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

Midterm Review Report

Department for International Development

March 2015

GYA Working for sustainable development

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B&M Development Consultants
PLC, Ethiopia

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Table of Contents

Acronyms

BoWCYA	Bureau of Women Children and Youth Affairs
CC	Community Conversation
CD	Community Dialogue
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	*Finote Hiwot*
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
MoWCYA	Ministry of Women Children and Youth Affairs
M&E	Monitoring & Evaluation
QPM&E	Qualitative and Participatory M&E
RCBF	Regional Capacity Building Fund
TA	Technical assistance
ToC	Theory of Change

Executive Summary

Background

DFID's End Child Marriage Programme (ECMP) is a £10 million programme spread over five years (2011 to 2016) that initially had the outcome target 'to delay the age of first marriage of 200,000 adolescent girls in east and west Gojam, in the Amhara region by at least one year'. Analysis based on newly available 2011 DHS survey data subsequently revised this target down to a more realistic 37,500 girls and demonstrated that economic benefits from this approach significantly exceeded programme costs.

The ECMP is predominantly a community-focused programme. Though the ultimate beneficiaries of the programme are adolescent girls, direct beneficiaries of the programme outputs are 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 'tipping point' for behavioural change and also to create programme sustainability.

This report is the output of the mid-term review (MTR) 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 following two phases of fieldwork (ending in December 2014). It builds on an earlier Annual Review produced for DFID in December 2014. The purpose of the MTR is: to undertake a thorough review of the ECMP programme across all components and outputs; to analyse the assumptions that underpin the design of ECMP and ECMP's Terms of Reference; to provide recommendations for improvements to delivery, impact and performance, throughout the remainder of the current phase; and to provide recommendations on operational sustainability for ECMP beyond present financing commitments.

Key Findings

1. **The ECMP has been transformational in helping the Government of Ethiopia (GoE) develop its ambitious commitment to preventing Child, Early and Forced Marriage (CEFM) and Female Genital Mutilation/Cutting (FGM/C), as announced at the July 2014 London Girl Summit.** The GoE has committed to ending CEFM in Ethiopia by 2025. The ECMP, with its ground-breaking work, is providing crucial learning, which will contribute to achieving government goals to end Child Marriage (CM). The programme's involvement and support to the National Alliance on Child Marriage, as well as its partnerships with Girl Hub, UNICEF and UNFPA, helped Ethiopia reach consensus on its vision of eliminating CM and FGM/C by 2025, and is encouraging a 'crowding in' of new actors against CM. ECMP also helped forge new partnerships through the Amhara-based Learning Community on CM, the University of Bahir Dar and the inter-faith group Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA)[1].

2. **Evidence from the mid-term survey indicates that the programme is on track to achieve Outcome indicators 1 and 2 (relating to delayed child marriage). Further work is needed to secure the integration of the programme into the Amhara regional government (Outcome indicator 3).** The 2014 Annual Review found very good progress against Output indicators and the programme scored an "A+" although the IV+E team consider that the logframe output indicators relate principally to programme activities.

3. **ECMP has created a momentum to address CM issues under the Growth and Transformation Plan (GTP) 2** and to secure GTP 2 budgets, and future sector/regional plans. Embedding the ending of CM

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[1] EIFDDA is a local alliance of ten faith-based organizations (FBOs) that strives to address the most pressing challenges of Ethiopian society. Established in 2002, EIFDDA trains and supports its members to enhance their ability to respond to the social, economic, and cultural needs of their communities.

in the GTP2 will concretise government commitment and should ensure that adequate financing to end CM nationally can be made available. In addition, the government is now beginning to develop a road map which will enable it to meet its 2025 target on CEFM. With technical inputs from the National Alliance to End Child Marriage, it is initiating two national studies: mapping chid marriage practice in Ethiopia, and a national survey on Violence against Women and Girls (VAWG) and Harmful Traditional Practices (HTPs).

4. **The programme has developed a vision**, which places adolescent girls at the centre. This now needs to be rolled out into fully girl-centred planning. The recommendations for a somewhat different approach in Phase 4 of programme implementation, fully acknowledges the importance of girl-centred programming. The developing partnership with Girl Hub can be of great benefit in strengthening the girl-centred and do-no-harm approach.

5. **The programme continues to represent good value for money, with benefits being more than twice as high as costs (the discounted benefit to cost ratio is 2.6).** The target number of girls that the programme hopes to prevent getting married has been reduced from 200,000 to 37,500, in the February 2014 Value for Money (VFM) report[2]. Using midterm survey data on the actual reduction in the rate of girls ever married in treatment and control areas, we estimate that the programme is currently on track to achieve a reduction of 37,000 – very close to the 37,500 target (that should be maintained). In addition we have reviewed the assumptions and methods used in the Feb 2014 VFM report and have made some relatively minor changes. Moreover, the refinements to the ECMP model that we discuss in this MTR involve low-cost actions to improve programme effectiveness and sustainability and hence increase VFM.

6. **Changes to the programme, if agreed by the Steering Committee following this MTR, may have budgetary implications and this provides an opportunity to utilise savings**. Component 1 is by far the largest component of ECMP total spend accounting for 50% at the end of September 2014. Within this, cross-cutting technical assistance (TA) is the largest cost driver (35% of total component 1 spends). There has been a significant increase in spend across all activities since 2013 but the acceleration of Economic Incentives sub-component is particularly notable. Key cost-efficiency indicators suggest that unit costs are coming in some way below budget and are falling over time. Given the structure of the contract agreed by DFID and the ISP, savings against budget are retained by the ISP.

7. **The challenge is to ensure that a full and robust evidence base is built**, to facilitate GoE's efforts to meet its commitments to ending CEFM and other HTPs. The internal, mid-line survey, conducted by JaRco in autumn 2014, is still under review. Qualitative information and understanding, gained through the Annual Review (AR) and Midterm Review (MTR) process, contributes to the overall data base.

8. **The 2014 Annual Review found that, with very few exceptions, the programme has met, or exceeded, its milestone targets**. For example, 32 Community Conversations on CM issues are held every month, 4,212 Community Facilitators have been trained and are functioning, 460 school clubs (girls' clubs and mini-media) have been supported, Economic Incentives (EI) through a revolving fund for care givers have been distributed to 2377 households, as well as school support materials to 4352 in-school girls and 777 out-of-school girls, before September 2014. Fieldwork has shown that the programme has brought the issue of CM and other HTPs into the open. There has also been a consistent decline in the number of school drop-outs and returns to school related to the economic

incentives programme. Space for people to acknowledge issues around CM, to discuss and to understand the dangers of CM, are working to change attitudes and, it appears, practice.

9. **Community-based interventions have been expanded into Phases 2 and 3**. The approach taken by the programme is now less siloed than it was. The schools programme and Community Conversations (CCs)/Community Dialogues (CDs) now work more closely together, with school students sometimes attending CC/CD meetings to share information with adults. Cluster schools are now cascading training about school clubs to other schools.

10. **Strengthening of Harmful Traditional Practice (HTP) Committees is well underway at district level** and, gradually, extending to village level but much remains to be done. The HTP Committees have been set up by government to roll out the national strategy. They are, therefore, a fully sustainable mechanism. Members of 'edirs, kebele managers, health extension workers and education officers are also on HTP Committees. To provide training in ending CM, for the HTP Committees, not only reinforces the committee, but will permeate through the different sectors. ECMP needs also to push for HTP Committee members to make more visits to kebeles, and to encourage more information sharing.   Task Forces have been set up by the HTP Committees, to address specific issues relevant to ECM. These task forced need support in translating good ideas arising from information sharing into practical action.

11. **The Economic Incentives (EI) Programme is now into the third round of revolving fund loan disbursements** to 2,377 beneficiaries over the three months to the end of September 2014. Training in business development and entrepreneurship is delivered to beneficiaries. School materials distribution is on track. The economic incentives and school supplies are highly valued by the local communities.

Key Challenges and Risks Associated with the Programme

1. Alongside the reduction in the number of girls that the programme hopes to prevent getting married, there is now a greater emphasis on ensuring that the programme produces a great deal of learning and a very strong evidence base. This has led to some redefinition of the Theory of Change (ToC) and the Log-Frame (L-F). Revised outputs and indicators are aimed at ensuring that all achievements of the programme approach are a) fully recognised and can be tracked, b) clearly demonstrate progress towards outcomes and impacts and can be fully measured and c) lessons are fully learned and shared.

2. Long-term sustainability of the current approach (intensive and expansion), with national take-up, has been found to be unlikely. The approach is too expensive for government to afford (as reported by BOWYCA in Bahir Dar, and agreed throughout the woreda offices), and it relies heavily on an externally imposed model of CCs and CDs, which are outside any existing government or social structures. Capacity of the Ministry of Women, Children and Youth Affairs remains limited. At regional level, the government needs greater staff and resource capacity and greater understanding of programming for ending CM. These needs will be addressed in the last two years of the programme.

3. The overall approach is not yet embedded and institutionalised within government. BOWCYA ownership needs to be strengthened and commitment and capacity to own and implement needs to be built in at all levels, including SACCOs implementation of the EI component of the programme. It

is likely that the Phase 4 redesign proposed here (see Section 5 of this report) will encourage greater ownership by government as it makes use of existing national structures such as the Women's Association Women's Development Army, 1:5 structures, 'edirs, and the woreda HTP Committees. It also makes full use of the strength of religious associations, of all faiths.

4. More emphasis on building the evidence base, M&E and learning is crucial: the M&E system and database are not fully used at district, zone or regional level. Training and mentoring are provided but insufficient. The database is incomplete. The programme has limited systematic approach through which to collect qualitative data: the existing L-F indicators mean that there is no requirement to do so. This means much learning is lost and the programme cannot demonstrate the full extent of its successes.

The Theory of Change and Logframe

The MTR found that the ECMP ToC and logframe are basically sound, but that refinements can better reflect the totality of ECMP work and contribution towards ending CM and, eventual, social change.

ECMP's experiences is informing new, global knowledge which shows that ending CM forever requires change in a wider set of social norms and practices. Where FGM/C is carried out, it is inextricably linked to CM and both relate to wider, social understandings on what it means to be human and a woman. To end CM, forever, will take an integrated, holistic approach to promotion of social change which supports greater gender and age equality and greater equity in relationships between men and women, girls and boys.

ECMP works with an integrated approach to change by a) strengthening the enabling environment (building capacities in government and institutions at all levels); b) catalysing engagement of the widest possible number of people (through Social Change Communications) and c) focused activities (particularly through schools and community engagement, including special economic measures to include the poorest and most vulnerable girls and their families). There is increasing realisation that a girl-centred approach is needed – placing girls at the centre of all theory and practice, building their social assets, self-esteem, confidence and knowledge so that they develop voice and the agency. ECMP realises the benefits to be gained by taking a more in-depth and strategic approach to working through religious organisations and leaders – over 90% of the population regularly attend some form of religious meeting. By working with the *guidance* that can be offered through information shared with the communities by religious leaders, and the *empowerment* gained through working at community levels in schools and through local organisation, such as 'edirs and the Women's Development Army (WDA), the power of ECM interventions will be optimised. At the same time, strengthening of government, at all levels will build structures and systems to support further resourcing of ECM measures. Regional ownership and coordination of all ECM intervention is vital – especially as new actors and donors crowd in. Lessons learned through ECMP and other interventions in Amhara become a model to inform the road-map guiding the Government of Ethiopia (GoE) in meeting its stated commitment to end Child Early and Forced Marriage (CEFM) and FGM/C by 2025.

The proposed revisions to the ECMP logframe reflect the need for strategic approaches to changing hearts and minds and to recording tangible results towards the programme outcome and the, wider, eventual, impact.

Summary of Key Recommendations

1. **Adopt a Core Kebeles + Diffusion/Expansion model for Phase 4**. We recommend a re-design of the programme to combine a low cost Core Kebele + Diffusion/Expansion model (CoreK+) intervention that can be scaled up by government, and with a targeted intervention for those most difficult to reach (e.g. out of school girls). It is critical that learning from qualitative and quantitative evidence informs this decision. This new approach, which would involve greater equity in resource allocation between kebeles, would work with a **developed diffusion/expansion model, centred around geographically and demographically selected core kebeles**. Diffusion would take into account local marriage patterns. The model, which depends more strongly than the current model on existing structures, systems and mechanisms, needs to be tested, monitored and evaluated with particular attention to its inclusion of the hardest to reach girls and their families, and suitability for national take-up.

2. **Use the re-defined Theory of Change (ToC) and L-F presented in this report to finalise the results framework.** Indicators, milestones and targets need to take into account the qualitative as well as quantitative changes needed in steps towards social norm change and social change (beyond behaviour change), and to reflect the preferred option: Core kebeles + diffusion/expansion.

3. **Milestones defined by the ISP need to reflect the shift of the programme** to more learning and requirements for developing a scalable and sustainable model reflecting the changes in ToC and L-F.

4. **Develop and implement an exit strategy to be rolled out over the next two years**, as a matter of urgency, the exit strategy needs to take into account sustainability of achievements, sustainability of approach (Core plus diffusion/expansion), and the need for increased and embedded government capacity and ownership. This will need to include a reassessment of training and mentoring needs, and development and implementation of a highly focused capacity-strengthening strategy.

5. **Strengthen the girl-centred and do-no-harm approach** to planning, implementation and M&E. There is currently insufficient understanding of what a girl-centred approach means. The approach needs to be embedded within the HTP Committees at all levels. The easiest way for this to happen is for the programme to strengthen its own girl-centred approach and to show, by example, the social benefits of 're-valuing' adolescent girls (see the 12+ example in section 5).

6. **Develop and expand strategic engagement throughout and across ECMP**. To do this, encourage synergies with the new UNICEF programme on CM; strengthen existing partnerships and develop new ones. An EIFFDA employee has now been seconded to ECMP[3] and this will strengthen the strategic approach to religious organisations. Close work with Girl Hub will also strengthen ECMP's girl-centred approach and Do No Harm policy, and continued work with the National Alliance will support government's deepening commitment to ending CM. The Amhara-based Learning Consortium on CM (MoE) is also an important strategic partner. Over the last two years, the role of the Ministry of Education in ending CM needed to be further institutionalised and strong coordination mechanism developed between MOWYCA and MoE at all levels. Strategic engagement happens at all levels, but needs continual inputs from top-level management. We recommend that the Strategic Engagement role is directly the responsibility of the ECMP Team Leader and Ministry Counterpart.

7. **Develop and implement a full communications strategy** to support long-term sustainability. Good information as well as many good publications, and a range of training manuals and materials are

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[3] January 2015

produced by the programme. However, the way these all fit together in a full communications 'package' is not entirely clear. As part of its learning focus, it is vital that the programme works with a communications strategy which will ensure that there is global learning and sharing of the experiences and products of ECMP. We recommend that the Communications role is strengthened in ECMP and that the current Strategic Engagement post takes Communications on as a full-time occupation, and works with a counterpart in BOWYCA. There are obvious links between communications and strategic engagement (currently both part of one staff member's job description) – and all other aspects of the programme. But the role is so important, especially in a learning programme, and this needs to be reflected in staffing.

8. **Conduct in-depth political economy analysis to understand the real reasons preventing BOWCYA from taking leadership**. Develop and implement a **capacity building strategy** to coordinate all capacity building initiatives under the programme and enhance the role of the regional BOWCYA to take full leadership in the implementation of the programme.

9. **Strengthen all aspects of M&E and lesson learning:** ensure that the evidence base is developed and that user-friendly qualitative, as well as quantitative, data bases are built by the government in the region, with full support from ECMP. Government will need special support in working to create a qualitative data base – which is crucial for full understanding of if/how CM is decreasing, and the effects of it doing so. There is a strong need to implement a simple, user-friendly system for organisation of 'day-to-day' qualitative data collections – in the form of case studies, life stories and anecdotes. We recommend that inclusion of this type of story is required in quarterly reporting. The stories can be easily coded and logged in a simple computer programme (Excel, for example) and found using filters.

10. **Indicate progress towards sustainability in all remaining Quarterly Reports,** in terms of driving down the cost per girl ratio and evidence of institutional uptake of interventions tested by ECMP.

Section One: Background and Introduction

1.1 The End Child Marriage Programme in Amhara

DFID's ECMP is a £10 million programme spread over five years (2011 to 2016), originally aimed at ending CM for at least 200,000 adolescent girls in two zones in the Amhara region where early marriage has historically been very common. The ECMP is predominantly a community-focused programme. Although the ultimate beneficiaries of the programme are adolescent girls, direct beneficiaries of the programme outputs are 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 'tipping point' for behavioural change and also to create programme sustainability. More than 30% of programme spend is 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 tests scalability and promotes sustainability. This is intended to enhance programme lesson learning on the cost-effectiveness of early marriage interventions.

New analysis has 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 are based on the latest (2011) DHS raw data, in which the zonal data (only accessed in 2013) that has highlighted significant declines in the incidence of CM in the target regions. The fall in CM prevalence rates has a major impact on the outcome target because under the ECMP, this is how 'vulnerability to early marriage' (and the potential target group for the programme) is calculated.

More specifically, the raw data shows 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).**

1.2 Purpose of the ECMP Midterm Review

The purpose of the work is:

a) **To undertake a thorough review of the ECMP programme across all components and outputs.** The work will: contribute to the Annual Review of ECMP; assess the extent to which ECMP has been performing against its (current) logical framework; assess the impact of the programme to date within ECMP's Dimensions of Change, and identifiable trends; assess the extent to which the ECMP approach and design ensures that impacts will be reached, and the likelihood of sustainability of impacts.

b) **To analyse the assumptions that underpin the design of ECMP and ECMP's Terms of Reference**, and assess the continued relevance of the original assumptions, including the relevance of the ToCs and the current log-frame in relation to recent changes in programme focus.

c) **To provide recommendations for improvements to delivery, impact and performance, throughout the remainder of the current phase**. This will include consideration of whether/how the programme has taken up recommendations made in the 2013 Annual Review.

d) **To provide recommendations on operational sustainability for ECMP beyond present financing commitments.** This will include examination of how the programme is working to ensure possibilities for future scale-up and replication, throughout Amhara and nationally.

1.3   Background and Rationale for the MTR

The Midterm Review (MTR) of ECMP was led by the ECMP Independent Verification and Evaluation (IV+E) team, in partnership with the Implementation Service Provider (ISP) and other key stakeholders. The IV+E team also produced the 2014 Annual Review (AR) of ECMP. The IV+E team took on responsibility for the MTR at the request of DFID. The request followed the change in focus of ECMP, giving greater emphasis to the role of the programme in producing learning on how to end CM[4]. The MTR and AR consultations and enquiry took place at the same time. This resulted in an expanded AR and MTR and created synergies between them.

It was originally intended that the AR/MTR process would take place after completion of fieldwork for the ECMP, internal mid-line survey (designed and implemented by JaRco, on the basis of the baseline survey). In the event, this was not possible. Timing of the AR was fixed and could not be moved. Fieldwork for the MTR had to fit in with the AR dates, so that the AR could be informed by qualitative data and consultation in communities, but the MTR could not successfully be undertaken during the rainy months or before the school season started. For these reasons, the AR/MTR work in Ethiopia was divided into two phases :

Phase 1: October 2014 - briefing meetings with DFID and with ECMP; initial AR/MTR consultations with key stakeholders, training and preparation of the field team (Core Team and Young Evaluators, see below), fieldwork in four site areas (see below) and analysis workshops. Whilst the fieldwork was continuing in Ethiopia, the Team Leader and Economist prepared the AR back in the UK.

Phase 2: Late November/early December 2014, return of the Team Leader (TL) and the Economist to Ethiopia; preparation of the feedback workshop and implementation of the two-day workshop in Addis Ababa. Preparation of the MTR report in the UK.

To ensure ownership of the MTR process, and ECMP buy-in to the recommendations which this report makes, a close working relationship was established between the IV+E and ISP teams. The IV+E team, the ISP, and other relevant stakeholders worked together in the design of the MTR, with the ISP selecting the fieldwork areas, based on a set of criteria provided by the IV+E team.

The re-focus of ECMP, to concentrate on 37,500 girls in Amhara, led to a re-focus of the ECMP learning strategy. Over the remaining programme period, the aim is to ensure that as much learning as possible is gained about the programme approach and the possibilities for scale-up, not only throughout Amhara, but nationally. The reduced target number of girls also opens up new possibilities to extend programme focus on reaching the poorest and most vulnerable girls, who are at great risk of being married whilst children. There is more scope to focus on how to reach out-of-school girls, those who are orphaned, in child labour etc.[5] and the approach and design of the MTR contributed information, which can help to strengthen this focus.

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[4] See full Terms of Reference for the MTR in the IV+E Inception document

[5] There is a considerable amount of literature which identifies out-of-school girls as those who are most vulnerable, not only to CM, but to all forms of exploitation (see, for example, Erulkar, A., 2009, 2013 and Crawford, S. 2013). What is less clear is the number of girls who are taken out of school in order to marry (see Value for Money Assessment, ECMP Feb 2013). However, unless they are married at a very early age, few girls who do get married remain in schooling.

1.4. Contents of the Report

- **Section Two** of this MTR report, on method, describes the approach taken and the methods/tools used in data collection and analysis. The innovative inclusion of Young Ambassadors as associate IV+E team members – i.e., as official evaluators – is discussed, as is the employment of Young Ambassadors, from the MTR field site areas.
- **Section Three** gives a summary of results from the MTR, organising the analysis under the DAC evaluation criteria of relevance, effectiveness and sustainability. As this is an MTR and not an end-term evaluation, less attention has been given to impact – though trends towards impact are noted.
- **Section Four** presents a Value for Money assessment of the ECMP. It includes a cost-benefit analysis.
- **Section Five** re-visits the ECMP Theory of Change, expanding on social norms and social change approaches to CM presented, initially in the IV+E Inception Report (IR). It also outlines changes for revision to the programme log-frame.
- **Section Six** outlines options for a revised programme approach and a preferred option identified. This option is a Core kebele + Diffusion/Expansion model.
- **Section Seven** summarises the lessons learned, achievements of the programme and recommendations for the future.
- Supporting information is contained in the appendices.

Section Two: Methodology

In this section, we outline the approach taken in the MTR, the inclusion of Young Evaluators, and the methods used.

2.1 The Approach

2.1.1 Scope of Work

The MTR employed a 'quick and dirty snapshot' approach to the collection of primary, qualitative data. Time and resources did not allow for rigorous testing of field questions or methods, so learning had to be 'on the go'. The Team Leader participated in the work in the first field site and was able to verify the suitability of the approach and questions, and the fact that respondents appeared to be satisfied with the enquiry process, to enjoy it, and to understand, acknowledge and 'own' the information and understanding gained.

The AR/MTR process comprised more components than are usually expected in an MTR. This is because of the recent changes in the programme focus, and recognition that the realistic number of girls to be reached by ECMP is an 80% reduction on the original target. This offered the opportunity to learn deeper and broader lessons on the programme approach, and on the widest aspects of value for money. The MTR employed a mixed methods approach (see below).

To ensure efficiency in the MTR approach, ECMP staff (in particular, the Girls' Education Expert and the M&E Advisor, who accompanied field visits) were part of the MTR team and assisted the process by making all existing information available. To ensure value for money, the MTR relied as much as possible on existing data, external and internal, collected as part of the existing ECMP Monitoring and Evaluation system. However, the IV+E Inception Report (IR) identified the need to increase the amount of qualitative data and understanding available, and to ensure an independent, young people's perspective on the approach to ending CM, and on results to date and trends towards impact. The MTR process collected a set of qualitative data from four field sites (three programme and one control, see below) and analysis by the whole field team (including the Young Evaluators) ensured that young people's views were embedded in the results.

As part of its work, the MTR tested the assumptions behind ECMP. The review was carried out in line with DFID's review guidelines. The MTR complied with all DFID requirements and conformed to OECD standards.

2.1.2 Principles

A set of key principles underpins the MTR: Independence; transparency and accountability; inclusion and participation. The approach to the MTR will be based on a framework for understanding processes involved in social norm change and social change[6].

In addition to the principles above, 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 MTR design and implementation (see below).

Primary data collection followed standard ethical good practice. All work with children was guided by ethical standards set by Save the Children, and took account of the guidelines for work with children and young people detailed in the IV+E IR.

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[6] This was outlined in Annex 4 of the IV+E Inception Report and is further discussed in section 5 of this report.

2.1.3   Participation and Inclusion

The MTR aimed to be participatory and inclusive to the greatest possible extent, given the time and resource constraints. As stated, members of the ECMP staff were included within the team, WTAs facilitated fieldwork in the programme sites and members of BOWYCA showed their commitment to the process.

The participatory methods used by the team are described below. Methods were designed to ensure that both literate and non-literate people could take part in the MTR discussions, and that people from all social backgrounds could be included.

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

2.1.4   Qualitative not Quantitative

The approach used in the MTR was largely qualitative, with the exception of the economic aspects of VFM assessment. The rationale for this was a) that the internal ECMP mid-line survey would build up the quantitative evidence base and b) that the MTR fieldwork could contribute to strengthening the qualitative evidence base and might provide scope for identification of qualitative indicators of programme success which could be used in a revised log-frame.

2.1.5   The Field Sites

Time and resources limited the number of field sites which the MTR could cover. In consultations between the IV+E team, the ISP and DFID, it was decided that four field sites would be acceptable – three programme sites and one control.

The aim was to get as much 'spread' as possible across the stages of programme implementation. Sites were selected by the ISP:

	Intensive	Expansion	Intensive	Expansion	Remarks
East Gojam	Worya meskel kebele (Enebse sar midir woreda)	-	Yegnat kebele (Dejen woreda)	-	Worya meskel kebele belongs to phase 2 while Yegnat kebele is EI implementation kebele (phase 1)
West Gojam	-	Killilt kebele (Yilmana densa woreda)	-	-	Phase 2 woreda/kebele
Control site					
South Gondar zone	Khukar kebele (Fogera woreda)				

Three days were allotted to each field site (including travel time). A fourth day was dedicated, after each site visit, to organising the data and assessing preliminary findings.

2.2   The Young Evaluators and Young Ambassadors

2.2.1   Why Young People were Included

The inclusion of Young Evaluators and Young Ambassadors, as official members of the MTR 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 rights 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.

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 MTR.

2.2.2   Who the Young People Were

In line with the proposal put forward in the IV+E Inception Report (IR), 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 two of the field sites. Selection was not possible in the control site or in Dejen).

Academic background was not a key consideration; 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.

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.

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

The objectives, of inclusion, as identified in the IV+E IR, were:

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 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 amongst young people from a variety of disadvantaged backgrounds (see below).

After establishment, training and preparation, the YAs worked throughout the MTR, focusing on fieldwork consultations and activities with younger people. It is intended that they will also be involved in the end-term evaluation. The YAs were involved in all aspects of the MTR – from design through analysis and presentation of findings[7].

2.2.4   Partnership Arrangements

The YEs came through the organisation Music Mayday. The organisation put forward a number of candidates, who were interviewed by the IV+E team members. Two young women and two young men were chosen. One other young woman and one young man agreed to act as replacements in case of need.[8]

Box 1: Music Mayday

Music Mayday is an Ethiopian NGO, founded in 2003, training young people to develop and use their artistic talents for their own and the country's development. The organisation's vision is: '… to promote constructive youth culture and development through art, among less privileged and unemployed youth …' Amongst its many initiatives, Music Mayday has participated in market research surveys for Girl Hub Ethiopia. In partnership with Save the Children, Music Mayday developed and undertook the EVERY-ONE campaign tour. This campaign, begun in 2011, raised awareness on maternal and child health issues in a number of regions of Ethiopia, including some very remote and isolated communities. Music Mayday is also currently working with the Amhara Women's Association (AWA) on the promotion of maternal health in Amhara. Music Mayday therefore has good local contacts in Amhara and some of its young members are familiar with the area.

Young people who are members of Music Mayday come from a variety of social backgrounds, but they have all experienced some form of disadvantage and limitation to their life opportunities. Some are migrants to the city and some come, originally, from the Amhara region. From discussions (held in 2012 with a selection of members), it is clear that the young people have a good understanding of development issues facing girls and women in rural as well as urban areas.

Source: IV+E Inception Report

2.2.5   Results of including Young People in the MTR team

The results of including young people in the MTR team far over-reached our expectations. In the event, the efforts and inputs needed to train and manage the YEs were no greater than for a research team of

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[7] It is also envisioned that the YPEs will be important partners in later dissemination of IV+E results to a wider audience in Ethiopia
[8] The replacement young man attended the feedback workshop

any age. In spite of concerns voiced by some stakeholders, it was sometimes easier, as the YEs were keen to learn new skills and were dedicated to the work throughout. The young people were highly committed and brought a very positive and directed energy to the team. As they grew in confidence in working as evaluators, they were able to express opinions and analyses which were not seen by other team members. From observation in the field, it was clear that young people responded to the YEs very differently from how they responded to older team members. All interaction was still highly respectful, but without the layer of distance that is sometimes visible between children and adults, who are seen as being part of authority.

It was interesting that, in post-fieldwork analysis workshops, there was a high degree of (heated) discussion between the male and female YEs on issues to do with gender equality (or lack of it). This contributed to greater understanding of how young people in east and west Gojam see the gender and power issues around CM and other HTPs.

2.3   Framework of Enquiry

2.3.1   The Framework

The MTR framework of enquiry was based on three pillars:

1. The DAC evaluation criteria (relevance, effectiveness, efficiency, sustainability, impact).
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 and refined in the IV+E IR (see Appendices to this report for a full list of the evaluation questions).

In relation to CM, 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 a balance, impacts which improve equity and equality can be reached:
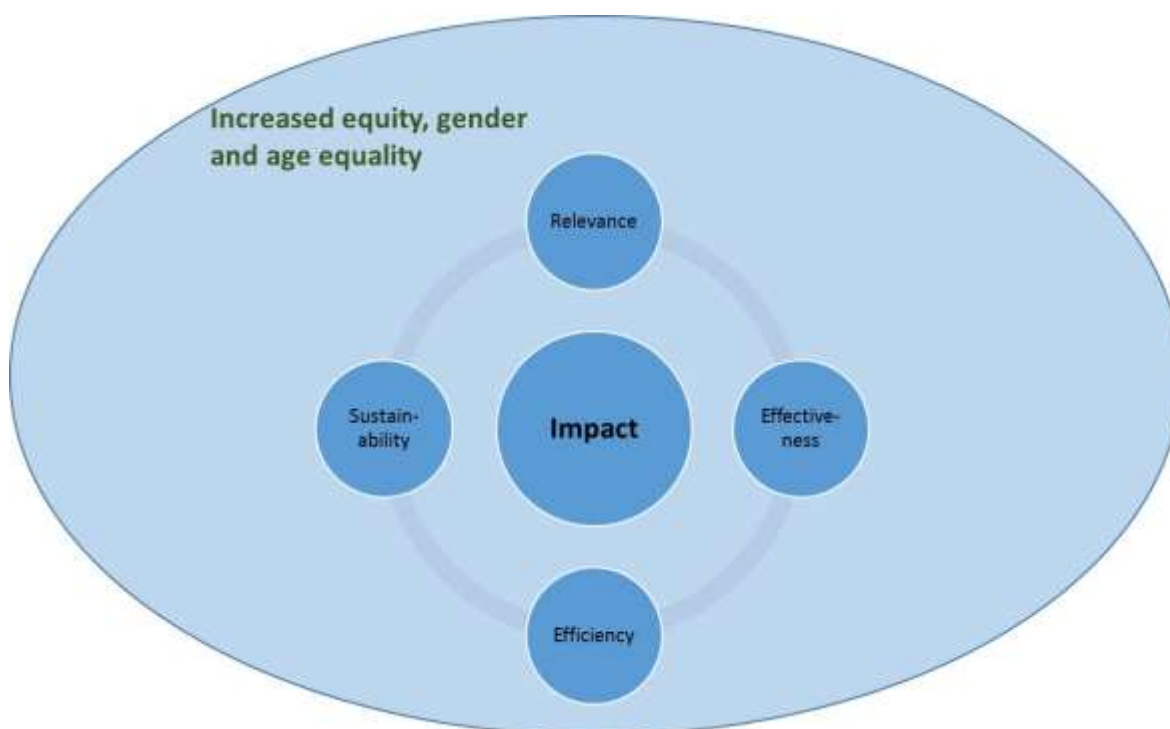
Figure 1: The Framework of Enquiry

2.3.2   The Question Areas

The MTR focused most strongly on relevance, effectiveness, efficiency and sustainability. In the Phase 1 field site (where ECMP inputs other than economic incentives have been completed), we were also able to make some qualitative assessment of trends towards impacts.

A set of question themes on each of the areas of enquiry were drawn up by the IV+E core team:

Thematic Question Areas

Relevance

Is there CM in the areas?

Do people feel the programme is relevant to their lives?

What do people see as the advantages/disadvantages of CM?

Are they participating in the programme?

What benefits (if any) do people think the programme will bring?

Effectiveness
How is the programme working on:

Strengthening the enabling environment (government and community capacities)?

Catalysing change at social and community levels (bringing everyone on board, and changing social norms, values and practices)?

Focusing action when, where and how it is needed?

What are the key results of the programme so far - number of CMs, increased girl power etc.?

Management arrangements: do they help, hinder or both?

Efficiency

Does the programme show VFM?

What are the key cost drivers, what costs most money and what do we get for it?

Analysis of programme investments, cost per avoided CM?

Could reduced CM by the programme have been possible with fewer resources?

Could the same resources have been used differently to deliver similar and/or additional results?

Sustainability/Impact

Is there evidence that structures, mechanisms and systems, to support end CM, are being developed and institutionalised, at all levels?

Does capacity strengthening meet the needs of stakeholders, at all levels, involved with ending CM?

What do people in communities think is needed to end CM, forever?

Is there evidence of empowerment? What evidence (if any) is there of changing relationships between people of different social backgrounds, different sexes, different ages and different social power? How are decisions made? How are conflicts solved?

Is there evidence of change in social norms other than CM?

Are there are 'fall outs' from the programme? That is, any evidence of communities starting their own initiatives as a result of ECMP experience?

Is there any evidence of greater gender/age equity?

The core team and the YEs then worked together to 'unpack' these thematic areas and identify questions for use 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 <u>not</u> used as a questionnaire[9].

2.3.3 Mixed Methods Used

Following preparation and training of the MTR team, a mixed set of methods was used in the overall approach to the MTR. These are outlined in the table, below.

Table 1: Mixed MTR Methods

METHOD/TOOL	DESCRIPTION
Key informant interviews	Semi-structured interviews with key actors, in government, ECMP, HTP Committees and organisations at different levels, and with individuals in communities
Desk review of ECMP reports	Comparison of data from within each report.
Review of ECMP Baseline and Mid-line survey data	We were interested to try to assess congruence between baseline data and AR/MTR data. We also aimed to compare mid-line survey data with qualitative data gained through the MTR. This was not as successful as hoped, as mid-line survey data was not available in time.
Participatory methods: Participatory Interest Group Discussions (PIGDs)	YEs and core team consultations with community members of different interests, sexes and ages. A participatory spokes method was used to ensure interest and inclusivity.
Case Studies, particularly with the poorest and most vulnerable people	Selection of individual community members, or families, after PIGDs or with the help of the Young Ambassadors, so as to reach poor and vulnerable people who would not normally join in PIGDs.
VFM analysis	Assessment of the cost-efficiency and cost-effectiveness of the programme drawing on a number of indicators. Disaggregation of programme costs in order to understand the cost to GoE of scaling up the programme. There will be little evidence of impacts at MTR, but trends will be identified and assessed.
Framework-based analysis (based on framework for understanding social norm change and social change)	Interrogation of the socio-political and institutional assumptions and intermediate outcomes in the ToC, based on the CR2 Framework for Planning, Monitoring and Evaluation of work towards fulfilment of rights.
Analysis workshops	Core team and evaluators working together to collate results and analyse findings
Feedback workshop	Two-day participatory workshop held with government, key partners and ECMP staff, to build ownership in MTR findings and explore revisions to the programme approach.

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[9] The checklists, in English, are attached in Appendix One.

2.3.4 Participatory Methods

The participatory methods used were:

Participatory Interest Group Discussions (PIGDs)

PIGDs were used with different interest groups in each of the field sites. PIGs involve groups of between 8 – 15 people who share a common 'interest'. For the MTR, these were:

- Younger school girls
- Younger school boys
- Older school girls
- Older school boys
- Women/Men participants of Community Conversations/Dialogues
- Community Facilitators
- School Teachers
- Community Leaders
- Woreda Officials/ HTP Committee members

PIGDs used semi-structured interviewing based on the question checklists. A participatory spokes tool was also used. This is described below. With younger children, the YEs also used song and dance to ensure that interest and energies stayed high during the discussions.

Home visits and case studies

In order the reach the poorest and most vulnerable children and families, the YEs were guided by the YAs or other local people, to the homes of out of school children, girls who had married as children etc. During these visits, the evaluators were able to gather information and in-depth case studies.

The Spokes Tool

The spokes tool is described in the Box 2 below:

Box 2: The Spokes Tool

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', or 'now', and the symbols around the edge of the wheel represent things we want, or need, to achieve. Participants are asked to discuss together and mark along each spoke where they think, in consensus, 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 will show the value in spatial terms and show also the achievement of one issue as relative to another. If a consensus cannot be achieved, on where to place the mark on a spoke, (perhaps because the interest group has participants from very different backgrounds or circumstances), two marks may be made. 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.

For the MTR, the spokes question was: "What will it take/what do you need to have in place for CM to end forever?" This is an example of one spokes tool completed by school teachers in Woncher.
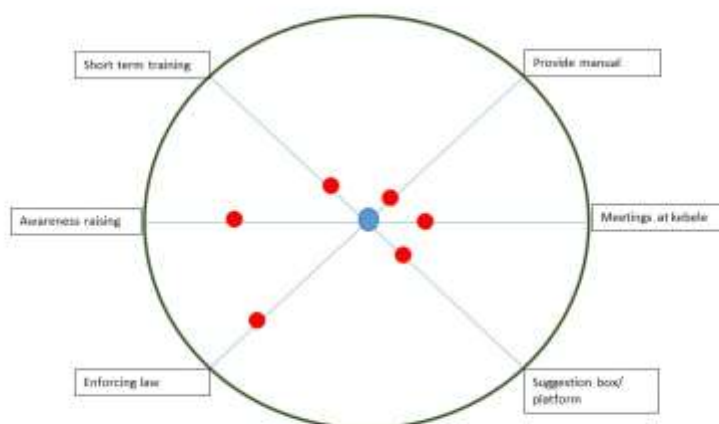
Source: MTR fieldwork materials, CR2 Ltd. training manuals and MTR fieldwork results.

2.3.5   Responsibilities within the Team

The table below provides an overview of the personnel inputs for the Midterm Review, together with primary ✸ and secondary responsibilities ✸.

List of Activities	Sheena Crawford	Gil Yaron	Gadissa Bultosa	Azeb Adefrsew	Adanech Dutu	Young Evaluators	Young Ambass-adors
1. Input to MTR design and preparation of MTR primary fieldwork	✸			✸	✸		
2. Preparation of YEs and YAs	✸		✸	✸	✸	✸	✸
3. Primary data collection and analysis	✸	✸	✸	✸	✸	✸	✸
4. Preparation of findings and presentation to key stakeholders	✸	✸	✸	✸	✸	✸	✸
5. Submission of MTR report	✸	✸					
6. Quality Assurance of work	✸	✸					

Section Three: Summary Assessment

3.1 Contents of the section

In this section, we summarise progress towards outputs, as given in the 2014 Annual Review, then turn to a summary assessment of the findings gained through the MTR qualitative enquiries:

- Consultations with key stakeholders at all levels.
- PIGDs with the different interest groups in the communities.
- In-depth interviews and case stories developed particularly with poor and vulnerable people in the communities.

The findings are organised under the **DAC criteria and MTR framework headings** of relevance, effectiveness, sustainability/exit strategy. Efficiency is discussed in Section Four, which assesses Value for Money. Impact will be addressed during the end-term evaluation. Information on progress in relation to programme outputs, is contained in the 2014 Annual Review, which was also informed by the MTR qualitative enquiries.

It must be noted that the assessment given here is not a full, qualitative stud. The community perspectives, given here – with quotes and cases coming directly from the community -- are used as illustrations only.   The opinions given are indicative of general trends, but they are not definitive. It is important to note that no quantitative information has been used in this assessment. When we report that 'people' stated…, it means that, in the opinion of the field researchers, most people consulted, held that belief. Many qualitative data have been gathered in the course of the MTR. The community findings, from the PIGDs have been organised into an excel table. Key stakeholder consultations are recorded on meeting sheets. The spokes activities have also been recorded electronically. All these are available to IV+E, government, ISP staff and DFID, in English. Raw data are held in Amharic. These records will be safeguarded and be available for the End-Term Evaluation when, if time allows, a fuller Community Perspectives Study will be presented.

3.2 Study Ethics

The qualitative work for the MTR followed ethical guidelines set out in the IV+E Inception Report. The 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. DFID guidelines on ethical research and ethical protocols for research with children (see, for example, those produced by Save the Children) were followed rigorously. All team members who worked with children and young people attended briefings and demonstrated commitment to following ethical procedures.

Table 2:   Key Principals to 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 – if 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 girls 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 girls they may meet, and about their own reactions[10].

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 <u>confident</u> in reaching out to highly vulnerable people.

Efficiency: the extra, up-front costs of working with highly vulnerable girls need to be met. It WILL cost more time, money and effort to reach out to these girls, than it does to other participants. So 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)

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

3.3 Progress towards Outputs

A brief summary of achievements towards outputs in the current logframe is given here.

Output 1: Empower and develop capacities of community leaders, teachers, peer facilitator, girls and boys to be an effective voice in eliminating child marriage

Key Points

4,212 Community Facilitators have been trained, 460+ school clubs are being supports, 68 training events held in expansion villages

Activities linked to this output include: (1) empowering influential members within the community through the Community Conversation (CC)/ Community Dialogue (CD) approach and (2) empowering teachers and children (peer educators) through school-based activities. This forms the largest part of the ECM Programme, both in terms of project resources and expected impact. Over the last year, 733 CCs were held in intensive villages. Implementation has progressed greatly and now includes conversations in district coordination meetings where representatives from schools, health, police and justice WCYA, district administration CMs and HTP committees define their roles and work more coherently to end CM. The target numbers of Community Facilitators have been trained; CCs/CDs are regular across the target

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[10] 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.

Districts. The target number of school clubs are also benefitting from the programme. Increased awareness and support is leading to a) cancelled marriages, b) decisions not to marry children early and c) increased girl-reporting on CM.

By Autumn 2014, the programme had provided support (in the form of supplies, manuals and training) to 204 clubs in Phase 1 (3-4 clubs per school). Members of these clubs often cascade training to other clubs within their schools Under the expansion programme the 100 trainers trained was met in Phase 1, and in Phase 2 this was expanded to 140 so that all cluster supervisors in each district were given Training of Trainers and went on to disseminate training to all primary and elementary schools in the district.

Output 2: Deliver economic incentives to targeted households in pilot areas

Key Points

2377 households have received support through the economic incentives revolving fund (this exceeds expectations). 5129 girls (4,352 in-school, 777 out-of-school) have received material support (this exceeds targets as all recipients were reached in phase 1 of the incentives programme.

This component of the programme has been included in the programme at the request of the GoE and has a very high level of support and scrutiny from the Minister of WCYA. Work with local credit unions has enabled them to administer a revolving fund, manuals are in use and the fund is in operations under overall oversight by district and village committees. A "set" of materials and EIs have been/are distributed to identified recipient families to ensure girls can attend school. The distribution of incentives through the revolving fund is taking place in three rounds in two zones, in two districts in each zone (four districts in total) and in four villages in each district (16 villages in all). MSP recruited special Economic Incentives District Technical Assistants to monitor and overview the programme. The third round of revolving fund loans was made on 21 August 2014.

The risk associated with this output remains high. Out-of-school girls remain difficult to reach (government official line has been that there are no girls out of school); SaCCOs need stronger management capacity, some recipients remain confused about the nature of the loans and about the interest payable, some recipients are fearful that their investments will not prosper and they will be unable to repay loans (source: AR/MTR fieldwork).

Output 3: Communication for behaviour change at community level developed and disseminated

Key Points

124 schools (60 in phase 1 and 64 in phase 2) have submitted mini-media outputs that have been disseminated. 4 zonal and regional meetings with religious leaders have been held

This output relates to communication activities at the community level: supporting mini media school clubs with digital resources and training – so that children can produce communications materials to contribute to ECM awareness raising and campaigning. A second strand is to engage with religious leaders, and provide awareness raising and training so that they become active voices in ending child marriage. None of these activities are separate from the aims of output 1. ECMP is also engaging with media organisations. There has been great value in engaging children to communicate effectively on the problem of ending child marriage in their communities. The programme has a number of stories and records of events put on by the mini-media clubs to end child marriage. The programme has negotiated with EIFDDA, the leading inter-faith organisation in Ethiopia. EIFDDA has extensive links throughout the

country, with 9 different faiths. Its links also extend out to the African, and World Councils of Churches. The aim is to work closely with EIFDDA in the future and to secure a secondment from EIFDDA to ECMP.

Output 4: Policy Dialogue on early marriage enhanced at regional and federal levels through strategic engagement

Key Points

Six knowledge-sharing workshops have been conducted by the Amhara Learning Community on Ending Child Marriage. This exceeds expectations, as does the 4 high level events held which involved senior government officials and other influential stakeholders in discussions on child marriage policy and planning.

ECMP has placed great emphasis on building strategic partnerships, both with ALCECM and other organisations. These include Girl Hub, National Alliance to End Child Marriage, UNICEF, Bahir Dar University, EIFDDA, establishment of the ECM mass media Task Force etc. ECMP has been transformational in helping the Government of Ethiopia (GoE) develop its commitment to preventing CEFM and FGM/C, as announced at the July 2014 London Girl Summit. The programme's involvement and support to the National Alliance on CM as well as its partnerships with Girl Hub, UNICEF and UNFPA helped Ethiopia reach consensus on its vision of eliminating these harmful practices by 2025, and is encouraging a "crowding in" of new actors against child marriage. It also helped forge new partnerships with the Amhara-based Learning Consortium on CM, University of Bahir Dar and the Inter-faith group Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA).

ECMP's national workshop with Federal Government ministers and officials was delayed by the programme's support to GoE in preparation for the London Girl Summit on FGM/C and CEFM. Through visits from British and GoE government officials, and close working with Girl Hub and the National Alliance on ECM, ECMP became the focus example for GoE's pledge at the Girl Summit to end child marriage by 2025. Other events that have involved senior government officials are: 1) the ECMP implementation phase launch, 2) MoWCYA Minister's field visit to ECMP, 3) meeting with the Regional Women' Parliamentarian Caucus, 4) Workshop with the regional women's parliamentarians and 5) an additional training with the women regional parliamentarians.

Output 5: Government capacity to design, plan, implement, monitor and manage programmes to end child marriage, is strengthened

Key Points

Reaching above targets: 123 HTP Committees at district and village levels are operational; 22 projects have been funded by the Capacity Building Fund, and 16 joint planning exercises have taken place for ECM at district and regional levels.

A total of 123 HTP Committees in Phase I, II and III are in operation (120 at 96 villages, 24 at districts, 2 at zonal and 1 at regional levels). The AR/MTR fieldwork found that there is now a considerable difference in the functioning of the HTP committees at district level. However, planning is still not fully integrated and CM has not been fully mainstreamed into all sector plans. At village level, Community Facilitators recognise the importance of the HTP committee, but encouraging them to action, and full coordination with other local bodies (e.g. women's development army, women and youth organisations etc.) is only beginning. Induction training for HTP committees has been carried out in Quarter 11 in 32 villages and 8 district committees in all Phase III district.

Fund utilisation assessment was made on all 22 Regional Capacity Building Fund (RCBF) grantees; the grants manual has undergone review. However, during AR/MTR fieldwork, there were reports that some grantees do not understand how to use their grants and were expecting more input from ECMP, and guidance. This needs attention. In addition support has been provided to annual planning budget submissions of the MOWCYA and BOWCYA to stimulate prioritisation of ECM. In one district visited (Enebse Sar Midar) the district applied to government for ECM funding (outcome not known). Key government partners (WCYA, Education, Police, Justice and Health) in Phase 2 and 3 districts received training.

BOWCYA states that it has not received the level of training it expected. Efforts to build government capacity are not currently properly reflected in the L-F output indicators. The federal Ministry of Women, Children and Youth Affairs (MOWCYA) has also received ECMP funding for capacity-building. This component is administered by UNFPA and aims to build capacity around the HTP strategy and to ensure inclusion in GPT2. The HTP strategy is being translated into five local languages (completed in English and Amharic) and a regional consultation being held on development of the GTP documents. A micro-analysis of MOWCYA has been undertaken and capacity-needs identified.

Output 6: Knowledge base on programming effectiveness and value for money is strengthened, and systems for programme monitoring are established

Key Points

16 district government offices are reporting on time to the WYCA, using the programme format and the MIS database. Five marriage prevention briefing notes have been produced for public dissemination.

Although the programme reached its Annual Review targets, it is not on track to embed M&E systems and lesson-learning throughout district and regional offices by the end of the programme period. Because of inadequate approaches to collection of qualitative data, and because the current logframe makes no demand for qualitative data, much information and learning may be lost. ECMP notes that 16 districts are reporting on time and that three Phase 1 districts are using the data-base. However, the first IV+E verification and fieldwork for the AR/MTR suggest that the M&E system is still a long way off being fully used and institutionalised. Computing equipment is available in district offices – but the software is not available throughout and is not well understood. The original programme design included training and refresher training on the M&E system. This has not been fully rolled out and, in any case and as noted in the first IV+E Inception Report (2014), is not enough to ensure that the system will be understood and used. That requires intensive and ongoing mentoring and support. This was include within the original programme design, but has not been carried out. It is now, firmly, the responsibility of the programme to ensure that the system is properly embedded within government at all levels. It is also the responsibility of the programme to develop and embed a systematic approach to the collation and use of participatory, qualitative information (beyond "significant change stories", which are interesting but not enough to form a qualitative data-base).

All this means that the data-base and, therefore, the evidence-base, is patchy. Ability to understand fully the effectiveness, sustainability, equity etc., of the approach and of results, are also hugely compromised.

Specific briefing notes have been produced for different visitors to ECMP/FH sites (e.g. Steering Committee members, UK Parliamentarians and South African Delegates). A briefing note was produced for the International Girl Summit event held in London (prepared for MoWCYA). Component-specific briefing notes have been produced (e.g. EI, Capacity Building, School Clubs, etc.). Child marriage leaflets and FH descriptions have been produced and distributed to all beneficiaries of the programme (schools, district and zone offices) and ALCECM member organisations Five editions of the FH quarterly newsletters

were produced and distributed to all stakeholders at federal, region, zone and district level, including all ALCECM member organisations. In addition, briefings continue via the programme website.

In-depth value for money analyses were carried out in February 2014 to examine the impact of the change down in target to 37,500 girls. The IV+E team have also assessed value for money, for the AR/MTR and concludes that a target of 24,000 may be more appropriate but even with this there is a benefit to cost ratio of 1.8 (see section D, below).

3.4 Relevance of the programme

Areas of enquiry: Relevance of programme objectives to national priorities and strategies, regional and local needs, and to DFID priorities. Extent to which the programme addresses equity and social inclusion – are there benefits for the poorest and most vulnerable people? Extent to which the programme fits with people's own, local priorities. Do people think that ending CM is a priority to most people in their area? If not, why not?

As stated in Section 1 of this report, ending CM is now a major concern on the global development agenda. The GoE has committed to ending CM by 2025 and a range of new actors are likely to collaborate in efforts to make this happen (for example, the new, UNICEF programme on ending CM has begun to plan for work in Amhara). DFID is firmly committed to supporting efforts to end CM.

All recent studies have shown that CM has been commonly practiced throughout east and west Gojam, with a particularly high incidence in some kebeles[11]. People consulted during the MTR fieldwork acknowledged that CM was, until recently, the unquestioned norm. The majority of people consulted feel that the programme is relevant to them, even if there is now a trend to give up CM. As section 3.3 (below) shows, people feel there is a difference between giving up CM, and giving up CM <u>forever.</u>

Many people said that, before the programme, they were unaware of the damage that CM does:

> "Before the programme of *Finote Hiwot* was launched we were unaware of CM and the side effects it will create on health." *(Young woman, Killilt kebele, Yilmana Densa).*

They said that CM was accepted and helped to improve people's status in society:

> "We used to marry girls at the age of seven." "We used to marry them to men who have high social standing wishing to improve their life in economic terms." *(Community Conversation members).*

School children and teachers too, expressed the importance of interventions to end CM:

> "Children were married young … Many children dropped out of school because they married at an early age. " (*School communities).*

Although CM has declined in both the control and the programme areas, people in the control area said it still exists. They also stated that other practices, for example FGM/C, extracting milk teeth, celebrating weddings and other events beyond economic capacity, cauterization and scraping the face as an expression of grieving, also still exist. In contrast, in Yenegat kebele, Dejen (Phase 1) people said that the programme had been relevant but now CM is greatly reduced. They said that other practices, such as extraction of milk teeth and expensive celebrations have been eliminated. Now they say that only the memorial ceremony for the dead (Teskar) is still a problem.

Many people who are members of the CCs acknowledged that, prior to the programme, even if families knew that CM was illegal, there was little barrier to carrying it out, because children were afraid to report cases of CM to teachers or others in authority.

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[11] EDHS 2005 and 2011, ECMP Baseline, MTR qualitative enquiry

Religious leaders also acknowledged that some of their number were (and are) part of the problem rather than the solution. It was stated that young priests and deacons believed that they had to marry a young virgin:

> "When I married, my wife was thirteen years old, and I was eighteen." *(Priest).*

BOWYCA, and other sector offices visited said that they were aware of the high levels of CM in their areas, but that, prior to the programme, they felt powerless to tackle it adequately. Both government and INGOs had carried out programmes against CM, but positive results from these were often not sustained. When communities come to understand that CM was illegal, they begin to carry out CMs in secret, disguising then as part of other ceremonies:

> "Even if it is illegal, there are families who practice CM in the name of religious ceremonies."

(Sector office).

In this way, girls may be married without knowing what is happening. If they are able to escape from marriage, this, in itself, may lead to stigma and social sanction:

Box 3: Rescue from Marriage

"My name is AM and I am 16 years old.   Last year, while I was in grade 6, my father asked me to go to market with him so that he could buy me clothes. At this time there was sort of ceremony but when I asked about it, no one told me. After arriving at the market, my father took me to one place (to certify my age) where someone else was also waiting for us. He asked me if I wanted to marry and my response was no. My father warned me with his eye.   I know that the marriage age is 18 and they did not ask my age. We went back to home. I thought that the action failed and I felt happy. But after 3 days with a ceremony of 1 oxen, 1 goat and local drinking, I was forced to marry a 35 years old man.   I was highly disgusted with the event and suffered a lot for one month until my uncle charged them in the court and took me away. With my coming back to home, my father felt affronted and tried to take me back. But my uncle told to the school and I continued my education after one month. Currently I am happy with my education but my class students tease me because of the event. I take precaution: I fear meeting that man while I am out of home. He has created conflict with my family. All family should get education about CM and benefit from teaching their children. CM leads to unnecessary expenditure and lack of peace in family and mental and physical stress on the children."

Source: MTR fieldwork (records held)

3.5   Effectiveness of the programme

Areas of enquiry: Is the programme doing the right things to meet goals of reducing CM, building government and community capacity to end CM, and increasing girls' capacities to avoid CM? Do the programme's management systems help or hinder in meeting programme goals? How? Have there been improvements in communities' abilities to work to end CM? If so, in what ways? Which programme components do people think are most useful in ending CM? Are there any components that they feel are not needed? Does the programme's M&E system inform MIS and improve coordination between all stakeholders? What are its strengths and challenges?

3.1.1   Progress and Achievements

Evidence from the mid-term survey indicates that the programme is on track to achieve Outcome indicators 1 and 2 (relating to delayed child marriage). As our review of the evidence in Section 4.2 below shows:

1. The programme is on track to achieve the Outcome 1 2016 indicator target of 37,500 early marriages delayed by at least one year. This conclusion is based on the mid-term survey data and

survey analysis provided to us by ECMP.

2. As Table 5 shows, the programme is on track to achieve the Outcome 2 2016 indicator target of 10.2% girls age 15-18 first married by the exact age of 15. Mid-term survey data suggests a 9% rate will be achieved. This partly reflects a faster fall in CM in the broader population than originally expected but the rate in the control group is projected to be around 20%.

Further work is needed to secure the integration of the programme into the Amhara regional government (the essence of Outcome indicator 3). The 2014 Annual Review found very good progress against Output indicators and the programme scored an "A+" although the IV+E team consider that the logframe output indicators relate principally to programme activities rather than more challenging outputs. The challenges of achieving increased integration of ECMP into the regional government and strengthening sustainability are discussed in the following sub-sections.

Throughout the programme area, adults and young people said that the programme has encouraged wide changes in attitudes towards CM. Many adults made claims that CM has been eliminated, though we believe that it is still too early to know if that is true. It was notable that there was little difference in the attitudes expressed between all three programme areas. Since the areas are at different programme phases, this might indicate the effectiveness of opening up the subject for discussion in the community, and the readiness of people to absorb messages around CM. The extent to which new knowledge translates into practice will be judged fully during the end-term evaluation.

There has been a marked change in the programme areas regarding the age at which families think it is good to marry their daughters: "Girls should marry at 18 and men at 20", (adult women, Kililt kebele, Yilmana Densa). This is in contrast to the attitudes of some people in the control area (Kuhar kebele in Fogera woreda, South Gonder) :

> "The girls should marry on 15 years old and boys on 18 because girls are physically grown fast than boys. If she stays more than this she may raped when she collect water. If I couldn't marry my daughter before 18 or on /less than 15 years the community gossip that as she is not good/beautiful girl, and her family is undermined so no one was asked to marry". *Adult females, Kuhar kebele, Fogera.*

In the control area, despite the reduction in CMs, it appeared that young people still feel that it is a cultural tradition, which they are powerless to influence on a community level:

Box 4: No one has the power to say "no" in the control group

"There are two girls in our house who are aged 8 and 11, who are engaged. They got engaged last year and their marriages were delayed because of lack of suitable land for them, since they cannot marry without having land. In this community if woman does not have land she will never marry. My father gave a share of land for all my sisters who were married before, and he will give for the younger ones too. They will marry after 1 year or 2 years. If the husband wants to marry, that is his right and the family will prepare the wedding when he demands it. The 11 year old stopped going to school to help with the harvest. CM is part of our culture, and nothing can be done about the health problems it causes. No one has power to say "no". They are simply told one day, "you will marry now". They don't even know the date of their wedding. Some individuals say CM might have side effects. Of course it has a problem, so why don't you stop it? It will end only if all the community decide together to end it. The solution to end CM is education. Now, we have started adult education, awareness creation for the community. If we learn the real effect of CM we can stop it".

Young man, 22 years old, Kuhar kebele Fogera woreda.

In programme areas, people showed that they have a good understanding of the physical harm that can be caused by CM. They are aware that it can lead to fistula, poor foetal development, danger in childbirth etc. They also talked about the psychological and emotional problems caused. In some consultations, adults claimed that young people can now choose whom they wish to marry: "Young people decide on when and who to marry". But young people themselves said that this is not always the case. They may not be married as children, but it will still be their parents who decide the person they will marry. From PIGDs, it seemed that, if choices are made by young people, it is more likely to be the young man who openly chooses the girl he will marry.

Many adults spoke of the economic gains of stopping CM: "We don't waste money on weddings", and said that there is now much less expenditure on ceremonies of all kinds.

Young people in school said that they can now protect themselves better against CM. They are more likely to understand what is happening if their parents start planning for a marriage and they are now not afraid to report CM cases to their school:

> "If our family wants to marry us we will tell to our teacher, neighbour and friends". *Boys aged 11, Killilt kebele, Yimana Densa.*

Girls in Kilillt said that there is now sense of shame when girls marry young:

> "Because of the awareness, our community brought a change on CM… The best age for female marriage is 18 years old, because she matured physically at this age." "When girls/boys married, they became unclean because of this they feel ashamed and stigmatized from their friends." " 20 years old is good for male he has responsibility for the family. … If our family are advised not marry their children and refused, they will be punished by law." *Girls 14-17 years old, Wery Meskel kebele, Enebse sar Midar.*

Teachers also stated that children protect their peers – by reporting cases of CM to the school – directly, and by posting notes into the, newly established, school suggestion boxes. Teachers were keen to point out that, even if they are transferred to other areas, they will continue to work on ending CM. Those teachers working with supported school clubs report a changed relationship between pupils and teachers – with greater openness and mutual respect.

There are reported reductions in school drop-out rates across the programme areas. This is, in part, because CMs are reported and cancelled, and in part because the provision of school materials has been effective in bringing girls back into school (but, see below, 3.2.2). In some instances, the community itself is contributing money so that the poorest and most vulnerable girls can return to school: "We contribute money to return children to school".

Although there is still much work to be done to gain the support of all religious leaders across the programme areas, some are cooperating with the schools and community conversation groups, and are educating the communities. The range of religious organisations involved with the programme is expanding and will expand further over the coming period. People expressed the importance of involving the religious leaders, saying that the community respect the teachings of the churches and mosques, and will follow what the religious leaders say (see section 5).

Overall in the communities, the programme has brought about significant changes in hearts and minds. These are illustrated by the following case story:

Box 5: A Case of Cancelled Marriage

Mr. Tale Berhane is the CC Facilitator of Wachaye Sellasse Gote/ Village. Mr. Tale lives with his wife and three daughters. He married his only son at the age of 18 in 2005 by having him drop out of grade 5. He is now a farmer. Mr. Tale himself got married when he was 18 and when his wife was 15. His elder daughter Yalga is 14 years old, Habtam is 12 and the youngest is only 2 years old.

Last year in September 2006, elders were sent to Mr. Tale's house asking for the hands of Yalga and Habtam. He said, "The elders brought presents, snacks and liquor, and went down and kissed our knees (the father and close family members on the side of the girls)." The request of the elders was accepted and the whole group dined together. Later on, a date was decided for the handing over by the family of the girls, and a messenger was sent to the elders. The elders came again on that day with more gifts. This time the day of the engagement was set for a day in January and the elders dined with the family. But, the engagement was going to be celebrated after the girls went for age determination test.

Mr. Tale had decided to marry Yalga who was 13 years old and attending grade 8 and Habtam who was 11 and was in grade 4. He said, "Starting from five or six years ago the government announced that we have to take our children for age determination before marrying them. My two daughters would have failed the test. I knew I would be penalized if I married them officially. However, my plan was to marry them anyway by devising a strategy." He explained the strategy was to marry them in the name of celebrating a religious holiday.

The reasons for Mr. Tale to decide to marry his daughters was because he thought that it was an honour for the family. He believed that it is good to marry girls when they are young because it will save them from being labelled as old maidens. He hoped for his girls to get into a well-to-do family but if not, he wanted them to get married even if they had to get divorced and come back home, just to avoid being labelled. He stated, "Other than this, weddings are a waste of resources. We get into loan, or sell our cattle and land. Then, we have to migrate or become dependents tilling other people's land or live in rented house." Both the families of the boys were in similar socio-economic status to the girls' family. They had one hectare of land and two oxen each. If the wedding went on, one ox would have been killed in each of the three families.

Fortunately for Yalga and Habtam, the *Finote Hiwot* programme came to Worya Meskel Kebele before their engagement. Mr. Tale was selected by the kebele community among the 25 people in the kebele who were most influential. He then went to the woreda for training. Explaining the changes in his attitude brought about by the training, he said, "I wiped the plan to marry my daughters from my head. I came and told my wife that we are not marrying our daughters this year. She was puzzled at the beginning but accepted my decision after I explained to her why I changed my mind." He also told his daughter, Yalga about his plan to marry her and her sister. She was shocked and commented that she had learned that this is illegal.

Then, the boys' families were told that the plan for marrying the girls was over. One of them insisted that Mr. Tale has to hand over Habtam to him saying that she is his daughter once the elders have kissed the knees of his family. He also confronted Mr. Tale in the 'Edir meeting by saying that either he, or Mr. Tale would have to leave the 'Edir. The members of the 'Edir tried to convince Mr. Tale to give away his daughter. However, he explained to them by saying, "The training certificate I received will sue me if I marry my daughter."

Source: MTR case story, Worya Meskel Kebele, Enebse SM Woreda, East Gojam Zone.

At woreda level, the sector offices report a difference in how they work together to end CM and, in all programme areas, report that CM is decreasing. With the support of the WTA, the sector offices come together to share information and to plan. However, there is not yet an overall plan or budget for ending CM (see below), though Enebse sar Midar have put in a separate request. Woredas say that there has been an increase in the number of CMs reported/cancelled.

3.5.2   Challenges

In spite of the many achievements of the programme, many challenges still remain. Awareness has risen amongst the population, but some people talked of the danger that, when people become aware that CM is illegal, they simply try to hide it in other religious ceremonies: 'CM is still practised in the name of religious ceremonies.'

A major issue is that of age determination. As the example given above showed, even when children are taken to the age determination office, it is possible that no attempt is made to determine their age. Age determination cannot, in any case, prevent promissory marriages being conducted at very early age. Comments in some communities suggest that families may be promising their children in marriage at a

very young age, to avoid detection. Although the children will continue to live with their own families until they are older, this remains an abuse of their rights and freedoms.

It was noted in some areas that, if children are out of school, the only option open to them is to marry. In the targeted areas, economic incentives and provision of school supplies appear to be allowing some out of school girls to return to education. However, targeting for the economic incentives and school supplies is not ideal. A fixed number of families receive support in each woreda, regardless of the relative wealth/poverty in the area. This means that, in some areas, highly needy people are still missing out[12].

From the communities' point of view, effectiveness of the programme is also challenged by a) the lack of proper diffusion strategies between intensive and expansion kebeles and b) the inequity between investment in the intensive kebeles and that in the expansion kebeles. People experience this as 'unfair' and unhelpful. We discuss ways to overcome this in Section 6.

The woreda offices point to the need for greater communication between them, and greater support from the regional offices. Their most pressing need is for budgets and equipment. They also stress the need for capacity strengthening, particularly around joint planning, monitoring and evaluation.

3.5.3 Attribution: what Makes the Programme Effective?

Throughout the communities, changes are mostly attributed to the programme as a whole, and to BOWCYA (which is seen as a separate, government, office). In Yilmana Densa, the community also identified work by World Vision and UNICEF as important in promoting change. In the control area, people said that change had been initiated by Population Council and Progynist work, but that gains from this had not all lasted.

Throughout the communities, people believe that the programme is effective because of the way that it opens up discussions between different community members, brings new knowledge and understanding and is supported by the WTA. At woreda level, the new collaboration between sector offices is highly valued and considered to greatly enhance chances of effectiveness. Officers see the advantages of working holistically, and of involving all levels.

3.6   Sustainability/Exit Strategy

Areas: of enquiry: Who has ownership of the programme? How is it managed and who participates in planning, implementation and decision-making? Do the programme approaches and strategies contribute to long-term efforts to abolish CM? If so, how? What do communities think is needed to end CM forever? Are long-term, sustainable structures, mechanisms and systems to support ECM being developed? Are capacity strengthening needs identified and addressed? Is there evidence of empowerment? What evidence (if any) is there of changing relationships between people of different social backgrounds, different sexes, different ages and different social power? How are decisions made? How are conflicts solved? Is there evidence of change in social norms other than CM? Are there are 'fall outs' from the programme - that is, any evidence of communities starting their own initiatives as a result of ECMP experience?

3.6.1   Achievements

The approach of the programme, with a strong emphasis on empowerment and capacity strengthening at all levels, including the communities, contributes to the chance that moving away from CM may be sustained. Communities, especially those in intensive kebeles, highly appreciate the ways in which the

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[12] See IV+E Inception Report for further discussion on this.

community becomes mobilised. Support to school clubs is also highly valued and the knowledge and attitudinal changes gained by teachers and pupils are likely to be sustained over time.

Throughout the programme, the emphasis on empowerment, rather than just knowledge transfer, is helping to bring about changes in relationships between men and women and between young people and adults. These are important indicators of social norms change, and steps towards wider social change and gender equity. As one man said:

> "If men do the cooking and fetch the water when women are busy, is that gender equity!"

Many men and women claimed that there is now greater gender equity in their communities, though the comment, from women, that "…there is no gender equity!" was also common. However, across all age groups, there are indicators of growing communication and understanding between men and women, boys and girls. For example, some boys said that, alongside girls, they had been learning how to make re-useable menstrual pads and discuss menstruation. This would previously have been unthinkable.

The programme training has had a wide coverage, reaching out through the system of master trainers, cascading training to wider levels. There is good opportunity to embed this system within the education system and to maintain the use of master trainers. Using the existing system of school clubs has brought many benefits, and is an inherently sustainable approach. However, all this will depend on the ability to further involve the Ministry of Education, throughout the rest of the programme period, and to ensure that the systems and processes developed through ECMP can be embedded in ongoing schools' Standard Operating Procedures.

Where government systems have been used – such as the SACCOs in implementation of the Economic Incentives programme – there are chances of sustainability. However, there is a need to further strengthen the SACCOs, and it is not known whether economic incentives can be available in the future.

Involvement of the HTP Committees at woreda level has been vital for ongoing sustainability. As yet, none of the committees visited during the MTR are functioning well enough to allow confidence in sustainability of their work. The opportunities are there, however, and the support they have been given is making a difference. With further capacity strengthening, there is a good chance that the HTP Committees involved in the programme can become a model for expansion and replication to other areas.

To date, many of the successes of the programme have depended on the passion and commitment of individuals, rather than the way in which institutions work. For long-term sustainability, this individual passion needs to be translated into standard policy and practice.

3.6.2   Challenges

In all the communities visited, it became apparent that there is some distinction in people's minds between 'ending CM' and 'ending CM, forever'. In all communities, people said that they are ending CM – that they are in the process of reducing CM. A number of people claimed that CM has been eliminated, but this was not backed up throughout the community.

The main activity carried out in PIGDs in the community, asked people to identify what it would take to end CM in their community, forever. In no instance did a group feel they had quite reached a point where CM had ended, forever. The following figure gives one of the most positive examples, where young people in Dejen, feel that CM has almost ended. This is encouraging, since Dejen is a Phase 1 community, where work other than the economic incentives has ended. The red dots represent 'Where we are now'. The closer they are to the edge of the circle, the nearer to success.

Dejen, Yelagnat Lagene.
Male & Female, Youth (16 participants.
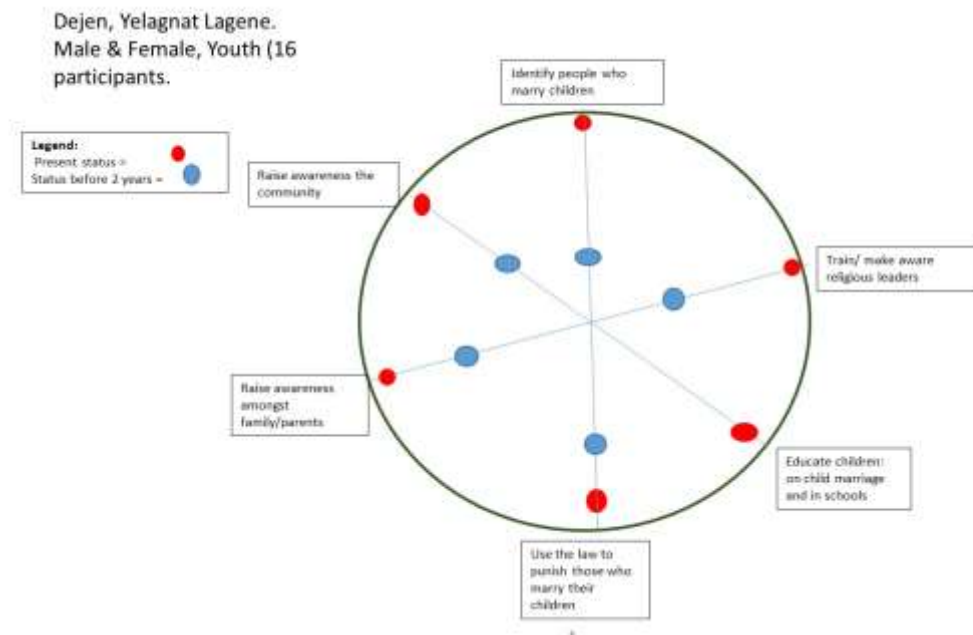
Although there might be concern about reliance on economic incentives and school supplies, girl school club members in Dejen suggested this need not be the case:

> "We know how to keep our hygiene. In circumstances where the donation [school material support]is stopped we buy what is necessary for our hygiene out of what we have profited from the loan. If the programme ceases we will continue in the way we learnt. 'We showed the way'".
> *Girl school club members – 13 – 17, Dejen.*

At both woreda and regional levels, stakeholders said that, for sustainability of achievement, more work is needed in the expansion kebeles:

> '...work on sustainability should be strengthened with focus on scaling up the programme to the expansion kebeles.'

Stakeholders pointed out the need to institutionalise partnerships between government offices, notably BOWCYA and BOE, and to ensure good quality engagement between them (see section 6). They also stressed the need to develop good quality M&E and lesson learning and to ensure possibilities that both qualitative and quantitative data will be available to inform future planning and implementation. There is a recognised need for full computerisation of the data base, and for accessibility of information throughout the levels.

Woreda offices feel that sustainability will be strengthened through a more rigorous approach to evidence sharing and reflection sessions. They also see the need for greater follow-up with the kebeles. It was noted that, in Dejen, where support has finished, the programme activities did not continue as had been planned:

> '…the CC did not continue in the same way initially set up; to our knowledge no reports (regular or otherwise) are sent currently to the woreda WYCA as used to be when the programme was operating in the kebele. We are not sure if a WTA is there; only an occasional visit by the EI expert.'

The current major barrier to sustainability of achievement is lack of government ownership at regional level. BOWCYA has said that it cannot sustain the approach currently used in ECMP, and that the approach is too expensive and intensive to replicate and roll out to other geographical areas. These issues are taken up in Sections 5 and 6, where recommendations are made for refinement to the ToC and options for Phase 4 of the programme are explored.

3.7 Conclusion from the Programme Assessment

ECMP is well-received both by communities and by government. In many cases, its progress towards outputs, in the current logframe, have outreached milestones and targets. The programme has also made considerable progress towards the DAC criteria of relevance, effectiveness and sustainability of achievements.

In spite of these successes, some changes to the programme approach and logframe are needed if outcomes and impacts are to be reached and sustained. We believe that the current programme results framework does not represent some vital areas of programme work and, also, is too heavily based on the completion of activities (as noted in the achievements under outputs, given above). Too much evidence is placed on proxy indicators of success (such as numbers of community facilitators trained) and there is no requirement to collect information on change. These issues are discussed further in section five, after an assessment of value for money, in Section 4.

Section Four: Value for Money

4.1 Introduction

The original business case for ECMP did not include a full economic appraisal of investing in the programme but estimated that it would be possible to end CM for at least 200,000 adolescent girls in the Amhara Region in Ethiopia, based on 2005 Demographic Health Survey (DHS) findings. After the programme had started, the 2011 DHS published data which showed much lower rates of early marriage in the programme target areas (and the Amhara region in general) than was assumed in the programme design.

A VFM assessment of ECMP was therefore commissioned to assess whether the programme was cost effective. This February 2014 VFM report is based on projections of CM, using 2011 DHS data and a detailed cost-benefit analysis (CBA) of resulting health and education impacts. The MTR presented a good opportunity to consider the assumptions made, and VFM assessment findings, in the light of qualitative evidence gathered for the MTR and early findings from the programme mid-line survey. In addition, we are able to provide some assessment of economy and efficiency from interviews conducted with ECMP staff and stakeholders and data from the ECMP Eleventh Quarterly Progress Report (July – September 2014).

4.2 Programme costs, benefits, cost-effectiveness and cost-efficiency

The question of whether ECMP has benefits greater than costs, logically comes prior to any question of cost-efficiency. If the programme does not have benefits greater than costs there is no point looking at cost-efficiency as the programme should not continue. Therefore, we begin with cost-benefit analysis (CBA) of ECMP.

4.2.1 February 2014 estimates of Avoided Early Marriages (EM)

The February 2014 VFM assessment estimates that ECMP will result in **37,500** avoided CMs (rather than the 200,000 in the original business case). This depends on two critical assumptions but, in general terms, the basis for the assessment is as follows[13]:

The 2011 DHS data reveals that:

- **The prevalence of early marriage fell rapidly in the five years to 2011, 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 under-15s assumed at the start 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%.

The CM estimate broadly requires four stages of analysis:

- Stage 1: Estimate the number of girls aged 10-18 living in the programme's target zones.
- Stage 2: Quantify the subset of the girl population that can be considered 'vulnerable' to early marriage at the beginning of the programme. (This calculation is based on past CM prevalence rates).

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[13] The following draws on the February 2014 VFM paper

- Stage 3: Estimate two scenarios for this 'vulnerable' population: the number of early marriages at the end of the programme without the programme (the control group); and the number of early marriages following programme implementation (treatment group). The CM estimate is the difference between CM in the treatment and control group. Two **critical questions** arise at this stage:
  - What % reduction in CM will ECMP achieve? At the start of the programme this is not known and the February 2014 paper **assumes** that ECMP will lead to a 50% reduction relative to the baseline (CM at the start of the project). **ECMP mid-line survey data and qualitative MTR evidence provide a means of testing whether this assumption is realistic**.
  - Will CM in the control group continue to fall as fast as it did from 2005 to 2011? This fall in CM has nothing to do with the programme and if it keeps falling as fast as it has been the difference between the treatment and control group will be smaller. Hence the reduction in CM from the programme will be smaller. **The February 2014 paper assumes that the fall in CM in the control group will slow down** (the 2005-11 trend suggests CM for girls aged 8-14 will fall by 50% relative to the baseline and by 25% for girls aged 15-18, whereas the February 2014 paper assumes CEM will fall by 33% and 15% respectively). Again, **ECMP mid-line survey data and qualitative MTR evidence provide a means of testing whether this assumption is realistic**.
- Stage 4: The difference made by the programme is calculated as the difference in early marriage outcomes between the control and treatment groups (explained in more detail in the table below).

The number of 15 year olds vulnerable to early marriage at the beginning of the programme is calculated by multiplying the prevalence rate for 15-year-olds as reported by the 2011 DHS (15%), with an estimate of the population of 15-year-old girls living in the target zones at the start of the programme (60,000), giving a figure of 9,000 15-year-old girls considered vulnerable to early marriage within the target zones.

The same calculation is then repeated for the end of the programme to calculate an estimate of how many girls are likely to have been subject to early marriage. This is calculated under two scenarios - control and treatment - using the two different CM rates described in the 'two critical questions' above.

The February 2014 paper notes that, if achieved, a reduction of 50% in CM incidence rates as a result of the programme, could be considered a significant achievement. Hence, consideration should be given to including CM incidence rate reduction as a log-frame indicator, in addition to the number of girls reached. A summary of the methodology reached to obtain the new target of 37,500 is presented in the table below.

Table 3: Summary Methodology to estimate change in CM as a result of ECMP

	Beginning of Programme	**End of Programme**
STAGE 1	**630,000**	**710,000**
Population of rural girls in the target zones	Source: 2007 Census data	Source and assumptions: Projections from 2007 Census data with adjustments made for population growth (4%); mortality rates; urban migration.
STAGE 2	**Baseline:**	**Control Area: (Assuming no action by the programme)**
Early Marriage Incidence Rates in target zones:	**15-18 year olds - 27%** Source and assumptions: reported	**15-18 year olds - 23%** **10-14 year olds - 5%** **All - 12.6%**

	2011 DHS data (averages presented here but calculations undertaken by year)	Source and assumptions: Rates at the beginning of programme adjusted for natural decline of CM (and rate of decline assumed to be slower than in previous years i.e. slowed down natural decline).
	10-14 year olds - 7% Source: *Extrapolations* from 2011 DHS data (averages presented here but calculations undertaken by year) **All – 15.8%**	**Treatment Area: (Following action by programme)** **15-18 year olds - 14%** **10-14 year olds - 3%** **All – 7.3%** Source and assumptions: baseline rates adjusted based on **assumption that Programme reduces CM incidence by approx. 50%**
STAGE 3 Number of girls vulnerable to early marriage	**Baseline: No of Girls Vulnerable to Early Marriage in Target Zones** **112,000** Calculation: CM incidence at beginning of programme x population of girls in target zones	**Control Area: (Assuming no action by the programme)** **No of girls married early (estimate):** **89,000** Calculation: CM incidence at end of programme (with adjusted natural decline in CM rate) x population of girls in target zones. **Delayed Marriages (Natural Reduction)** **23,000 i.e. (112,000 - 89,000)**
		Treatment Area: (Following action by programme) **No of girls married early (estimate)** **51,500** Calculation: CM incidence at end of programme (with assumption that programme reduces CM incidence by 50%) x population of girls in target zones. **Delayed Marriage (in Programme Zones)** **60,500 i.e. (112,000-51,500)**
STAGE 4: Programme Attribution	**FEB 2014 VFM TARGET** = Delays (Treatment) – Delays (Control) **37,500 =** (60,500-23,000)	

4.2.2 Testing the assumptions behind the 37,500 CM target using mid-line survey data

The mid-line survey is much smaller than the baseline survey and uses a sub-set of all baseline kebeles to ensure a matched sample of kebeles at baseline and mid-line.   At the time of writing, ECMP is working on refining and analysing the mid-line survey data and have only released a preliminary analysis. This makes it more difficult to answer the 'critical questions' raised in the sub-section above but we have some evidence with which to proceed[14].

In the table above, the assumption from the DHS 2011 at Stage 2 is that the rate of CM in the control group would fall to 12.6% by the end of the programme. However, mid-line data shows that it had already fallen to below 10% at the start of the programme. Using the 'ever married' definition (currently married, widowed, divorced, or separated + promised) we have the following from the mid-line survey.

Table 4: Mid-Line Survey Evidence on CM Incidence (Ever Married)

	Control	Treatment
Baseline	9.5%	10.7%
Midterm	10.7%	6.3%
Difference	1.1%	-4.4%
% change	11.8%	-41.3%

In order to use the mid-line survey results in the CBA we need to use the CM incidence by age and the actual population of girls in the ECMP control and treatment areas. These are only indicative as the mid-line survey does not have sufficient observations to produce statistically significant numbers of observations for each year of age. As the proportion of girls in the population in each age group differs from that in the mid-line survey, the weighted average CM incidence in the table below differs from that above.

Table 5: End of project projected CM incidence (ever married)

Age	Control based on midterm	Intensive treatment based on midterm	Expansion treatment based on midterm	ECMP (I+E) based on midterm	Intensive population	Expansion population
8	2%	0%	0%	0%	11,796	57,505
9	0%	0%	0%	0%	11,342	55,294
10	3%	3%	0%	1%	10,906	53,167
11	3%	0%	0%	0%	10,387	51,122
12	3%	5%	3%	3%	9,892	49,156
13	8%	7%	0%	1%	9,421	47,265
14	10%	0%	8%	7%	8,972	45,447
15	17%	5%	3%	3%	8,919	43,729
16	22%	9%	10%	10%	8,494	42,047

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[14] Based on data provided by ECMP as of 19 Jan 2014

17	23%	21%	12%	13%	8,090	40,430
18	23%	20%	13%	14%	7,705	38,875
Total	**9.4%**	**5.6%**	**3.9%**	**4.2%**		

Plugging this data into the VFM model used by Radhakrishnan and Wylde (2014) **we project a difference in CM between control and treatment areas as a result of ECMP of 37,000** as follows:

	Married girls at endline
1. Control - trend based on mid-line evidence	66,614
2. Treatment - trend based on mid-line	29,569
Delayed marriage due to ECMP (1 - 2)	**37,046**

This represents our best assessment of what the avoided CM target for the programme is at this stage. It is only marginally lower than the CM target used in the February 2014 base case (37,500). Given some margin for error and change over time we recommend keeping the 37,500 target.

4.2.3   Implications of adopting a Core kebele + model on the CM target

It is important to recognise that some changes the programme has made, and those proposed by the MTR, are likely to increase the number of avoided CM. Specifically:

- Bringing national organisations representing churches and mosques into the ECMP programme as implementing partners. While the primary objective is to add capacity within treatment areas, ECMP training materials will be used by these organisations more widely. ECMP will therefore *contribute* to reducing CM nationally but, at this stage, it is not possible to quantify this contribution.

- From the outset, the intention of ECMP has been to work through government institutions so that programme interventions that could be sustained. This MTR has identified that the intensive model is far too costly to be sustained by GoE (discussed further below, on sustainability). The expansion model is by and large affordable and will be part of the BoYWC approach to combating CM. Moreover, a new programme of support by UNICEF to GoE, to tackle CM in Amhara, provides an opportunity for ECMP to contribute to the region-wide approach taken by government in tackling CM. **We cannot yet say how widely materials or lessons from ECMP will be used, but it will be possible to monitor this over the next 18 months and it can be an indicator of success within the programme Logframe.**

- The Core Kebele + Diffusion/Expansion (CoreK+) model envisages a reallocation of resources in Phase IV of ECMP from the relatively costly intensive to relatively cheap diffusion/expansion approach. This will allow greater equity in the allocation of resources. To give an idea of the magnitude of change, consider that the ECMP cost/girl reached is 20-50 times greater in the intensive approach (depending on which costs are included). So loss of one 'intensive intervention' girl would finance at least 20 additional 'expansion intervention' girls. **Hence even if changes only affect the 20% of girls reached by the programme in Phase IV, the CM target will certainly exceed the February 2014 target of 37,500**.

4.2.4 Quantifying benefits from ECMP – health benefits

Girls who are not subject to CM gain from a number of benefits related to additional schooling (education) and delaying the age at first birth. The programme Theory of Change outlines a number of impacts on girls including:

1. Improved health outcomes for the girl herself.
2. Increased health outcomes for her children.
3. Returns to education for the girl herself, if the delay in marriage and child-rearing means she can increase the number of years of school she completes.
4. Increased empowerment.

Health and education benefits (1, 2 and 3 above) are quantified in the February 2014 VFM analysis. However, it was not possible to quantify the empowerment gains made by girls, nor the benefits of building institutional and human capital in government and Non-Governmental Organisations (NGOs) that are programme partners.

Health benefits for ECMP are calculated based on avoided mortality and morbidity**.** We concur with the methodology used in the February 2014 VFM review Annex 2 that draws on the empirical literature establishing the link between reductions in early marriage, adolescent pregnancy, and maternal and infant health. For completeness we re-state their basic assumptions and sources underlying the calculations:

- **Pregnancies Averted**: The percentage of girls starting childbearing by age is provided by the DHS 2011. It is also assumed that the incidence of childbearing will fall at the same rate as the incidence of marriage is expected to fall in the programme area (50%), since childbirth outside of marriage is extremely rare. This MTR review identified an inconsistency between the way in which 'pregnancies averted' are calculated in comparison with 'marriages averted', with the latter (rightly) incorporating the counterfactual whereas the former does not. In other words, the Feb 2014 data overestimated the number of pregnancies averted because it was calculated on the total population of girls in the programme area, rather than 'married' girls. **As a result, the authors of the Feb 2014 VFM review have undertaken additional analysis of the DHS** to get specific data on childbearing rates in the Amhara region (rather than national averages that were being used previously). As the incidence of childbearing in rural Amhara is higher than the national average this actually more than outweighs the mistake originally made. **Hence, the pregnancies averted figure is revised upwards**.
- **Maternal Mortality Ratio:** According to research from the UN cited in Save the Children (2004), teens are twice as likely to die in childbirth as women in their 20s. We therefore double the Maternal Mortality Ratio (MMR) for the general population (676/100000) and round up, to get 14/1,000 live births. So the MMR for the general population (676/100,000) is doubled and rounded up to 1400/100,000 (which leads to an MMR of 14/1,000 live births for under 20s).
- **MMR DALYS** is simply estimated by the number of years of life that are lost (55 years - age of girl).
- **The incidence of fistulas** is taken from the 2005 DHS (2005 latest available data), where 2% of girls aged 15-19 experienced fistula, out of 13.6% who had had at least one birth.
- **The Infant mortality rate of babies** born to mothers 20 and younger is 96/1000 live births according to DHS (2011).

The health benefits and hence number of Disease Adjusted Life Years (DALYS) that are projected to result from ECMP depends on the number of CMs avoided. Although the projected total number of marriages averted is similar using the mid-line survey data, there is a difference at each age and hence in pregnancies averted. As a result, there is an impact on pregnancies averted and therefore on health benefits as follows:

Table 6: ECMP Health Benefit Estimates

Assumed Outcomes	Feb 2014	Revised Jan 2015	Feb 2014	Revised Jan 2015
Total Marriages averted (new target)	*37,487*	*37,046*		
Pregnancies averted (assumed 50% reduction in incidence in line with CM incidence reduction in programme areas)	*7,846*	*9,300*		
Quantified Benefits (Health)			**DALYS**	**DALYS**
Maternal deaths averted	110	130	4,151	4,925
Fistulas averted	1,154	1,368	18,748	22,245
Infant deaths averted	753	893	41,425	49,102
TOTAL DALYs Averted			**64,323**	**76,272**
Total DALYs (£) / Total Health Savings (£) (Undiscounted)	£22.6m	£26.8m		
Cost per DALY averted (£)	**£151** (52% of GNI per capita - 2014)	**£125** (42% of GNI per capita 2014)		

By convention, DALYS are valued at Gross Domestic Product (GDP)/capita or Gross National Income (GNI)/capita. There are a number of ethical and practical concerns surrounding this type of valuation[15]. For the purpose of this MTR we simply note that the Feb 2014 VFM approach is relatively conservative in choosing the value to place on a DALY by taking a human-capital rather than preference-elicitation method and using GNI/capita rather than the higher GDP/capita option. For Ethiopia as a whole the 2014 GNI per capita was £292. **With the number of averted CM (37,000) based on the midterm survey and the corrections made to the pregnancies averted figure we have an estimated £26.8 million of health benefits and the health benefits/beneficiary of £125 is significantly below GNI/capita – one international measure of cost-effectiveness** - see Shillcutt et *al. (2009)*. As shown below, health benefits account for the large majority of total quantified benefits.

4.2.5   Quantifying benefits from ECMP – education benefits

The Feb 2014 VFM analysis makes the following assumptions:

- Only half of the girls whose marriages are delayed by a year increase their schooling by one year instead. (Many girls will actually delay marriage by more than one year, but we cannot measure each additional year in this model).
- Agricultural wage rates are used for women, which will be the lowest amongst possible employment opportunities, as these are the most relevant and realistic.
- A 10% return on an additional year of schooling is also assumed since the data for rural primary level for women's return is especially lacking.
- Benefits begin to accrue once girls are 18, so the model captures the fact that girls in the programme who are currently 10 years old will not accrue benefits for another decade.

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[15] See for example: Shillcutt, Samuel D. et al. "Cost-Effectiveness in Low- and Middle-Income Countries: A Review of the Debates Surrounding Decision Rules." *PharmacoEconomics* 27.11 (2009): 903–917. *PMC*. Web. 19 Jan. 2015.

The assumptions appear reasonable with the exception of the return to education. A comprehensive review of the literature by Montenegro and Patrinos (2013) identifies a 13.4% return to an additional year of primary schooling in sub-Saharan Africa[16]. **This raises estimated educational benefits significantly – to £8.1m** but they remain small relative to health benefits.

Table 7: ECMP Education Benefit Estimates

	Feb 2014	Revised Jan 2015
No Marriages averted (new target)	37,500	37,046
No of girls whose wage earnings will increase	18,700	18,523
Rate of return to an additional year of schooling	10%	13.4%
Total Education Benefits (£) (Undiscounted) (Total value of additional year of schooling for girls)	**6,162,465**	**8,101,400**

4.3   Programme costs and cost:benefit ratio

We have used virtually the same programme cost figure of £9,654,775 (undiscounted) as used in the February 2014 VFM study. Based on data provided by DFID and the VFM study we have:

Costs, GBP, nominal	Total
Inception/Design	£572,766
Programme Implementation	£8,627,183
Independent Evaluation & Verification	£200,209
Technical Assistant to MoWCYA	£109,150
30% share of DFID Advisor & Programme Officer over 5 years	£56,402
Total Costs (Undiscounted)	**£9,565,710**

4.3.1   Estimating a discounted benefit-cost ratio

Radhakrishnan and Wylde (2014) assume that health and education benefits rise in line with inflation (projected to be 8% per annum from 2015 onwards). This is rather conservative as we expect real increases in GNI and agricultural wages and omitting this will tend to understate ECMP benefits. However, the Feb 2014 VFM analysis also uses a nominal discount rate of 12% so benefits are actually discounted at 4% in real terms (12% minus 8%). This is broadly consistent with HM Treasury advice to use a discount rate of 3.5%[17].

Costs are discounted at the full 12% rate which will tend to understate ECMP costs relative to benefits. In practice though, the effect of discounting on costs is small as it only occurs over four years of programme life.

As the Figure below shows, the revised benefits estimates and midline survey data on CM decline, indicate an increase in discounted benefits and that discounted benefits are significantly greater than discounted costs The benefit:cost ratio is 2.6 compared with the February 2014 VFM B:C ratio of 2.2. Note that cost/girl below refers to all girls reached by ECMP not just avoided CM.

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[16] Montenegro, Claudio E. and Patrinos, Harry A. (2013), "Returns to Schooling Around the World", Background paper to the 2013 WDR, The World Bank, Washington DC

[17] https://www.gov.uk/government/publications/green-book-supplementary-guidance-discounting

Figure 2: ECMP discounted costs and benefits per girl (intensive + expansion)
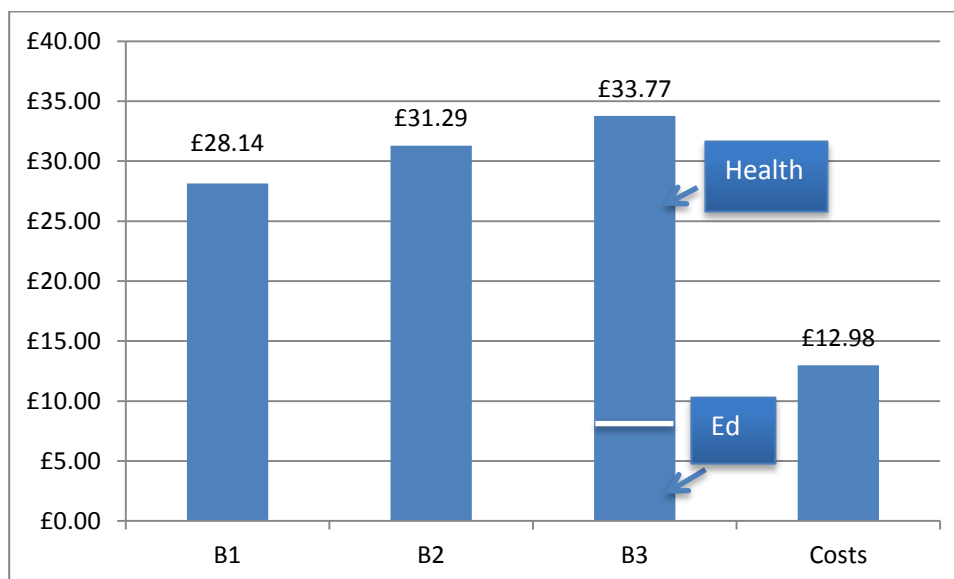
Key:

B1 = Feb 2014 base case, 37,500 CM

B2 = Feb 2014 base case, 37,500 CM, corrected pregnancy estimates

B3 = Jan 2015, 37,000 CM, corrected pregnancy estimates, 13% annual return to schooling

As we estimate that the discounted programme benefits are more than twice discounted costs using data from the midterm survey and conservative assumptions, the ECMP model is very likely to produce VFM. Moreover, the refinements to the ECMP model that we discuss in this MTR involve low-cost actions to improve programme effectiveness and hence increase VFM.

4.3.2   Cost-effectiveness

As a result of using quantified economic benefits, cost benefit analysis (CBA) draws on a richer source of evidence than cost-effectiveness analysis (CEA). Where CBA is feasible, UK Government guidance is to use it rather than CEA[18]. This is important because the February 2014 VFM report compares ECMP unit costs per avoided CM with that from broadly similar programmes. With a lower number of avoided CMs, the unit costs of avoiding each CM will rise and ECMP will appear relatively expensive. However, this is misleading because it ignores the very high benefits/avoided CM ratio. CBA captures both the treatment costs *and* benefits.

It is much more useful to consider the relative unit costs associated with the two ECMP treatment models: intensive and expansion. The ISP reporting on spend by programme component (Annex 7, ECMP Quarterly Report 11) is based on *actual* spend to end September 2014 but *projected* numbers of girls reached, that are fixed until the end of Phase 2 (end of December 2014). Hence **we have to be cautious**

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[18] HM Treasury, The Green Book, 2013, p3

when looking at changes in cost/girl reached as additional costs may still be incurred in Phase 2 to arrive at the projected numbers of girls reached. Nonetheless, we highlight the following indicators using QR 11 data:

Table 8: Costs of intensive and expansion models

	Budget	To 30th Sept 2014
Total Spend (Community Conversations + School-based Activities) Intensive	£1,871,614	£691,161
Total Spend (Community Conversations + School-based Activities) Expansion	£422,451	£69,729
No of girls in programme area - Intensive (population model)	105,923	56,910
No of girls by programme area - Expansion (population model)	524,038	281,555
Total spend per girl - Intensive	£17.67	£12.14
Total spend per girl - Expansion	£0.81	£0.25

Source: Annex 7 ECMP Q11 report

It is important to note that technical assistance (TA) costs that are specific to community conversations and school-based activities are included above but cross-component TA is not.

The most comprehensive data available on programme costs at the time of writing (Quarterly Report 11) show that r**eaching girls via Community-Based Programmes (Component 1 + Component 2 Media activities) costs nearly 50 times more using the intensive than expansion intervention (£12.14/girl versus £0.25/girl)**. This reflects the higher cost of the intensive approach (approximately 10x) and the smaller coverage of the intensive approach (approximately 5x)[19].

Can this cost difference be justified in terms of effectiveness? At the time of writing we only have preliminary data from the ECMP mid-line survey. This has been revised since the AR presentation in December 2014 and the conclusions are quite different. The conclusions do depend on which definition of marriage is used:

1) Currently married + promised; or
2) Ever married (currently married, widowed, divorced, or separated + promised).

The weakness with definition 1) is that some girls will have experienced CM and subsequently become divorced. Consequently, this measure of change will overstate the reduction of CM in control areas as some girls will have been married and are now divorced. **As our focus is on whether CM has taken place (whether or not a girl is currently married) we would argue that definition 2 (ever married) is most appropriate.**

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[19] The 2014 DFID Annual Review excluded TA costs in order to compare 2013 and 2014 data but even so the cost/girl with the intensive approach was 21 times higher than for the expansion model (approximately £5.30/girl Vs £0.25/girl).

Figure 3: ECMP treatment Vs control (ever married + promised)
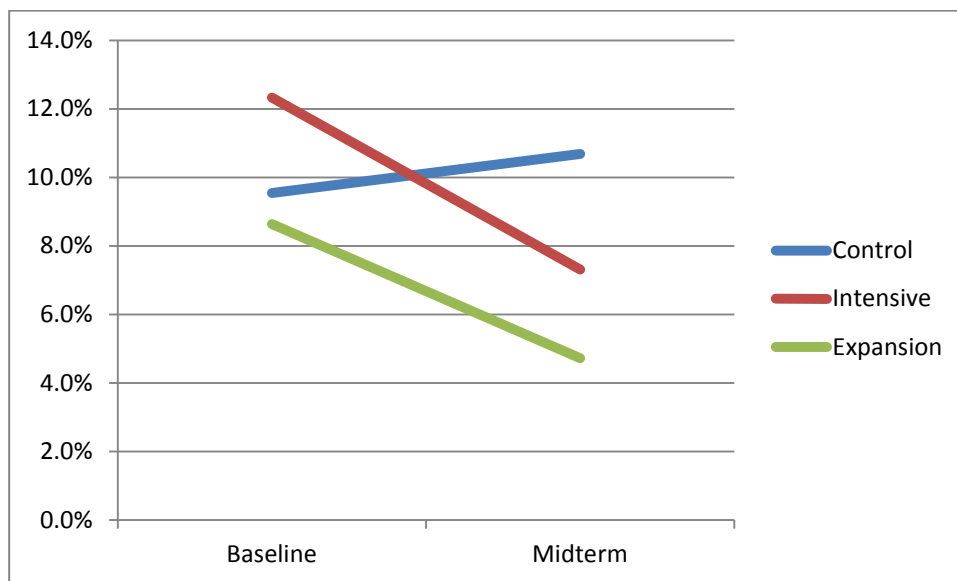
Figure 4: ECMP treatment Vs control (currently married + promised)
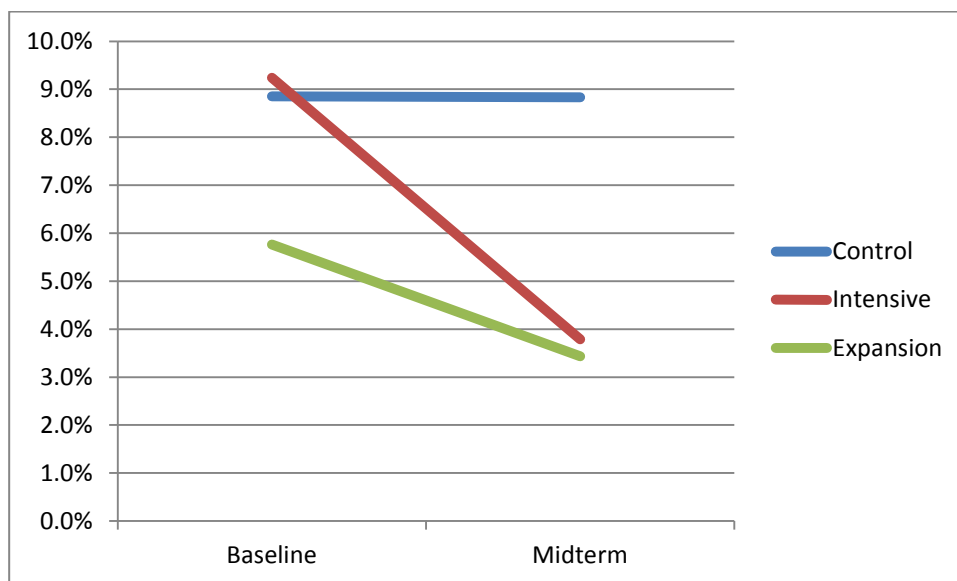
Source: Wylde (2015) analysis of ECMP mid-line survey data

For ever married + promised, both intensive and expansion treatments result in statistically significant reductions in CM (95% level) relative to the control. The reduction is 7% for intensive and 6% in expansion areas.

For currently married + promised, the overall CM difference-in-difference estimator is significant at the 95% level **only** for intensive areas. This result accords with the views of the Woreda Technical Assistants (WTAs) at the AR workshop in November 2014.

Why is there a difference between the two measures of marriage? We know that the ever married + promised group of girls includes girls who have married early and then divorced or separated. These girls are unlikely to be in school and will be relatively difficult to reach. Hence we suggest that these girls are much less likely to see the advantages of the intensive approach.

Qualitative evidence from the I+EV team, from two kebeles, on the effectiveness of intensive versus expansion approaches (discussed elsewhere in this report) appears to contradict qualitative findings reported by JaRco in two other kebeles. However, it now seems that this may reflect a higher number of divorced or separated girls in the areas visited by the I+EV team or more success in capturing their voices.

4.3.3 Cost Efficiency and Cost Drivers

Component 1 is by far the largest component of ECMP total spend accounting for 50% at the end of September 2014. Within this, cross-cutting technical assistance (TA) is the largest cost driver (35% of total component 1 spend). The ISP only begun breaking out TA expenditure by programme component in 2014 but it is possible to derive the following data (lighter font signifies estimates) from ISP reports.

There has been a significant increase in spend across all activities since 2013 but the acceleration of Economic Incentives sub-component is particularly notable.

Table 9: Costs within programme components

	Expenditure to 31 Sept 2013	Expenditure to 31 Sept 2014
Total component 1, Community level programme	*£525,021*	£2,067,285
Component 1 - Crosscutting Direct Technical Assistance	*£95,776*	£272,484
Community Conversations - Crosscutting Direct Technical Assistance	*£139,507*	£396,900
Community Conversations - Preparatory activities	£0	£4,340
Community Conversations - Intensive program	£85,440	£201,927
Community Conversations - Expansion program	£29,955	£59,535
Mass Media Support	£0	£454
School-based Activities - Preparatory activities	£955	£955
School-based Activities - Intensive program	£40,443	£104,285
School-based Activities - Expansion program	£0	£10,194
School-based Activities - Crosscutting Direct Technical Assistance	*£131,388*	£373,800
Economic Incentives - School materials support	£0	£46,532
Economic Incentives - Revolving fund support	£0	£459,682
Economic Incentives - Crosscutting Direct Technical Assistance	£0	£83,675
Running Cost of Economic Incentives Programme	£1,557	£52,522
Total cross-cutting technical assistance within component 1	*£227,163*	£729,959

The ISP reporting on spend by programme component (Annex 7, EMCP Quarterly Report 11) is based on actual spend to end September 2014 but projected numbers of girls reached that are fixed until the end of Phase 2 (end of December 2014). Hence we have to be cautious when looking at changes in cost/girl reached as additional costs may still be incurred in Phase 2 to reach the projected numbers of girls reached. Nonetheless, the following cost-efficiency indicators suggest that unit costs are coming in some way below budget and are falling over time. Given the structure of the contract agreed by DFID and the ISP, savings against budget are retained by the ISP. However any changes to the programme agreed by the Steering Committee following this MTR may have budgetary implications and this provides an opportunity to potentially utilise these savings.

Table 10: Selected cost indicators against budget and over time

Efficiency Indicators	Budget	Cost 2013	Cost 2014
Cost to train one CC Facilitator (intensive areas)	ETB 6,816 / £215.03	n/a	ETB 2,670 / £84.24
Spend per school club member (intensive)	ETB 134 / £4.31	n/a	ETB 75.00/ £2.37
Cost per CC meeting/session	ETB 2250 / £71.00	ETB 1965.4/£62.00	ETB 1616.7/ £51.00

4.3.4 Summary VFM statement

We find that the programme continues to represent good value for money, with benefits being more than twice as high as costs (the discounted benefit to cost ratio is 2.6). Moreover, the refinements to the ECMP model that we discuss in this MTR involve low-cost actions to improve programme effectiveness and sustainability and hence increase VFM.

 Key cost-efficiency indicators suggest that unit costs are coming in some way below budget and are falling over time. Given the structure of the contract agreed by DFID and the ISP, savings against budget are retained by the ISP. However any changes to the programme agreed by the Steering Committee following this MTR may have budgetary implications and this provides an opportunity to potentially utilise these savings.

4.4 Sustainability

The CBA is estimated for costs incurred during, and benefits generated by, the programme intervention. Benefits are seen beyond the life of the programme but these reflect longer-term gains made by girls whose marriage has been delayed within the life of the programme. That is to say that estimated economic benefits exceed costs if we simply consider what happens to girls directly affected by ECMP during the programme life. Yet this programme aspires to generate learning that can be used to reduce CM in Amhara, and by GoE more widely, and will only be considered truly successful if it produces sustainable results.

At a cost of £12.14/girl, the intensive approach is far too expensive for GoE to afford. Even without the international TA component (approximately 50%) it is unaffordable. The expansion approach is far cheaper (£0.25/girl) but using the measure of current + promised marriage, the midline evidence suggests limited impact (although this is not the case for "ever married + promised").

These findings suggest that going forward ECMP should be looking to develop a model that:

- **Draws on elements of the intensive approach that qualitative findings suggest have worked well and that can be incorporated at low cost;**
- **Adds value at low cost to the current expansion model.**

Specific changes are discussed in the Core Kebele + Diffusion/Expansion model outlined in Section 6.   This model includes a new programme activity (identifying the main intermarriage areas for treatment kebeles and ensuring these are included in the diffusion process) and some activities that ECMP are already developing (greater use of support from religious organisations; disseminating existing school club materials more widely and coherence with the new UNICEF-funded CM programme in Amhara). These interventions are very likely to increase programme cost-effectiveness and sustainability and should be captured by the revised Logframe output indicators and milestones.

The mid-line survey findings have some further implications for sustainability and cost-effectiveness. This is because CM was much higher in intensive than expansion kebeles and has only now fallen to a similar level. Our concern is that it may be much easier to influence the 'relatively easy to reach' parents and girls in order to go from 9% CM to 4% CM than it is to go below 4% CM. That is to say, different strategies are needed to reach out of school or otherwise hard to reach girls (who make up a larger proportion of the remaining 4% CM) than those strategies developed so far.

ECMP was not designed to focus on this group of girls but if the programme can start to undertake effective qualitative research (that is required more generally) it has the opportunity to generate important learning that will help GoE take the incidence of CM below 4%. It should also be possible to pilot specific interventions, based on this learning, within the remaining lifetime of the programme.

Section Five: Theory of Change and Results Framework

In this section we look at how the growing global evidence base is now shaping Theories of Change (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.

5.1   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 will 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 equity[20].

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 2025[21]. 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

1) 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:

a) Tipping points may be reached through structured diffusion of beliefs and attitudes about norm change[22]; 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).

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. Even though the diffusion model has not yet been

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[20] See, for example, Crawford, S. (2013, 2014)
[21] See, Mackie, G., Moneti, F., Denny, E. and Shakya, H. (2012)
[22] See, for example, the Tostan approach to Community Empowerment www.Tostan.org

rigorously used in ECMP, there is some evidence of 'dilution', the mid-line 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.

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 boundaried. 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 areas[23]. 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 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.[24]. 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.

5.2   A 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

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[23] Population Council had worked in the control woreda visited between 2008 -2013, to end CM.
[24] Malhotra, A., Warner A., (2011) Solutions to End CM: What the Evidence Shows, ICRW, (icrw.org/childmarriage)

focused) are working in coordination that we can be hopeful that efforts to end FGM/C will be successful, and that gains made will be sustained over time.

Figure 5: Co-ordinated Action to End FGM/C
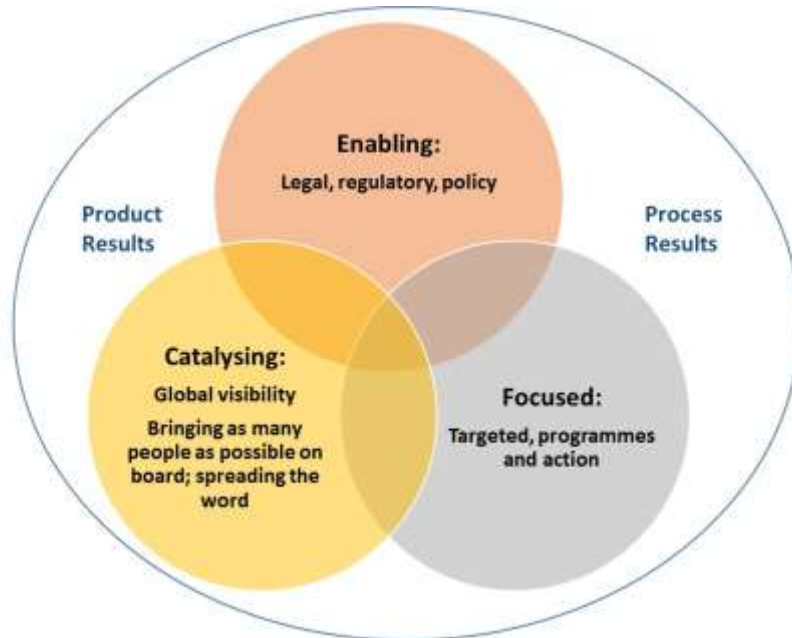
It is in the area of overlap between enabling, catalysing and focused action that successes in ending CM can be reached.

5.2.1 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) <u>all</u> interventions are highly context-related b) all the factors above are addressed I some way and c) synergies can be built between the range of actors working on these social change factors.

5.3   Implications for the ECMP Theory of Change

In this sub-section, refinements to the ToC are proposed. It is important to note that these are <u>not</u> fundamental changes away from the original ECMP ToC, but changes in approach.

The emphasis underlying the ECMP ToC is on:

Scalability: that the concept of change, modelled in ECMP, will be capable of scale up and scale out – replication throughout the country

Sustainability: that not only the approach, but the results gained, will be sustainable over time

Ownership: that both scalability ad sustainability depend of full, long-term commitment and ownership by government.

Underlying this, is the (increasingly evidence-based) hypothesis that education and increased years of girls' schooling are indicators of reduction in CM.

In addition to this, ECMP has now developed a Vision – with girls at the centre:

'That young people, families, communities, religious leaders and governments are empowered to end CM.'

Figure 6: ECMP Vision
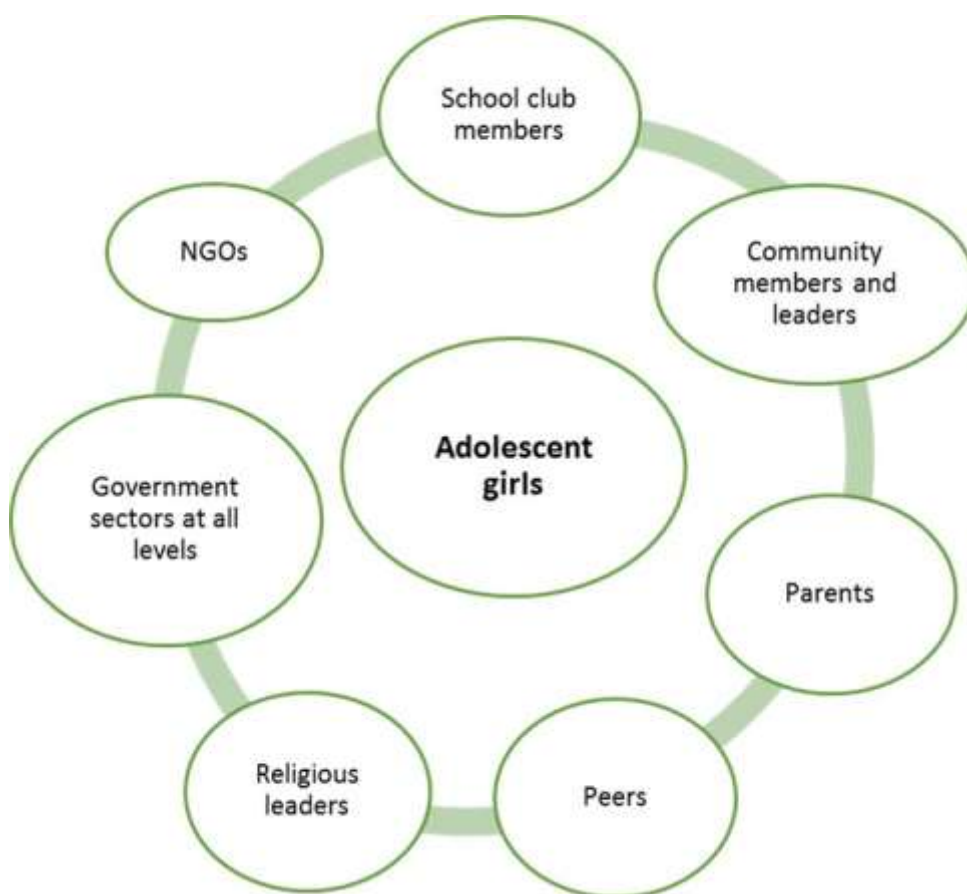
The current ToC identifies three areas (from Output to Outcome in the results framework) in which change needs to happen:

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 current log-frame, have been designed to effect change in these three areas. They are in line with the elements of the holistic approach outlined in 5.2.1, above, and some of the factors listed in 5.2.2. However, experience is showing 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)
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 <u>and</u> 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 need 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.

5.4 Description of the ECMP Theory of Change

The following diagram shows suggestions for an integrated Theory of Change 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 an d 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. The 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 BOWCYA 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.

5.5 The Log-frame

The current 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 does need 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 change[25]. 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 is 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.

The current 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 does need to reflect all aspects of the ToC. Because the programme is about social norm change and social change, the need for the log-frame to be set at a 'high' level and to be strategy-based (rather than activity-based) is very strong. We believe that this means that it has to reflect:

- Change is 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.

Suggestions for changes to the log-frame are given below and relate to outputs. The number of outputs has been reduced to four which cover different aspects of the holistic approach.   The outputs which have been removed, and many of the indicators in the current log-frame, might then become milestones and targets within the revised one. These are to be set by ECMP after final agreement on the log-frame.

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[25]See, for example UNFPA (2013), Crawford, S. (2013), Mackie, G. et al (2012)

SUGGESTIONS FOR LOGFRAME REVISION, WITH EXPLANATIONS

IMPACT	INDICATOR	EXPLANATION
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	% of women age 20-24 who gave birth by the exact age of 18 in the Amhara region	Unchanged
	Impact Indicator 2	
	% 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	Unchanged
	Impact Indicator 3	
	% of girls who successfully negotiate the age at which they would like to get married (legally)	This is now one of the global messages on ECM. It relates to output 1 but is an impact from it. It is an impact rather than an output under programme control as many factors have an influence on this.
OUTCOME	**Outcome Indicator 1**	
37,500 girls in East and West Gojam delay marriage between 2012 and 2016 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	Unchanged
	Outcome Indicator 2	
	Percentage of girls age 15-18 first married by the exact age of 15	Unchanged
	Outcome Indicator 3	
	ECM activities are integrated into Amhara regional government annual plan and resources (in terms of staff and/or budget line items) are allocated	Unchanged

SUGGESTIONS FOR LOGFRAME REVISIONS, WITH EXPLANATIONS

OUTPUT 1	Output Indicator 1.1	EXPLANATION
Girls and boys, parents, teachers, peer facilitators and community leaders are empowered to raise their voices for ending child marriage	Number of local organisations (WA, 'edirs, faith-based organisations) implementing and monitoring end child marriage interventions , supported by local government/ administration	This output addresses catalytic and focused action, and strengthening the enabling environment at the community level. It is about changing "hearts and minds", which need to change as a step to social norm change. It involves all the activities carried out at community-levels, but places a new emphasis (1.1) on existing CBOs and linking them (more) into the government structures. Indicator 1.2 is about girls expressing confidence (this leads into the outcome indicator about successful negotiation). This is girls-at-the-centre and is about increasing girls' social assets. Simple qualitative tools can be used to measure confidence, as can organised stories.
	Output Indicator 1.2	
	Level of girls' confidence that they will marry when they choose to, as adults.	1.3 Assumes that the diffusion approach will be strongly taken up in ECMP. The fact that diffusion happens implies that people, themselves (and including young people), are using their voices.
	Output Indicator 1.3	
	Number of kebeles carrying out diffusion	
IMPACT WEIGHTING (%)		
45%		The impact weighting of 45% is based on the understanding that enabling, catalysing and focused activities all have to work together to promote change. Therefore, whilst change "on the ground" is the most important, it has to be balanced with change in governance (through government offices and civil society organisations)
OUTPUT 2	**Output Indicator 2.1**	**EXPLANATION**
Equitable economic incentives to households in pilot area, targeted on context need analysis, delivered	Number of beneficiary households receiving support through the Economic Incentives revolving fund	The output wording and emphasis has been changed to reflect the need to target incentives. To date, the number of incentives has been fixed so that it is the same in each woreda – this does not reflect actual need (a relatively well-off woreda receives the same as a relatively poor one). We believe (SEE Inception Report, AR 2014 and this MTR) that incentives should be targeted more closely to
	Output Indicator 2.2	

	Number of girls receiving material support (re)-entering schools	actual need. Indicator 2.1 shows that this has been carried out and incentive received. Indicator 2.2 shows the immediate effect (it is not an outcome indicator because it only shows that girls are going to school – not the result of schooling)
IMPACT WEIGHTING (%)		
5%		The output is very important, to increase equity but we believe that it is a part of the whole community approach (and brings community-level approaches to a total 50% weighting
OUTPUT 3	**Output Indicator 3.1**	**EXPLANATION**
Government ownership of ECMP established with increased capacity to design, manage and monitor end child marriage programmes and coordinate all actors	Number of multi-stakeholder meetings on ECM chaired by BOWCYA	This output addresses the institutional side of strengthening the enabling environment. It is about capacity strengthening and mentoring support. This is a fundamental part of the change process. The success of ECM depends on government ability to own and take forward ECM action. This has to be evidenced during the lifetime of the programme if the outcome indicator of embedding ECM in regional planning is to be met.
	Output Indicator 3.2	
	Level of HTP committees' functioning	Indicator 3.1 shows that BOWCYA is taking an active, leadership role in coordinating ECM efforts. Indicator 3.2 shows the HTP committees are working properly – with Task Forces (this is a milestone target) liking into CBOs at community level and feeding into BOWYCA at regional level. Indicator 3.3 builds on the situation where one woreda has embedded ECM into its yearly plan.
	Output Indicator 3.3	
	Number of woreda-level plans including ECM budget lines	
IMPACT WIEGHTING %		
30%		The impact weighting of 30% shows that institutionalising the approach and embedding ECM in government structures is vital.
OUTPUT 4	**Output Indicator 4.1**	**EXPLANATION**
Solid evidence base on ECM programme effectiveness and value for money established and disseminated (using sustainable M&E and lesson-learning systems which reflect all aspects of ECM	Number of woreda government offices which are reporting on time to the WYCA using the programme reporting format and the programme MIS database	This output reflects the increased emphasis on lesson-learning in ECMP. It also acknowledges the importance of catalytic action and social change communication (SCC) in ending HTPs (see, for example, the Towards Ending FGM/C in Africa and Beyond programme). To reach Indicator 4.1, ECMP will need to invest more in ensuring that the M&E systems are user-friendly, and qualitative as well as quantitative (see Inception Report, AR 2014, and this MTR).
	Output Indicator 4.2	

social norm change)	Use of Value for money assessments in ECM planning at regional level	This will involve ongoing mentoring as well as training. Indicator 4.2 implies that vfm is being used as part of the evidence which informs planning and that learning on the value of different components of work is being used effectively. Indicator 4.3 related to information sharing beyond E and W Gojam. By the end of the programme period SCC information and understanding needs to have reached more widely (and into control areas). It is very hard to get attribution for this – because of the crowding in of actors, reach of state media etc. but it is an important measure of trends towards social norm change.
	Output Indicator 4.3	
	Level of public awareness on ECM across Amhara	
IMPACT WEIGHTING (%)		
15%		The 15% weighting reflects increased importance given to learning and SCC (as does the recommendation to make Communications a separate role in the staffing structure).

Section Six: Key Revisions and Options for Phase Four

In this section, we examine key revisions for moving towards a fully sustainable approach and development of and end-of-programme exit strategy. We also outline the Options available for rolling out Phase 4 of ECMP.

6.1 Supporting government ownership

6.1.1 How to embed ECMP in BOWYCA

The most crucial issue over the remaining programme period, is **to strengthen government ownership of the programme, at all levels, and especially at the region**. As the programme progresses, it is important to optimise the efficacy of the programme structures and systems already developed, yet refine them, and incrementally increase direct management of the programme by BOWYCA. Unless this is done, there will be no sustainability in the approach and no possibility for government to replicate, scale-up or scale-out.

It is easy, with hindsight, to suggest that the programme would have benefited from management, from the outset, by a Programme Implementation Unit (PIU), situated in BOWYCA. The PIU would have been supported by Technical Assistance (TA) <u>directly</u> to BOWYCA, and with inputs at zonal and national levels. A full complement of dedicated ministry staff would have been expected. This would strongly have supported the programme aim of creating an approach which could be institutionalised within regional government policy and practice to end CM. It is not feasible to change the governance arrangements to this extent now, but it is possible to a)push for dedicated staff within BOWCYA and b) support the establishment and functioning of a proper coordination mechanism, run by BOWCYA, for all ECM activities in the region.

In the current situation, the programme runs "at a distance" from BOWYCA. Day-to-day management is separate from the bureau and a considerable amount of management information is still held in London, with decisions being made there, rather than in-country. The issue of the need for regulation and oversight from the ISP in London is well-acknowledged. However, there is a delicate balance between ensuring this, and opening out management of the programme so that BOWYCA can increasingly take control. At present, there appears to be a stalemate: the ISP management and other staff feel that it is hard to promote further ownership by BOWYCA and BOWYCA – having a full workload of other programmes – find it hard to enter fully into ECMP management and decision-making systems.

6.1.2   A Unified Plan

The situation needs to change. BOWCYA now own both the ECMP and the new UNICEF programme on ending CM throughout Amhara. It is likely that there will be a crowding-in of actors as donors and agencies work to support the GoE in its July 2104 commitments to ending CM and FGM/C. This means that there needs to be a strong, detailed and unified plan for ending FGM/C, owned and fully coordinated by BOWCYA. The plan will be managed through the BOWCYA offices, with regular monitoring to ensure that all actors are working to plan, and reporting on progress.

6.1.3   Monitoring and Evaluation

As noted in section three, there is a strong need to strengthen all aspects of monitoring and evaluation. The evidence base is not yet being built up as planned. The IV+E IR noted that capacity to implement monitoring (and evaluation) plans is not yet embedded throughout government at all levels. It remains the opinion of the IV+E team that this capacity will not be adequately strengthened unless there is **effective, on-going mentoring of staff, at all levels, involved in the collection, recording and dissemination of data**. This many require extended support to BOWCYA, beyond training and M&E system set up. ECMP M&E staff may need to be located within the Ministry (with regular and frequent visits to woreda and kebele levels) in order to ensure that M&E systems are fully institutionalised.

There is a need for expansion of both quantitative and qualitative data. At present, and as noted in the IV+E IR, the lack of qualitative indicators within the ECMP logframe means that there is no compelling reason to ensure systematised collection of qualitative data. Qualitative data are a pre-requisite for measurement and assessment of steps towards realisation of rights, change in social norms and social change. Qualitative data do exist – where they have been included as anecdotes in programme recording – but they are not systematised or organised. They are, therefore, difficult to access and use. Qualitative data collection needs to be standardised and organised. A considerable amount of qualitative data is being amassed on a day-to-day basis – but it is not accessible. Organising the less formalised, qualitative data collected, would allow the programme to assess and analyse intangible gains (such as increase in self-esteem, change in power relationships etc.). Use of filters on organised data would facilitate assessment of outcome, outputs and indicators in a revised logframe which includes qualitative indicators and milestones. Without this kind of organisation, much of what the programme achieves may not be recognised as a contribution towards outcome and impact. Use of a simple computer programme (such as Excel), could organise qualitative data thematically and mean that it can more readily be used for on-going monitoring and final evaluation of programme progress and achievements. We recommend that this system is put in place, and that all relevant stakeholders gain the capacity to use it, and do so.

6.2   Phase Four Options

The options are based on:

a) Discussions with the ECMP team.
b) Consultation and qualitative fieldwork carried out for the Annual review and Mid-term Review (Autumn 2014) carried out by the IV+E team.
c) Results from the internal ECMP mid-line survey carried out by JaRCo (available in January 2014).
d) Recommendations arising from the 2-day MTR feedback workshop held with government, ECMP staff and key partners , in Bahir Dar in December 2014.

6.2.1   Key MTR Issues

The AR and MTR found that, although the programme is working well and there appear to be many successes in terms of progress in the results framework, there are also high risks (see section Briefing Sheet and Section seven). Key issues arising from these enquiries included:

1) Government has strong commitment to the programme, especially at zonal and district level, but there is still insufficient regional government ownership in management and decision-making within the programme
2) Interventions to strengthen Government capacities for management, monitoring and evaluation need to be further intensified (at regional and district levels particularly)

3) The current Intensive-Expansion model is too expensive: government will not be able to take it up in national policy and practice
4) The original model included diffusion (from intensive to expansion kebeles, and between expansion kebeles). However, in practice, diffusion has been haphazard and is not based on knowledge of marriage patterns
5) The current model makes little/no use of existing community-based or institutional organisations. At community level it is reliant on an expensive model of Community Conversations (CCs), set up by the programme, to stimulate change in ideas and practices amongst adults in Intensive kebeles, and a cheaper model of Community Dialogues in Expansion kebeles. At institutional levels, it has forged partnerships with organisations such as ALCEM, but could move further to harmonise work with, for example, with the Community Care Coalition (CCC), run through BOWYCA, for vulnerable communities. CCC have coverage across almost 90% of Amhara.
6) Demographically, the current intensive-expansion model is inequitable. In each woreda, regardless of the number of kebeles and the population size, four intensive kebeles have been chosen (on the basis of high known incidence of CM).
7) Without the Economic Incentives programme, with distribution of materials to support the poorest girls in attending schools, there are no concentrated efforts to reach out of school girls
8) Comparing qualitative and quantitative data, there is inconclusive evidence on:
   a) The extent to which working intensively produces better results than working extensively (or not) in terms of Community Conversations versus Community Dialogue
   b) The relative benefits (or not) of investing in media equipment etc. for intensive schools
   c) What set of programme interventions is essential to promote change, and which interventions are desirable rather than essential

6.2.2 Community Conversations versus Community Dialogues

Community Conversations and Community Dialogues involve the set-up of new groups within the communities. These groups hold conversations around CM and related issues, such as FGM/C and other HTPs. In intensive kebeles, all villages are covered by community conversations. This means there could be up to five, different CC groups per kebele, with Community Facilitators. In expansion kebeles, only one CD group is set up. This explains why the Intensive CC model is ten times more expensive than the Expansion CD model (to end September 2014, total spend on CCs was £691,161.00 an on CDs, £69,729.00). The mid-line survey suggests that the Intensive kebeles are promoting more change than the expansion, and Community Facilitators, and others, consulted in the expansion areas visited (verifications and MTR survey) said that more conversation groups are needed to reach the whole kebele. But, whilst the conversation, itself, is important, cost, imposition of an external approach, and lack of sustainability, are the main reasons why we do not think that CCs are best continued in the present format. We give solutions under Option 4 (the preferred option, below).

6.2.3 Schools and school clubs

The work of school clubs is inherently sustainable, as all school students in Ethiopia are supposed to be part of a school club. Work with adolescents elsewhere[26] is showing the importance of providing girls with a "safe space" where they can discuss and learn about issues which will improve and increase their social, health and economic assets. These safe meeting spaces may be "virtual" (i.e. they may move from place to place), but they create a space in which girls can develop friendships and learn about themselves and others, under the guidance of young adult women:

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[26] For example, the DFID and Girl Hub/Nike supported 12+ programme in Rwanda

Box 6: The 12+ Programme in Rwanda

The overall aim of the 12+ programme is to empower 112,000 10-12 year old girls in Rwanda, over a period of 3.5 years (2012 – 2016). The expected programme results are: increased self-esteem amongst girls participating in the programme; improvements in the social, health and economic assets of 112,000 girls (all 10-12 year old girls in Rwanda), including friendships, increased knowledge on Sexual and Reproductive Health and HIV), delayed sexual debut, knowledge on money and saving; support for girls' participation in the programme across the communities; less tolerance, amongst girls, for gender based violence, and implementation of girl focused policies at national level. The programme is owned and managed by the Ministry of Health and implemented by three contracted Implementing Agencies. These are Imbuto Foundation, World Relief and Caritas. Groups of 25 girls are formed and meet weekly over a ten-month period, with facilitation by two female mentors (18-25 years old) per group. The groups follow a standardised course of active learning ("the content") which is aimed at increasing the girls' assets. They operate at minimal costs beyond production of the content manual, training and (minor) costs for the mentors, and mats to sit on. The 12+ Programme is an innovative example of growing global efforts to address the rights and needs of adolescent girls. It follows from the Government of Rwanda's demonstrated commitment to rights and gender equality. The programme has now been operating its meetings for 8 months and, across the country, all the first cohort of 12,000 girls has been reached (based on vulnerability). At their first group meetings, the girls and their mentors pledge together to uphold a set of values (which they discuss and agree) and to support each other throughout their learning and their lives outside the group. Already, there are marked differences in the communities: the 12+ girls are listened to by their peers, their siblings and their parents. They are sharing their learning and have grown hugely in confidence and self-esteem. Parents report more conversation with their daughters and a much deeper, mutual respect.

Source: 12+ Rwanda, Annual Review 2014

Under the current ECMP model, school clubs in the intensive kebeles receive more, in terms of equipment etc., than do those in expansion areas, and more schools are covered with greater intensity (spend per intensive club = £521, spend per expansion club = £4.27). We think that the work in schools is highly important, and contributes greatly to empowerment of the young people. However, it would be better to operate the schools' programme with greater equity. The manuals are available for distribution to all schools, and master trainers can ensure that teachers are well-prepared. Spreading schools' programme resources more evenly between all kebeles is likely to have a greater long-term impact (see Theory of Change 2).

6.2.4 Possible Options

The successes of the programme so far, and the success of all work to promote change in social norms, and wider social change, lies not only in affordability and sustainability of the approach, but also in ability to promote the empowerment and commitment (of people of all ages), which allows people to change away from Harmful Traditional Practices:

"Social change requires a multi-pronged and strategic approach. Social change cannot happen only through changes in the behaviour of individuals or groups within communities – it needs a broad commitment, throughout society, to make change happen. It is possible to start with small steps towards social change, but these changes have to be taken up quickly, by the wider society, until so many people have adopted the change, that hardly anyone believes it is right to stick with the old ways of doing things. This moment is known as the "tipping point" for change."[27]

In ECMP, an important aspect of the holistic approach and commitment needed is the growing ability of the government, and government supported structures and systems, to take full ownership of the programme.

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[27] Crawford, S., GADN(2013) , Harmful Traditional Practices: Your Questions, Our Answers, GADN, London

The Option choices are based on the following criteria:

1. The preferred option will further strengthen government ownership and participation (at all levels).
2. It will be capable of rapid replication and roll-out nationally. It must be affordable.
3. There will be high chance that the approach in the preferred option will be successful in reaching the programme outcome: it will work.
4. The option will demonstrate a balance between the innovation needed to promote change in social norms, and reliance on existing structures and systems which support sustainability of the approach and of achievements.

Four options are presented for Phase 4 of ECMP:

Option 1: Business as Usual

Option 2: Expansion only, plus EIFDDA

Option 3: Four Intensive kebeles plus diffusion

Option 4: Core kebeles, developed diffusion/expansion model

Option 1: Business as Usual

Under this option, no changes would be made to the current Intensive-Expansion model. Four Intensive kebeles would be picked per woreda, regardless of geography or demographics. Efforts to build government capacity would be continued.

Advantages: Requires no new inputs or efforts; builds entirely on past experience; requires no change.

Disadvantages: Does not address any of the key issues outlined in section 6.2.1 above. is not sustainable or affordable (according to BOWCYA) , does not develop capacities of existing, indigenous organisations at community level; relies on an imposed model; is not equitable; does not reach the most vulnerable girls.

Aside from the lack of affordability – and, therefore, impossibility for scale-up and scale-out, the fact that this option is inequitable is a major disadvantage. During the MTR, stakeholders at different levels, spoke of the unfairness of investing so heavily in the small number of intensive kebeles. The difference in costs between intensive and expansion kebeles were discussed in section 4.

Option 1 is rejected.

Option 2: Expansion only, plus EIFDDA

Under this option, there would be no intensive kebeles. Resources available for Phase 4 would be spread evenly, across all target kebeles. The dissemination training model would need to be revised and ECMP training to local government, schools, and communities would be more thinly spread. All faith-based organisations (FBOs), churches and mosques (through EIFDDA) would be highly important in ensuring full engagement of the community – through messages and information campaigns.

Advantages: Requires few new inputs. Work in what would have been intensive kebeles would be less intense, than it planned expansion kebeles, would be intensified somewhat. Ensures greater demographic equity in the approach. Is likely to be sustainable. Uses the ability of FBOs, churches, mosques etc., to reach virtually the whole population with messages and information.

Disadvantages: Does not promote government ownership to the extent possible; does not promote sharing of learning and commitments to change between different, connected (inter-marrying) kebeles;

relies, largely, on messages and information to promote change, rather than full attention to empowerment and peer-to-peer persuasion. Does not target highly vulnerable girls.

The key advantage in this option is that it works closely with EIFDDA and gains added value from ongoing EIFDDA work, structures and systems. The key disadvantage is that a "one size fits all" model does not encourage in-depth work in any communities, and neither does it optimise opportunities for citizens raising their own voices for ECM (in diffusion activities, discussed below). This means that it is quite likely there may not be "enough of anything" in the expansion only model ad that value for money will be considerably reduced – as work for change may not be enough to reach tipping points.

Option 2 is rejected.

Option 3: Four Intensive kebeles plus diffusion

In Option 3, four intensive kebeles would be selected per woreda. Selection would be, primarily, on a geographical basis, with the possibility of ensuring a proper "radiating" diffusion out to nearby kebeles. Within the kebeles, the current CC and CD model would be continued. EIFDDA would support the CC and CD efforts.

Advantages: This option is closest to option 1, the Business as Usual option. It is the least disruptive in terms of arrangements and ECMP systems which have been developed, requiring only a change in targeting criteria, and a focus on ensuring that geographical diffusion happens.

Disadvantages: The option would be expensive, as the interventions in the intensive kebeles would not change. The option would not, necessarily, promote full government and community ownership as it continues to work with an imposed, external, model of CCs and CDs. It does not give any focus specifically to highly vulnerable girls.

A key disadvantage in this option is the lack of focus on indigenous structures, systems and organisations – outwith government, schools and the HTP committees. Some issues around lack of equity remain, as there would be no attempt to reduce costs in intensive kebeles.

Option 3 is rejected.

Option 4: Core kebeles, developed diffusion/expansion model

Under option four, a full diffusion model is envisaged. The number of Core kebeles would be selected in relation to demography and geography in each woreda – so a woreda with 40 kebeles is likely to have twice as many Core kebeles as a woreda with 20 kebeles. The principles for selection of Core kebeles would then be a balance of:

a) Geography and demography
b) Known levels of CM
c) Marriage patterns – the programme needs to find out which kebeles are marrying with which others. Some families may marry out – far afield, many are likely to be marrying nearby, to cement social relationships etc.
d) Economics: what components/ amount of each component be afforded in a new Core-Expansion model (taking in account the need for inclusion of as many people as possible and empowerment of key groups) .

Knowledge of marriage patterns is vital as it will help to determine in which kebele to situate Core activities, where to move first in expansion, how to link expansion kebeles to each other, and how the Core relates to each of the expansion kebeles. A key role in each of the Core kebeles will be to select

volunteers who are willing to visit expansion kebeles to diffuse the end CM information and understanding.

Box 7: The Diffusion Model

The diffusion model is based on Diffusion of Innovation (DOI) Theory, developed by E.M. Rogers in 1962. It originated in communication to explain how, over time, an idea or product gains momentum and diffuses (or spreads) through a specific population or social system. There are **five main factors that influence adoption of an innovation**, and each of these factors is at play to a different extent in the five adopter categories.

Relative Advantage - The degree to which an innovation is seen as better than the idea, program, or product it replaces.

Compatibility - How consistent the innovation is with the values, experiences, and needs of the potential adopters.

Complexity - How difficult the innovation is to understand and/or use.

Triability - The extent to which the innovation can be tested or experimented with before a commitment to adopt is made.

Observability - The extent to which the innovation provides tangible results.

These five factors indicate that diffusion of ideas around CM and other HTPs do not diffuse easily. However, the work of organisations, such as TOSTAN in West Africa, show that the model can be very useful, so long as the commitment of people to act as diffusion agents can be guaranteed. The MTR fieldwork showed that these people exit in the kebeles, and are working to diffuse information and understanding in their own areas. This can be expanded to wider geographical areas, building on already existing social links and networks.

Source: Diffusion model extracted from http://sphweb.bumc.bu.edu/otlt/MPH-Modules/SB/SB721-Models/SB721-Models4.html; MTR fieldwork, www.Tostan.org

We envisage that there might be between 4 and 7 diffusion/expansion kebeles to each core kebele, but this needs to be calculated according to the criteria given above.

Figure 7: Diffusion Model
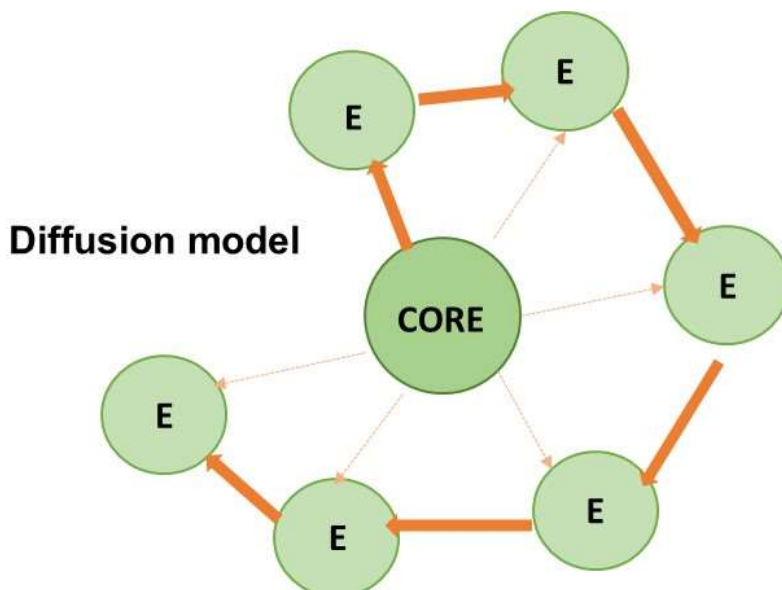
Activities under Option 4:

Although, as stated, the evidence does not show the extent to which different ECMP components, at community level, will be most valuable in ending CM, the mid-line survey and the qualitative MTR fieldwork indicate that:

a) The ability and opportunity to talk openly about CM is highly valued.

b) Economic incentives are important but do not appear to be the driving factor in ending child marriage.

c) The opinion of, and guidance from, religious leaders is highly important.

d) Social empowerment, particularly of young girls, can be a game-changer.

Option 4 would aim to focus on a range of activities to ensure:

1) A wide involvement of local structures, organisations and actors.
2) Strong involvement of FBOs and religious institutions.
3) Empowerment of communities and young people, especially girls: as change agents as well as receivers of information and understanding.
4) Inclusion of the poorest most vulnerable and out-of-school girls.

Under option 4, there are three key foci:

a) Stimulating community conversations with as many of the community as possible, through existing structures ('edirs, Women's Development Army etc.). Training would still need to be provided to community organisations, but this needs to be done in the most cost-effective way possible and with as little investment as possible (ideally none) in ongoing costs of holding community conversations.

b) Work in schools – through the clubs and virtual safe spaces (see the 12+ example in Box 6, from Rwanda).

c) Developing a group of volunteer "champions"/role models, willing to start up diffusion activities in diffusion kebeles. In other countries, this has proved key in ensuring that the widest number of people possible are buying into the idea:

Tostan: Maximising Impact

With headquarters in Senegal, Tostan has been working for participatory community development for over twenty years in countries in West and east Africa. Tostan has been successful in encouraging communities to end Harmful Traditional Practices, including FGM/C and Child Marriage. They work with an holistic approach to social change – supporting communities and government to promote sustained improvements in poor people's lives. Tostan uses organised diffusion to help spread information through connected communities, or social networks. This social mobilisation process increases the impact of programmes, spreading new ideas organically from person to person and community to community. Tostan estimates this strategy to allow their work to have impact on roughly ten individuals for every one direct participant in their programmes. Since 1991, more than 200,000 people have directly participated in their programmes, spreading the indirect reach to over two million people.

Source: pers. comm. and http://tostan.org/tostan-model/community-empowerment-program/maximizing-impact

The champions and volunteers who take major responsibility for initiating diffusion activities, also encourage record-keeping in diffusion kebeles. In ECMP, this would include numerical and anecdotal information on changes in attitudes and practices. This information can be fed into woreda level to contribute to outcome/impact assessment and to inform future planning.

1) *Promoting communication and empowerment within the communities:*

Option 4 would mark a significant change away from the "business as usual" model as community conversation and dialogue around CM and related HTPs would be facilitated through the Women's Association (WA) and the 'edirs. This is an approach which is favoured both by BOWYCA and by people in the communities (from MTR fieldwork). The approach would involve dedication of resources to building capacity of facilitators in the WA and 'edirs – training might be offered by existing/new master trainers. It is envisaged that this approach would be significantly cheaper than the CC/CD model followed currently.

2) *Strengthening the Harmful Traditional Practices Committees:*

The HTP Committees have been set up by government to roll-out the national strategy. They are, therefore, a fully sustainable mechanism. ECMP work to support and encourage the HTP Committee at kebele level is showing progress. The support of the WTA appears to be valued by committee members. During Independent verification visits, and fieldwork for the AR/MTR, the commitment of HTP Committee members was evident, but there is need to strengthen capacity for action-orientated joint planning and monitoring.   Although committees meet together, and include end CM in their planning, plans are not integrated and knowledge of budget is incomplete. A stronger committee would mean increased ability to push for budgets to support end CM work throughout the woredas. Members of 'edirs, kebele managers, and health extension workers and education officers are also on HTP committee. To provide training on ending CM, for the HTP Committees, not only reinforces the committee, but will permeate through the different sectors. ECMP needs also to push for HTP Committee members to make more visits to kebeles and to encourage more information sharing.

3) *Involvement of EIFDDA and the religious organisations/ institutions*

The reach of the religious organisations and institutions is un-paralleled, and it will be sustained. Once all religious leaders have committed to ending CM, nearly everyone in the communities can be reached, through the churches and mosques, with information and understanding on CM. ECMP is already working in partnership with EIFDDA to promote this. In addition, EIFDDA is well-placed to encourage the inclusion of the poorest and most vulnerable girls/families, and to ensure that they can access support which would allow them to choose other livelihood strategies than CM.

4) *Create a Community of Practice by focusing on harmonising and building synergies with other sectors and programmes operating at community levels*

ECMP is establishing partnership with UNICEF and will harmonise with the Amhara-wide programme which is being developed. There are also opportunities for greater synergy by working closely with other sectors – such as agriculture, through community extension officers – and other programmes, run through BOWYCA, such as work to protect the most vulnerable people through Community Care Committees.

5) *Empowerment of communities and, especially young girls*

Information and understanding generated through religious institutions is wide-reaching and can act as a social control. However, it is not necessarily empowering. To ensure that adults, but most especially young people, develop the social, health and well-being assets they need to protect themselves, to say "No" when necessary and to act as change agents, the model run through school clubs needs to be intensified, though not made more expensive. Although girls cannot ever take complete responsibility for refusing CM – and some may be promised in marriage before they are old enough to have opinions or make decisions – their ability to protect themselves can be greatly enhanced through a "safe space / schools' clubs" model. The commitment of adolescent , and their involvement in discussions and learning on CM and other HTPs, remains vital.

Under option 4, the spilt of resources between Core and Diffusion/Expansion kebeles would be "flatter" than under option 1. Some activities in Core kebeles would be intensified, as the Core kebeles would act as a hub and, possibly, as point so first liaison to the woreda government offices and to the ECMP WTA.

Figure 8: Relationship between woreda, core and diffusion/expansion kebeles
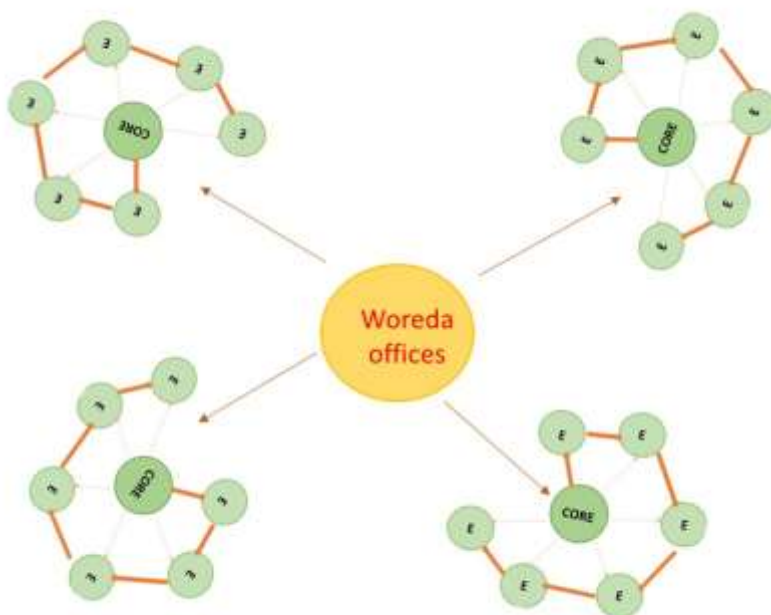
Option 4 would also work to strengthen government ownership throughout – using government understanding and involvement with the women's Association and the 'edirs as a useful entry point.   The option would also require strong partnership with the new UNICEF programme on CM – using the opportunity to build synergies.

From the outset of Phase 4, attention needs to be given to building an exit strategy – both from the Phase and from the programme as a whole. We recommend that, over the course of Phase 4, increasingly more day-to-day management of the programme is transferred to BOWYCA offices, where ECMP-dedicated government staff need to be available, and that capacity strengthening ensure that government staff are fully able to take up management, monitoring and evaluation responsibilities at all level.

Option 4 is the preferred option.

The option needs to be calculated (number of core, number of diffusion/expansion) kebeles and costed.

Section Seven: Recommendations

In the final section, we summarise the findings from the MTR. We outline the key programme achievements and highlight areas where there are particular challenges and risks. Recommendations for the future are given.

7.1   Key Achievements

1. **The ECMP has been transformational in helping the Government of Ethiopia (GoE) develop its ambitious commitment to preventing Child, Early and Forced Marriage (CEFM) and Female Genital Mutilation/Cutting (FGM/C), as announced at the July 2014 London Girl Summit.** The GoE has committed to ending CEFM in Ethiopia by 2025. The ECMP, with its ground-breaking work, is providing crucial learning, which will contribute to achieving government goals to end Child Marriage (CM). The programme's involvement and support to the National Alliance on Child Marriage, as well as its partnerships with Girl Hub, UNICEF and UNFPA, helped Ethiopia reach consensus on its vision of eliminating CM and FGM/C by 2025, and is encouraging a 'crowding in' of new actors against CM. ECMP also helped forge new partnerships through the Amhara-based Learning Community on CM, the University of Bahir Dar and the inter-faith group Ethiopian Interfaith Forum for Development, Dialogue, and Action (EIFDDA)[28].

2 **Evidence from the mid-term survey indicates that the programme is on track to achieve Outcome indicators 1 and 2 (relating to delayed child marriage). Further work is needed to secure the integration of the programme into the Amhara regional government (Outcome indicator 3).** The 2014 Annual Review found very good progress against Output indicators and the programme scored an "A+" although the IV+E team consider that the logframe output indicators relate principally to programme activities.

3 **ECMP has created a momentum to address CM issues under the Growth and Transformation Plan (GTP) 2** and to secure GTP 2 budgets, and future sector/regional plans. Embedding the ending of CM in the GTP2 will concretise government commitment and should ensure that adequate financing to end CM nationally can be made available. In addition, the government is now beginning to develop a road map which will enable it to meet its 2025 target on CEFM. With technical inputs from the National Alliance to End Child Marriage, it is initiating two national studies: mapping chid marriage practice in Ethiopia, and a national survey on Violence Against Women and Girls (VAWG) and Harmful Traditional Practices (HTPs).

4 **The programme has developed a vision**, which places adolescent girls at the centre. This now needs to be rolled out into fully girl-centred planning. The recommendations for a somewhat different approach in Phase 4 of programme implementation, fully acknowledges the importance of girl-centred programming. The developing partnership with Girl Hub can be of great benefit in strengthening the girl-centred and do-no-harm approach.

5 **The programme continues to represent good value for money, with benefits being more than twice as high as costs (the discounted benefit to cost ratio is 2.6).** The target number of girls that the

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[28] EIFDDA is a local alliance of ten faith-based organizations (FBOs) that strives to address the most pressing challenges of Ethiopian society. Established in 2002, EIFDDA trains and supports its members to enhance their ability to respond to the social, economic, and cultural needs of their communities.

programme hopes to prevent getting married has been reduced from 200,000 to 37,500, in the February 2014 Value for Money (VFM) report[29]. Using midterm survey data on the actual reduction in the rate of girls ever married in treatment and control areas, we estimate that the programme is currently on track to achieve a reduction of 37,000 – very close to the 37,500 target (that should be maintained). In addition we have reviewed the assumptions and methods used in the Feb 2014 VFM report and have made some relatively minor changes. Moreover, the refinements to the ECMP model that we discuss in this MTR involve low-cost actions to improve programme effectiveness and sustainability and hence increase VFM.

6   **Changes to the programme, if agreed by the Steering Committee following this MTR, may have budgetary implications and this provides an opportunity to utilise savings**. Component 1 is by far the largest component of ECMP total spend accounting for 50% at the end of September 2014. Within this, cross-cutting technical assistance (TA) is the largest cost driver (35% of total component 1 spend). There has been a significant increase in spend across all activities since 2013 but the acceleration of Economic Incentives sub-component is particularly notable. Key cost-efficiency indicators suggest that unit costs are coming in some way below budget and are falling over time. Given the structure of the contract agreed by DFID and the ISP, savings against budget are retained by the ISP.

7   **The challenge is to ensure that a full and robust evidence base is built**, to facilitate GoE's efforts to meet its commitments to ending CEFM and other HTPs. The internal, mid-line survey, conducted by JaRco in Autumn 2014, is still under review. Qualitative information and understanding, gained through the Annual Review (AR) and Midterm Review (MTR) process, contributes to the overall data base.

8   **The 2014 Annual Review found that, with very few exceptions, the programme has met, or exceeded, its milestone targets**. For example, 32 Community Conversations on CM issues are held every month, 4,212 Community Facilitators have been trained and are functioning, 460 school clubs (girls' clubs and mini-media) have been supported, Economic Incentives (EI) through a revolving fund for care givers have been distributed to 2377 households, as well as school support materials to 4352 in-school girls and 777 out-of-school girls, before September 2014. Fieldwork has shown that the programme has brought the issue of CM and other HTPs into the open. There has also been a consistent decline in the number of school drop-outs and returns to school related to the economic incentives programme. Space for people to acknowledge issues around CM, to discuss and to understand the dangers of CM, is working to change attitudes and, it appears, practice.

9   **Community-based interventions have been expanded into Phases 2 and 3**. The approach taken by the programme is now less siloed than it was. The schools programme and Community Conversations (CCs)/Community Dialogues (CDs) now work more closely together, with school students sometimes attending CC/CD meetings to share information with adults. Cluster schools are not cascading training about school clubs to other schools.

10   **Strengthening of Harmful Traditional Practice (HTP) Committees is well underway at district level** and, gradually, extending to village level but much remains to be done. The HTP Committees have been set up by government to roll out the national strategy. They are, therefore, a fully sustainable mechanism. Members of 'edirs, kebele managers, health extension workers and education officers

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[29] This report

are also on HTP Committees. To provide training in ending CM, for the HTP Committees, not only reinforces the committee, but will permeate through the different sectors. ECMP needs also to push for HTP Committee members to make more visits to kebeles, and to encourage more information sharing.   Task Forces have been set up by the HTP Committees, to address specific issues relevant to ECM. These task forced need support in translating good ideas arising from information sharing into practical action.

11 **The Economic Incentives (EI) Programme is now into the third round of revolving fund loan disbursements** to 2,377 beneficiaries over the three months to the end of September 2014. Training in business development and entrepreneurship is delivered to beneficiaries. School materials distribution is on track. The economic incentives and school supplies are highly valued by the local communities.

7.2 Key Challenges and Risks Associated with the Programme

1. Alongside the reduction in the number of girls that the programme hopes to prevent getting married, there is now a greater emphasis on ensuring that the programme produces a great deal of learning and a very strong evidence base. This has led to some redefinition of the Theory of Change (ToC) and the Log-Frame (L-F). Revised outputs and indicators are aimed at ensuring that all achievements of the programme approach are a) fully recognised and can be tracked, b) clearly demonstrate progress towards outcomes and impacts and can be fully measured and c) lessons are fully learned and shared.

2 Long-term sustainability of the current approach (intensive and expansion), with national take-up, has been found to be unlikely. The approach is too expensive for government to afford (as reported by BOWYCA in Bahir Dar, and agreed throughout the woreda offices), and it relies heavily on an externally imposed model of CCs and CDs, which are outside any existing government or social structures. Capacity of the Ministry of Women, Children and Youth Affairs remains limited. At regional level, the government needs greater staff and resource capacity and greater understanding of programming for ending CM. These needs will be addressed in the last two years of the programme.

3 The overall approach is not yet embedded and institutionalised within government. BOWCYA ownership needs to be strengthened and commitment and capacity to own and implement needs to be built in at all levels, including SACCOs implementation of the EI component of the programme. It is likely that the Phase 4 redesign proposed here (see Section 5 of this report) will encourage greater ownership by government as it makes use of existing national structures such as the Women's Association Women's Development Army, 1:5 structures, 'edirs, and the woreda HTP Committees. It also makes full use of the strength of religious associations, of all faiths.

4 More emphasis on building the evidence base, M&E and learning is crucial: the M&E system and database are not fully used at district, zone or regional level. Training and mentoring are provided but insufficient. The database is incomplete. The programme has limited systematic approach through which to collect qualitative data: the existing L-F indicators mean that there is no requirement to do so. This means much learning is lost and the programme cannot demonstrate the full extent of its successes.

7.3 Summary of Key Recommendations for the next year

1. **Adopt a Core Kebeles + Diffusion/Expansion model for Phase 4**. We recommend a re-design of the programme to combine a low cost Core Kebele + Diffusion/Expansion model (CoreK+) intervention that can be scaled up by government, and with a targeted intervention for those most difficult to reach (e.g. out of school girls). It is critical that learning from qualitative and quantitative evidence informs this decision. This new approach, which would involve greater equity in resource allocation between kebeles, would work with a **developed diffusion/expansion model, centred around geographically and demographically selected core kebeles**. Diffusion would take into account local marriage patterns. The model, which depends more strongly than the current model on existing structures, systems and mechanisms, needs to be tested, monitored and evaluated with particular attention to its inclusion of the hardest to reach girls and their families, and suitability for national take-up.

   2 **Use the re-defined Theory of Change (ToC) and Logical-Framework (L-F) presented in this report to finalise the results framework.** Indicators, milestones and targets need to take into account the qualitative as well as quantitative changes needed in steps towards social norm change and social change (beyond behaviour change), and to reflect the preferred option: Core kebeles + diffusion/expansion.

   3 **3 Milestones defined by the ISP need to reflect the shift of the programme** to more learning and requirements for developing a saleable and sustainable model reflecting the changes in ToC and L-F.

8 **Develop and implement an exit strategy to be rolled out over the next two years**, as a matter of urgency, the exit strategy needs to take into account sustainability of achievements, sustainability of approach (Core plus diffusion/expansion), and the need for increased and embedded government capacity and ownership. This will need to include a reassessment of training and mentoring needs, and development and implementation of a highly focused capacity-strengthening strategy.

9 **Strengthen the girl-centred and do-no-harm approach** to planning, implementation and M&E. There is currently insufficient understanding of what a girl-centred approach means. The approach needs to be embedded within the HTP Committees at all levels. The easiest way for this to happen is for the programme to strengthen its own girl-centred approach and to show, by example, the social benefits of 're-valuing' adolescent girls (see the 12+ example in section 5).

10 **Develop and expand strategic engagement throughout and across ECMP**. To do this,   encourage synergies with the new UNICEF programme on CM; strengthen existing partnerships and develop new ones. An EIFFDA employee has now been seconded to ECMP[30] and this will strengthen the strategic approach to religious organisations. Close work with Girl Hub will also strengthen ECMP's girl-centred approach and Do No Harm policy, and continued work with the National Alliance will support government's deepening commitment to ending CM. The Amhara-based Learning Consortium on CM (MoE) is also an important strategic partner. Over the last two years, the role of the Ministry of Education in ending CM needed to be further institutionalised and strong coordination mechanism developed between MOWYCA and MoE at all levels. Strategic engagement happens at all levels, but needs continual inputs from top-level management. We recommend that

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[30] January 2015

the Strategic Engagement role is directly the responsibility of the ECMP Team Leader and Ministry Counterpart.

11 **Develop and implement a full communications strategy** to support long-term sustainability. Good information as well as many good publications, and a range of training manuals and materials are produced by the programme. However, the way these all fit together in a full communications 'package' is not entirely clear. As part of its learning focus, it is vital that the programme works with a communications strategy which will ensure that there is global learning and sharing of the experiences and products of ECMP. We recommend that the Communications role is strengthened in ECMP and that the current Strategic Engagement post takes Communications on as a full-time occupation, and works with a counterpart in BOWYCA. There are obvious links between communications and strategic engagement (currently both part of one staff member's job description) – and all other aspects of the programme. But the role is so important, especially in a learning programme, and this needs to be reflected in staffing.

12 **Conduct in-depth political economy analysis to understand the real reasons preventing BOWCYA from taking leadership**. Develop and implement a **capacity building strategy** to coordinate all capacity building initiatives under the programme and enhance the role of the regional BOWCYA to take full leadership in the implementation of the programme.

13 **Strengthen all aspects of M&E and lesson learning:** ensure that the evidence base is developed and that user-friendly qualitative, as well as quantitative, data bases are built by the government in the region, with full support from ECMP. Government will need special support in working to create a qualitative data base – which is crucial for full understanding of if/how CM is decreasing, and the effects of it doing so. There is a strong need to implement a simple, user-friendly system for organisation of 'day-to-day' qualitative data collections – in the form of case studies, life stories and anecdotes. We recommend that inclusion of this type of story is required in quarterly reporting. The stories can be easily coded and logged in a simple computer programme (Excel, for example) and found using filters.

14 **Indicate progress towards sustainability in all remaining Quarterly Reports,** in terms of driving down the cost per girl and evidence of institutional uptake of interventions tested by ECMP.

Appendix One: Evaluation Questions, Tools, Data Sources and & Data Collection Procedures

The MTR approach aimed to contribute to a body of evidence which will allow the final ECMP evaluation to answer the questions below. These questions were initially identified in the ToRs for the IV+E component, and confirmed in the IV+E Inception Report (finalised May 2014).

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
RELEVANCE:			
How well did the End CM Programme align with the priorities of the Government of Ethiopia and development partners in the region?	Policy analysis; Review of available literature and interviews with key stakeholders	Programme documents (prodoc) + log-frame; GoE policies, development partner strategies and policies	Collated by evaluators from management documents Interviews by evaluators
How well did the End CM Programme align with the priorities of the DFID Ethiopia Operational Plan?	Meta-analysis of ECMP management documents and DFID-E's operational plan and interviews with DFID staff	ECMP prodoc; log-frame +OP;DFID-E OP	Collated by evaluators from ECMP and DFID-E management and OPs Interviews by evaluators
How well did the End CM Programme align with DFID's overall Strategic Vision for Women and Girls? How well does it align with other relevant documents such as the VAWG How To note?	Meta-analysis of ECMP prodoc; log-frame; Strategy; MTR and DFID's Strategic vision for Women and Girls, VAWG etc. Interviews with EMCP + DFID staff	ECMP prodoc; log-frame; OP + MTR;DFID's strategic vision for women and girls	Collated by evaluators from ECMP and DFID-E strategy documents Interviews by evaluators
EFFECTIVENESS:			
To what extent has the ECMP ToC led to a good approach to ending CM?	Meta-analysis of ECMP ToC in comparison with other documented approaches which work to end CM Review of evaluations of ECM	Project / organisational plans Evaluation documentation Tele-Consultations with organisations e.g. GADN members, Girls not Brides; Save the Children; Girl Hub	Collated by evaluators from reading, web search, records of tele-consultations, web forums and blogs
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	Baseline survey; ECMP qualitative (where existing) and quantitative monitoring records, GoE statistical data,	Verification of programme and GoE monitoring/statistical records by evaluators Additional YP and Peer Assessments and

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
	fieldwork; Attitudinal change analysis; Statistical analysis of survey data	EMCP Peer assessment mechanisms, Comparison with Pop C and Young Lives data	qualitative fieldwork by evaluators
To what extent is any change attributable to the specific outputs of the programme?	Comparative analysis of data from sentinel and control sites Key informant interviews Contribution analysis	EMCP Operational research data	Verification of EMCP monitoring and operational research data by evaluators Interviews by evaluators
To what extent has the programme been delivered at community level and tested for scale-up?	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 (CURRENTLY MISSING)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; Peer review and analysis by girls within EMCP ; Communication impact logs (NEED TO BE QUALITATIVE NOT ONLY QUANTITATIVE) Review of partnership and regional budgets	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	Interviews with key	Indicators set by	Stakeholder analysis

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
programme strengthened government capacity to design, plan and implement a large scale programme to end CM?	government staff – *Kebele* + *Woreda* levels Interviews with other key stakeholders Review of follow-up monitoring reports on capacity-strengthening interventions (CURRENT GAP)	evaluators using EMCP + GoE data EMCP stakeholder analysis report	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 (M&E SYSTEM NOT FULLY IN USE YET BY PARTNERS – SOME INFO COLLECTED, WTFS NOT FULLY FUNCTIONAL)	EMCP management and financial reports MTR and annual reviews MIS data Operations manual Partner M&E records Partner consultations	Data collated, reviewed and audited by evaluators
What was the relative effect of each programme output in delivering any progress towards the overall outcome?	Impact assessment (as above) plus analysis of management and financial data Comparative analysis of programme outputs against results (M&E SYSTEM DOES NOT INCLUDE MECHANISMS TO ASSESS RELATIVE IMPACT OF DIFFERENT COMPONENTS, BUT SOME COMPARISON CAN BE MADE BETWEEN INTENSIVE AND EXPANSIONS WOREDAS)	ECMP management and financial reports Verification reports Qualitative data collected in MTR verification and at end evaluation	Data verified by evaluators bi-annually to track performance of each of the programme outputs (RELIES ON DATA COLLECTED BY ECMP BEING QUALITATIVE AS WELL AS QUANTITATIVE)
What are the main factors which explain the successful elements of the programme?	Political analysis of drivers and barriers for each of the successful programme elements	Political analysis reports MTR and annual reviews	Data from MTR and annual reviews collated by evaluators Data from MTR and

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
	Impact assessment	Evaluation report	annual reviews collated by evaluators
			Political analysis and 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:			
Could the programme have delivered similar results with fewer resources?	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
Could the same resources have been used differently to deliver additional results?	Analysis of programme investments and responses. Cost-effectiveness analysis of programme components Analysis of DFID and other donor investments and programming responses.	EMCP management and financial data Regional and global programme data from DFID and open source	ECMP management and financial data collated and analysed by evaluators Regional and global data collated and analysed by evaluators
Were the overall management arrangements associated with the programme conducive to delivering value for money?	Process evaluation V4M analysis	ECMP management and financial data MTR and annual reviews MTR verification	ECMP management and financial data collated and analysed by evaluators Interviews by evaluators
SUSTAINABILITY:			
In addition to considering the effectiveness of the programme in building government capacity is it possible to predict if and how any changes observed as a result of the programme will be sustained?	Political analysis of institutional drivers for, and barriers against, sustainability; Interviews with government and other	Evaluation report Political analysis report MTR verification and Evaluation research Production of M&E	ECMP data analysed by evaluators Political analysis by evaluators Interviews by

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
	key stakeholders; Assessment of government capacity and commitment	data by partners Gov plans and resource allocation	evaluators
Is there evidence from the implementation and results of the programme that can be used to make an assessment of how effective a larger similar programme may be in the future?	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	ECMP and GoE data collated and analysed by evaluators Additional peer review and assessments by

EVALUATION QUESTIONS TO BE ANSWERED	METHODS/TOOLS	DATA SOURCES	DATA COLLECTION PROCEDURE
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)	reports 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

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:

Question Checklist for Communities:

Relevance

1. Is CM practiced in your community? Why?
2. What do you think about CM? Is it important to change? Why? What are the advantages and what are the disadvantages?
3. Are there other things that you have "always done" because it is normal and traditional that you now think are important to change? What? Why?
4. Do you know about Finote Hiwot? Tell us what you know about it? Do you think the programme is important and useful? In what ways?

Effectiveness:

1. Has being part of FH brought any changes to your area?
2. What type of changes are these? What has changed in your kebele over the last 2 years? Do you think any of this is because of the programme? What?
3. Do you think that people in your kebele are different now from people in other kebeles you know about? In what ways?

With adults:

4. Would you marry your daughter or son if they were under 18? What circumstances might lead you to marry them under 18?
5. If you think you wouldn't marry your daughter or son under 18, what do you think your neighbour or other community members would think about that?
6. When do you think is a good age for people to marry. Is it a different age for girls/women from that for boys men? Why (yes or no)? What sort of person would you prefer them to get married to?
7. Who, in your family, makes decisions on when your daughters and sons get married? Who is involved in discussing these decisions?

With young people / children:

8. Has FH made a difference to you, personally? What kind of differences?
9. (If you think the changes have been good) what is the best thing you have gained from the programme?
10. Has the programme caused you any difficulties? What sort of difficulties?
11. Do you know any young people who are already married? What do you think about that? Do you think there are any good things about it? Are there bad things?
12. What age do you think is the best time for marriage? Is it the same for boys and for girls? Why/why not?
13. What would you like to do before you get married?
14. Who do you think should make the decisions about when and who girls and boys should marry? Who should be involved in discussing these decisions?
15. If you have a worry or a problem, who can you discuss it with? How could they help you?
16. Do adults listen to you when you want to talk with them? Do you think they pay attention to what you have to say? Who do you know who is really good at listening?

Sustainability/ Impact (there is overlap – we'll work it out afterwards!)

17. How did you select the CC/CD members? Are there people in the community who disagree with the CC/CDs? What sort of people don't come to the CCs/CDs?
18. Do you think the school clubs are fun/useful? What have you gained from them?
19. Do you know any children who don't come to school, or don't come regularly? If so, why do you think that is?
20. How did families and children get chosen for the economic incentive? Do you think these EI have worked well? Why? What has changed in the community because of the EI?
21. When people have problems or conflicts in the family or in the community, how do you solve these? (What Child-parent, student-teacher and parent-teacher relations looks like).
22. Who do you got to when you have problems? Who can help you? Has this changed over the last couple of years? How? Why do you think it has changed (if it has)?
23. As a family, how do you decide on important things? Who discusses these issues? (give examples).
24. Do you think you have gained benefit from the trainings you have received through the programme? If so, how do you think this will help you in the future?
25. If FH's support and coordination stops what will happen to these activities
26. What do you think you will do/ your child will do when you/they finish primary school? How will they do that?
27. What impact brought by the program? On your family, neighbourhood community....What do you think it will take to end CM entirely in your community?
28. Apart from knowledge about CM, are there any other things which you used to do in the community which you have now decided to give up or to do differently?

NB: YEs concerns on using CM in Amharic 'Yale Idme gabicha'.

Question checklist with offices, local government etc.

Relevance;

Are the objectives relevant to national priorities & strategies, regional and specific local needs; and DFID's needs and priorities?

Does the programme implementation take into consideration the issue of equity and/ or social inclusion? How do you know that the poorest and most vulnerable people will also benefit from the programme?

To what extent does the programme fit with your local priorities? Do you think that ending CM can be a priority for the local people in your area? If not, why not?

Effectiveness;

Do you think that the activities carried out by the programme are the right ones to meet the goals of reducing CM in the area, building government and community capacity to end CM, and increasing girls' confidence to avoid CM?

Are the programme's operations and management systems appropriate and helpful in meeting the programme goals? Do they help, hinder or both? How, in what ways??

Have there been improvements in government (all levels) capacity to work to end CM – if so, what kind of improvements?

Have there been improvement in communities' abilities to work for the end of CM, if so, what kind of improvements?

In your opinion, which components of the programme are most important in ending CM? Are there components which your think are not strictly necessary?

Does the programme's M & E system serve to inform MIS, and overall communication/ relationship/co-ordination with stakeholders, Gov't as well as non-Gov't, and the donor (DFID). What are the strengths of the M&E system, what are its weaknesses?

Efficiency;

Are the allocated resources released smoothly and utilized cost-effectively to achieve intended results?

Do you think that the programme is cost-efficient?   e.g., is the spend per girl and/ or cost per avoided CM efficient? (look into expenditure by component in expansion, intensive and EI areas

Sustainability & exit strategy;

(Examine the trends towards stakeholders' involvement & ownership; see whether or not the programme used participative methods/ key stakeholders during the planning and implementation of the interventions)

Do the approaches/ strategies of the programme contribute to long term efforts to abolish CM – if so, how?

Does the programme contribute to the empowerment of the local community by improving their ability to organize themselves at different levels and discuss (converse/ dialogue) CM issues?

Do you notice any differences in the way that different people (ages, sexes, statuses) in the community relate to each other and talk to each other? If so, what are these differences and what is their effect on individuals, families and communities?

Are there trends towards scalability of the programme approaches? Are the interventions leading to impacts and achieved sustainable level and will they ensure a long-term continuation and scalability?

What are the unintended impacts (positive/ negative, strengths, challenges/ impediments) of the programme interventions?

Questions to be asked in control areas – zone & woreda (sectors), kebele (community & schools)

With all interviewees at all levels;

1. Introduction - who you are, about the mission (e.g., studying HPTs & CM) but without deep mention of FH
2. What are the common/ dominant types of HTPs in your zone/ woreda/ kebele…? *Check if CM is among the list*
3. Were/ are there interventions to eliminate these?
4. If yes, by whom/ who are the actors?
5. Do you think ending CM has been given particular attention in these interventions?
6. If yes, when and who is doing the interventions on ending CM?
7. If yes, tell as what you know about these interventions (in terms of approach, coverage, duration, etc.)
8. How important/ relevant you think are these interventions?
9. Any change since these interventions started? *Look for trends in the prevalence of CM – a single line spokes on a scale 1 to 10 could be exercised*

With adults – community level;

10. Would you marry your daughter or son if they were under 18? What circumstances might lead you to marry them under 18?
11. If you think you wouldn't marry your daughter or son under 18, what do you think your neighbour or other community members would think about that?
12. When do you think is a good age for people to marry. Is it a different age for girls/women from that for boys/men? Why (yes or no)? What sort of person would you prefer them to get married to?
13. Who, in your family, makes decisions on when your daughters and sons get married? Who is involved in discussing these decisions?

Education office (at zone & woreda and school visited);

14. Check if the following quantitative & qualitative information (by school) are available & can be accessed:
    - Enrolment by sex & reason
    - Drop out rate by sex & reason
    - Progression rate to the next level by sex
    - Number/ proportion of girls going into high schools
    - Top performers – e.g., how many/ what proportion is girls among the top 15
    - Participation rate by sex
    - Do teachers regularly report on status of participation of students? *Qualitative*

With all interviewees at all levels;

15. What do you think it will take to end HTPS in general and CM in particular entirely in your community?
16. Have you heard of (FH) Finote Hiwot? If yes, tell us what you know about it?
17. Do you think many people in your area (zone/ woreda/ kebele/ community) are familiar with FH?
18. **Exercise spokes** (especially with community & students) – present status versus recent past with respect to interventions to ending CM.

Appendix Two: Child Marriages averted, Phases 1 and 2

Finote Hiwot: End CM Programme

Prevented CMs reported by Community Conversation Facilitators and HTP Committees (phase 1 & 2)

Zone	Woreda	Reported number of cancelled CMs			Remarks
		Fem	Male	Total	
East Gojam	Aneded	36	-	36	The reports are verified/confirmed by the respective kebele administrations and woreda WCYA offices (phase 1)
	Bibugn	107	122	229	
	Dejen	37	3	40	
	Enemay	45	-	45	
	Debay	11	-	11	Phase 2
	Enebese sar	32	4	36	Phase 2
	HuletEju	47	12	59	Phase 2
	Sinan	91	26	117	Phase 2
Zone total		417	167	584	
West Gojam	Burie	37	53	90	Phase 1
	Mecha	44	-	44	Phase 1
	N/Achefer	16	55	71	Phase 1
	Quarit	62	52	114	Phase 1
	Dembecha	30	1	31	Phase 2
	Sekela	171	-	171	Phase 2
	South Achefer	23	-	23	Phase 2
	Yilmana densa	14	-	14	Phase 2
Zone total		397	161	558	
GRAND TOTAL		814	328	1142	

430

Phase 1: 669
Phase 2: 473

Appendix 3: Documents and other sources cited in the Text

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