



TERMINAL EVALUATION OF DRS - UN JOINT PROGRAMME



**ENHANCING PUBLIC SERVICE DELIVERY FOR ACCELERATING
DEVELOPMENT OUTCOMES IN FOUR DEVELOPING REGIONAL STATES OF ETHIOPIA**
AFAR, BENISHANGUL GUMUZ, GAMBELLA, ETHIOPIAN SOMALI REGIONAL STATES

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ACRONYMS AND ABBREVIATIONS

BoFED	:	Bureau of Finance and Economic Development
CMAM	:	Community Management for Acute Malnutrition
DRS	:	Developing Regional States
ECEX	:	Ethiopian Commodity Exchange
FDRE	:	Federal Democratic Republic of Ethiopia
GER	:	General Enrolment Rate
GEWE	:	Gender Equality and Women Empowerment
GTP	:	Growth and Transformation Plan
ICBPP	:	Integrated Community Based Participatory Planning
IGAs	:	Income Generating Activities
IGGs	:	Income Generating Groups
IMS	:	Information Management System
MDG	:	Millennium Development Goals
MoFEC	:	Ministry of Finance and Economic Cooperation
MoFPDA	:	Ministry of Federal and Pastoralists Development Affairs
NNP	:	National Nutrition Plan
NNS	:	National Nutrition Strategy
NSC	:	National Steering Committee
PEM	:	Programme Evaluation and Monitoring
RSC	:	Regional Steering Committee
TWG	:	Technical Working Group
UN JP	:	United Nations Joint Programme
UNCDF	:	United Nations Capital Development Fund
UNDAF	:	United Nations Development Assistance Framework
UNDG	:	United Nations Development Group
UNDP	:	United Nations Development Programme
UNICEF	:	United Nations Children's Fund
WASH	:	Water, Sanitation, Hygiene
WASHCO	:	Water Sanitation and Hygiene Committee
WoFED	:	Woreda Office of Finance and Economic Development

EXECUTIVE SUMMARY

*This evaluation report is a Terminal Evaluation of the UN Joint Programme namely: “Enhancing Public Service Delivery for Accelerating Development Outcomes in four Developing Regional States of Ethiopia”¹, in short (DRS-UN JP) implemented in Afar, Benishangul Gumuz, Gambella and Ethiopian Somali Regional States from 2012 to 2016. The report presents an independent assessment of the contributions made through the implementation of the Joint Programme. The evaluation provides key lessons and recommendations for future similar UN Joint Programmes (UN JP). The analysis of the development results for each thematic area-**Local Governance, Basic Social Services and Sustainable Livelihoods**-used relevance, effectiveness, efficiency and sustainability as evaluation criteria. The DRS-Programme, called in short, the DRS-UN JP was analysed in terms of strategic relevance, capacity to respond to demands of the regional states, while addressing UN’s mandate, value added, comparative advantages, promotion of United Nations’ values and contributions towards the development of the four developing Regional States.*

The evaluation, based on quantitative and qualitative data collected from all relevant stakeholder, adopted a multi-method approach to data collection and analysis. Data were collected from both primary and secondary sources. A total of fourteen woredas (districts), 10 beneficiaries and 4 non-beneficiary woredas considered for this exercise. The assessment applied key informant interviews, focus group discussions, collection of case stories, and observation methods as appropriate. For further validation data obtained from various sources were triangulated in addition to multi-step verification and validation methods.

KEY FINDINGS

Overall, the DRS-UN JP found relevant to the development of the four developing regional states of Ethiopia and were aligned to development needs and priorities of the regions. The programme has been efficiently implemented and delivered results achieving clearly the set outcome and outputs. Throughout the period of implementation strong government and community ownership of results preserved with prominent results such as local capacity enhancement, institution building, instalment of new systems and enhancement of resilience capacities. Institutional and community empowerment are well demonstrated through improvements in governance (regulatory frameworks, deepened decentralized systems, capacity systems created), enhanced basic social services (health, water, education, hygiene, nutrition, sanitation) and sustained livelihoods systems.

Government-led approaches have been particularly relevant in promoting shared responsibility and accountability between government and local community members and to fostering sustainability and local ownership of results. The DRS-UN JP has been instrumental and effective in terms of supporting formulation/reform of Woreda Strategic Plans.

¹Terms of Reference on Terminal Evaluation (2012-2016) of UN Joint Programme on Public Service Delivery for Accelerated Development in the Developing Regional States (DRS-JP) of Ethiopia” by the Ministry of Federal and Pastoral Development Affairs

Contributions of the DRS-UN JP to poverty reduction and support to the implementation of local development plans has contributed to Millennium Development Goals (MDGs) that helped to strengthen regulatory frameworks and mechanisms to establish and revitalize multi-sector platform of cooperatives and unions. The JP support strengthened local capacities to develop and implement innovative and diversified income-generating activities targeting vulnerable groups, with the aim of reducing inequalities.

Several strategy documents, guidelines and manuals developed by the programme to foster inclusive growth. Such contextualized documents include Strategy on Human Resource Development, Information Communication and Technology, Regulatory Framework for Decentralization, Monitoring and Evaluation, and Regional Revenue Generation Strategy. Hence, the JP contributed to the strengthening of capacities in monitoring, data collection and systematization. Unified community database was development to inform local level decision-making and planning processes in addition to the DEV-Info database, which tracks progress towards achieving the GTP and MDGs.

The JP was instrumental in raising human rights awareness and played significant roles in increasing capacities on gender budgeting, analysis and mainstreaming gender issues in local level plans and decision-making processes. ICBPP has become one of the most welcomed practices for planning even for government regular Programmes Noticeably both the joint and non-Joint Programme woredas prepare respective plans using ICBPP. Observed practices indicated that there will not be back slide in maternal health and sanitation practices. Improved health seeking behaviour has been observed. Farmers can access markets for their products. The programme provided them with temporary storage facilities built by cooperatives and unions which are also supported by the Programme. This has brought about new market options for the farmers strengthened by regular consultancy services provided to them. Most cooperatives and unions will sustain by themselves as the beneficiaries have taken over the programme results. However, value chain and market linkages require subsequent efforts to ensure sustainability.

The programme applied clear management structure from the national to local/kebele levels with defined roles and responsibilities.

Light observations and analysis clearly indicate difference in level of development perception and materialization of development initiatives between the DRS-UN JP and Non-UN JP woredas. The DRS-UN JP woredas are better-off in terms of systematized development planning, implementation of decentralized approaches and capacities created at local level. Lessons learned for future adaptation similar Programme include:

- 1. Government and community ownership of the programme across regions is highly appreciated. It goes without saying that any similar local development Programme applies similar approaches of designing, implementations, monitoring and review of results;*
- 2. The full engagement of Implementing Partners (IPs) in designing, implementation and management of development programme ensures ownership, commitment by government counterparts at all levels and guarantees sustainability of development processes and results;*
- 3. An integrated development approach avoids silos and increase impacts of various components implemented jointly encouraging beneficiaries to use holistic approach in development;*

4. *The success of the Programme is partially the result of strong leadership and technical guidance from Steering Committees and Technical Working Groups;*
5. *As an extension of the philosophy of the JP and Delivering as One, the DRS-UN JP benefited from joint field monitoring aimed at gathering facts from the ground through meeting with local authorities and community members and share lessons to all stakeholders.*

RECOMMENDATIONS

1. *UN agencies should hold further discussions with government stakeholders to redefine a more consultative relationship about strategically prioritizing resources and identifying and selecting Programme themes and beneficiaries;*
2. *Steering Committee, especially at Federal level, should take a more proactive oversight and play strategic role for better follow-up, policy advice and impacts. Mutual accountability and information sharing between the regions and Steering Committee at various levels and Technical Working groups should be reinvigorated;*
3. *More cross-cutting issues other than gender that go beyond traditional portfolio boundaries should be included. This includes disaster risk reduction, conflict sensitive development. Additional priorities can be taken from the ongoing UNDAF and CPDs, strategic documents with prioritization of issues and Programme themes;*
4. *UN agencies and Government counterparts should make further efforts to effectively document and disseminate successful experiences and lessons learned in Programme approaches and initiatives, particularly on implementation of the background philosophy of UN JP and Delivering as One. Attempts should be made to apply diverse communications, public outreach and strengthened knowledge management to test, and prove, what works and what can then be scaled up;*
5. *UN agencies should further capitalize on the opportunities offered by national and regional initiatives to leverage synergies with interrelated development issues with a conscious technical and value-for-money strategy;*
6. *The DRS-UN JP is an innovative and successful Programme approach providing basis for scaling-up. Hence, expanding lessons learnt to other Non-DRS-JP countries of the emerging regional states is foreseeable through prioritizing new initiatives that will add value;*
7. *Developing Regional States are prone to local conflict, drought, climatic shocks and to disasters. Hence, UN's future engagements in these regions as development partners should explore how to further integrate and mainstream these issues;*
8. *As a UN JP, Results Based Management and monitoring and evaluation of the Programme at the outcome level, and working with coherent and comprehensive theories of change to map assumptions and ensure complex contexts and the multifaceted nature of development agreeably contribute to development, behavioural and transformational changes;*
9. *UN agencies should adopt common Funding Authorization Certificate of Expenditures forms for all UN agencies to ensure alignment and harmonization of operational procedures;*

CHAPTER I: INTRODUCTION

1.1. PURPOSE OF THE EVALUATION

This evaluation report is a Terminal Evaluation of the DRS-UN JP on *“Enhancing Public Service Delivery for Accelerating Development Outcomes in four Developing Regional States of Ethiopia”*. The evaluation is an independent evaluation to determine the progress made towards accelerated and sustainable pro poor development in each of the four Developing Regional States (DRS) by highlighting the contributions made through the implementation of the programme initiative executed from 2012 to 2016 in twenty-two Woredas in Afar, Benishangul Gumuz, Gambella, and Ethiopian Somali Regional States. The programme has been anchored in the Ministry of Federal and Pastoralist Development Affairs (MoFPDA) with the aim to contribute to capacitating the Ministry to deliver its mandate in terms of overseeing overall development of the DRS.

The evaluation aimed at assessing the extent to which the programme achieved the strategic areas of focus of the DRS-UN JP i.e. “Good local governance; recovery, poverty reduction and wealth creation; Basic social services, human resource development, accelerated progress towards MDGs with equity in remote locations.” Furthermore, the evaluation attempted to assess contributions and progress made towards attaining a) quality of local governance at regional, woreda and community level; b) basic social services delivery; and c) improved sustainable agricultural, livestock and other livelihood services. As the DRS-UN JP is mainly a capacity building programme the evaluation looked at improvements made in capacities at federal, regional, woreda and kebele levels and how this has contributed to building capacity for governance at various levels.

Overall, the Terminal Evaluation is a process of exploring the contribution so the Programme from a learning perspective by identifying what worked well and what needs improvement. Citing areas of possible areas of documentation of best practices as outcomes of the Programme at the end its operational cycle is part of the assessment. Specifically, the evaluation is intended to:

- Assess the relevance, effectiveness, efficiency, sustainability and the impact of the DRS Joint Programme in delivering on agreed outcomes and their contribution to the regional development efforts;
- Identify major constraints faced by the UN and implementing partners, document lessons learned during implementation, and make recommendations for overcoming implementation challenges and good practices for future Programming;
- Provide possible recommendation which influence the design and implementation of the second phase of the programme by identifying lessons and challenges from the current Programme; and consider cross-fertilization of other joint Programmes;
- Inform whether the current operating modality of Delivering as One principle of UN agencies partnering jointly with government is technically feasible or whether there is a need to have a modified and a new model be adopted in terms of individual agencies’ support to the regions or not.

The Terms of Reference for the Terminal Evaluation (**Annex 1**) specify five evaluative criteria elaborated as follows:

- **Relevance** of the Programme: How relevant was the Programme to the capacity needs of institutions as defined in the Regional Development Plan? How relevant was the Programme outcome to the regions, cognizance of its governance, social, and economic context?
- **Effectiveness** of the Programme: To what extent the expected outcomes and objectives of the programme have been achieved? Which factors contributed to achieving (or not) intended outcomes?
- **Efficiency**: Review the extent to which the Programme management arrangement facilitated efficient implementation of the Programme; To what extent did the partnerships with relevant stakeholders contributed to the achievement of results of the Programme? How does the joint Programming model supports the agencies and IPs to coordinate and get the support in one?
- **Sustainability** of the Programme: The extent to which the Programme addressed an integrated systematic approach to capacity development that incorporates all levels of capacity development; The ownership of communities or institutions to continue what they were doing in the support of the Programme;
- **Impact**: To what extent have the Programme outcomes directly or indirectly strengthened the capacity of Regional institutions? To what extend the Programme outcomes directly/indirectly brought positive changes in lives of beneficiary communities?

1.2. LIMITATIONS AND CONSTRAINTS

The following key evaluation issues were identified in the evaluation exercise:

- **Lack of an evidence based baseline, targets and success indicators.** In the absence of these initial reference points which should augment the evaluation process took options to refer various credible government reports such as Demographic and Health Survey, Annual
- Education Abstracts and National and Regional Census Reports published in 2011 and in 2016.
- **Programme design and monitoring** – The programme lacks logic models and theory of change in the programme design. The draft Monitoring and Evaluation Framework, though helpful, lacks consolidated milestones to regularly check progresses and changes made due to implementation of the programme. Lack of Mid-term review is a pitfall in the evaluation process suggesting the quality and clarity of monitoring data. The monitoring information does not give much insight into relative performance of the interventions.
- **Financial drivers**-The financial viability of various aspects of governance, basic social services, livelihoods components are an important aspect of sustainability and replication that has not been directly assessed to date.
- **Replication outside of the programme woredas and kebeles**- Some adjacent woredas and kebeles anticipated spread of the DRS-UN JP to benefit from new experiences and technologies. Scanty experiences have been transferred to farmers and local governments through brief exposures to the programme sites and capacity building events. Comparisons between those woredas that have benefited from the programme and those which have not

was likely difficult, if not impossible to distinctly show improvements in governance, delivery of social services and livelihoods.

- **Performance under drought conditions** - Some DRS woredas in Afar and Ethiopian Somali Regions were in deficiency of livelihoods and were not as effective as in good rainfall years. Meeting programme expectations by communities during drought conditions indicates the need for robust programmes to accommodate these situations.
- **Insufficient documentation of the relative performance** - Regular joint field mission reports found useful. However, generally lack systematized way of recording and reporting success, failure and cost-effectiveness of the programme.

1.3. SCOPE OF THE EVALUATION

Two woredas each from Afar, Benishangul Gumuz, Gambella and four woredas from Ethiopian Somali Regional State were selected randomly. The woredas and kebeles were selected jointly by the consultants and the regions based on agreed criteria such as accessibility, vulnerability to shocks and potential for development. Further to these Woredas, additional four Non-DRS were selected for triangulation and to substantiation of contributions made by the DRS-UN JP to Woreda development.

Table 1: DRS and Non-DRS Woredas Selected for the Evaluation

DRS-UN JP Regions	Sample DRS-UN JP Woredas	Sample Non-DRS-UN JP Woredas
Afar	Amibara and Megalle	Chifra
Benishangul Gumuz	Assossa and Yaso	Sedal
Gambella	Mengesh and Gog	Jore
Ethiopian Somali	Tuli-Guled, Erer, Gode, and Beraano	Dhanan

1.4. METHODOLOGY AND APPROACH

This evaluation process applied both qualitative as well as quantitative data collected from primary and secondary sources in participatory and all-inclusive process. User friendly data collection templates listed below were used throughout the process.

- **Desk review of relevant documentation-** AWP, bi-annual and annual reports, financial reports, midterm evaluation reports, sub-Programme report etc. Existing documents, such as reports, review results, and manuals were reviewed. Background documents including the programme document, official government policies and strategy documents, UNDAF, CPD and action plans, and periodic reports were initially reviewed.
- **Field visit and Observations-** Community and government owned projects were selected and visited. FGDs and relevant community discussions were held in these sites;
- **Focus Group Discussions-** these discussions held with beneficiaries and stakeholders;
- **Key informant Interviews-** interviews held with programme stakeholders and direct and indirect beneficiaries. These include representatives of IPs, MoFEC, MoFPDA, UN Agencies, BoFEDs, WoFEDS and Kebele Managers.

- **Observation and note taking**-This was organized to collect data and witnesses of implementations of the DRS-UN JP activities.
- **Case stories** were also important data collection procedures applied to assess impacts of the DRS-UN JP activities on the Individual life.
- **Debriefing meetings**: A half day consultative meeting was conducted with MoFPDA and UN agencies technical staff to debrief them on preliminary findings and field observations, as well as provide an opportunity to validate information and obtain further inputs.
- **Comparisons**: A light assessment of development approaches and situations applied to compare the DRS-UN JP and Non-DRS-UN JP Woredas.

1.5. THE EVALUATION PROCESS

The first stage of the evaluation process consisted of preparatory meetings with DRS-UN JP Secretariat at the MoFPDA and the national Technical Working Group (TWG). Following a consensus on the inception report between the Evaluation team and the MoFPDA, the fieldwork on each region was conducted. Guides for Key informant interview, FGDs, and Case Stories were primarily used to collect qualitative data. Key informant interviews were made with the National Technical Working Group i.e. representatives of focal persons from UNICEF, UNDP, UNCDF, MoFPDA and MoFEC. Regional TWGs, DRS-UN JP Coordinators and technical advisers served as Key informants. A zero-draft version of this document was presented and discussed in a stakeholder's workshop to validation key findings.

1.6. STRUCTURE OF THE REPORT

Chapters 1 and 2 provide programme background context for the evaluation. In Chapter 3, key evaluation findings are organized under the five evaluation criteria (Relevance, Efficiency, Effectiveness, Impacts and Sustainability). Programme Performance Ratings and reasons for the summary ratings are provided and the programme governance are provided under this Chapter. The Lessons Learned (Chapter 4) and Conclusions and Recommendations (Chapter 5) have important messages for future projects, while the Recommendations provide for proposed actions as part of the programme closure and follow-up activities.

CHAPTER 2: THE PROGRAMME AND ITS DEVELOPMENT CONTEXT

2.1. PROGRAMME HISTORY

The DRS-UN JP Document (March 29, 2011) describes that “In addition to the existing programmes of national scope that are advancing development in the country as a whole, the four Developing Regional States (DRS) can be supported by a joint programme uniquely focused on accelerating their development. This is in response to the fact that the four DRS represent a sizable portion of the most underdeveloped parts of Ethiopia, are governed by relatively young administrations that require additional support to help bring their capacities up to the standards seen in the other relatively developed regions”.²

The DRS-UN JP “Enhancing Public Service Delivery for Accelerating Development Outcomes in four Developing Regional States of Ethiopia” was initially conceived as a framework to support the four DRS of Ethiopia. For a logical reason and programming reasons, the programme was anchored in the MoFPDA at federal level and at Bureaus of Finance and Economic Development (BoFED) at region level with overall implementation responsibility while the Responsible (Coordinating) Government Partner for the programme is the Ministry of Finance Economic Cooperation (MoFEC).

The DRS joint Programme was designed in September 2011³ specifically to support the DRS that have lagged in several development indicators based on a formal review of development progress and gaps led by the MoFPDA and the regional BoFEDs⁴. This laid the foundation for cooperation between UN agencies (under UN JP to advance *Delivering as One*) and the Ethiopian government started. The programme consists of three main pillars: (1) Strengthening capacity for quality local governance; (2) improving basic social service delivery; and (3) building capacity for sustainable livelihoods⁵.

The good governance component of the programme has five expected outputs namely: strengthening legal and regulatory frameworks for deepening decentralization strengthened, capacity building for participatory planning for local governance and development, strengthening Information Management System (IMS) to support planning, evaluation and monitoring for informed decision, enhancing capacity for service delivery through improved efficiency and effectiveness of human resources, and improving capacity to mobilize and utilize regional revenues to support development⁶.

The basic social service delivery pillar has three outputs expected form. The first output is Improved access to and use of safe drinking water supply & hygiene and sanitation facilities, the second one

² DRS-UN JP-Programme Document, March 2011. The

³ DRS-UN JP Terms of Reference for Terminal Evaluation, MoFPDA

⁴ [https://info.undp.org/docs/pdc/Documents/ETH/DRS%20flyer%20\(ENG\)3.pdf](https://info.undp.org/docs/pdc/Documents/ETH/DRS%20flyer%20(ENG)3.pdf)

⁵ Ibid

⁶ UNDAF, 2010-2015

Improved access to and use of quality health and Nutrition services, and the third improved access to quality education provided to boys and girls at pre-primary, primary and post primary levels. The third pillar, environmentally sustainable livelihoods pillar has four expected outputs: enhanced capacity of key stakeholders to review, update and utilize relevant regulatory provisions for value chain development; strengthened institutional and human capacity for improved agricultural productivity and production through the provision of modern systems; technologies and inputs, increased capacity to develop, link and access to existing and new marketing and financial systems; and increased capacity to promote, and utilize environmental protection measures for better and sustainable livelihoods.

2.2. PROBLEMS THE PROGRAMME SAUGHT TO ADDRESS

The DRS regions are endowed with fertile soil, abundant water resources, natural forests, and a wide variety of Mineral resources. Nevertheless, situational analysis compiled in 2011 indicated that constraints against effective utilization of resources to improve the livelihoods of people have been numerous. These include weak governance capacity, underdeveloped agricultural and agropastoral activities that result in food insecurity from low productivity and production methods that employ outdated farming tools and traditional production techniques. Moreover, constraints for livestock development in the regions were the prevalence of killer diseases, the low genetic potential of indigenous breeds, poor live-stock management systems, limited access to financing and financial institutions, inadequate marketing facilities and infrastructure. In addition to crop cultivation activities, traditional production methods and fishery continued to be commonly practiced livelihoods.

The DRS are marginal territories of Ethiopia that tend to be places of chronic food insecurity, conflict and instability, and whose populations suffer most from its consequences. The people in these regions, having endured several shocks, be it manufactured or natural, have been in development momentum in the last two decades.

Economic activities in urban centres concentrate mainly on trade and services sector activities. Grinding mills and small scale bakeries remain activities that constitute women at significant percentage. Women also bear the responsibilities of all the household tasks and due to the subsistence nature of the economy as well as traditional practices, their lives are governed by poverty and heavy workload in the family and in the field. Although significant progress has been registered in terms of enrolment and the development of school coverage, the quality of education and the high dropout rate remain a concern. Low educational management capacity, shortage of qualified teachers, poor facilities, and the high level of illiteracy are cited.

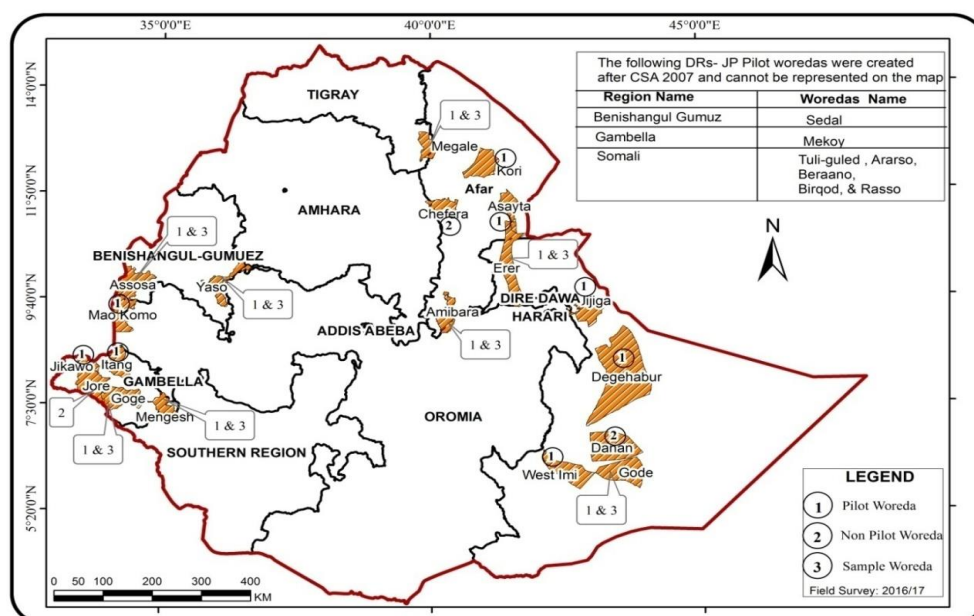
Major causes for the low quality of education and health services in the region are the scattered settlement patterns of rural communities that makes slow progress of service coverage in the region. Despite their natural resource endowment, the major causes of such high levels of poverty in the DRS can be attributed to weak governance (structure of decentralization, limited capacity to plan, budget, and implement Programmes and weak absorption capacity for resources allocated to the

regions). Food insecurity results from low productivity and production methods that employ outdated farming tools and traditional production techniques.

The contribution of commercial farming to the regional economy remains limited. Limited access to financing and financial institutions to borrow money for expansion purposes, coupled with the absence of an established product market for rural households, forces locals to sell their surplus products in informal neighbourhood markets at low prices or conduct their business in distant places with much higher transport and associated costs and lack of viable tax bases to undertake projects aimed at facilitating the economic and social development and conditions of the community due to limited growth of the local economy and weak infrastructure development urban centres are developed spontaneously without proper planning: they lack structure, essential infrastructure, basic facilities, and management systems. These are necessary to optimize the local economy and the contribution of urban centres towards strengthening the urban-rural linkage because they serve as centres of demand and market nodes for agricultural produce. There are situations, which do not necessarily exhibit themselves in terms of large-scale conflict situations. Nonetheless may be considered as risk factors for successful implementation of interventions. The DRS-Un JP was implemented in twenty-two woredas of the four DRS.

Table 2: List of DRS Woredas

DRS-UN JP Regions	DRS-UN JP Woredas
Afar	Aysaita, Amibara, Kori, Megalle
Benishangul Gumuz	Assosa, Mao Komo, Yasso
Gambella	Itang, Mekoy, Gog, Mengish, Jikawo
Ethiopian Somali	Jijiga, Tuli-guled, Erer, Ararso, Degahabour, Gode, Beraano, Birqod, Rasso, West Imey



Map 1: DRS-UN JP Implementation Regions and Woredas

CHPATER 3: FINDINGS OF THE EVALUATION

3.1. RELEVANCE

3.1.3. Relevance to Community Needs

All interview and focus group discussion results have revealed that DRS-UN JP addressed the most important needs of the community such as good governance, sustainable livelihoods and access to social services. The good governance component of the Programme has its own output indicators: strengthening legal and regulatory frameworks for deepening decentralization; capacity development for participatory planning for local governance and development; strengthening IMS to support planning for informed decision; enhancing capacity for service delivery through improved efficiency and effectiveness of human resources; and improving capacity to mobilize and utilize regional revenues to support development. In relation, to the governance component: The underlying strength of the JPs cited by government stakeholders was the involvement of joint Programme at decentralized levels.

The DRS-UN JP was specifically designed and implemented with the aim of supporting regional, woreda and kebeles in areas such as planning, implementation, and results-based reporting. This has been linked with bottom-up approach to development distinctive of the government's specific priorities in decentralization which was demonstrated clearly as results of the JP. Specific examples witnessing this result include reports of the visited Woreda Health and Education Offices of the DRS. Capacity building interventions in planning, budgeting, monitoring and reviewing of local level implementations are strengthened due to skills provided through the DRS-UN JP.

Activities of the DRS-UN JP are extremely relevant to our situations. They deal with local development needs. I cannot imagine my community without good governance, water, health and education services. We set our priorities and regularly follow results and jointly assess challenges.

Cooperative Chairperson of Megale 39 kebele

3.1.2. Relevance to National Development Agenda

The DRS-UN JP's objectives and activities are quite relevant to the government priorities and the role of the programme was to contribute to these priorities. The relevance of the JP to the national agenda starts with the Federal Constitution. The Constitution states that "Government shall provide special assistance to Nations, Nationalities, and Peoples least advantaged in economic and social development."⁷

⁷ Constitution of the Federal Democratic Republic of Ethiopia, Article 89-Section 4

Efforts towards achieving these priorities are much relevant to the government needs aimed at addressing development gaps between the developing and developed regions, priorities identified The Programme is also relevant to overarching plans of the national and regional government-Growth and Transformation Plan I (2010/211-2014/2015) and II (2015/2016-2019/2020).⁸ Which incorporate plans of several regional sectorial policies and strategies.

Taking education as an example, for the Ethiopian government expansion of primary education in these regions is the priority lies in ensuring Inequitable accessibility to schools.⁹ The huge gap that existed between the DRS and other regions, gender parity index and the gaps between urban and rural centres was part of the focus of the JP. The pattern of government educational financing also had greatly benefited of dwellers in these regions and their children. The increased number of schools in the DRS¹⁰ and the target set for them to reach 100% coverage in primary education have been focus areas of the DRS-UN JP. Therefore, the DRS-UN JP intervention on basic social service such as on education is timely response for the need of developing regional states especially for the pastoralist communities.

These efforts have been augmented by the construction of Alternative Basic Education Centres (ABEC), non-expensive schools run by communities to teach from Grades 1 to 4. Several of these types of centres were established in the DRS in remote pastoral areas where most the population lives. Thus, many children have begun to attend school.

3.1.3. Addressing Human Rights

The UN JP was designed with a focus on human rights to implement activities in the DRS, woredas, and kebeles that were lagging in development terms on key indicators. The JP focused on women, children, the poor and other vulnerable populations. Communities apply Integrated Community Based Participatory Planning tool (ICBPP) in planning development activities relevant to their needs and priorities. The JP is perceived positively as relevant as it focuses on strengthening capacities at regional and woreda levels in this area.

3.1.4. Relevance to Global and Regional Development Agenda

The DRS-UN JP is relevant to global development agenda as it was designed to contribute to the realization of the MDGs. The strategic intent of the JP i.e. Good local governance; recovery, poverty reduction and wealth creation; Basic social services, human resource development, accelerated progress towards MDGs with equity in remote locations, is a reflection that it is to respond to global goals by focusing on the DRS. The JP is also well linked to Sustainable Development Goals (SDGs)¹¹ and with Agenda 2030 of the AU. Moreover, the JP is linked with goals of other similar programmes

⁸The Second Growth and Transformation Plan I and II (Ministry of Finance and Economic Cooperation

⁹Education and Training Policy and its Implementation Strategy.

¹⁰ Ibid

¹¹ www.un.org/sustainabledevelopment/sustainable-development-goals

such as Protection of Basic Services, Productive Safety Net Programmes and the Ethiopian Social Accountability Programme funded by various development partners of the Government of Ethiopia.

3.2. EFFICIENCY

3.2.1. Financial Utilization

Initially the DRS-UN JP presumed an estimated a budget envelop of USD 40 million budget. However, the JP could mobilize USD 20.2 million during the five-year implementation period.¹² Leveraging additional resources for the joint Programme has been a consistent challenge for UN agents. As the 2013 UNDG review of JP indicates all JPs have only succeeded in securing funding from core agency resources and had a limited ability to leverage other resources. In line with the government's priority to support economic growth as the driver of development, set out in the GTP, the largest proportion of DRS-UN JP resources (46% of the 20 million dollars) was devoted to the sustainable livelihoods component. Basic social services component received 41% and local governance only 13%.¹³ The following two tables show how the budget was allocated across each Ethiopian fiscal year (EFSY) and across each DRS as well as across agencies.

Table 3: Summary of Fund (in ETB) Transferred to IPs by Funding Agencies

Year (EFY)	UN Partner agencies				
	UNDP	UNICEF	UNCDF	WHO	TOTAL
2005	47,733,103	69,964,360	9,818,919	682,043	128,198,425
2006	35,674,389	80,103,357	9,090,759	-	124,868,505
2007	36,000,000	48,103,848	6,542,352	-	90,646,200
2008	22,000,000	40,914,740	2,540,760	-	65,455,500
Total	141,407,492	239,086,305	27,992,790	682,043	409,168,630

Table 4: DRS-UN JP funding (in ETB)¹⁴

Year (EFY)	MoFPDA	Afar BoFED	Benishangul Gumuz BoFED	Gambella BoFED	Ethiopian Somali BoFED	Total Amount
2005	9,897,392	25,593,605	10,722,647	10,442,606	71,542,174	128,198,425
2006	14,327,631	19,070,636	15,311,127	13,601,817	62,557,755	124,868,966
2007	6,811,988	12,589,592	11,421,352	8,387,938	27,710,946	66,921,816
2008	6,150,000	14,536,755	12,313,879	5,835,838	28,316,937	67,153,409
Total	37,187,011	71,790,588	49,769,005	38,268,199	190,127,812	387,142,616

¹² DRS UN JP Programme Summary. DRS JP Secretariat, Equitable Development Directorate, MoFPDA.

¹³ DRS UN JP Programme Document

¹⁴ Resource is allocated to the DRS following the budget allocation calculation endorsed by the House of Federation

3.2.2. Modality of Transfer

The DRS-UN JP applied various modalities of payments to IPs. Direct Cash Transfer is basically the most frequent method of transferring cash from UN agencies to Regional BoFEDs and through them Woreda Offices of Finance and Economic Development (WoFEDs). The second modality Direct Payment in which payments are made directly the payee that provided certain services. A third modality but applied occasionally is reimbursement. This is direct payment to an IP that used its own resources for an activity outlined in the Annual Work Plan(AWP). All modalities are found remarkably reliable and efficient methods of payments to the IPs.

3.2.3 Proportion of Administrative Cost to Capital Investment

Out of the total budget for the regions, the lump sum amount of 5% is maintained at regional level for monitoring if and only if reflected in the regional work plan. This 5% budget is used by the BoFEDs for conducting and coordinating monitoring for the whole Programme including the planning exercise, conducting review meeting, and field monitoring visits. The remaining 95% has been allocated to woredas as per earmarked by agencies for each pillar. In this case, the initial budget design has put the proportion of the budget as 13% for governance, 46%for livelihood and 41% for basic social service. However, some of the agencies who were part of this Programme have pulled out and the Programme couldn't sustain such budget division per pillar and this division of budget per pillar worked only for 2013 budget year¹⁵. This second evaluation criterion also proves efficient utilization of budget by allocating lion's share to capital investment and only small amount to monitoring and evaluation/administrative costs.

3.2.4. Perception of Corruption

"I believe that everyone knows it is not possible at least directly to involve in using the DRS money for personal use. The community has several activities that should be done using the money. There is strong monitoring and evaluation mechanism compared to regular government activities"

An informant in Gambella Region

The topic of corruption is particularly challenging to get data about it. Most informants including beneficiary communities and local officers have the perception that DRS-UN JP resources this JP is free from corruption and no report has been received from any institutions in any of the regions. The resources allocated for each woreda is reported to the respective UN agency. Each agency has its own mechanism to check resources are utilized as per the signed AWP and this is done every quarter. Besides, resources allocated for a purpose is by no means transferred to other activity of the DRS listed in the AWP unless prior approval is obtained from the respective UN agency.

¹⁵ 2007-2008 EFY DRS-UN JP Annual Work Planning Notes

3.2.5. Financial Input Versus Output

Many informants believe DRS-JP is a Programme that is implemented with a small resource but is done effectively. For example, in the livelihood component, besides providing seed money to the cooperatives, the Programme provides training on how to use the money properly. On the other hand, the Benishangul Gumuz water digging enterprise provides its service with a lower cost to support this Programme.

DRS-UN JP plays a major role in achieving most outcomes with little budget. A good example could be the trainings and seeds given to the farmers' which require relatively smaller resources but a lot of outcomes and productivity is achieved. I don't think DRS-JP budget for the Benishangul Gumuz within the past five years exceeds ETB 5 million.

A TWG member in Benishangul Gumuz explained

3.2.6. Regional and Thematic Convergence /Integration

Different components of the DRS-UN JP are spearheaded by different UN agencies. Local governance issues in general and integrated community based participatory planning approaches and development information database is led by UNDP while UNICEF is primarily taking the lion's share on the basic social service under which health, education, water, nutrition, hygiene and sanitation are included. UNCDF and UNDP are focal institutions for the Environmentally Sustainable Livelihoods component.

Integration between Hygiene, Nutrition, Education, Governance: Schools, for example, are better positioned to show case integration of health, nutrition, water and education working together for bigger impacts. Health Extension Workers teach students and parents on individual hygiene, sanitation and nutrition. Community awareness raising events and trainings for farmers on irrigation, land and environment protection, and open defecation free surroundings combined with community management skills are typical in almost all DRS kebeles. Besides, Health Extension Workers and Water Experts jointly work together on water quality, irrigation and environmental protection which helped to overcome duplication of efforts and maximize cost effectiveness. They are also conducting joint monitoring and evaluation. Furthermore, experts from different sectors /pillars comment each other's activities.

Integration between Water, Livelihoods and Education: Data from the DRS confirmed that the basic social services are inseparable and one is dependent on the other. For instance, the availability of pure water in different intervention woredas creates the opportunities for children to go to school. Because most of the time children especially girls are responsible to go far for fetching water and it was a principal reason for small number of girls' enrolment to schools. Nowadays significant amount of water points is constructed by DRS-UN JP and this helps children to go to school. Another significant integration between water and education has been observed in the construction of water points in school compounds. Most DRS are characterized by lowland with hot weather. Thus, students need drinking water and they have been going back to home early because of lack of drinking water. Currently, most of the schools in DRS-JP intervention woredas are getting drinking

water. Due to this, students are attending their class without going back early to their households for chores.

3.3. EFFECTIVENESS

Significant strides have been made towards implementation of activities. The casually set indicators all reveal the same¹⁶. The programme was gender sensitive as women benefited significantly from the JP. The JP approach was that of integration of all sub-programmes looking towards the same beneficiaries witnessing that the JP has been successful because its peculiar implementation approach which was reaching communities through local government structures.

The JP, being a strategic and catalytic, is effective at creating demands for scaling up existing trends by supporting efforts of government stakeholders at different levels. This approach focused on strengthening the capacity of actors in governance pillar at woreda level, the programme is trusted to be effective as it is dealing with improving livelihoods of beneficiaries and is striving to make results sustainable.

The main approach and strategies promoted and used by the JP reflect the conceptualization of working from a bottom-up approach rather than a top-down approach. The JP through this approach used local capacities by recognizing the importance of woreda level decision making and empowerment. To do so, the JP was designed to engage with multiple government actors across various ministries under the coordination of the BoFEDs and WoFEDs ; The emphasis on the bottom-up approach allowed the UN to bring technical support where it was most needed in support of regions and woredas rather than at the federal levels. This meant that the technical support required in the regions could be more fully and directly engaged on the ground rather than in country offices. The fact that the JPs were planned jointly was another important design strength that has improved effectiveness. More substantive inclusion of woreda sector partners might have added value in terms of raising the level of engagement and understanding of the joint Programme approach among the government staff. However, restricting planning phases helped to make coordination comparatively easy and contributed to a more efficient management of the joint Programme at a country and regional level.

3.4. SUSTAINABILITY

Most activities are owned by beneficiary communities. However, activities such as market related issues still need technical support. Most cooperatives will sustain by themselves because the beneficiaries have taken series of management training. However, value chains and market linkages already created may otherwise face difficulties to sustain themselves as they need more technical supports. With regards to national ownership, the evaluation identified lessons learned and best practices that can be transferred to other Programme or regions. The evaluation also reviewed the contribution of the JP to the practices of Delivery as One Model. This approach is well defined and

¹⁶ The National TWG developed and applied an informal set of targets and indicators for various components, MoFPDA, 2014

understood in the DRS-UN JP at higher level. The concept, theory and application of the model lacks adequate understanding and realization at lower level.

A tool that is well maintained and applied is the ICBPP. Community priorities for the JP have been identified using ICBPP. It translates the strategies of the JP into programme actions. Activities of the JP were developed in a participatory process involving all regional, woreda and kebele sectoral offices and bureaus and the beneficiary communities. Some of the key regional sectors involved include the Health Bureau, Education, Agriculture, Water resources, Women's Affairs, Environmental Protection and Bureau of Finance and Economic Development. The JP works within this overall framework, thereby ensuring that its processes and outcomes are regionally owned. In addition, the development of specific interventions at local level is undertaken in close consultation and coordination with local authorities at the Woreda, Kebele levels and community level.



**Integrated Community Based Participatory Planning at Kebele level planning
Benishangul-Gumuz Regional State/Picture - MoFPDA**

3.5. IMPACT

Impact on capacity of institutions: The DRS–UN JP has supported institutions at regional, woreda, and kebele levels. At regional level, the Programme has supported regional management institutes. the major beneficiary in this regard is Regional Management Institutes. These institutions have been capacitated both in software and hardware provisions and has created modern information management system which further allows the Institutes to provide training with the aid of modern systems and relatively high calibre staff. Moreover, regional BoFEDs have been supported in terms of information management. As part of the utilization of data management system, all DRS have launched and are using the information management development tools. An open source of development information storage and retrieval system has been embedded in the Regional BoFEDs that is currently used for monitoring some Programmes including the regional GTP indicators. For proper functioning of the database, Woreda profiles and development indicators are being gathered

in the regional Woredas. To properly inform the local governance intervention, five strategic studies have been concluded for Afar, Benishangul Gumuz and Gambella Regional States¹⁷. Ethiopian Somali Regional State concluded some of the studies by its own resources and capacities. At woreda level, DRS-UN JP supplied equipment that would enable a better public service delivery of kebeles. As part of the strategic support to improve service delivery capacity of woredas and *kebeles*, the DRS Programme has supplied generators for woredas that do not have access to electricity or where there is a sever power interruption. This enabled the woredas perform their work without delay and organize their information better.



Kebele Administration Office furnished by DRS-UN JP, Tulu Guled Kebele, Ethiopian Somali Region

I have taken series of trainings on the Federal Constitution, principles of decentralization. Now, I know my roles and responsibilities better than ever. The governance aspect of federalism was not that much clear to me. Not only me but also woreda and kebele leaders have better understanding of their powers and exercise their respective roles and responsibilities.

*Statement by Kebele Chairman
Benishangul Gumuz Region*

It is quite exceptional case observing rural kebeles furnished with latest information management technology. The DRS-JP Programme furnished some kebeles and DRS woredas with new technologies. It supported them with chairs, tables, computers, printers and solar power apparatus so that the kebeles could organize information better than ever. Furnishing of kebele offices is most common in the DRS where kebeles are fully furnished. Because of furnished offices, the working environment has become conducive. Both hard and soft copies are well documented and are

readily available for references.

¹⁷ These studies include Regional Revenue Generation; Legal and Regulatory Framework for Decentralization; Comprehensive & Integrated Information Management System, Regional Monitoring and Evaluation System for Evidence-based Planning; and Human Resource Management and Development Strategy

DRS-UN JP has also contributed in training public leaders at Woreda and Kebele levels to enable them exercise decentralization activities in the regions. The continuous training of woreda officials and Kebele leaders to carry out their functions, the systematic assessment of the legal and regulatory frameworks, and the ICBPP tool has contributed their share to improve the capacity of the Woredas to exercise their own programme, implement, monitor and evaluate better.

Woreda level courts and traditional social courts are well capacitated to perform their duties. The court comprises of both male and female members. Different capacity building trainings were provided to the members and their office is equipped with computer, printer, furniture and other office related supplies. Many personal disputes and minor criminal offenses entertained at this traditional court thus reducing the burden from the state courts. Skill training on how to promote and preserve the Social Court Trial for elders which has decreased cases sent to courts. Moreover, social courts, working at kebele levels, are also strengthened. Skill training on the social courts' dispensation of justice has improved case handling at Kebele levels.

The DRS-UN JP has made a lot of contributions to the growth of revenue in the four regions. All regions have conducted a study on tax potential and practical challenges. They have prepared strategic documents and comprehensive Tax Collection Manuals. All DRS regions have also offered trainings to tax collectors on estimation and collection of taxes and to awareness raising workshop to tax payers. The cumulative effect of all this is increase in the amount of tax collected. All DRS regions claim the revenue has increased during the last years, but some regions seem to have achieved more remarkable results. In Gambella, the revenue agency used to collect ETB 45 Million before the intervention of the DRS Programme, which currently reached to ETB 351 million. The development of tax collection manuals has also enabled the regions a platform to be consistent and transparent to all tax payers.

3.6. CHANGES IN THE LIVES OF BENEFICIARY COMMUNITIES

Increased health seeking behaviour: One of the most significant impacts the DSR-JP has brought on to the beneficiary community is increased health seeking behaviour. Understanding factors that positively or negatively influence health-seeking behaviour of communities is necessary to intervene for behavioural change as part of the Ethiopian health policy which focuses on prevention. Key informants and FGD participants have consistently argued that as the result of DRS-UN JP activities such as trainings, awareness creation on basic health issues has enhanced health awareness. Key informants and FGD participants argued that previously, there were cultural beliefs or simply practices emanating from lack of awareness against health-seeking behaviours. Open defecation, not going to health centres for treatments before, during, and after pregnancy, unsafe disposal of liquid and solid wastes were all not so significant issues. The DRS-JP has added an impetus into existing government efforts towards the community's health seeking behaviour.

Approximately 183,128 household latrines were constructed across the DRS woredas of targeted regional states so that this has resulted in the status of the people's health being protected from water born disease, diarrhoea and other epidemics in the community. With the UN-JP support,

hygiene and sanitation practices are well addressed and there are multiple kebeles habited in constructing and using latrines properly at every individual's household level. In Benishangul Gumuz, several DRS-JP intervention kebeles are graduated to open defecation free (ODF) kebeles. However, due to the mobile nature of the community, kebeles in Afar and Somali did not yet graduate to ODF.

Another impact is in mothers' attitude towards delivering at health centres with better facilities and with the assistance of skilled attendants. All the DRS woredas have a motto of home delivery free (HDF) kebeles. Informants argued that in Benishangul and Gambella previously there was a belief that spirits would be angered if women give birth at home. So, they give birth in the bush and stay in the bush until they come back home after some days set per the custom of each group. However, there are a lot of changes now; women deliver at home, if not at health centres. Bush is no longer a place for delivery.

In addition to maternal health seeking behaviour, the JP prompted a lot about healthy infant feeding practices, including exclusive breastfeeding and delayed introduction of complementary foods. Informants argued that mothers base their infant feeding decisions on their cultural beliefs and attitudes. For example, in Afar, there is this tradition that a new born should drink “ton’er” before anything else including before feeding breast. And an infant will not take anything else but “ton’er” for the first 12 hours. There are traditions in Gambella, Somali, and Benishangul Gumuz as well which constrain infant feeding practices. In addition to cultural beliefs, there is also a belief across many cultures in the DRS that an infant feeding means feeding “urbane foods” and they think they must buy items from shops. They do not have much awareness about the fact that they can make good infant foods from what they have at home. An informant explains: “Today, caring an infant is not what it looked like even few years before. There is a tendency towards feeding an infant with every best thing available. And DRS is the most popular in teaching the community about this”. Taking children to vaccines is also seriously taken today.



**Regular Meeting of Mother to Mother Groups
Assosa Health Post, Benishangul Gumuz Region/Picture-Regional BoFED**

Better access to water: In the DRS Woredas, the issue of water is not only a basic need for drinking to the communities; but it goes beyond the improved provision of water supply, and has also resulted in the status of their health being protected from water born disease, diarrhoea and other epidemics in the community. Moreover, women and their children who were residing around Wabi Shebele under Gode Woreda have been bitten by crocodile and lost their life while they were searching and fetching water for their households. As the result of this, women and their children residing in Gode Woreda has protected from being victimized and lost their life by crocodiles' bite.

Moreover, access to clean water supply in the community have saved time and wastage of energy of women's and enabled them to enjoy safe life and the provision goes beyond securing water alone to the households rather granted children to attend their school than spending long time in search of and fetching water to the household. After the community accessed and started using the river water intake source at their nearby locality, women and children no more go to fetching water from the river. The community at Ilan kebele at Gode woreda under Somali regional state witnessed that water was always a problem for both human and livestock drink at their residency and across the adjacent kebeles. The water problem also led to intra-regional migration from drought prone kebeles to the areas which have better access to water. Often this migration of people was accompanied by the migration of livestock population and hundreds of thousands of people, dislocating them economically, socially and culturally because of increasing water scarcity.

During FGD, community members in Ethiopian Somali region said “our family used to travel long distances to get water from Wabi shebele river. The river water was the only source that we used to access for drinking and sanitary practices even though it was so dirty, particularly in rainy seasons. Our children used to suffer from various health problems, including waterborne diseases and physical exhaustion from lifting heavy water containers. In the past, shortage of drinking water didn't only affect the health of members of the entire community, but also their socio-economic activities. Particularly, women and children had to travel long distances to fetch water from rivers and streams”.

Community members affirmed that parents were always worried for their children when they leave their home to get water. The members stated, “mainly in rainy seasons, parents were always worried about their children. Their worries arose from the fear of sudden flash flooding and crocodile attacks while they travel long distances in fetching water in the river.” The members spoke that there were numbers of women and children have been bitten by crocodile and lost their life while they were searching and fetching water for their households.

The community strongly stated that " we thank the UN DRS –JP for the construction of two river water intake structures sourced from Wabi shebele river, one already completed and started in serving the community since a few months back and the other one under construction and expected to be finalized within the coming two months and ready for community use.

Finally, the members said that " we no more longer worried about shortage of water since we already have access to clean water all year round so our children's schools aren't interrupted and water borne diseases have gone away, too! Per the members, currently most of the problems associated

with lack of adequate safe drinking water are solved. They assure, “all members of our family can access clean drinking water at any time within reasonable distance from our home. Women and children are safe from travelling long distance and protected from being bitten by crocodile. Our children they can now concentrate on their lesson studies and other house hold activities when they back to school.”



River intake from the Shebelle River in Gode Woreda, Somali Regional State/Picture-WoFED

Impact on Community Livelihoods: Through the livelihood pillar, DRS-JP has built irrigation canals, established cooperatives, distributed seeds and hand tools, conserved soil, and provided various trainings for the farmers and government employees on how to work together and coordinated seem to have a significant impact on the community’s attitude towards sustainable livelihoods. This has brought a significant change in the lives of the community. Because of these activities saving tradition of the community has been increased, productivity increased, subsistence is ensured, market linkages created. Previously the communities were not using inputs such as fertilizer but now started to use fertilizers so that productivity increased. People in the Programme sites of the region have been transferred from digging to ploughing using hand tractors; job opportunities are created- women and youth are generating income from cooperatives; women can make decisions. Further, unlike before the intervention of DRS Programme now farmers have started to use Small scale irrigation, producing high value crops, row/line planation and using improved seeds. These achievements contributed directly to achieving the overall objectives of the Programme and the impact was therefore found to be highly satisfactory.

Establishment and strengthening of Unions, Cooperatives and IGGS: Through supporting cooperatives and unions DRS joint Programme improved the livelihood of the people in all four

regions. The following table shows number of cooperatives established and supported by DRS-UN JP¹⁸.

Table 5: Number of Cooperatives and IGGS Established and Supported by the DRS-UN JP

Region	Number of Cooperative and IGGS	Capital	Membership		Total
			Male	Female	
Afar	26	2,199,804	183	316	499
Benishangul Gumuz	36	2,963,135	1206	1680	2886
Gambella	21	422083	147	130	277
Ethiopian Somali	72	6,511,5450	215	1193	1408
Total	155	12,096,472	1751	3319	5070

In addition to the cooperatives, DRS-JP also supported unions. In addition to the support in constructing the warehouse capacity improvement trainings has been offered to the management of the unions. Unions can get credit from the regional government which enabled it run the unions activities smoothly and use the loan effectively and efficiently and return the advance money on time. This integrated work and the support provided by the joint Programme has created a suitable environment for the union to provide agricultural inputs to the community on time and at the proper proximity.

Improved Market linkages: Because of cooperatives, farmers could access market for their products at kebele levels that saves their time and cost. Temporary storage facilities have helped members to maintain quality of products as collection centre. New market options created for farmers, the typical example is the share of sale of Benishangul Gumuz union in the ECX market of sesame with an amount of ETB 40,000 through their coops in addition to private traders. Farmers developed capacity of negotiation with traders on market governance. Actors in Value chain established collaborative and transparent market linkages.

Value chain on Soya bean and market linkage

“we follow up plough and irrigation works, choosing a variety of soya bean, sow process, harvesting process and after that the transportation of the products to depositary. Then the product will be sold to wholesalers and oil processing institutes. Ensuring the quality of production i.e. removing foreign materials from the product is also one of the value adding processes that undertakes place. There was no depositary in the past, currently money has been given to the union for depositary building, and due to this the product is stored properly in hygienic depositary not losing its quality. ECX also strictly follow on production, harvesting, transportation and storage. Then it receives the products from the unions. We do value adding and following up works on the pre-extraction process starting from the plough up to the storage. In addition to those processes milk and oil are produced from the soya bean.

Dereje Cherenet, a focal person on agricultural secretariat, Cihfra Woreda, Afar,

¹⁸ Context Analysis Summary 2015

Furthermore, to improve agricultural production and productivity, different agricultural inputs have been provided to the DRS woredas such as provision of modern bee hives with necessary accessories and related technical skill trainings. 21 cooperatives/self-help groups were supported in five DRS-UN JP woredas in the region. Though their (cooperatives/self-help groups) achievements vary, significant results were gained. For instance, six cooperative of Gog Woreda with 72 members (44 males and 28 females) could increase their capital from ETB 278,300.00 to EBY 406,071.00 in which members could support their families. By considering the environmental and socio-cultural contexts in which those cooperatives/self-help groups operate, it could have considered as satisfactory results as socio-cultural context is not favourable for business.

Livelihoods are also changing through modern beehives. A typical example is the bee keeping business at Megele 39 kebele of Assosa woreda by Tigil Lelimat Cooperative practiced as part of promoting and utilizing environmental sustainably. It has started to produce honey and generate income. Besides, modern bee hives in Gog woreda have enabled self-help groups to produce 8 kg per beehive compared to 2 kg which they used to produce using traditional ones before introduction of modern beehives.



Modern beehives Megale 39 kebele, Benishangul Gumuz Region/Picture- BoFED

Modern Irrigation Canals: The construction of irrigation canals is also another means of improving production and productivity. It enabled farmers to farm not only by rain but also using the canals. Farmers in Errer Woreda and in Tuli Guled Woreda in Ethiopian Somali benefit from modern irrigation canals. Agricultural productivity, has increased from 8-9 quintals to 15 quintals per hectare in the locality because of improved agricultural infrastructure.

Environmental Protection Measures: The programme rehabilitated a sizeable area coverage in each of the four DRS through various physical soil conservation measures and area closure to livestock, and planting of trees, shrubs and grasses. Several nurseries, at least three per DRS to assist the plantation and coverage of eroded lands. These measures enhanced the productivity of lands. The programme also developed water birkas providing a significant number of beneficiary with access to water and reducing the time spent fetching water. This had reported positive effect on school attendance and nutrition.



Nursery site and Rehabilitated land in Benishangul Gumuz Region/Picture-BoFED

Impact on the lives of women: In all 22 Woredas, investment plan/value chain commodity has been assessed and selected for different income generating groups (IGGs) and cooperatives. A total of 155 cooperatives and IGGs were formed under the DRS Joint Programme benefiting 5,070 persons. Of these 3,319 are women working as a member of the associations, and serving in the leadership position within the cooperatives. With regards to change in the life of women, women's work load decreased and economic participation improved through formation of Cooperatives and engagement in different IGAs, with the increase of production and productivity financial management and saving culture of the cooperatives have improved.

In Ethiopian Somali, many female-led cooperatives have been established and multiple capacity building trainings sessions have provided for cooperative members on different income generating activities. Cooperatives are practicing small scale irrigations schemes and striving for other mixed income generating activities to ensure and improve the household incomes of the family. In Berano Woreda, for instance, women are organized in cooperatives and engaged trading commodities such as cloth, oil, pasta, sugar, onion, etc. In addition, women cooperatives formed to work in milk collection and marketing in Assayita and Megale Woredas of Afar and Mekouy Woreda of Gambella. They have collection centres and sales point. These females have changed their lives very significantly; they could generate income and they could educate their children and able to support their entire family.



Gonzye Production and Sales Point in Assossa /Picture-Regional BoFED

In Megale Woreda of Afar women are organized in cooperatives to fatten goats with financial support of the Programme has purchased 80 goats and now the cooperative is in a good progress. In Gambella and Benishangul Gumuz women's energy saving stove production cooperatives are formed and enabled women to generate income. In all DRS regions, women mill cooperatives were formed by the support of DRS. in Somali, for instance, women can get up to ETB 300 per day out of the cooperatives. But they are not working regularly because of power interruption.



Women Goat Fattening Cooperative in the Market, Degahabour Woreda/Piture-MoFPDA

Skills, Knowledge and Technology Transfer: DRS-UN JP also played a role in doing things differently by introducing new ways of doing things. Evidence for this comes from all regions; however, the case of Gambella may come first. Till the intervention of DRS Programme, most farmers in Gambella were

cultivating through digging using axe and hoe. However, to increase agricultural productivity, the culture of ploughing was introduced by the support of DRS-UN JP. Initially, oxen ploughing was practiced but for different reasons such as environmental effect. Then, DRS-JP devised another mechanism i.e., substituting the oxen by hand walking tractors. Farmer associations were provided one hand walk tractor each and trained on its operation and usage and started to produce through ploughing instead of digging. Thus, the Programme has contributed in transforming farmers from digging to ploughing.

3.7. DEVELOPMENT CONTRAST BETWEEN DRS AND NON-DRS WOREDAS AND KEBELES

DRS-UN JP has its own peculiarities that make it different from development initiatives and results. These differences mainly rested upon the intent, approach and modalities of development. For this brief comparative analysis and to further triangulate and substantiate the contribution of DRS-UN JP to DRS Woredas development Chifra, Sedal, Jore and Dhanan were proposed and endorsed by respective Regional BoFEDs of Afar, Benishangul Gumuz, Gambella and Ethiopian Somali.

This brief analysis is the result of reflections on existing development situations based on factors such as intervention approaches; Governance improvement support; community engagement in development process and sustainability and impact.

Intervention approaches: DRS-UN JP applied ICBPP as a unique planning process to further strengthen community empowerment. It is a planning process practiced in the 22 DRS Woredas to systematize community participation for sustainable community participation in their own development and to strengthen bottom-up planning approach. Moreover, ICBPP ensures community engagement in the process of decentralization and leads to community empowerment. The process has been found instrumental in developing sense of self-reliance, community mobilization to contribute for its own development. In addition to pulling community resources together, it helped to assemble contributions towards the attainment of GTP targets at local level which in turn safeguards sustainability of the programme results through sense of ownership. To this effect, the DRS-UN JP capacitated several communities to apply by their own the ICBPP model which is lacking in the non-DRS Woredas considered for comparisons.

During the program period the DRS-UN JP has created opportunity for building local, zonal and regional capacity in terms of improving good governance, social services and livelihoods. Several capacity building events varying by type, content and level were ranging from roles and responsibilities of local public managers to more complex issues of revenue projection and strategic planning that were organized to communities, experts and government officials. A high-level delegation led by the MoFPDA has been exposed to a two-weeks long training and experience sharing event abroad. These events organized to enlighten the larger community and DRS program force to be equipped with new skills and knowledge in terms of development programing and implementations. This has been found a significant contribution to the DRS program to regions, the MoFPDA and to the DRS Woredas.

Moreover, as part of the contribution of the program, huge resources (covering 46% of the total) has been used to distribute new inputs (technologies, seedlings, machines, pesticides, insecticides, vaccines, etc.) for improving agriculture and household economy, have been supplied to community beneficiaries throughout the program. Capacities of local government and community members in terms of cooperatives' management, woreda market assessment, value chains and market linkages were strengthened with state-of-the art approach in all the DRS Woredas. These are found to be the outcome of the significant efforts made by national and regional technical experts that are to be considered as best practices institutionalized at local levels.

A significant lesson drawn from the DRS-UN JP is the Integrated approach which allowed spill over effect of the three pillars of the programme working together for a better impact. No doubt that the good governance pillar has laid the foundation for accessing social services owned and led by both local government and communities. Both livelihoods and social services, though considered strategic entry points at local level, have been used as gauging parameters for systems and inputs supplied through improving the quality of governance.

The program governance and structure is a typical program management practice. However, both the DRS and non-DRS woredas can apply the modality with some adjustments to complement other local development initiatives.

Governance improvement support: This support with a unique approach contributed hugely to clarify regulatory frameworks and define functional assignments of local government. This effort has been augmented by the development of governance manuals/guidelines which are regularly reviewed/updated and put into applications. The DRS woredas developed three- Year Strategic Plans and the DRS Kebeles could produce One-Year Operation Plan using RBM and Human Rights approach. Moreover, apart from the strategic studies produced by the program, civil service officers both at regions and woredas were trained in good governance tools (BPR, BSC, compliant handling mechanisms). This is an effort taken by regional Management Institutes whose capacity has been improved to ensure sustainable local capacity building of institutions & human resources. At community level community groups (WASHCOs, social courts, peace committees, Value-Chain Committees...etc.) were capacitated to improve service delivery.

Community engagement in development process: The DRS-UN JP is recognized at all levels as it has played catalytic role in improving local development and the vigour it created in communities towards development and empowerment. Value chain investment plans led and coordinated by multi-stakeholder platforms, enhanced capacity of key stakeholders to review, update and utilize relevant regulatory provisions for value chain development, strengthened institutional and human capacity for improved agricultural productivity and production through the provision of modern systems, technologies and inputs, increased capacity to develop, link and access to existing and new marketing and financial systems, and Increased capacity to promote, and utilize environmental protection measures for better and sustainable livelihoods are few but significant areas that required and mobilized community engagement.

Sustainability of results: A framework of sustaining the results of the program has been shared by the MoFPDA to the DRS regions with detailed suggestions that could be applied with some adjustments at woreda level. Unlike projects and programs implemented in the visited non-DRS woredas, the DRS-UN JP developed a consulted plan for sustaining the results of the programs. The plan identifies critical sustainability actions with responsible organs who should be involved in the implementation of respective actions proposed. Hence, for results achieved in the good governance pillar the Regional Bureau of Civil Service & Capacity Building, Regional Management Institutes, Woreda Administrations, BoFED, Regional Revenue Authorities, ICT Agency are assigned. For the follow-up of actions to sustain results gained under basic social service pillar, bureaus of Education, Health, Water and their Woreda counterparts were direct or indirect implementers. Results achieved through implementing environmentally sustainable livelihood pillar are proposed to be checked and coordinated for sustainability by Bureaus of Agriculture and Natural Resource, Cooperatives, Women and Youth Affairs and Environmental Agencies. Furthermore, guidance has been issued by the DRS-UN JP secretariat at different times to incorporate the DRS program interventions in government plans.

While the above analysis provides some distinctions between the DRS and non-DRS woredas, it should be mentioned that there are lots of similarities as both are implementing government led development processes guided by the GTP and local development plans. In addition, there are several initiatives supported by various development actors which are in one way or another like the DRS program. These include initiatives around education, water, health and livelihood improvement.

A matrix was distributed to interviewees at Non-DRS Woredas to gather typical differences between the two woredas that comparatively present the value added and contributions of the DRS program. The contrast has been made using an agreed list of indicators identified to seek if any value is observed as contribution of the DRS-UN JP by contrasting contributions of the JP with that of development processes and status in Non-DRS Woredas and Kebeles.

Activity Indicator	Woreda			
	Chifra	Sedal	Jore	Dhanan
Frequent training and capacity building events organized to clarify functional regulatory frameworks defining functional assignments of local government	N	N	N	Y
Governance Manuals/guidelines reviewed/updated and put into application at woreda and kebele office	N	N	N	Y
Woreda applies three-year strategic plan/Operational Plan	N	N	N	Y
Kebeles are guided by operational plans and regularly review progresses	N	N	N	Y
Communities apply ICBPP approach	Y	Y	Y	Y
Woredas refers to socio-economic data for planning and informed decision making	Y	N	N	Y
Woreda and its kebeles check and review regularly access to and improvement of quality of social services (functional	Y	Y	Y	Y

Activity Indicator	Woreda			
	Chifra	Sedal	Jore	Dhanan
health posts, reports, immunization, quarterly screening of children for malnutrition, activities of Mother-Mother Groups etc.)				
Woreda civil service officers are trained in good governance tools (BPR, BSC, compliant handling)	Y	Y	N	Y
Community groups (WASHCOs, peace committees, Value-Chain Committees, ...etc.) capacitated and engaged in improving service delivery	N	N	N	N
Woreda and its kebeles review and take actions to increase enrolment, drop-out and number of female students in schools	Y	Y	Y	Y
Woreda has a complete value chain investment plan	N	N	N	N
Woreda Kebeles established women cooperatives	N	N	N	N
Woreda facilities access to financial services and new markets for farmers/producers	N	N	N	N
Woreda has electronic Market Information billboard	N	N	N	N
Women are engaged in producing and selling cooking stoves for household use	N	N	N	N

3.8. RATING OF PROGRAMME PERFORMANCE

3.8.1. Overall DRS – UN JP Results

A framework for rating of the performance under the three pillars i.e. local governance, improved basic social services and improved sustainable livelihood systems suggested and applied in view of programme results, implementation, sustainability and M&E systems. The rating was done independently based on both qualitative and quantitative data obtained from all stakeholders of the DRS-UN JP¹⁹. The rate was given in terms of the following ratings given to the level of achievement of programme objectives in terms of relevance, effectiveness, or efficiency: Highly satisfactory

¹⁹ Ratings applied:

- *Highly Satisfactory (HS)*- The programme had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
- *Satisfactory (S)*- The programme had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
- *Moderately Satisfactory (MS)*- The programme had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
- *Moderately Unsatisfactory (MU)*- The programme had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
- *Unsatisfactory (U)*- The programme had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
- *Highly Unsatisfactory (HU)*-The programme had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

performance; Satisfactory performance; Moderately satisfactory performance; Moderately unsatisfactory performance; Unsatisfactory performance; and Highly unsatisfactory performance.

3.8.2. Good Governance

The governance component of the JP has its own outputs such as strengthening legal and regulatory frameworks for deepening decentralization, capacity development for participatory planning for local governance and development, strengthening IMS to support planning and Performance Evaluation and Monitoring for informed decision, enhancing capacity for service delivery through improved efficiency and effectiveness of human resources, and improving capacity to mobilize and utilize regional revenues to support development. Based on the outcome indicators indicated from the Programme Monitoring and Evaluation result framework, almost all the output indicators gained 100% achievements.

Table 7: Performance in Good Governance Pillar

Overall Rating: Satisfactory

Output	Performance Indicator	Rating
Output 1: Legal and regulatory frameworks for deepening decentralization strengthens	1.1 Number of Woredas with clear and functional regulatory frameworks defining functional assignments of local government	S
	1.2 Number of Governance Manuals/guidelines reviewed/updated and put into application.	S
	1.3 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on relevant functional assignments	HS
Output 2: Capacity for Participatory Planning for local governance and development strengthens	2.1 Number of Woredas developed 3years strategic plans and one year operation plan using RBM and Human Rights approach to Programme;	MS
	2.2 Number of Kebeles developed one year operation plan using RBM and Human Rights principles;	MS
	2.3 Number of community participatory manuals updated, translated and printed in local language;	MS
	2.4 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on ICBPP through TOR and Cascading approach	HS
Output 3: IMS strengthened to support planning and PEM for informed decision	3.1 IMS strategy formulated at regional level and action plans produced by the Woredas	S
	3.2 Number of Woredas that collected socio-economic data and analysed for planning and informed decision making, using information management tools such as DeV Info;	S
	3.3 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on IMS, such as DeV Info,	HS
Output 4: Capacity for service delivery enhanced through improved efficiency	4.1 Presence of clear Human Resource Development and Management Strategy for the Region and action plans developed	HS
	4.2 Number of kebeles and Woredas supported by the Programme to improve their capacity to provide quality social services;	HS

and effectiveness of human resources	4.3 Number of civil service officers trained in good governance tools (BPR, BSC, compliant handling)	HS
	4.4 Regional Management Institutes capacity improved to ensure sustainable local capacity building of institutions & human resources;	MS
	4.5 Number of community groups (WASHCOs, peace committees, Value-Chain Committees, ...etc.) capacitated to improve service delivery	S
Output 5: Capacity to mobilize and utilize regional revenues to support development improved	5.1 Presence of clear Revenue Generation Strategy and action plans developed	HS
	5.2 Number of Woredas with increased revenue collection;	S
	5.3 Number of tax collectors and officials trained on legal documents and procedures of tax collection	HS

The table shows that there does not seem to be a shortfall in the achievement of targets set under good governance, except strengthening of regional management institutes capacity improved to ensure sustainable local capacity building of institutions & human resources. Benishangul Gumuz has been the most successful in strengthening its management institute and Gambella only partially. The other two regions reported no significant activity has been made in strengthening their respective management institutes, the reason being both a mix of budget constraint and lack of proper attention towards this activity. DRS-JP in Benishangul has targeted the Regional Management Institute and Regional Human Resource and Capacity Development Bureau and helped to have modern and improved data management system. Among the supports given, 41 desk top and laptop computers, 2 photo copy machines, 3 digital cameras, 7 LCD televisions, Optic Fiber and local network system in the Management Institute, and subsequent capacity development trainings at all levels were given to concerned staffs. The network and data base system of Benishangul Gumuz Region Management Institute has been strengthened with the procurement and installation of necessary equipment such as laptops, network cable, and ventilator for the server and stabilizer.

3.8.3. Basic Social Services

There are three outputs expected from the BSS pillar. The first output is Improved access to and use of safe drinking water supply & hygiene and sanitation facilities, the second one Improved access to and use of quality health and Nutrition services, and the third improved access to quality education provided to boys and girls at pre-primary, primary and post primary levels. Each output has several indicators.

Table 8: Performance in Basic Social Services Pillar

Overall Rating: Highly Satisfactory

Output	Performance Indicator	Rating
Output 6: Improved access to quality education provided to boys and girls at pre-primary, primary and post primary levels.	6.1. Annual increase in primary Gross Enrolment rate (GER)	HS
	6.2. Annual rate of increase in NER in percentage points as against the baseline of each target woreda	HS
	6.3. Gender parity index (GPI) at pre-primary, primary and lower secondary	S
	6.4. Dropout rate for primary	S

Output 7.: Improved access to and use of quality health and Nutrition services	7.1 % functional health posts in DRS [102/005]	S
	7.2 Percentage of children 12-23 months who are immunized against measles in DRS [102/005]	HS
	7.3 % DRS woredas with active women's support groups on IYCF [IR102/009]	HS
	7.4 % of children 6-59 months supplemented with vitamin A every six months [IR 102/009]	HS
	7.5 % of woredas screening children for malnutrition quarterly [IR 102/009]	HS
Output 8: Improved access to and use of safe drinking water supply & hygiene and sanitation facilities.	8.1 No. of users of new or rehabilitated water schemes	S
	8.2 No. of new users of household toilets with or without access to hand-washing stand with soap / ash (disaggregated as basic and improved)	HS
	8.3 No. of ODF Kebeles/villages with ODF populations	HS
	8.4 No of institutions with improved and gender sensitive WASH facilities disaggregated by access to water and sanitation facilities in health facilities and schools	S

Regarding education, the above table shows how the expected output of the programme towards providing improved access to quality education has been change in the last five years. The table only shows the aggregate of DRS result. Education statistics report shows that the GER in the country has been increased in general, and the highest increment rate has been registered as 151% in Addis Ababa; the capital city and developed, and Gambella which is one of the four DRS and had 55% enrolment rate before 2012 ²⁰.

The lowest GER is not still recorded in any of the DRS after 2012. This can show something that the DRS-JP has contributed to increase the GER in DRS. However, when we see the GER of the country by taking the age range from 4-8 the DRS scored the lowest result; 25% Gambella, Afar 18% and Somali 12%. Furthermore, the National Enrolment Rate in primary education was 85.4% nationally but as low as 35.4% in Afar and 63.7% in Somali. Disparities exist between the four DRS as well. Afar and Somali regions have lower primary and secondary enrolment rates than the other two DRS regions but gender disparity in primary education is higher in Gambella and Benishangul-Gumuz. ²¹

Regarding other pillars in the BSS, there has been also considerable progress made towards expected results, across health & nutrition and WASH outcome indicators as illustrated in the table above. In both outcome indicator result areas, significant achievements have been made for more than 80% of sub indicators, again some of them achieved beyond expectations and exceeded targets. There was also limited data source for several indicators to measure results against the target set in the DRS monitoring and evaluation frame work.

3.8.4. Environmentally Sustainable Livelihoods

²⁰Education Statistics Annual Abstract 2014/15

²¹ Context Analysis Summary 2015

It is one of the three pillars in which DRS UN JP has been tipping in to enhance livelihood capacities of four emerging states of Ethiopia using the federal and regional government's policies, strategies, structures and systems. Having integrated with other two pillars (good governance and basic social services) this intervention pillar has played pivotal role in creating job opportunities and ensuring subsistence in the DRS regions. The following are planned and achieved activities by the JP.

The table below reveals DRS programme achievement in the value chain is a little bit low, only 68.1% of the expected target is achieved. In contrary, number of women employed in value chain stake holders (cooperatives + IGGs + self-employed shows that the Programme has done 3 times more than the expected target in the cooperatives and IGGs. However, though much has been done on the environmental protection all are done without targets.

Table 9: Performance in Environmentally Sustainable Livelihoods Pillar

Overall Rating: Highly Satisfactory

Output	Performance	Rating
Output 1: Enhanced capacity of key stakeholders to review, update and utilize relevant regulatory provisions for value chain development	1.1 /% of woreda value chain investment plans that include regulatory issues to be improved	HS
	1.2 % of regulatory issues identified in value chain investment plans that are addressed by relevant authorities	S
	1.3 % of value chain steering group members / stakeholders aware of relevant regulations to value chain development	MS
Output 2: Strengthened institutional and human capacity for improved agricultural productivity and Production through the provision of modern systems, technologies and inputs	2.1 % increase in production supported value chain groups	MS
	2.2 % increase in the household income of women cooperatives members	MS
	2.3 Number of women employed in value chain stake holders (cooperatives + IGGs + self-employed)	HS
Output 3: Increased capacity to develop, link and access to existing and new marketing and financial systems;	3.1 Number of value chain groups that access new markets	MS
	3.2 Number of value chain groups that access financial services and goods (loans, savings, insurance)	US
	3.3 Number of cooperatives with regular access to market information on price and quality	MS
Output 4: Increased capacity to promote, and utilize environmental protection measures for better and sustainable livelihoods	4.1 Number of woredas with updated Land Use Plans with detail information	US
	4. 2 Number of women cooperatives producing renewable energies for household use	S
	4. 3 Size of land protected from natural and manmade destruction	S

3.9. PROGRAMME GOVERNANCE

The programme governance (programme management arrangement) is the management framework within which decisions about the Programme is made. Therefore, the role of Programme management arrangement is to offer a logical, robust, repeatable framework for decision making. This can be evaluated against three criteria: a clear organizational structure, defined roles, and available mechanisms.

Clear Management Structure: As it is well known, DRS-UN JP has a clear governance structure. At the national level, it is governed by a National Steering Committee (NSC) composed Representatives from MOFEC, MFAPDA, and the three UN agencies (UNICEF, UNDP, UNCDF) and a National Technical Working Group (NTWG) composed of experts from the donor agencies and responsible government ministries (MOFEC and MFPDA). The NSC is responsible for Programme strategy, while the NTWG oversees the Programme implementation by addressing technical issues on a regular basis. A similar structure is cascaded to the regional and woreda levels. The Regional Steering Committees (RSCs) provide guidance to Regional Working Group on implementation of the decisions from the federal level. At woreda level, woreda steering committees (WSC) oversee Woreda Technical Groups (WTGs) on implementation of the Programme on the ground. The performance component of the Programme is overall coordinated by the MFPDA while the financial aspect is coordinated by MoFED, BoFED, and WoFED respectively from the federal to the woreda levels.

The DRS-UN JP governance structure ends at woreda level. At the kebele levels, the Programme makes use of local state institutions/structures. Hence, the DRS-JP structure at woreda level is then further connected to Kebele Development Teams (a team of each 60 households) and within this is also what is called one-to five, where one person is responsible for leading other five. The social service pillar, such as MMSG relies on the use of these state structures.

Defined roles: For efficient Programme governance, it is not just enough to have a clear organizational structure. Besides, the roles at each tier of the organization should be clear. This includes the role of all steering committees (from national to woreda) and the role of TWG members similarly at all levels. From this perspective, there is no significant gap in functional assignment of roles of each party involved in the governance/management and execution of the Programme for that matter. To begin with, the Programme gives the government the role for implementation of the Programme. The resources channelled from UN agencies through the Programme are considered as supplement, not an offset, to budget ceilings agreed by federal government for DRS.

Government has the role to ensure adequate human resources as part of the Programme management infrastructure at regional, woreda and kebele levels. All Programme activities will form part of the regional and woreda annual work plans and are subject to review by a joint committee from both steering and technical working members at all levels. There is no thus any significant obscurity in who does what regarding the DRS-UN JP activities.

Mechanisms: It is not still enough to have clear organizational structure and set of defined roles under each structure. Besides, there must be policies, Programme and governance principles, decision or authority specifications. There must a specific decision making authority to all in the Programme governance and execution. Evaluation of DRS-UN JP shows that there is no a significant gap in enforcing mechanisms of the roles of each party involved in the Programme.

Implementation, Management & Coordination: The Evaluation Team noted that there is a Programme management and coordination structure mechanisms established for the UN Joint Programme (JP) implementation under the coordination of the MoFPDA and MoFEC at the Federal level and BoFED at Regional level. At the federal level, coordination mechanism consisting of steering committee that comprises of UN agencies, MoFEC, MoFPDA and the functional technical working groups established and the same structure is stretched to the targeted regional states and woredas of the regions selected for the UN Joint Programme implementation.

The country ownership of the Joint Programme implementation found satisfactory. The Programme was developed through a participatory process, and implementation of activities were undertaken by regional sector bureaus. At the Woreda level, the Woreda administrations are actively engaged in decision-making with regards to the selection of kebeles where the interventions are implemented, selecting programme sites and programme beneficiaries. There were also strong consultation mechanisms among UN agencies having offices at the regional level, and woredas when doing the abovementioned activities. The UN agencies do have presence at regional level, and participate in meetings of the Regional steering committees and Technical Working Groups (TWGs) as well.

There is also a direct Programme Management Team. There is a full-time Programme technical advisor across each regional state and a senior UN - JP technical advisor at federal level stationed with the Ministry of Federal Affairs. The regional advisors would be responsible for daily management of the JP such as developing action plans, monitoring activities and producing reports and submit to senior technical advisor at the federal level and the senior technical advisor oversees the overall Programme implementations across the targeted regions. Fortunately, all the regional technical advisors and the senior technical advisor are very energetic, motivated and highly contributed for the Programme activities to be translated for the desired results. In general, the direct Programme management team is working well, experienced, more efficient and effective in coordinating, administration, planning, and implementation, monitoring and reporting.

3.10. KEY PROGRAMME IMPLEMENTATION CHALLENGES

For the sake of convenience, challenges are categorized under two levels: operational level challenges and strategic level challenges. By operational level challenges, it is meant those challenges related to carrying out DRS-JP core activities. And strategic challenges refer to those challenges relating to a long-term or overall aims of the Programme and the means of realizing them. The boundary may be fluid; however, it is convenient to discuss them separately since the level of solution required to each category of challenges is also different.

3.10.1. Operational Challenges

Limited Budget: Both informants in the regions/woredas and those in the national technical working group members have shown that there is a budget constraint. The woredas have shown that there is a significant disparity between their plan submitted to agencies and the actual fund allocated. Members of national technical working group showed that the Programme was not able to raise additional funds from “other resources” and four of the seven UN agencies²² withdrew²³ from the Programme, hence making the budget much lower than initially anticipated.

Staff Turnover: Relatively well qualified officers who are at the bottom of Programme implementation often change their job. Technical working group members also often leave their office for a better job in the same region or somewhere else. This turn over even includes regional technical advisers, such as in Afar and Somali. Members of steering committee are politically appointed individuals. They are also often removed and replaced. So, in the face of Such a turnover, it takes time until the abandoned positions are refilled and until a newly employed person re-acquaints himself/herself with a new job, creating a problem on a smooth operation of UN DRS-JP.

Perception of the Programme as an Additional Responsibility: Members of steering committee or technical working groups have also complained that carrying out the DRS-UN JP in addition to regular activities is creating a burden. Since, the Programme carried out in addition to regular activities, their time and effort is often not too focused on the UN DRS-JP implementation.

Delayed Reporting: Discussion with National technical working group members have shown that reports are not often sent in time from the *woredas* though all the woredas that with visited did not agree on this. Reports are due to be sent quarterly and the reporting system is relatively simple. However, the reports do not arrive to the funding agencies in time. This means that funds may not be released until a report for proposed activities arrives to agencies.

Logistical Constraints: Lack of logistics for monitoring and evaluation is also another challenge mentioned. Kebeles where the Programme implementation is made are often far from each other or from the woreda capital. Walking on foot is difficult and officers and technical working group members must rely only on vehicles or motorbikes from the woreda. However, some woredas do not have cars at all even for their regular operation. Lack of vehicles delayed monitoring and evaluation efforts of the Programme activities.

Limited Value Chain: The value chain is also not as anticipated. For example, cooperatives in Benishangul Gumuz were supported with refrigerators and soya bean crushing machine. The original intention was to produce milk, cheese, bread, and oil. However, the cooperative is not well functioning, let alone to observe value chain. The main challenges include weak institutional set up to ensure sustainable inclusive livelihoods i.e., both local authorities and community level organizations (cooperatives, income generating groups, farmer’s associations, women's groups)

²² UNICEF, UNDP, UNCDF, WHO, FAO, WFP and UNWOMEN

²³DRS – UN JP Summary Report, DRS-UN JP Secretariat, MoFPDA

require further support to properly institutionalize livelihoods related initiatives. The lack of capacity and woreda level, shortage of basic infrastructure, the lack of access to adequate agricultural inputs as well as to markets, and financial services were also pointed as key obstacles to realize DRS-JP Programmes to a full potential.²⁴

Lack of Proper Documentation: The review team has found out that DRS Programme intervention results were not properly documented. While the purpose of the Programme was to enhance capacity including on the documentation mechanisms, the DRS-JP intervention activity itself suffers from lack of adequate and proper documentation.

Weak Coordination: Many informants agreed that there is weak coordination at regional level. Since members of RSC are political appointees, they often are caught up in meetings and periodic political agenda. For example, this year the country was in a state of emergency following popular protests in Amhara and Oromia regions. The steering committee members were thus unable to make period meetings regarding DRS-JP. The same was true with the regional level TWG members. Federal Steering Committee: the success of the Programme depends not only on its technical expertise, but also on its strategies in creating positive and supportive environment.

Lack of Training Quality Assurance Mechanism: There are several trainings undertaken during the Programme and several thousands of persons participated in the training. However, a great deal of effort is required to make sure that trainings deliver both the quantity and the quality of purpose they are needed. Factors that need to be critically considered include the quality of trainers, the trainees, the content delivered to the trainees such as up-to-date and adequate training manuals, methods, facilities as well as materials. Currently there is lack of training quality assurance mechanism.

Youth not Adequately Represented: There is a significant progress made by UN DRS-JP towards rights based approach to development. It has tried to target women, children, and mothers among others. However, there is not an explicit attention paid to the youth.

3.10.2. Strategic challenges

Mobilization of Additional Resources: There are two budgetary sources for the UN DRS-JP. The first one is what is called “Regular Resources (RR) and the second one is what is called Other Resources (OR). Disbursements from the UN partners of RR have been lower than planned because most of the agencies pulled out from the Programme at the first or second year of its implementation. Moreover, there has been no adequate OR generated, for that matter; there is no any strategy towards that.

Performing Delivering as One Principle: Initially, seven UN agencies (UNICEF, UNDP, UNCDF, ILO, FAO, DFID, WHO) joined their hands in a One UN Programme particularly in the DRS-JP. However, except UNICEF, UNDP, and UNCDF, all other agencies withdrew by the second year of the Programme. The major reason for this was still lack of a harmonized system, such as financial system. The first and for most reason for the withdrawal of these agencies were mainly due to the funding modality where the agreed way of channelling the fund to the IPs were arranged through BoFEDs

²⁴DRS-UN JP First Annual Review Report, MoFPDA, 2013

while the agencies were directly sending to the individual partner in their respective sectors. This was not able to encourage participatory and joint approach²⁵.

Lack of Capacity on the Part of IPs: While capacity building is the major target of the UN DRS-JP, lack of capacity on the part of implementing partners for capacity building of their own is a challenge. This problem has been identified during the design stage²⁶ and this problem seemed to have continued all the way through the programme implementation period.

²⁵ DRS- UN JP Brief-2

²⁶ DRS – UN JP Annual Review Report, MoFPDA, March 2013

CHAPTER 4: LESSONS LEARNED

Measurable indicators presence and the existence of appropriate baseline values that could help as Benchmark to measure the Programme progress/ expected results, outputs and outcomes against the established baseline values. Government and community ownership of the Programme across regions is highly appreciated. It goes without saying that any similar local development Programme applies similar approaches of designing, implementations, monitoring and review of results.

The full engagement of the government in design, implementation and management of the JP ensures commitment of government counterparts at all levels and strengthens ownership and sustainability of the processes and results of the Joint Programme.

An integrated approach of the three components being implemented for the same communities encourages a holistic approach and the different components reinforce each other to strengthen the impact on the beneficiaries.

The success of the Programme is partially the result of strong leadership and technical guidance from Steering Committees and Technical Working Groups. This depends not only on technical expertise, but also on its strategic level support and the enabling environment availed at all levels. Among others, strengthening of Federal level steering committee is a must in creating not only the anticipated supportive environment but also Programme harmony and national ownership. The presence of the steering committee is very important and necessary to provide oversight and strategic guidance for the Joint Programme at a higher and strategic decision making level. Lessons learned for future adaptation similar programmes include:

1. Government and community ownership of the Programme across regions is highly appreciated. It goes without saying that any similar local development Programme applies similar approaches of designing, implementations, monitoring and review of results;
2. The full engagement of Implementing Partners (IPs) in designing, implementation and management of development Programmes ensures ownership, commitment by government counterparts at all levels and guarantees sustainability of development processes and results;
3. An integrated development approach avoids silos and increase impacts of various components implemented jointly encouraging beneficiaries to use holistic approach in development;
4. The success of the Programme is partially the result of strong leadership and technical guidance from Steering Committees and Technical Working Groups;
5. As an extension of the philosophy of the JP and Delivering as One, the DRS-UN JP benefited from joint field monitoring aimed at gathering facts from the ground through meeting with local authorities and community members and share lessons to all stakeholders.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1. CONCLUSIONS

Overall, the UN-Government Joint Development Programme has been relevant to the development of the four regional developing states of Ethiopia and has been aligned with the regional development needs, government priorities and UN mandates. The Programme has been efficiently implemented and the output has been timely delivered with adequate quality. The outcome and outputs are considered sustainable. There is strong government and community ownership of results and local capacity has been enhanced. Support for the continuation of the implemented initiatives and achieved results, demonstrated through improvements in governance (regulatory frameworks, deepened decentralized systems, capacities systems created),

enhanced basic social services (health, water, education, hygiene, nutrition, sanitation) and sustained livelihoods systems. Government-led approaches have been particularly relevant to promoting shared responsibility, accountability, between government and local community members and to fostering sustainability and local ownership of results.

The Joint Development Programme has been effective in (i) supporting formulation or reform of woreda strategic plans, (ii) developing and strengthening regional and local institutional capacities, (iii) implementing local projects and (iv) managing and reporting Programme resources. Some of the most significant contributions are highlighted below.

Contributions of the Joint Development Programme to poverty reduction and support to the implementation of local development plans contributing to Millennium Development Goals (MDGs) have helped to strengthen regulatory frameworks and mechanisms to establish and revitalize multi-sector platform of cooperatives and unions. The Joint Development Programme support has also strengthened local capacities to develop and implement innovative and diversified income-generating activities targeting vulnerable groups, with the aim of reducing inequalities.

Several strategy documents and manual that the Joint Development Programme helped develop are fostering inclusive growth, such as the Strategy on Human Resource Development, Information Communication and Technology, Regulatory Framework for Decentralization, Monitoring and Evaluation, and Regional Revenue Generation Strategy, which the Government has taken ownership of and implemented. There are signs of an increasingly improved environment to foster market linkages and an improved system of environmental protection, agricultural produce realization, with established market chains.

The Joint Programme has effectively contributed to the strengthening of capacities in data collection and data systematization through joint work with the Government on the development of communities' database. Through the Programme, the development of a unified community database that informs local level decision-making processes in addition to the DEV-Info database, which tracks progress towards achieving the GTP and MDGs.

The Joint Development Programme has been effective in helping the Government to strengthen capacities at community and regional levels of government for decentralization, planning, management, delivery of public services, and monitoring the implementation of social policies.

The contributions to quality local governance have helped to strengthen institutional capacities and mechanisms to address development issues. The Programme has helped empower people to claim their rights and receive services on time and up-to the standard. It has also promoted participatory planning, decision-making and monitoring at the local level and supported community participation in local development. The Joint Programme has effectively contributed to raising awareness of human rights among civil servants increasing capacities to improving legislative framework on gender equality and the capacities of women to engage in local-level decision-making processes.

Under gender equality and women's empowerment, the Programme has effectively contributed to strengthening the capacities of the regional stakeholders ranging from Bureau of Finance and Economic Development, Bureau of Natural Resource Management to Education Bureau. The Programme has also contributed significantly to empowering and building the capacity of women to run for local offices. There is a growing effort to mainstream the gender perspective in local development Programmes. However, gender mainstreaming is at times perceived as contrived and minimalistic-an additional layer of requirements and generally considered last.

The Programme applied clear Programme structure from the national to local/kebele levels with a defined roles and responsibilities. Financial aspect was also used to evaluate efficacy: modality of transfer, proportion of administrative cost to capital investment, perception of financial input versus output and perception of corruption. The evaluation found out that the modality of cash transfer is reasonably efficient. The Joint Programme spearheaded by different UN agencies and local government achieved higher results with less resource. Integration which is expressed through regional and thematic convergence was also used as a measure of efficiency.

All interview and focus group discussion results have revealed that the Joint Programme addressed critical community needs. The Programme is also relevant to regional and national development priorities addressing development gaps, the JP is also relevant to global development agenda. The creation of the MNH and GEWE JPs, which directly responded to MDG 5 and 3 respectively, was fully relevant. The same level of relevance with Sustainable Development Goals (SDGs) can also be observed. Moreover, Joint Programme was designed to link strategically to other ongoing programmes of the Government of Ethiopia and other development partners. Adequate attempts were considered to address women's and children's needs. However, youth empowerment was not explicitly addressed.

ICBPP has become one of the most welcomed practices for planning even for government regular Programmes. Noticeably both the joint and non-joint Programme woredas prepare respective plans using ICBPP.

Observed practices indicated that there will not be back slide in maternal health and sanitation practices. Improved health seeking behaviour has been observed among the communities. About

183,128 household latrines were constructed through the Programme. Several intervention kebeles graduated to open defecation free (ODF) kebeles. The JP promoted home delivery free (HDF) kebeles in all beneficiary woredas and healthy infant feeding practices, including exclusive breastfeeding and delayed introduction of complementary foods. Taking children for vaccination is one of the practices seriously reinforced through the Programme. Improved community access to safe drinking water and health facilities in turn resulted in improved community health. Children being protected from water born disease like diarrhoea and other epidemics and have become regular school attendants. Moreover, access to clean water supply in the community have saved time and wastage of energy of women and enabled children go to school especially the girls.

Farmers can access markets for their products. The Programme provided them with temporary storage facilities built by cooperatives and unions supported by the Programme. This has brought about new market options for the farmers strengthened by regular consultancy services provided to them. Per the evaluation team's observations most cooperatives and unions will sustain by themselves as the beneficiaries, have taken over the Programme results. However, value chain and market linkages require subsequent efforts to ensure sustainability. Specifically, the assessment can safely conclude that:

1. The Government of Ethiopia considers the UN agencies supporting the JP as a reliable and responsive development partners. The agencies are considered relevant and strategically positioned to support the growth of the Developing Regional States;
2. The JP has made relevant contributions to regional development outcomes in terms of promoting participatory decision-making, strengthening institutions and regulatory frameworks, and implement national policies and Programmes to reduce disparities. More significantly the Programme contributed to creating and strengthening resilient communities able to respond to shocks and vulnerabilities;
3. The DRS-UN JP has generally engaged and worked well with all relevant stakeholders. It is well positioned to promote more frequent and inclusive consultation, particularly with government counterparts and communities to better help the Government coordinate and leverage development efforts;
4. The DRS-UN JP contribute to the UNDAF outcomes with several outputs;
5. There is huge potential to further leverage similar initiatives to promote stronger Programmatic synergies with other development areas such as local economic governance, poverty reduction, human rights, migration, human trafficking and refugee support Programmes (e.g. CRRF). The Programmatic potential, however, must be fully explored;
6. The Programme has successfully supported regional efforts to address gender inequality in the woredas and has progressed in mainstreaming a gender-responsive and human rights-based approach in its Programming. However, some corporate benchmarks still require actions and focus on transformational change;
7. The Programme lacks mainstreaming disaster risk reduction in environment and sustainable development. It also lacks distilling and disseminating lessons from achievements, innovations, challenges and tested new approaches to influence development policies, knowledge management and learning.

5.2. RECOMMENDATIONS

1. UN agencies should hold further discussions with government stakeholders to redefine a more consultative relationship about strategically prioritizing resources and identifying and selecting Programme themes and beneficiaries;
2. Steering Committees, especially at Federal level, should take a more proactive oversight and paly strategic role for better follow-up, policy advise and impacts. Mutual accountability and information sharing between the regions and Steering Committee at various levels and Technical Working groups should be reinvigorate;
3. More cross-cutting issues other than gender that go beyond traditional portfolio boundaries should be included. This includes disaster risk reduction, conflict sensitive development. Additional priorities can be taken from the ongoing UNDAF and CPDs, strategic documents with prioritization of issues and Programme themes;
4. UN agencies and Government counterparts should make further efforts to effectively document and disseminate successful experiences and lessons learned in Programme approaches and initiatives, particularly on implementation of the background philosophy of UN JP and Delivering as One. Attempts should be made to apply diverse communications, public outreach and strengthened knowledge management to test, and prove, what works and what can then be scaled up;
5. UN agencies should further capitalize on the opportunities offered by national and regional initiatives to leverage synergies with interrelated development issues with a conscious technical and value-for-money strategy;
6. The DRS-UN JP is an innovative and successful Programme approach providing basis for scaling-up. Hence, expanding lessons learnt to other Non-DRS-JP wordas of the emerging regional states is foreseeable through prioritizing new initiatives that will added value;
7. Developing Regional Sates are prone to local conflict, drought, climatic shocks and to disasters. Hence, UN's future engagements in these regions as development partners should explore how to further integrate and mainstream these issues;
8. As a UN JP Results Based Management and monitoring and evaluation of the Programme at the outcome level, and working with coherent and comprehensive theories of change to map assumptions and ensure complex contexts and the multifaceted nature of development agreeably contribute to development, behavioural and transformational changes;
9. UN agencies should adopt common Funding Authorization Certificate of Expenditures forms for all UN agencies to ensure alignment and harmonization of operational procedures;

ANNEX 1: TERMS OF REFERENCE



TERMS OF REFERENCE ON TERMINAL EVALUATION (2012 – 2016) OF UN JOINT PROGRAMME ON PUBLIC SERVICE DELIVERY FOR ACCELERATED DEVELOPMENT IN THE DEVELOPING REGIONAL STATES (DRS_JP) OF ETHIOPIA

1. BACKGROUND

The four Developing Regional States (DRS) has been supported by a UN Joint Programme uniquely focusing on accelerating their development through the provision of Basic Social Services through system improvement, decentralization and sustainable livelihoods. This is in response to the fact that the four DRS are lagging in development indicators from the national average, represent a sizable portion of the most underdeveloped parts of Ethiopia, and are governed by relatively young administrations that require additional support to enhance regional capacities. The regions struggle with less developed infrastructure than more central parts of the country. Conflict has been affecting the development of some of these regions, often fuelled by unstable politics in neighbouring countries. overall, even though the Programmes of national scope are being implemented in these states, the pace of their development in most sectors is slower than other relatively developed regions in Ethiopia.

On another hand, the Delivering as One principle of the UN Agencies has been on trial under the auspices of Resident Coordinators' Office (RCO), in Ethiopia by identifying three flagship joint Programmes, among which is the DRS Joint Programme initially signed by seven UN Agencies²⁷.

The DRS_ Joint Programme, therefore, has been designed to accelerate development of the regional states in view of improving and accelerating development through pillar integration. As per the 2011 DRS-Joint Programme document the situation has been described that, <<the DRS are endowed with fertile soil, abundant water resources, natural forests, a wide variety of minerals etc.

Constraints against better use of resources to improve the livelihoods of people are many. These include weak governance capacity in what are relatively new structures, conflict within and across borders - some of it long standing - under developed infrastructure, relatively poor access to social services and often poor quality in its delivery, underdeveloped agricultural and agropastoral

²⁷ UNICEF, UNDP, UNCDF, WHO, FAO, WFP and UNWOMEN

activities that result in poverty because of low productivity and production, and areas where natural resources are becoming degraded due to inadequate management. Constraints for a more productive livestock industry are the prevalence of killer diseases, in part due to low coverage of veterinary care and poor livestock management systems, difficulties in trading livestock within and across borders, limited access to credit financing outside of the clan systems and inadequate marketing facilities and infrastructure.

Informed by the above analysis, the DRS_JP started as pilot Programme implementation in Sep 2012 only in 22 'vulnerable' and 'potential' woredas drawn from the four regional states with the focus of resolving some of the challenges through strengthening Local Governance, promoting basic social services and improving sustainable livelihoods. The support of the Programme is implemented by way of tipping into the Comprehensive Development plan of the Woredas in selected localities/kebeles.

Considering the initial aspiration of the Programme document and promises made to support the development efforts of the regional states, terminal evaluation is planned to be conducted.

Thus, this ToR is aimed to guide the interest and expected analysis of the stakeholders in which whether the joint Programme has registered some contribution in terms of working jointly, and provoke strategic discussions on the design of successor phase of the Joint Programme for the development intervention of these regional states in view of the completion of the existing joint Programme implementations in June, 2016 and the current bridging Programme in June 2017.

2. PURPOSE AND EXPECTED RESULTS

The general purpose of the terminal evaluation is approached from a learning perspective whereby the Programme is assessed based on 'what went well' and 'what needs improvement' 'Best Practices' at the end of an operating cycle, and to extract lessons for implementation of other Joint Programmes.

Specific Objectives of the evaluation are: -

- To assess relevance, effectiveness, efficiency, sustainability and the impact of the DRS Joint Programme in delivering on agreed outcomes and their contribution to the regional development efforts;
- To identify major constraints faced by the UN and implementing partners, document lessons learned during implementation, and make recommendations for overcoming implementation challenges and good practices for future Programming
- To provide possible recommendation which influence the design and implementation of the second phase of the Programme by identifying lessons and challenges from the current Programme; and, consider cross-fertilization of other joint Programmes;

- To inform whether the current operating modality of Delivering as One principle of UN agencies partnering jointly with government is technically feasible or whether there is a need to have a modified and a new model be adopted in terms of individual agencies' support to the regions or not.

3. EVALUATION CRITERIA:

- Assess the **relevance** of the Programme: The extent to which the Programme and its intended outputs and outcome are consistent with local policies and priorities and the needs of intended beneficiaries. The degree to which the Programme has been justified and appropriate in relation to the regions' transformation agenda as outlined in the Regional Development Plan and Woreda Strategic Plans.

Questions:

1. How relevant was the Programme to the capacity needs of institutions as defined in the Regional Development Plan?
 2. How relevant was the Programme outcome to the regions, cognizance of its governance, social, and economic context?
- Assess the **effectiveness** of the Programme: The extent to which the Programme's outcome has been achieved.

Questions:

3. To what extent the expected outcomes and objectives of the programme have been achieved?
 4. Which factors contributed to achieving (or not) intended outcomes?
- Assess the **efficiency**: The analysis and the evaluation of the overall Programme performance, the outputs in relation to the inputs, the financial management and the implementing timetable

Questions:

5. Review the extent to which the Programme management arrangement facilitated efficient implementation of the Programme
 6. To what extent did the partnerships with relevant stakeholders contributed to the achievement of results of the Programme?
 - How does the joint Programming model supports the agencies and IPs to coordinate and get the support in one?
- Assess the **sustainability** of the Programme: - The extent to which results from the Programme will continue or are likely to continue as the DRS –JP bridging Programme will come to an end in June 2017

Questions:

- The extent to which the Programme addressed an integrated systematic approach to capacity development that incorporates all levels of capacity development;
- The ownership of communities or institutions to continue what they were doing in the support of the Programme;
- **Impact:** - assess if the Programme has brought about a permanent change or way of doing things in the Woredas or in the regions

Questions

- To what extent have the Programme outcomes directly or indirectly strengthened the capacity of Regional institutions?
- To what extent the Programme outcomes directly/indirectly brought positive changes in lives of beneficiary communities?

4. METHODOLOGICAL APPROACH AND PROCESS

4.1. Indicative Methodology

The evaluation of the DRS_JP is a participatory process led by MoFPDA/MoFEC and UN Joint Programme Partner Agencies. The consultants can meet also with regional IPs and TWG members to clarify any issues as they related to the context of the evaluation.

Qualitative and quantitative data should be collected from primary and secondary sources for evaluating the Programme. A consulted and friendly data collection template should be developed by the consultants. Some of the proposed tools and methods are: -

- *Desk review of relevant documentation*- review of relevant documents including among others, Programme and sub-Programme documents, AWP, bi-annual and annual reports, financial reports, midterm evaluation reports, sub-Programme reports etc.
- Field visit and Observations;
- Focus Group Discussions (FDGs) with beneficiaries and stakeholders;
- *Key informant Interviews* – interview of Programme stakeholders and direct and indirect beneficiaries;
- *Participatory consultations with key Stakeholders* – implementing partners, MoFEC, MoFPDA, JP Partner UN Agencies and BoFEDs/Woredas

4.2. Scope of the evaluation

The Programme is under implementation in 22 DRS Woredas. For this evaluation, 2 woredas in each region (except 4 in Somali) will be selected and the work will be carried out in a total of 10 DRS Woredas (equal number of Woredas from vulnerable and potential woredas). Further to the pilot Woredas, additional four non-DRS (4 Non-DRS woredas); will be selected for triangulation and to

substantiate the contribution of DRS – JP to Woreda development. So, the selection should benefit from a comparative analysis with Non-DRS Woredas in respective regions. The name of the pilot woredas in respective regions are: -

- In Afar: - Aysaita, Amibara, Kori and Megalle;
- In Benishangul Gumuz: –Assosa, Mao Komo, and Yasso Woredas
- In Gambella:-Itang, Mekoey, Gog, Mengish, and Jikawo
- In Ethiopian Somali: - Jijiga, Tuli-guled, Erer, Ararso, Degahabour, Gode, Beraano, Birqod, Rasso, and West Imey.

4.3. Outline of the Evaluation Report

Outline of final evaluation report: The Evaluation Team (ET) will deliver a final report with a maximum of 50 pages (excluding annexes) consisting of: -

- Executive summary
- Background/Introduction (A brief description of the Programme context, including, key results, strategies, resources, partnerships, management, evolution of the Programme etc.)
- Objectives, scope, method and data sources
- Analysis of Programme progress (comparison of planned and achieved results and resources by sub Programme, region/woreda) – including relevance, efficiency, effectiveness, sustainability and coordination. It's also expected to see synergies with other ongoing Programmes/projects in the respective regions/Woredas
- Challenges and opportunities (including assessment of the assumptions)
- Lessons learnt: The new knowledge gained from the initiative, context, outcome and evaluation methods which are applicable to and useful in other similar contexts. The lessons should highlight strengths or weaknesses in preparation, design and implementation that affect performance, outcome and impact. Experiences/lessons of the other UN joint flagship Programme lessons (namely, Gender JP and Maternal and New Born JP), should be reflected.
- Conclusion and recommendations: reasoned judgment based on a synthesis of empirical findings corresponding to Programme context circumstances and potential recommendations.
- Annexes (as appropriate)

5. COORDINATION AND MANAGEMENT OF THE EVALUATION

The evaluation process as indicated above will be participatory and consultative process which involves federal and regional implementing partners and the Joint Programme partner UN agencies. The consultations at federal and Regional levels will be facilitated by the DRS Joint Programme Regional Technical Working Groups (TWG) at BoFED and National TWG at the national level.

Following the participatory methodology BoFEDs and national TWG will be actively supporting the process and the consultant (s) will be to review and analyse relevant documents; collect any additional relevant information (such as through interviews with regional and Woreda IPs,

stakeholders and partners UN Agencies, applying any innovative tools or review process and preparing and presenting the draft evaluation report based on the information collected in different ways and conclude the report with pertinent recommendations- with considerations of the feedback gained from participants.

The overall coordination role will be rested upon MoFPDA with the close support of MoFEC and RCO, UNICEF, UNDP and UNCDF through its National Technical Working Group (TWG). The consultant(s) will be hired under direct supervision of the Director General of Equitable Development Directorate at the Ministry of Federal and Pastoralist Development Affaires (MoFPDA); supported by the National Technical working group (TWG).

For technical issues, particularly to the Programmes thematic areas: -

- **UNDP** will be spearheading the **Local Governance** issues in general and Integrated Community Based Participatory Planning Approaches& Development Information Database (UNICEF will be focal institution).
- **UNICEF** will also be responsible to the **Basic Social Services** component (Including Sub-components of Health, Education, Water, Nutrition, Hygiene and sanitation).
- Concurrently, **UNCDF and UNDP** will be focal institutions for the **Environmentally Sustainable Livelihoods component**

6. DELIVERABLES AND MODE OF PAYMENT

The key deliverable expected from this terminal evaluation is a comprehensive analytical, evidence based and high quality report in English that should follow an agreed outline. Report will be a stand-alone document that substantiates its conclusions. The following are the key deliverables expected from the Evaluation Team (ET):

- a. **Inception report (30%):** The Evaluation Team (ET) is expected to prepare an inception report before embarking on the full-fledged data collection exercise. The report needs to provide detailed information about the evaluators' understanding of the ToRs. The evaluation inception report should contain an evaluation matrix that displays for each of the evaluation criteria, the questions and sub-questions that the evaluation will answer, and for each question, the data that will be collected to inform that question and the methods that will be used to collect such data. The inception report should make explicit the underlying theory or assumptions about how each data element will contribute to understanding the results—attribution, contribution, process, implementation and so forth—and the rationale for data collection, analysis and reporting methodologies selected. The inception report should also include a proposed outline of the report, schedule of tasks, activities and deliverables within the overall timeframe of the assignment.

- b. **Draft evaluation report (30%):** The Evaluation Team (ET) will produce a draft Report of the evaluation based on the agreed outline and quality standards agreed during the inception phase. The report will be presented to stakeholders for discussion and inputs.
- c. **Preparation of the final report (30%):** Inputs and comments received from the stakeholders would be incorporated in the final report and submitted as final output of the exercise.
- d. **Presentation at a national dissemination workshop (10%)** – This is the final engagement of the consultant to present the key findings to stakeholders in a national dissemination workshop.

7. TIMEFRAME AND KEY MILESTONES

The Terminal Evaluation shall take a total of 3 months. The consultant, therefore, should develop and follow a strict timeline along with key milestones in the process.

8. REQUIRED QUALIFICATIONS AND EXPERIENCE OF THE CONSULTANCY FIRM AND ITS CONSULTANT (S)

A national consultancy firm which has prior experience on a similar exercise with the United Nations and other similar experience is desired to present the CVs of consultants to carry out this assignment. The consultants should team up with mix of educational background or experiences to support the process in the best way possible and to ensure the deliverables are achieved as outlined in this TOR. They need to be conversant of the national /local situation of the development cooperation/partnership between the UN and the government of Ethiopia. The below required educational and work experiences are mandatory for all involved consultants. However, the firm is required to present key competencies for: -

- Team Leader/Task manager responsible for the overall outcome of the evaluation and
- Task members (who are involved in the process of the evaluation at any point).

Education

- Advanced university degree in development studies, international development, economics, political science, policy evaluation, public policy or relevant field of studies;

Experience

- Minimum of 10-years progressive experience in development related work
- Strong analytical skills, a demonstrated ability to conduct interviews with a range of stakeholders, and experience in pulling together analysis and data into reports
- Experience in reviewing and compiling multiple data sets and strong understanding of quantitative and qualitative analysis with M&E Frameworks

- Understanding of or experience working with UN joint Programmes familiarity with the UN system and the updated UNDAF guideline, joint Programming guidelines and UN Delivering as One principle will be a strong asset.
- The consultant must have prior experience of working with complex national level M&E frameworks or strategic plans involving multiple stakeholders, and a clear understanding of Delivering as One Principle
- Ability to identify implementation issues and operational challenges, and provide recommendations to remedy these issues to accelerate Programme delivery
- Adequate understanding of human rights based approach to development, gender equality, environmental sustainability, Results based management
- Prior experience in working in these four developing regional states;
- Experience of carrying out similar assignment is an asset;

Language requirement

- Excellent proficiency in English (Oral and Written) is required.

Annex – 1 Documents to be consulted/References

- DRS_JP Programme Design Document;
- United Nations Development Assistance Framework (UNDAF) 2012 – 2015;
- Annual Work Plans (BoFEDs, MoFPDA);
- Summarized Analytical summary report of the DRS_JP at national Regional and Woreda levels;
- Coordination/Steering Committee and TWG ToRs with the Minutes of Meetings;
- Project Implementation Manual;
- DRS Capacity Assessment Report by RCO;
- Assessment Gaps of the DRS of 2010, by MoFPDA/BoFED;
- Growth and Transformation Plan of the country;
- Any sectoral documents at regional and woreda levels;
- Field monitoring reports from agencies/offices;
- Joint field monitoring reports;
- Minutes and reports.

ANNEX 2: LIST OF PEOPLE CONSULTED

UN Agencies Representatives

- Tarmoheikkila, RCO/Representative
- Girma Worke, RCO
- Shimelis Aseffa, UNDP
- Fisseha Mekonnen, UNDP
- Wondesen Hailu, UNICEF

Federal Government Representatives

- Admasu Feysa, MoFEC
- Samuel Nigusse, MoFPDA/former APEEDDG
- Eyasu Yimer, MoFPDA
- Wondimagegne Haile MoFPDA

Benishangul Gumuz Regional State

- Shiferaw Chelebo Benishangul Gumuz, BoFED
- Mohammed Almahi, P/S/H/D/ Bureau
- Akashia Esmael, Benishangul Gumuz Planning Sector
- Melkamu Bassie, Benishangul Region (BR), Technical Adviser
- Habtamu Taye Benishangul Gumuz- Educational Bureau
- Atteib Mohammed, BenishangulGumuz-W/S/E/R/D
- Addisu Abate, Benishangul Gumuz, Water Bureau
- Asfaw Bessie, BenishangulGumuz-Health bureau
- Tesfaye Asmare, BenishangulGumuz-WCA BUREAU
- Teneje Chernet, BenishangulGumuz-Agriculture Bureau
- Adem Moalim, BenishangulGumuz-Education Bureau
- Dereje Cherinet, Benishangul Region (BR) Agriculture Bureau
- Desalegn Tesfaye, Benishangul, Assosa Woreda (AW), Women's Office
- Endale Yimer, Benishangul, AW, Health Office
- Akale Gelaw, Benishangul, AW, WASH
- Bikila Azmera, Benishangul, AW, Education Office
- Fasil Berhanu, Benishangul, AW, Env't& Land Admn. Office
- Kindu Amara, Benishangul, AW, Agriculture Office
- Habtamu Adam, Benishangul, AW, Finance Office
- Hussen Abdu, Benishangul, AW, Selga 22 kebele, V/Administrator
- Berhanu Damte, Benishangul, AW, Selga 22 kebele, Chief Administrator
- Yeshiwork Alemu, Benishangul, Selga 22 kebele, Beneficiary
- Berhanu Kishe, Benishangul, YasoWreda (YW), WADO
- Assegid T/Mariam, Benishangul, YW, Health office
- Abdeta Dureta, Benishangul, YW, Health Office
- Berhanu Deressa, Benishangul, YW, Education
- Woyla Kaba, Benishangul, YW, Education

- Lemesa Neno, Benishangul, YW, WoFED
- Meseret Gibina, Benishangul, YW, F.H.C Office
- Shambel Aykayo, Benishangul, YW, Water Office
- Yohannes Gemeda, Benishangul, YW, Environmental Protection
- Mustefa Beguda, Benishangul, YW, Environment protection
- Santa Minte, Benishangul, YW, Chief Admin& Steering committee chair
- Tewabech Lencho, Benishangul, YW, Women & children Affairs
- Sintayehu Fikru, Benishangul, Sedal Woreda (SW),Health Office
- Esayas Abebe, Benishangul, SW, Agriculture
- Babe Regassa, Benishangul, SW, Women & Children Affairs
- Abu Debela, Benishangul Gumuz/Yasso-Ayana primary school-Principal
- NugesuDinsa, Benishangul Gumuz/ Yasso-Clinical Nurse
- Sakata Minte Boka, Benishangul Gumuz/ Yasso- Deputy W/Admin
- Mustefa Beguda, Benishangul Gumuz/ Yasso-Environ. Devt
- Tewabech Lencho, BenishangulGumuz/Yasso- Women & Children Affairs
- AbdetaDuresa, Benishangul Gumuz/ Yasso- Health Office
- Sintayehu Esayiyas, Benishangul Gumuz/ Sedal(Non-DRS) Woreda Administrator
- Melkitu Abate, Benishangul Gumuz-Assosa- Selga 22, Secretary, “LimatBudin” secretary
- Dejiyitnu Marye, Benishangul-Assosa-Selga22 “Limat Budin” Chairperson
- Aysha Edris, Member, 1 to 5
- Qenu Alemu, Benishangul Gumuz- Assosa Selga 22 teacher
- Baye Destaw, Benishangul Gumuz- Assosa Selga 22 teacher
- Alem Kibrte, Benishangul Gumuz- Assosa Selga 22 Health Extension Worker
- Suraya Ebrahim, Benishangul Gumuz-Assosa Selga 22 Agriculture extension
- Zemu Kasahun, Benishangul Gumuz-Assosa Selga 22 Leader, 1 to 5
- Yeshiwork Alemu, Benishangul Gumuz-Assosa Selga 22 member “Yelimat Budin”
- Alem Sisay, Benishangul Gumuz-Assosa Selga 22 Leader, 1 to 5
- Yimam Bebgir, Benishangul Gumuz-Assosa Selga 22 Community member
- Tsehaynesh Kasay, Benishangul Gumuz-Assosa Selga 22 Community member
- Hawa Adem, Benishangul Gumuz-Assosa Selga 22
- Emaway Negussie, Benishangul Gumuz-Assosa Selga 22
- Zewditu Belay, Benishangul Gumuz-Assosa Selga 22

Afar Regional State

- Mohammed Awol, Afar, DRS Technical Adviser (TA)
- Hussen Ali, Afar, BoFED
- Mohammed Jamal, Afar, Regional Health Bureau
- Muktar Hussein, Afar, Bureau of Pastoral & Agricultural Development
- Mohammed Ahmed, Afar, Education Bureau
- Haji Ali, Afar, Megale Woreda (MW), woreda chairman & steering committee member
- Seid Mohammed, Afar, MW, Education office
- Birus Ferede, Afar, MW, Finance Office
- Andualem Kebede, Afar, MW, Agriculture Office
- ZerihunPaulous, Afar, MW, Education Office

- Mohammod Mussa, Afar, MW, Community member, beneficiary
- Ahmed Meshesha, Afar, MW, community member, beneficiary
- Aergaw Ashagre, Afar, MW, good governance
- Awoqe Afar, Amibara Woreda (AW) Health Office
- Worqeneh Abebe, Afar (AW), Finance Office
- Mesfin Endiris, Afar, AW, Education Office
- Musa Awol, Afar, AW, Water

Ethiopian Somali Regional State

- Kedir Ahmed Akes, Somali, Regional Technical Adviser
- Hamid Ahmed, Somali, Tulu-Guled Woreda (TGW), M/XPDPPO
- Ahmed Abdi Mohamed, Somali BoFED-Head
- Abdulahi Mohammed, Somali, TGW, Agriculture Office
- Oumer Hasen, Somali, TGW, Water Office
- Beshe Ahmed, Somali, TGW, Finance Office
- Eltire Mohammed, Somali, TGW, Education office
- Kedija Hasen, Somali, TGW, community member, beneficiary
- Nuo Husman, Somali, TGW, community member, beneficiary
- Ali Abdulahi, Somali, TGW, community member, beneficiary
- Said Badar, Somali, Errer Woreda (EW) A/ Administrator
- Kedir Ahmed, Somali, EW, Finance Office
- Abdurazak Mohmad, Somali, EW, W.H.O
- Ahmed Bashir, Somali, EW, Water Office
- Hussen Ahmed, Somali, EW, Education office
- Mohammed Hashi, Somali, EW, Agriculture Office
- Mohamed Adem, Somali, EW, Women Affairs
- Yusuf Abdella, Somali, EW, community member, beneficiary
- Abdurhaman Salad Somali, BoFED/Coordinator
- Ali Ahmed Somali, UNICEF
- Abdifatah Ahmed Somali, RHB
- Hassan Abdi Somali, RWB
- Anisa Mohamed Somali, RHB
- Khadra Shido Somali, RHB
- Maxed Abikar Maxed Somali-Gode
- Dek Abdulahi Abdi, Somali-Gode Health office
- Mohamed Abdi Adem, Somali-Gode Agriculture
- Abdilahi Mohamed, Somali-Gode Finance
- Alqaadis Mahdi Barkhad, Somali-Godexaf/Biyrrhs
- Maxamed Xusaa Farax, Somali-Gode Waxb

Gambella Regional State

- Peter Lual, Gambella/ Public Service
- Mintesnot Befekadu, Gambella/Education Bureau
- Chala Ayele, Gambella/ Education Bureau

- Tekilil Amdesilassie, Gambella/ Health Bureau
- Zeineba Ali, Gambella/ Revenue Authority
- Lakder Lakbak, Gambella/ BoFED
- Abebe Tenaw, Gambella/ BoFED
- Wondwossen Zergaw, Gambella/ BoANRD PP Coordinator
- Asmamaw Sahle, Gambella/ Water Bureau
- Andreis Tut, Gambella/ Water Bureau
- Fassika Yohannes, Gambella/BoFED
- Birhanu Arega, Gambella / TA
- Abiy Assefa, Gambella/ Gog-Health Office
- Omod Odach, Gambella/Gog-Education Office
- Oliek Omod, Gambella/ Gog-Finance Office
- Abrach Ongom, Gambella/ Gog-Water Office
- Takalegn Tsegaye, Gambella/ Gog-Revenue Office
- Okello Oman, Gambella/ Gog-Agriculture Office
- Taru Odol, Gambella/ Gog-Finance Office
- Wondimu Sheremo, Gambella/ Mengesh-Finance Office
- Chane Marye, Gambella/ Mengesh-Education Office
- Belay Ayalew, Gambella/ Mengesh-Education Office
- Addissu Yosef, Gambella/ Mengesh-Water Office
- Yasin Wolde, Gambella/ Mengesh-Water Office
- Israel Siltan, Gambella/ Mengesh-Health Office
- Nikodimos John, Gambella/ Mengesh-Education Office
- Dagem Worku, Gambella BoFED- Coordinator
- Moli Chalew, Gambella/ Jor- Woreda Administrator
- Bizunesh Nigussie, Gambella/ Mengesh-Health Extension Worker

ANNEX 3: LIST OF DOCUMENTS REVIEWED

1. The Federal Democratic Republic of Ethiopia.1995. The Ethiopian Federal Constitution. Addis Ababa.
2. Ministry of Education. 2015. “The Education and Training Policy and its Implementation Strategy”. Addis Ababa.
3. Ministry of Finance and Economic Cooperation. Growth and Transformation Plan-II (2015/16-2019/20). Addis Ababa.
4. Ministry of Federal and Pastoralist Development Affairs. 2016. DRS Consolidated Report. Addis Ababa
5. Ministry of Federal and Pastoralist Development Affairs.2013. DRS First Annual Review Report. Adama.
6. Ministry of Finance and Economic Cooperation. 2010. The Growth and Transformation Plan-I (2010/11-2015/16). Addis Ababa.
7. [http://et.one.un.org/content/dam/unct/ethiopia/docs/UN%20in%20Ethiopia_One%20UN%20Book%20\(3\).pdf](http://et.one.un.org/content/dam/unct/ethiopia/docs/UN%20in%20Ethiopia_One%20UN%20Book%20(3).pdf)
8. [https://info.undp.org/docs/pdc/Documents/ETH/DRS%20flyer%20\(ENG\)3.pdf](https://info.undp.org/docs/pdc/Documents/ETH/DRS%20flyer%20(ENG)3.pdf)
9. <https://documents-adds-un.org/doc/UNDOC/GEN/N06/621/41/PDF/N0662141.pdf>
10. <http://www.un.org/millenniumgoals>
11. www.un.org/sustainabledevelopment/sustainable-development-goals
12. <http://et.one.un.org>
13. <http://www.un.org/en/ga/deliveringasone>

ANNEX 4: DATA COLLECTION TOOLS

KII/FGD CHECKLIST FOR MOFPDA, MOFEC, TWGS OR STEERING COMMITTEES AT FEDERAL AND REGIONAL LEVELS AND UN AGENCIES

1. What is the JP all about? What is its philosophy or premise? What regulatory framework is there that defines the role of MoFPDA, MoFEC and UN agencies, in their engagement of the DRS joint support program?
2. How do you reconcile the need for central coordination with the need for decentralization in the administration of the JP?
3. What is its overall objective of the joint program? How well is implementation going on in line with the objective?
4. What do you know of the 'delivering as one principle of the UN'? How well is implementation going on in line with this? And how different is this implementation from that of other programs?
5. What added value or new ways of thinking and doing has the program brought in terms of (if not, why?):
 - Needs identification and planning (joint)
 - Program implementation, monitoring, review and evaluation
 - Result-Based Management, the Human Rights Approach, Gender Mainstreaming
 - Coordination, collaboration, integration and synergy among different actors (sector bureaus, offices, communities, the private sector, UN agencies, NGOs and regional, woreda and kebele administration offices and communities) vertically and horizontally
 - Thematic integration of services (e.g. health with education with agriculture)
 - Quality local governance (participation, inclusion, accountability, transparency, budgeting, budget management, capacity building, rules and guidelines, strategies, etc.)
 - Better provision and accessibility of services (quality, quantity, proximity, affordability, etc.)
 - Environmental rehabilitation and protection (individual, communal, government, etc.)
 - Sustainable livelihood diversification (old and new practices)
 - Tipping-in the overall social protection and sustainable development endeavor (additional budget, additional work done, etc.)
 - Community empowerment and self-development ventures (training, rules, guidelines, etc.)
6. What are the major advantages of the modalities of this principle?
7. What are the disadvantages of the modalities of this principle?
8. How do you evaluate the mainstreaming of gender in the planning and implementation of the JP? What gaps do you observe in this regard?
9. What major challenges or constraints were there implementing the joint program, including its philosophy or premise?
10. What are the major success stories, good/best practices and lessons learnt from the program? (You may think of what went fine and what did not go well).
11. Which programme components (services, livelihoods, Gender, governance) do people think are most useful in reducing their major problems? Are there any components that they feel are not needed?
12. What do you want to be done differently about the execution of this or such a program in the future? (Changes, modifications, etc.)
13. If the program was to stop by end of June 2017, do you think the regional and local governments and the communities can sustain the results and impacts of the joint program? If yes, how? If no, why and who should do what?

KII CHECKLIST FOR REGIONAL BUREAU HEADS

1. What are your specific roles and responsibilities in the planning and implementation of the DRS JP?
2. Who determines the woredas to be given JP support and the amount of the support?
3. How do you coordinate and harmonize the activities of the different regional bureaus taking part in the JP? (e.g. How do you harmonize the plan made at regional level with the plans made at the specific woreda levels;
4. What institutional platforms are there to allow consultation and participation of the beneficiaries regarding the support? How do you get feedback from the beneficiaries?
5. How do you monitor the implementation of the JP in the DRS Woredas?
6. What are the challenges and constraints you have faced in the process of implementation and follow up of the Program?
7. What relevant training support have you given to the DRS Woredas?
8. What did you do separately or jointly to help the program have lasting impact?
9. Do strategic studies conducted in the areas of Revenue Generation; the Legal and Regulatory Framework for Decentralization; Comprehensive & Integrated Information Management System, Regional Monitoring and Evaluation System for Evidence-based Planning; and Human Resource Management and Development strategy to properly inform the local governance intervention take into account gender and youth issues? If so, what issues do they refer to?
10. How do the current regional planning process in general and micro-plans in particular benefited from the integration of management information system to implement gender mainstreaming? (Somali compiled report)
11. What positive and concrete changes has the support brought to the DRS Woredas? Any unintended outcome?
12. How can the good results be sustained without the JP support?

KII CHECKLIST FOR WOREDA ADMINISTRATORS

1. What do you know about the DRS joint program?
2. How was your woreda selected as one of the beneficiaries of DRS joint program and what was your role in this process?
3. What is your role and the role of the beneficiary community in determining the kind of support provided to the specified woredas and how is it done?
4. What institutional platforms are there to allow consultation and participation of the beneficiaries regarding the support? How do you get feedback from the beneficiaries?
5. To what extent do the beneficiaries participate in the budgetary planning and its implementation? Do you have community participation manuals to that effect?
6. How are the activities relating to the DRS Program coordinated at woreda level?
7. Who is responsible for the overall supervision of the DRS joint program in this woreda?
8. Has the DRS joint program provided capacity building support to your Woreda?
9. What visible changes have been made that are attributable to the DRS support? Any change in relation to women and youth empowerment? What are the challenges ? What needs to be done to overcome the challenges?
10. To what extent does the support provided by the JP helped your woreda in implementing the decentralization process? e.g. defining functional assignments of the local government?
11. What guidelines have been developed by your woredas for proper implementation and follow-up of JP activities?
12. How do you evaluate the overall progress made in the area of local governance in your woreda?
13. Do you have a specific control and monitoring method of overseeing the implementation of the Program?
14. Do you have manuals for complaint handling mechanism?
15. Do the woreda strategic and operation plans pay heed to gender and issues of the youth? If so, what are the issues?
16. In what ways do women (including women machineries, women and youth associations) and the youth take part in the ICBP? What has improved because of their involvement? In what ways do women and young people benefit because of their participation?
17. Reports suggest that communities started holding woredas and regions accountable for delivery of the activities, as specified in the DRS JP AWP. How do you evaluate women's participation in this process? Do they air their opinions? Does their opinion matter/given due consideration?

FGD CHECKLIST FOR COMMUNITY MEMBERS/BENEFICIARIES

1. How was your kebele selected to be beneficiary of the DRS JP support?
2. What type of support has been granted to your Keble by the JP? What concrete benefits have you received through this program? Any change in relation to women and youth empowerment?
3. To what extent are the local officials engaged in the implementation of the DRS joint Program accountable and responsive to your needs?
4. How efficient is the local administration in its service delivery?
5. How do you evaluate the participation of women and the youth in the JP (starting from planning up to monitoring of activities)? In what ways do women and young people benefit as a result of their participation?
6. Is there a mechanism in place through which you can give your feedback on the performances of public services you receive? What is your opinion about the participation of women and the youth in this respect?
7. To what extent has DRS programme contributed to change in your livelihood? How? Evidence? What do you think about the programme? How effective are these in your view? Why?
8. Have you encountered any problem regarding financial mismanagement in the delivery of social services?
9. If the support being given to you terminates or comes to an end, can you sustainably go on without the JP support?

KII FOR WOREDA EDUCATION OFFICE

1. Please describe the UN JP in the context of the Region?
2. What supports has the UN JP provided to improve education governance and related capacity building in your woreda?
3. Sector plan development for the woreda
4. Education Management Information System (including the collection and analysis of sex and age disaggregated data)
5. Sustainable human resource development (including the application of affirmative action measures)
6. Leadership and management capacity development (including the application of affirmative action measures)
7. Improvement on key indicators of educational performance of the region (budget, gender, equity, ABE, GER, NER, teacher development, etc.)
8. Enabling environments (safe school environment, school feeding, community awareness, community engagement, joint-sectoral planning with other sectors, training of teachers, WASH provision, etc.)
9. Assessments, guidelines, curriculum
10. What incentives has the JP provided for female students (supplementary classes, financial and materials support, etc) to support their education? And for their teachers?
11. How do you evaluate the mainstreaming of gender in the education component of the DRS joint program? What gaps do you observe in this regard?
12. What changes has the JP brought about in relation to gender equality
13. Girls enrolment and performance
14. Creating safe school environment for girls including addressing school related gender-based violence
15. Empowerment of girls and the youth e.g. participation in school clubs,
16. Attitude towards girl's education in the community
17. What incentives has the JP for orphans or children from very poor families to support their education?
18. To what extent were the supports of the JP coordinated and integrated with the other sectors in ways that were never both at woreda and kebele levels?
19. Institutional inter-linkage, multi-sector involvement, synergy for quality and accessible education)
20. Thematic/variable inter-linkage (including educational benefits of other sectors)
21. Overall synergy/added value for quality and accessible education for all, including remote communities not reached before or, is it business as usual?
22. What are the results of the JP in the education sector given its initial objectives and premise?
23. If you were to say the JP has enhanced the effectiveness and efficiency of the planning, provision and governance of education in your woreda, what are the most important achievements you may identify?
24. What were the gaps you had before the program and to what extent are those gaps filled? (Budgetary, coordination, collaboration, integration, synergy, etc.)
25. Do you think delivering as one principle has been well accepted (reshaped) and executed in your office and woreda at large? If yes, what make you say so, also relating this to ownership and sustainability? If no, why?
26. In your opinion, are the changes seen likely to continue even without the JP support? Why?
27. What were the challenges and constraints faced by the JP? What measures were taken?
28. What are the lessons and good practices to be drawn for the JP in the education sector in this region?
29. What needs to be improved or done differently in the future if the program was to continue?
30. What do you recommend for similar future interventions?
31. What will happen in your woreda if the joint program is not going to continue after June 2017?

KII FOR SCHOOL DIRECTORS

1. In what ways, do you take part in the JP? (Needs assessment, planning, monitoring, evaluation, learning, budgeting, school administration, transparency, accountability, decision making, etc.)
2. How does the Kebele administration and the community take part in the school related JP activities? What do you say about the involvement of women and the youth?
3. What supports have you received from the JP over the years to improve the teaching-learning process? (E.g. expansion and rehabilitation of classes, latrines and water facilities, supporting clubs, training to teachers, support to female and poor students, etc.)
4. What are the benefits of the JP supports to your school?
5. What are the challenges and constraints of schools in the kebele currently? What is being done to overcome these challenges?
6. What lessons, good/best practices are there from the execution of the JP in this school?
7. How can the results of the JP support be sustained without the program? Who should do what to achieve this?
8. What do you recommend in the future to improve the teaching-learning process within the context of the JP?

KII FOR WOREDA HEALTH OFFICE

1. Did the program provide support in the revision of strategic plans at the Woreda level? What was the support delivered?
2. What support did you get through the program to implement the Integrated Community-Based Participatory Planning approach (CBPP)?
3. What support was provided through the program relevant to:
 - Supportive supervision?
 - Program review meetings?
 - Improving health information and documentation system?
4. What Capacity building support did you receive through the program?
5. What trainings were received on governance through the program?
6. What benefits were gained from provision of various guidelines & manuals supplied through the program? (translation of BSC manual into local language, and provision of ICBPP & M&E Manual)
7. Was there a support received on improving the infrastructure necessary for successful service delivery in the Woreda?
8. Did the WASHCOs' receive capacity building support in terms of management of water schemes?
9. What was the support provided to enhance the implementation of ODF Kebeles?
10. What percentages of ODF Kebeles were found in the Woreda? (# of ODF Kebeles/ # of total Kebeles)
11. Did you receive support about the supply of safe & clean water to the community?
 - Installation of new schemes?
 - Rehabilitation of hand pumps?
 - Construction of shallow wells and water schemes?
12. What support did you receive in the construction of Water wells and Latrines? (in various School and communities)
13. What other supports did you receive?
14. Are gender issues considered in the health service delivery (starting from planning up to monitoring and evaluation) ?
15. If yes to the above question, can you elaborate how and what gender issues are considered in health-related service delivery?
16. What gender-related results/changes are results of the support provide by the DRS JP?
 - Institutionally (e.g. enhanced capacity of female staff; application of affirmative action measures including the promotion of female staff assuming leadership positions; development/revision of manuals, guidelines and the like that ensures women are participating and benefiting from the health service provision; collection, analysis and usage of sex and age disaggregated data)
 - At the community level (probing points: Change in gender role e.g. men and boys providing water to the family, husbands started feeding children; Empowerment (e.g. taking part in committees such as water committees, the involvement of women and the youth in the design, management and assessment/monitoring of services and control of distribution of supplies, training in the use and maintenance of facilities; Any an intended impact)

KII FOR HEALTH POST HEADS

1. What are the major improvements in the annual planning and budgeting process in the health sector?
2. What have been the efforts to strengthen the pastoralist health extension program? Any changes on its effectiveness over the implementation time?
3. What were the benefits of the program in relation to improved functional health posts in DRS Woredas?
4. What kind of support did you receive in implementing a complaint handling structure?
5. What has improved regarding access to and use of:
 - Access and Quality health services? Nutrition services? Safe and clean water supply?
6. Did any of the health facilities received material donations through the program? (EDK, cold chain refrigerators, kerosene, spare parts for Health Posts)
 - Equipment? Medical supply? Spare and parts?
7. Did you receive support for equipment maintenance and relevant supplies? Describe the support?
8. Did you receive school-feeding support through the program?
9. Was there a provision of TFP supplies to health posts?
10. What support was provided to improve awareness on the benefits of immunization for the community?
11. What supports did you receive to improve immunization program, IYCF, and Vitamin A supplements?
12. Are there any posters found in the target Woreda? Check the supporting agency & take a picture if possible.
13. Is there any evidence with regard to construction and installation Latrines? (Check Latrines in Schools)
14. What is the level of awareness of the community regarding personal hygiene, sanitation and Open-Defecation?
15. Is there evidence regarding the support provided to disinfect water points in the emergency affected DRS Woreda?
16. What support did you receive in the rehabilitation of service such as water supply schemes, switchboards and relevant facilities? Evidence?
17. Is there any evidence with regard to installation and rehabilitation of shallow wells and water pumps in the community?
18. Is there evidence on the provision of rehabilitation for available water schemes?
19. Is there evidence on the provision of support to avail safe and accessible water point for communities in targeted Woredas?
20. What standardized Guidelines /Training manual /IC /BCC materials were made available through the program?
21. What have been the gains and the major challenges in staff competence development through training?
22. What were impacts of the Trainings provided through the program in strengthening HEP?
23. Are gender issues considered in the health service delivery (starting from planning up to monitoring and evaluation)?
24. If yes to the above question, can you elaborate how and what gender issues are considered in health-related service delivery?
25. What gender-related results/changes are a result of the support provide by the DRS JP?
 - Institutionally (e.g. enhanced capacity of female staff; application of affirmative action measures including the promotion of female staff assuming leadership positions; development/revision of manuals, guidelines and the like that ensures women are participating and benefiting from the health service provision; collection, analysis and usage of sex and age disaggregated data)
 - At the community level (probing points: Change in gender role e.g. men and boys providing water to the family, husbands started feeding children; Empowerment (e.g. taking part in committees such as water committees, the involvement of women and the youth in the design, management and assessment/monitoring of services and control of distribution of supplies, training in the use and maintenance of facilities; Any an intended impact)

KII CHECKLIST FOR WOREDA AGRICULTURE AND COOPERATIVE PROMOTION OFFICES

1. Does your institution/office participate in the JP?
2. Would you please explain the JP basics? (aims; duration, budget, staffing levels, capacities, partners)?
3. How long have you been involved in the JP? What is your role in this programme?
4. Was the designing, implementation and monitoring of the livelihood interventions participatory? In what ways, do concerned stakeholders take part?
5. How do you assess the relevance of the JP to the livelihood programme (e.g. national and regional policies and programs, local context, community needs...)?
6. What specific support has been given to build capacity for sustainable livelihoods (both for communities and the government)?
7. What benefits (if any) do the programme brought for the communities?
8. How is the coordination between all stakeholders in achieving sustainable Livelihood?
9. What best practices of livelihood improvements can be identified?
10. How is gender considered in livelihood promotion activities? e.g. analysis of needs and roles of women and men, analysis of women and men's time allocation, men and women's preference of communication medium, service provision time, sex of extension workers)
11. Does the JP pay heed to the special situation of female farmers such as women's limited access to services and resources, social norms and taboos which put a limit to the involvement of women, women's workload...?
12. What special interventions are designed to support women and the youth?
13. Enumerate the benefits of the program for women and the youth
 - Increased income, including control over it
 - Knowledge gained
 - Skills developed (leadership and decision-making, negotiation, positive self-perception, claiming one's rights, mobility, engaging in non-traditional gender roles, speaking up/communication ...etc.)
 - Equitable access to resources and services including information
 - Any an intended result of the program?
14. Is there any evidence of individuals (communities) starting their own initiatives as a result of JP?
15. To what extent is the program is likely to achieve the desired result pertinent to sustainable livelihood?
16. What are the opportunities for strengthening the livelihood component?
17. What are the challenges to full achievement of original goal of sustainable livelihood? What has been done to address these challenges
18. What do you recommend in the future to improve the teaching-learning process within the context of the JP?

FGD/KII GUIDE FOR COOPERATIVE/MULTIPLE STAKEHOLDER FORUMS

1. Membership profile disaggregated by sex (to be collected from documents)
2. Governance composition disaggregated by sex
3. Do women take part in the commodity selection? If so in what ways?
4. Does the commodity selection analyse gender issues? (e.g. does the commodity increase women's income and skill; does it increase women's workload...)
5. Does the value chain analysis consider opportunities and constraints that women and the youth are confronted with?
6. How does the value chain approach differ from the way you were managing your business previously?
7. What are the benefits of this approach for you individually? (access to markets both physically and in availing better price, access to finance, inputs, skill enhancement, empowerment....)
8. What support was granted to the cooperative by the JP?
9. To what extent do women and the youth benefit from this support? Provide concrete evidence.
10. What has changed because of the support in the lives of female and young cooperative members?
11. How do you evaluate the relevance of the support in terms of addressing the needs of members?
12. Do you believe that the changes seen are likely to continue even without the JR's support? How do you justify this?
13. What do you consider as lessons that future similar interventions should pursue?
14. What do you recommend for similar interventions of this sort?

KII CHECKLIST FOR WOMEN AND CHILDREN AFFAIRS OFFICES

1. In what ways do you take part in the JP? (Needs assessment, planning, monitoring, evaluation, learning, budgeting, school administration, transparency, accountability, decision making, etc.)
2. What supports have you received from the JP over the years to improve the office's capacity? (e.g. human resource development, equipment, financial etc.)
3. What explains that the JP follows a gender mainstreaming approach? In your opinion, what benefit does mainstreaming gender brought about? How relevant is this approach in bringing about the intended program outcomes? What gaps do you observe?
4. How do you evaluate the technical capacity of stakeholders to mainstream gender and the issues of the youth effectively in the JP? Do you believe that there are gaps in this regard? What are they? What should be done to fill in the gaps? (availability of technical expertise, training, tools/manuals, ...)
5. What do you consider as lessons and best practices that future similar interventions should pursue?
6. What has been the challenge in addressing the issues and needs of women and the youth in the program?
7. What do you think should be done to better handle the issues women and the youth in the future?

OBSERVATION CHECKLIST

Date of Visit: _____

Region _____

Woreda _____

Type and name of the facility observed: _____

Time: _____ A. SCHOOL
1. Availability of essential materials (e g , chair, table, blackboard, chalk, computer etc.)
2. Availability of library, skills lab, drinking water and toilet (Are they separated for men and women)
3. Cleanness of the class rooms
4. Fence
5. School feeding
6. Adequate number of teachers
B. LIVELIHOOD
1. How are people making a living
2. The type of livelihood (crops grown, livestock, commercial or small scale industrial activities, micro enterprise, etc.)
3. The condition of the livelihood
4. Infrastructures (market accessibility, use of modern technology, pasture, water etc.)
5. Products-micro enterprise products, etc.
C. HEALTH
1. Is there adequate seating for patients-waiting room?
2. Is there potable water?
3. Is there adequate seating for patients-waiting room?
4. Is there potable water?
5. Is there toilet? Are they separated for men and women
6. Is there waste disposal mechanism?
7. Availability of essential equipment (e g, weighing scales, thermometer, etc.)
D. WATER
1. Is drinking water available for the communities? Distance
2. Well water
3. Desalinated water
4. The condition of water facilities? (Clear/Dirty/Odour (does it has guard, fence, door)
5. General user friendliness

CHECKLIST FOR CONTRAST BETWEEN DRS AND NON-DRS WOREDAS

Date: _____

Region _____

Non-DRS Woreda _____

Activity Indicator	
Frequent training and capacity building events organized to clarify functional regulatory frameworks defining functional assignments of local government	
Governance Manuals/guidelines reviewed/updated and put into application at woreda and kebele office	
Woreda applies three-year strategic plan/Operational Plan	
Kebeles are guided by operational plans and regularly review progresses	
Communities apply ICBPP approach	
Woredas refers to socio-economic data for planning and informed decision making	
Woreda and its kebeles check and review regularly access to and improvement of quality of social services (functional health posts, reports, immunization, quarterly screening of children for malnutrition, activities of Mother-Mother Groups etc.)	
Woreda civil service officers are trained in good governance tools (BPR, BSC, compliant handling)	
Community groups (WASHCOs, peace committees, Value-Chain Committees, ...etc.) capacitated and engaged in improving service delivery	
Woreda and its kebeles review and take actions to increase enrolment, drop-out and number of female students in schools	
Woreda has a complete value chain investment plan	
Woreda Kebeles established women cooperatives	
Woreda facilitates access to financial services and new markets for farmers/producers	
Woreda has electronic Market Information billboard	
Women are engaged in producing and selling cooking stoves for household use	

Performance Rating Form for Good Governance Pillar

Output	Performance Indicator	Rating
Output 1: Legal and regulatory frameworks for deepening decentralization strengthens	1.1 Number of Woredas with clear and functional regulatory frameworks defining functional assignments of local government	
	1.2 Number of Governance Manuals/guidelines reviewed/updated and put into application.	
	1.3 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on relevant functional assignments	
Output 2: Capacity for Participatory Planning for local governance and development strengthens	2.1 Number of Woredas developed 3years strategic plans and one year operation plan using RBM and Human Rights approach to Programme;	
	2.2 Number of Kebeles developed one year operation plan using RBM and Human Rights principles;	
	2.3 Number of community participatory manuals updated, translated and printed in local language;	
	2.4 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on ICBPP through TOR and Cascading approach	
Output 3: IMS strengthened to support planning and PEM for informed decision	3.1 IMS strategy formulated at regional level and action plans produced by the Woredas	
	3.2 Number of Woredas that collected socio-economic data and analysed for planning and informed decision making, using information management tools such as DeV Info;	
	3.3 Number of stakeholders, government staff/experts and local authorities trained and knowledge enhanced on IMS, such as DeV Info,	
Output 4: Capacity for service delivery enhanced through improved efficiency and effectiveness of human resources	4.1 Presence of clear Human Resource Development and Management Strategy for the Region and action plans developed	
	4.2 Number of kebeles and Woredas supported by the Programme to improve their capacity to provide quality social services;	
	4.3 Number of civil service officers trained in good governance tools (BPR, BSC, compliant handling)	
	4.4 Regional Management Institutes capacity improved to ensure sustainable local capacity building of institutions & human resources;	
	4.5 Number of community groups (WASHCOs, peace committees, Value-Chain Committees, ...etc.) capacitated to improve service delivery	
Output 5: Capacity to mobilize and utilize regional revenues to support development improved	5.1 Presence of clear Revenue Generation Strategy and action plans developed	
	5.2 Number of Woredas with increased revenue collection;	
	5.3 Number of tax collectors and officials trained on legal documents and procedures of tax collection	

PERFORMANCE RATING FOR BASIC SOCIAL SERVICES PILLAR

Output	Performance Indicator	Rating
Output 6: Improved access to quality education provided to boys and girls at pre-primary, primary and post primary levels.	6.1. Annual increase in primary Gross Enrolment rate (GER)	
	6.2. Annual rate of increase in NER in percentage points as against the baseline of each target woreda	
	6.3. Gender parity index (GPI) at pre-primary, primary and lower secondary	
	6.4. Dropout rate for primary	
Output 7.: Improved access to and use of quality health and Nutrition services	7.1 % functional health posts in DRS [102/005]	
	7.2 Percentage of children 12-23 months who are immunized against measles in DRS [102/005]	
	7.3 % DRS woredas with active women's support groups on IYCF [IR102/009]	
	7.4 % of children 6-59 months supplemented with vitamin A every six months [IR 102/009]	
	7.5 % of woredas screening children for malnutrition quarterly [IR 102/009]	
Output 8: Improved access to and use of safe drinking water supply & hygiene and sanitation facilities.	8.1 No. of users of new or rehabilitated water schemes	
	8.2 No. of new users of household toilets with or without access to hand-washing stand with soap / ash (disaggregated as basic and improved)	
	8.3 No. of ODF Kebeles/villages with ODF populations	
	8.4 No of institutions with improved and gender sensitive WASH facilities disaggregated by access to water and sanitation facilities in health facilities and schools	

PERFORMANCE RATING FOR ENVIRONMENTALLY SUSTAINABLE LIVELIHOODS PILLAR

Output	Performance	Rating
Output 1: Enhanced capacity of key stakeholders to review, update and utilize relevant regulatory provisions for value chain development	1.1 /% of woreda value chain investment plans that include regulatory issues to be improved	
	1.2 % of regulatory issues identified in value chain investment plans that are addressed by relevant authorities	
	1.3 % of value chain steering group members / stakeholders aware of relevant regulations to value chain development	
Output 2: Strengthened institutional and human capacity for improved agricultural productivity and Production through the provision of modern systems, technologies and inputs	2.1 % increase in production supported value chain groups	
	2.2 % increase in the household income of women cooperatives members	
	2.3 Number of women employed in value chain stakeholders (cooperatives + IGGs + self-employed)	
Output 3: Increased capacity to develop, link and access to existing and new marketing and financial systems;	3.1 Number of value chain groups that access new markets	
	3.2 Number of value chain groups that access financial services and goods (loans, savings, insurance)	
	3.3 Number of cooperatives with regular access to market information on price and quality	
Output 4: Increased capacity to promote, and utilize environmental protection measures for better and sustainable livelihoods	4.1 Number of woredas with updated Land Use Plans with detail information	
	4. 2 Number of women cooperatives producing renewable energies for household use	
	4. 3 Size of land protected from natural and manmade destruction	