OUTPUT 1	Output Indicator 1.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS	
Empower and develop capacities of community leaders, teachers, peer facilitators, girls and boys to be an effective voice in eliminating child marriage	Number of Community (Dialogue) Facilitators trained	Planned	0	2,000	2,800 (cumulative)	9,400 (cumulative)		Communities and supporting institutions (e.g. schools, local government, etc) are willing to support and, as relevant, participate in programme activities. Implementation risks: natural disasters, political and social unrest, terrorism, etc	
		Achieved							
	Source		ECMP progress reports						
	Output Indicator 1.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	Number of school clubs in which girls or girls and boys are supported	Planned	0	460	780 (cumulative)	2,000 (cumulative)			
		Achieved							
	Source		ECMP progress reports						
	Output Indicator 1.3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	Number of community conversation training events held in expansion/diffusion kebeles	Planned	0	60	84 (cumulative)	255 (cumulative)			
		Achieved							
	Source		ECMP progress reports						
	Output Indicator 1.4		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	Incidence of previously ECMP supported communities carrying out community dialogues/conversations through existing government/community structures post-ECMP	Planned					At least 35% of previously Kebele Governments reporting the implementation of community dialogues/conversations to Woreda Administrations post-ECMP		
		Achieved							
	Source		BoWCA monitoring reports						
Output Indicator 1.5		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)			
Incidence of previously ECMP supported schools carrying out school clubs activities/meetings on ECM post-ECMP	Planned					At least 35% of previously supported Kebele Governments reporting on school club activities to Woreda Administrations post-ECMP			
	Achieved								
Source		BoE monitoring reports							
IMPACT WEIGHTING (%)									
50%									
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)			
INPUTS (HR)	DFID (FTEs)								

OUTPUT 2	Output Indicator 2.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS
Deliver economic incentives to targeted households in pilot areas	Number of beneficiary households receiving support through the Economic Incentives revolving fund and implementing income generating activities	Planned	0	4,200	4,200	6,000 (inclusive of new households receiving revolving fund loans post-ECMP)	6,500 (inclusive of new households receiving revolving fund loans post-ECMP)	Nominated delivery institutions have the know-how and capacity to carry out Economic Incentives administrative, management and monitoring activities; prospective beneficiaries meet the criteria to qualify for revolving fund and/or material support provisions, sufficient budget is available to support Economic Incentives delivery; Implementation risks: natural disasters, political and social unrest, terrorism, etc
		Achieved						
		Source	ECMP progress reports					
	Output Indicator 2.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
	Number of girls receiving material support and attending school	Planned	0	4,800	4,800	5,300	5,300	
		Achieved						
		Source	ECMP progress reports					
	Output Indicator 2.3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
	Number of beneficiary girls still attending school post-ECMP support	Planned					At least 75% of girls previously receiving EI material support still attending school.	
		Achieved						
Source		ECMP progress reports; participating schools' student attendance records						
IMPACT WEIGHTING (%)								
10%								
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)		
INPUTS (HR)	DFID (FTEs)							
OUTPUT 3	Output Indicator 3.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS
Communication for behaviour change at community level developed and disseminated	Number of schools submitting mini-media outputs that are then disseminated	Planned	0	124	204 (cumulative)	400 (cumulative)		Schools and religious institutions/leaders are willing to participate in programme activities and effectively capacitated; Implementation risks: natural disasters, political and civil unrest, terrorism, etc
		Achieved						
		Source	ECMP progress reports					
	Output Indicator 3.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
	Number of regional meetings with religious leaders held	Planned	0	4	7 (cumulative)	10 (cumulative)	13 (cumulative)	
		Achieved						
		Source	ECMP progress reports					
	Output Indicator 3.3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
	Number of schools that received mini-media support from ECMP disseminating ECM outputs post-ECMP	Planned					At least 35% of schools benefitting from ECMP mini-media support carrying out ECM advocacy activities with the use of mini-media post ECMP	
		Achieved						
Source		ECMP progress reports; BoE monitoring reports						
IMPACT WEIGHTING (%)								
10%								
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)		

OUTPUT 4	Output Indicator 4.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS
Policy dialogue on early marriage enhanced at regional and federal levels through strategic engagement	Number of knowledge sharing workshops conducted by Amhara Learning Community and other partners on ECM	Planned	0	4				Commitment, availability and interest of government officials to actively participate in ECM activities/events; capacity of Amhara Learning Community to deliver workshops is not restricted; Implementation risks: natural disasters, political and civil unrest, terrorism, etc
		Achieved						
	Source							
	ECMP progress reports							
	Output Indicator 4.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
Number of high-level events/workshops held (involving senior government officials and other influential stakeholders) on early marriage in policy and programming	Planned	0	1					
	Achieved							
Source								
ECMP progress reports								
IMPACT WEIGHTING (%)								
0% (indicator phased out in 2014)								
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)		
INPUTS (HR)	DFID (FTEs)							
OUTPUT 5	Output Indicator 5.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS
Government capacity to design, plan, implement, monitor, and manage programmes to end child marriage is strengthened	Number of HTP committees at the woreda and kebele levels determined to be operational	Planned	0	80	100 (cumulative)	250 (cumulative)	265 (cumulative)	HTP committees have the critical masses and capacities to be functional; sufficient number of prospective grantees and projects exist that meet Capacity Building Fund eligibility criteria; sufficient capacity exists and/or can be built by the programme for MoWCA and local governments to plan and budget for ECM activities; Implementation risks: natural disasters, political and civil unrest, terrorism, etc
		Achieved						
	Source							
	ECMP progress reports							
	Output Indicator 5.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
	Number of projects funded by the Regional Capacity Building Fund	Planned	0	8	23	95		
		Achieved						
	Source							
	ECMP progress reports							
	Output Indicator 5.3		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	
Planning for ECM at woreda and regional Government levels is undertaken through joint planning process, <u>lead by Government structures</u> , as per timing guidelines for the annual Government planning/budget exercise	Planned	Joint planning does not take place	Joint planning for ECM undertaken but not within regular Bureau planning and budgeting exercise, as evidenced by ECM being at least discussed in Bureau planning and budgeting (via minutes, ECMP Progress Reports, etc)	Planning for ECM fully integrated into regular annual Bureau planning and budgeting exercise, as evidenced by ECM being a component in both plans and budgets	Planning for ECM fully integrated into regular annual Bureau planning and budgeting exercise, as evidenced by ECM being a component in both plans and budgets	Planning for ECM fully integrated into regular annual Bureau planning and budgeting exercise, as evidenced by ECM being a component in both plans and budgets and without further technical assistance from ECMP		
	Achieved							
Source								
ECMP progress reports								
IMPACT WEIGHTING (%)								
20%								
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)		
INPUTS (HR)	DFID (FTEs)							

OUTPUT 6	Output Indicator 6.1		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)	ASSUMPTIONS	
Knowledge base on programming effectiveness is strengthened, and systems for programme monitoring are established	Number of woreda government offices who are reporting on time to the WCA on ECM using the programme reporting format and the programme database	Planned	0	16	24 (cumulative)	29 (cumulative)	29 (cumulative)	Sufficient capacity exists and/or can be built by the programme for regional and woreda government offices to fulfil ECM M&E requirements; Implementation risks: woreda receiving EI natural disasters, political and civil unrest, support terrorism, etc	
		Achieved							
		Source	ECMP M&E Reports						
	Output Indicator 6.2		Baseline (2012)	Milestone 1 (2014)	Milestone 2 (2015)	Target (2016)	Target (2017)		
	Number of early marriage prevention briefing publications produced for public dissemination	Planned	0	4	8 (cumulative)	12 (cumulative)	17 (cumulative)		
		Achieved							
		Source	ECMP progress reports						
	IMPACT WEIGHTING (%)								
	10%								
	INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)		
INPUTS (HR)	DFID (FTEs)								

