



Evaluation Report

Governance and Democratic Participation Programme (GDPP) Ethiopia

Mid-term review: February - July 2020

August 2020

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List of acronyms and abbreviations

AWPs	Annual Work Plans
CCI	Council of Constitutional Inquiry
COVID	Corona Virus Disease
CPD	Country Programme Document
CSOs	Civil Society Organisations
CSP	Charities and Societies Proclamation
DIs	Democratic Institutions
DIP	Democratic Institutions Programme
DPs	Development Partners
DSSC	Democratic Systems Strengthening Centre
EBA	Ethiopian Broadcast Authority
EHRC	Ethiopian Human Rights Commission
EIO	Ethiopian Institute of the Ombudsman
FDRE	Federal Democratic Republic of Ethiopia
FEACC	Federal Ethics and Anti-Corruption Commission
GCAO	Government Communications Affairs Office
GDP	Gross Domestic Product
GDPP	Governance and Democratic Participation Programme
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HoF	House of Federation
HoPR	House of Peoples' Representatives
HR	Human Rights
ICRE	Inter Religious Council of Ethiopia
IPs	Implementing Partners
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MoFPDA	Ministry of Federal and Pastoralist Development Affairs
MoP	Ministry of Peace
MoU	Memorandum of Understanding
MPs	Members of Parliament
MTR	Mid-term Review
NEBE	National Electoral Board of Ethiopia
NHRAP	National Human Rights Action Plan
NIM	National Implementation Modality
OAG	Office of the Attorney General
OECD/DAC	Organization for Economic Cooperation and Development / Development Assistance Committee
OFAG	Office of the Federal Auditors General
ORAG	Office of Regional Auditors General
PM	Prime Minister
PMB	Programme Management Board
PMSU	Programme Management and Support Unit
PMU	Programme Management Unit

PMO	Prime Minister's Office
POs	Programme Officers
ProDoc	Programme document
PTC	Programme Technical Committee
PWDs	Persons with Disabilities
RBAD	Rights Based Approach to Development
RBM	Results Based Management
REACC	Regional Ethics and Anti-Corruption Commission
RF	Results Framework
ROAR	Results Oriented Annual Report
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Realistic, Time bound
ToC	Theory of Change
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UPR	Universal Periodic Review
USD	United States Dollar

Executive summary

Background:

i. Ethiopia aspires to attain a lower middle-income status by 2025. As such, strong investments towards attaining and sustaining high economic growth rates, social stability while ensuring environmental sustainability have come high on the country's development agenda. With a per capita gross domestic product (GDP) of US\$691 (2017), the country strives to increase its GDP per capita to US\$1000 by 2025 in order to attain the desired middle-income status. However, such growth ambition may come with various negative effects including exclusion that may breed social and even political instabilities. This makes investment in building strong governance and oversight institutions, creating an enabling environment for public transparency and accountability as well as strong state-citizens relations through clear and predictable consultative and collaborative decision-making process of paramount importance .

ii. As provided for in the 1995 Ethiopian Constitution, the country is governed under a multi-party parliamentary system and a federal structure in which power is devolved to 9 regions and 2 city administrations. Therefore, a number of democratic institutions including legislative and assemblies at national, regional and local government levels have been established with clearly spelt out mandates. Over time and with support from Development Partners, Ethiopia has been working on capacitating the governance architecture, reforming civil service and the justice sector, deepening democratization and improving delivery of social services in tandem with implementation of international human rights principles to which Ethiopia is a signatory.

Programme rationale and strategy:

iii. It was against this background that UNDP in response to the country's request for support and in close collaboration with government stakeholders designed the Governance and Democratic Participation Programme /GDPP/ (2017-2021). Informed by an in-depth assessment of the governance landscape of Ethiopia and the lessons from previous programmes, notably the Democratic Institutions Programme (DIP), the programme was designed to strengthen functional systems, core institutional capacities and competencies for enhanced delivery on their mandates. This was intended to contribute to the achievement of 3 outcomes namely: i) Improved inclusion, cohesion and sustainable peace; ii) Responsive and accountable systems of governance; and iii) Empowered and responsible citizens. The programme envisages to achieve these outcome results by delivering 5 outputs namely:

1. Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates;

2. Federal and regional state systems of governance are more accountable, transparent and are delivering public services in more inclusive and responsive ways;
3. Citizens are more empowered to voice their concern and actively participate in decision-making processes at all levels of the development, governance and political processes and systems;
4. Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national and sub-national levels; and
5. Access to justice enhanced and human rights promoted and protected across Ethiopia.

Evaluation purpose:

iv. The implementation of GDPP commenced in July 2017 and is slated to end in 2021. Thus, the programme is mid-way implementation and hence the need for a mid-term review, whose objective is to assess the progress in achieving the results of the GDPP programme, its relevance, efficiency and effectiveness of strategies in light of the democratic governance priorities of Ethiopia.

Methodology:

v. Using a mixed methods approach in a highly consultative and participatory manner, the evaluation was undertaken between January and April 2020 under the auspices of the UNDP country office. A total of 83 informants were consulted and their views and responses were integrated with the information captured from various reports to constitute the review findings presented in this report.

Findings:

a) Relevance:

vi. The design and implementation of the GDPP was in response to the Ethiopian Government request to UNDP for capacity development support towards strengthening democratic governance processes and systems of the country. Upon invitation, however, UNDP undertook an in-depth assessment of the governance situation in the country. There is sufficient evidence that right from its design through implementation the GDPP has been strongly hinged on participatory approaches. The GDPP is highly relevant to the national development priorities as well as the needs of targeted institutions and beneficiaries. The governance reform process introduced with the change of government in early 2018 has enhanced the relevance of the GDPP to the national development policies and priorities.

vii. The GDPP linkages with UNDAF and UNDP's strategic focus in Ethiopia is well articulated and given the level alignment, the programme results feed well into the higher level results at Country Programme Document (CPD), UNDP Strategic Plan and UNDAF levels. With enhanced linkage between higher level UNDAF and CPD results and the Government of Ethiopia (GoE) priorities that if facilitated by the adoption of sector-wide planning approach, programme alignment with national priorities is well emphasized and articulated.

viii. The integration of programme implementation within the country's institutional framework under the National Implementation Modality (NIM) has been and remains a strong driver for national ownership of the programme and serves a foundation for possible sustainability of the programme results.

ix. Following the Programme repositioning, improvements in the interventional logic have been achieved with better alignment between higher level results and the planned and delivered outputs. However, the MTR noted that the linkage between the planned programme outcomes and the envisaged impact is not direct. It is for this reason that the programme Theory of Change has been revised to ensure better alignment between the programme interventions and envisaged results.

x. The mid-term review (MTR) noted that some outcome level results are too broad and thus require comprehensive interventions. For example the envisaged results on access to justice, elections and peace require a wide range of separate bespoke interventions and thus, cannot be comprehensively packaged and delivered under the same programme. It is for this reason that the MTR team proposes that these areas be developed into fully fledged and standalone projects but inter connectedly implemented to take advantage of the developed synergies fostered by GDPP.

xi. The MTR noted that the major gap in the programme design lies in its weak monitoring and evaluation framework. For example, there is noted disharmony between some output indicators and the sub outputs partly because the results framework was not updated following the repositioning exercise. Furthermore, the tracking of results seldom followed the set indicators. As a result, progress reporting has remained at activity level with weak or no linkages between the baseline values, programme targets and the actual results achieved.

xii. Gender mainstreaming is in principle emphasized but the strategies employed to achieve it are still marred with numerous gaps. Gender disaggregation of results is only given attention at reporting stage where a number of women who participate in programme activities is mentioned. However, it is not clear whether the realized number is what had initially been targeted. The participation of other vulnerable groups in the programme is still

low. Additionally, the participation of civil society organisations (CSOs) has not been fully realized beyond the few consultations they have participated in.

b) Effectiveness:

xiii. The programme repositioning help to improve the linkages between the desired results and prioritised interventions. Under output 1, the programme focus has been strengthening the capacity of legislative and democratic institutions, professional independence of democratic institutions and expanding political and civic space for effective public participation. As a result, there is growing evidence of improved inclusiveness and effectiveness of the political processes of the federal and regional legislative bodies. However, there is some noted mismatch between the output indicators and reformulated sub outs that is likely to compromise the achievement of enhanced results.

xiv. Much as the MTR ascertained that the programme path through the development of guidelines, establishment of platforms as well as capacity strengthening of responsible parties is appropriate for delivering the desired output, the need for refining and aligning the output indicators with the new sub outputs in order to achieve a coherent results chain, remains critical.

xv. Under output 2, the MTR noted that the interventions are well targeted at addressing both the supply and demand side bottlenecks to establishing accountable and transparent governance systems that are able to deliver high quality and inclusive services. Strengthening of Information recording, analysis & management systems and accountability mechanisms; installation/strengthening of complaints handling & feedback mechanisms for ensuring accountability and customers'/clients' satisfaction as well; and promotion of awareness among information providers and seekers for ensuring quality service provision are the major emerging output level results. However, quantitative measurement of the output-based indicator progress still requires data, as national surveys to generate the required data have not been undertaken. Nevertheless, the prioritised interventions under GDPP are appropriate and adequate to deliver the desired results once they are implemented on scale as they are well targeted at addressing both the supply and demand side bottlenecks.

xvi. Under output 3, strengthening of Policy, system and institutional frameworks for citizens active participation, particularly women, youth and other marginalized groups in decision making processes at all levels as well as public awareness on the functions of legislative bodies, executive organs and democratic institutions raised have been the prioritized interventions. In effect, the programme has supported the development of media engagement & communication strategies (for NEBE) as well as civic engagement policy in addition to awareness raising forums.

xvii. The MTR team has noted that whereas the sub outputs and their corresponding indicators are consistent with planned output results, the output indicator #1 (presence of electoral law) is a bit off. This is a means to facilitate the empowerment of citizens but not an indicator of the results. Furthermore, much as there has been policy and institutional improvements guided by the developed media engagement & communication strategy and civic engagement policy, the changes in the percentage of women members of parliament shall be ascertained after the next election. However, as stated even under Output 1, the participation of women in the politics of the country is influenced by a myriad of factors beyond policy and institutional bottlenecks. In such circumstances, the prioritised interventions need to be mingled with direct support to female candidates as well as advocacy for affirmative action for gender. Nevertheless, from the implemented interventions under this output as analysed here above, the MTR noted that indeed, the empowerment of the citizens to voice out their concerns is on track although much more is still desired.

xviii. Emerging results indicate that indeed national and local institutional frameworks and capacity for conflict analysis, prevention, management and transformation; the culture of dialogue, tolerance and social cohesion, institutional capacity for social inclusion and diversity management as well as systems and mechanisms of constitutional interpretation are becoming stronger. Indeed a peace architecture is being established with envisaged potential of minimizing conflicts at various levels of the socio-political organisation. However, much as peace structures at federal, regional and local levels have been established, their continued functionality and sustainability is not certain beyond the programme funding period.

xix. Under Output 5, the MTR established that GDPP supported the provision of legal aid services which has benefited over 6000 vulnerable people through 20 legal aid centres whose establishment the programme supported. Whilst these are great achievements, the Output indicator of “availability and extent of implementation of national legal aid strategy” has been missed. The implementation of the Universal Periodic Review (UPR) recommendations is reported about in the available reports although the percentage of the recommendations actually implemented is not revealed. Significantly, the launch of the National Human Rights Action Plan II is the key achievement registered under this output indicator.

xx. At outcome level, there is still lack of quantitative evidence on the achievement of most of the outcome indicators. However, the programme delivery at sub output and output levels coupled with fairly appropriate output-outcome linkages convey hope of enhanced outcome level results. Qualitatively, the programme investment in policy and institutional improvement coupled with awareness creation and capacity development, the results area of inclusion,

cohesion and sustainable peace is being positively impacted although it is still work in progress.

xxi. According to Transparency International report (2019) Ethiopia's performance on the Corruption Perception Index has improved with its rank and score having improved from 107th (at baseline) and 35% to 96th and 37% respectively. Whereas the target on the rank has been achieved so far, much is still needed if the targeted score is to be achieved too.

xxii. Despite some design and implementation gaps of the Governance Democratic and Participation Programme, the MTR noted that implementation is in good momentum covering all major governance improvement areas. According to the African Governance report (2019)¹, Ethiopia has reportedly registered improvement on a number of governance and rule of law indicators such as access to justice, absence of corruption and sanctions for abuse of office.

c) Impact:

xxiii. Whereas it is apparent that transformation requires combined and balanced progress on several fronts: Economic and Political Governance, Environmental Sustainability and Governance, Sustained Peace and Stability, the linkage between the programme interventions and results at lower level and the envisaged impact is very low. The MTR team feels that the setting of the programme impact was a bit over ambitious as there is another results layer between the GDPP and its set impact. More directly, the GDPP feeds into the fourth objective of GTP II: "Deepen the hegemony of developmental political economy by strengthening a stable democratic developmental state" and it should be at this level that the programme impact should be set.

d) Efficiency:

xxiv. The overall resources (financial, human and equipment) that are necessary for the programme implementation and an elaborate resource utilization arrangement are equally laid down. Importantly, programme implementation leverages the already available resources (human resources and facilities) under the NIM. This arrangement has ensured that financial resources are availed for activities that have a direct influence on the achievement of the desired outcomes.

xxv. The programme uses output-based budgeting as a tool of rational allocation of resources to all the five result areas/outputs. It is noticeable that the allocation of resources was well informed by the volume and nature of activities to be undertaken under each output. Programme budget-expenditure analysis

¹ https://mo.ibrahim.foundation/sites/default/files/2020-02/African_Governance_Report_2019.pdf

indicates that expenditure per output is still within the budget except for programme management. Even all other outputs have utilized more than 60% of their budgets.

xxvi. Donor's commitment to availing resources for programme implementation is evident and at the time of this evaluation, a total of USD13,029,242² had been contributed by various donors. However, this is slightly below the projected resources from donors at the time of the ProDoc signing. However, the MTR team feels that it would have been more guiding if pledges from specific development partners (DPs) were specified and commitments in the form of memorandum of understanding (MoUs). Under the current resource mobilization framework lies a big risk, should any of the partners' priorities change and thus they are unable to make further contributions to the programme's resource envelope, this would adversely impact on the programme.

xxvii. Efforts have been made to ensure economical use of programme resources throughout programme implementation. Programme implementation has specifically embedded specific cost minimisation measures through the instituted internal control measures and the adopted implementation arrangements. They include the following:

- Annual work planning and quarterly financial disbursements
- Adherence to the set financial management procedures
- Periodic technical and financial reporting
- Adoption of National Implementation Modality
- Empirical studies and situational analyses
- Partnerships and synergies

xxviii. Despite the contribution of the above measures in promoting optimal resource utilization, some gaps have also been identified. They include the following:

- Lack of a comprehensive results and resource framework to guide results tracking and reporting.
- Delays in resource disbursement as well as procurement of services due to tedious procedures.
- Frequent requests from IPs for reprogramming.
- Lack of clarity in the programme document on financial management.
- Lack of integrated work planning and activity implementation.

e) Sustainability:

xxix. Programme emphasis and investment in capacity and systems strengthening at institutional level is a valid approach with the potential to

² This figure however excludes the contributions for the period between July to December 2019.

promote continuous realization of the outcome level results even beyond the programme life span. This further creates a strong foundation for results sustainability.

xxx. Improvement of policies, systems and service delivery standards as well as formulation and adoption of the strategies as well as the use of the NIM presents enormous sustainability potential through effective national participation and ownership of the interventions are the most profound programme sustainability potential.

xxxi. Personnel attrition and the absence of an exit strategy and sustainability plan for the GDPP are the noted challenges that may compromise programme sustainability if appropriate redress measures are not put in place.

Lessons learnt

xxxii. The key lessons learnt include the following:

- High level of flexibility and adaptability of governance programming to country context developments, particularly in transitional settings lay foundations for sustainability of the outcomes due to enhanced political will and buy-in from government.
- Engagement of the Centre of Government in leading the reform process, while aligning to policy priority areas enables the programme to enjoy country ownership and leadership at the highest level.
- Ensuring internal coordination within each IP and amongst IPs to avoid unnecessary duplication of efforts and competition was also a valuable lesson.
- Continued investment in building knowledge and skills in the implementing partners, including managing for results is important
- Allowing IPs to choose their own priorities and devise their own plans was key to effective implementation of programme interventions
- Prioritised knowledge sharing and provision of technical inputs endeared government counterparts to better quality planning

Recommendations

xxxiii. The main recommendations of the MTR are:

- i. Revise the thematic and institutional scope of the programme to make it more focused and manageable:** The MTR recommends for UNDP and GoE to continue and speed up the already started initiatives of developing stand-alone projects for some of the thematic areas covered under the GDPP. This will significantly narrow down the thematic scope of the GDPP. Also

consider limiting the number of the democratic institutions covered in the GDPP by prioritizing based on criteria such as commitment, performance and mandate of the institutions.

- ii. **Revise and refocus the Results Framework:** The MTR noted some inconsistencies between the set results indicator and some sub outputs partly emanating from the fact that the Results Framework has not been aligned with the reformulated sub outputs after the repositioning exercise.
- iii. **Enhance the GDPP gender mainstreaming:** The MTR recommends the GDPP programme management to adequately follow up on the recommendations of the gender analysis study, particularly the recommendation on the development of a comprehensive gender strategy for the GDPP. More specifically, the IPs should;
 - Incorporation of gender issues in the programme work planning and activity implementation. The MTR noted that whereas the programme reports present gender disaggregated data, there was no evidence for gender consideration in the targeting and selection of beneficiaries. All IPs should indicate the number of women, men, youths to be targeted under each activity.
 - All IPs should allocate adequate resources (financial and human resources) to their gender directorates/desks. This will enable continuous internal gender education and awareness creation that are critical for bring about favourable changes in the organisational culture towards gender mainstreaming.
 - As a matter of urgency, the GDPP should develop a gender mainstreaming strategy whose implementation can be achieved through customised gender mainstreaming guidelines and manuals at the IPs level. This is important for preparing the ground for the adoption of an affirmative action for gender mainstreaming across all sectors.
- iv. **Strengthen the GDPP M&E system:** The MTR recommends for the GDPP management to:
 - Develop a full-fledged monitoring and evaluation plan
 - Arrange and undertake periodic joint monitoring of performance that involves DPs, MoF, IPs and UNDP.
- v. **Introduce and develop GDPP Performance Based Management System:** In order to enhance the quality of the GDPP in its quest to realised its overall goal and outcomes, the IPs should be subjected to a performance based management system tied to funding allocations as this will also assist in ensuring that IPs are focused on implementing transformative programme activities.

- vi. **Invest more on capacity development of IPs:** The MTR recommends for the GDPP management to invest more on knowledge and skills development of the IPs. This should ideally be done through developing a comprehensive capacity development plan that identifies the major capacity gaps among IPs related to management and implementation of the GDPP, prioritizes the critical gaps, identifies the capacity development delivery modalities and plans, etc.
- vii. **Strengthen the planning and implementation of transformative initiatives:** The MTR recommends:
- The programme management to support the IPs with capacity development on the subject through facilitating experience sharing and provision of technical inputs, including through provision of relevant guidelines, models or templates on transformative initiatives.
- viii. **Strengthen the management, coordination and partnership structures:** The MTR recommends to:
- Revitalise the major programme management and coordination structures (the PMB and the PTC), including by reconsidering the size and composition of members and establishing accountability mechanisms.
 - Develop framework and mechanisms to promote the planning and implementation of joint interventions by IPs.
 - IPs should give more attention to institutionalize and strengthen the various coordination and partnership forums and structures already formed through the support of the GDPP.
- ix. **Develop and operationalise a GDPP clear exit strategy and sustainability plan:** The GDPP program management and implementation needs to prioritize and put in place a robust exit plan as well as sustainability plan given the impending stand-alone programs that are being offshoots of the entire program such as elections, access to justice and rule of law as well as peace architecture.

1.0 Introduction

1. The implementation of the GDPP is at midline and the need of a Mid-term review was eminent. Thus, this MTR was commissioned by the UNDP Ethiopia Country in order to take stock of the programme achievements. This independent assessment was conducted between January and April 2020 by a team of International and National consultants supported by the UNDP Team. Thus, this report presents the MTR findings in tandem with the specific evaluation objectives and questions contained in the terms of reference (ToR). Structured in four sections, the report presents the program background and the evaluation design (objectives, scope, questions and methodology) in section one while section two presents the MTR findings in the light of OECD/DAC evaluation criteria with sections three and four presenting UNDP's programming principles and conclusions, lessons learnt, best practices and recommendations respectively.

1.1 Programme background

2. The GoE has over the last two decades shown great commitment to implement policies and programmes aimed at stimulating rapid socio-economic and political transformation largely by prioritizing investments to build and operate social and economic infrastructure, improving capacities within government to broaden access to basic social services such as education, health and water and sanitation, and prioritizing public investments in pro-poor economic sectors such as agriculture and food security. On top of the economic and social transformation, strides have been made in the governance side like ratifying a largely progressive Constitution, efforts to address inequalities, policies that promote gender equality, establishment of democratic institutions among others.

3. The policy orientation and commitment has resulted in significant improvements in Ethiopia's human development indicators. In view of the country's context and bold development transformation vision, it has been found important to make deliberate efforts to further broaden space for citizen engagement and participation in the development process in order to create a sense of shared responsibility and prosperity while strengthening social cohesion, sustainable peace and stability.

4. Despite these positive developments, the country still faced several setbacks. Two years back from the current political and governance reforms, the country had been characterized with instability and growing dissatisfaction of large groups of the population, primarily the youth segment. 2018 was a pivotal year in the current transformation that resulted in inherent changes in the Ethiopian political landscape. Widespread and protracted public protests and growing street and youth dissatisfaction forced the way for a series of reforms to be launched under PM

Haliemariam Desalegn. Growing dissatisfaction and popular demands for change and reform ultimately resulted in a change of government in February 2018.

5. With the election of Dr. Abiy Ahmed as the new PM, a raft of proclamations followed including promising announcements to open the political space, free political dissidents and engage in comprehensive institutional reforms of the public sector, including announcements to privatize public enterprises. In his inaugural speech, the new PM highlighted the need for what he termed as ‘an inclusive political process’ with the opposition playing a more active role. The PM urged all Ethiopians to put their differences aside as they worked to forge together a solid democratization process. He identified civil rights and freedom of movement and organization, the right to political participation and representation and the right to freedom of expression as key in this process. He also reaffirmed his government’s commitment to ensure the full participation of women in public life’ and his personal commitment to advancing the equality agenda forward.

6. The GoE-UNDP Governance and Democratic Participation Programme (GDPP), a five-year multi-stakeholders programme (June 2017 to December 2021), has main objective to support the country sustain efforts towards enhancing institutional capacities and frameworks for strengthening good governance and deepening democratic participation in accordance with the Constitution and International Human Rights Conventions to which Ethiopia is a signatory. Progress in these areas is critical and believed to enable the country to deliver on the Sustainable Development Goals (SDGs) and the Growth and Transformation Plan (GTP II).

7. The programme on governance and democratic participation was designed based on progress made and lessons learned from the former Democratic Institutions Programme (DIP) and other interventions to support initiatives aimed at addressing governance bottlenecks, issues of inclusivity, transparency and accountability, and to nurture the development of a more responsive system of governance and peaceful coexistence. More specifically, the program is designed to deliver on five inter-related and complementary outputs hereunder;

- i. Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates;
- ii. Federal and regional state systems of governance are more accountable, transparent and are delivering public services in more inclusive and responsive ways;
- iii. Citizens are more empowered to voice their concern and actively participate in decision-making processes at all levels of the development, governance and political processes and systems;
- iv. Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national and sub-national levels; and

- v. Access to justice enhanced and human rights promoted and protected across Ethiopia.

8. The implementation of the GDPP commenced in July 2017 based on the initial visioning and work plan of the programme. The monitoring of implementation of the programme has so far depicted that the programme is relevant with value addition to enhance democratic transformation and political participation. GDPP has been reconfirmed as a strong enabling platform for transformation through the various achievements recorded by the participating Democratic Institutions (DIs). Moreover, the new governance arrangements and policy priorities have been stated, emphasizing Human Rights, Rule of Law, accountability, peace and stability.

9. GDPP has also enabled the democratic and accountability institutions to strengthen their capacity in order to deliver on their mandates more effectively and inclusively. As such direct and clear investment in institutional and human capacity development has been prioritized under the programme. Building on these positive developments, the dramatic shifts witnessed in the political and governance space and the resulting policy priorities expressed by the political leadership have prompted the Government of Ethiopia and UNDP to 'refocus' the GDPP and 'reposition' it to more effectively address transformational and transitional needs.

10. UNDP in close coordination with the GoE and development partners engaged in a 'repositioning' exercise of the programme following the changes in the political landscape and the shift in policy priorities of the Government. The Repositioning Paper, which was launched in December 2018 allowed all Institutions contributing to the programme and UNDP to reconfirm relevance of the programme to the current policy priorities and to ensure that identified activities are addressing transformational issues. Subsequently, the results framework of the programme had undergone a review and expansion with new sub-outputs included.

11. With the programme reaching its mid-cycle implementation, and as per corporate requirements, UNDP commissioned in a 'formative' mid-term review that aims at enabling the GoE and UNDP to draw lessons learned and ensure that the Programme remains relevant and responsive to the needs of the country. This mid-term review/evaluation is envisaged to also inform programme revisions and any necessary adjustments in the remaining period of the programme so as to ensure that the programme is more relevant, effective and efficient in achieving its intended results (outputs and outcomes).

12. The implementation of the programme is anchored on a multi-stakeholder approach involving eleven Implementing Partners. They are: the House of Peoples Representatives (HoPR), House of Federation (HoF), Federal Ethics and Anti-Corruption Commission (FEACC), Ethiopian Human Rights Commission (EHRC), Ethiopian Institute of Ombudsman (EIO), Office of Attorney General (OAG), Office of Federal Auditor General (OFAG), Ministry of Peace (MoP), Council of Constitutional

Inquiry (CCI), National Election Board of Ethiopia (NEBE) and Ethiopian Broadcast Authority (EBA). Ministry of Finance (MoF); Development Partners (DPs, i.e. donors); and beneficiaries of the programme; among others; are also the key stakeholders of the programme.

1.2 The MTR evaluation

13. The United Nations Evaluation Group (UNEG) evaluation policy requires that all medium-sized and large programmes undergo a mid-term evaluation in order to inform and strengthen programming. Besides, the GDPP document provides for a mid-term evaluation to be conducted in accordance with UNDP standard monitoring and evaluation plans. Thus, the purpose and objective of this evaluation were as presented hereunder.

1.2.1 Evaluation purpose and objectives

14. The MTR is a formative evaluation exercise, with a dual purpose of learning and accountability. As given in the ToR, the objective of the mid-term review was to assess the progress in achieving the results of the GDPP programme, its relevance, efficiency and effectiveness of strategies in light of the democratic governance priorities of Ethiopia. More specifically, the mid-term review/evaluation was guided by the following specific objectives/deliverables:

- Review and reconstruct the programme design/approach including the theory of change of the programme to map the results pathways and also assess cause - effect relationships;
- Assess the relevance, effectiveness, efficiency and sustainability of the programme interventions;
- Identify implementation issues and challenges/bottlenecks which constrain programme and financial delivery;
- Provide evidence whether the programme implementation is on track or off-track during the mid-years period and propose measures to rectify;
- Identify lessons learned and recommendations, based on evidence, so as to improve relevance, effectiveness, efficiency and sustainability of programme results, and also document knowledge basis from the programme design and implementation;
- Identify strengths and weaknesses of the programme in the application of right-based approach and gender mainstreaming and possible recommendations to apply in the remaining period of the programme.

15. Flowing from the specific objectives above, this mid-term review is intended to serve a dual purpose of learning and accountability by taking an in-depth review of the implementation of the programme in order to draw lessons for evidence-based decision making regarding the next implementation phase. This is important for making the GDPP relevant in the country's changing political and governance

environment thereby enhancing its effectiveness and efficiency. Evidence and lessons from the evaluation are envisaged to feed into the revisiting/revamping of the programme to meet the timely needs of the direct and indirect beneficiaries of the programme and also other key stakeholders.

1.2.2 Evaluation scope

16. This mid-term evaluation covered the implementation period of the programme extending from July 2017 to December 2019 covering all the eleven Implementing Partners. Contextually, the assessment covered all the five outputs, and corresponding sub-outputs as well as indications with a purpose of distilling contributions towards achievement of intended outcomes of the programme. The evaluation also covered operational aspects of the programme with particular focus on the effectiveness and efficiency of operational/implementation mechanisms and arrangements practiced in the respective Implementing Partners (IPs).

17. The evaluation used the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability as the analytical framework for responding to the evaluation questions. In addition to these 5 evaluation criteria, the ToR included the dimensions of coherence as well as management and coordination as separate evaluation criteria.

1.3 Evaluation Methodology

18. The evaluation adopted a mixture of both qualitative and quantitative evaluation methods to collect and analyse both primary and secondary data. Primary data was collected from programme stakeholders including inter alia; UNDP staff, governmental officials, Implementing Partners, development partners as well as programme beneficiaries (list of stakeholders consulted in annex 6). Data collection methods were triangulated to achieve effectiveness and efficiency in order to further enhance the validity of the findings.

19. Furthermore, quantitative data was extracted from the available M&E data base and reports in order to facilitate enable comparative analysis of the actual results in the light of both baseline values and programme targets (where they existed). Secondary data review followed a three-phase process namely: i) identifying the required data; ii) securing credible data sources; and iii) extracting summarised data for subsequent analysis. Both primary and secondary data collection was informed by the programme results and resource framework in order to holistically capture comprehensive data of all performance indicators.

20. Qualitative and quantitative data has been collaborated interactively to better support conclusions and learning. The application of logic models such as Theory of Change (ToC); Results Based Management (RBM), Rights Based Approach to Development (RBAD), Capacity Development and Gender Analysis and OECD-DAC

evaluation criteria and principles received paramount attention. Therefore, the consultants conducted this assignment in accordance with best international practices whilst adhering to the terms of reference and UNEG's Guidelines for program/project evaluation. However, the overall execution of the assignment was affected by the following factors that in a way pose some limitations to its findings.

1.4 Limitations of the evaluation

21. Gaps in the Monitoring and Evaluation planning in which progress reporting is based on activity reporting. As a result, data on some indicators were not available in the annual reports.

22. Lack of baseline data on some indicators coupled with some unclearly defined indicators inhibited data generation to measure progress. Besides, the repositioning meant that some indicators were dropped while new ones introduced. As such, disjointed result reporting and absence of data on new indicators inhibits coherent tracking of progress.

23. Secondly, the COVID-19 pandemic antagonised data collection. Many of the planned field missions were hastily called off which narrowed the stakeholder consultation scope. However, the consultants have been able to obtain all the necessary clarifications from the UNDP programme management team. To this extent, the would-be gaps as a result of limited consultations have been filled.

2.0 Evaluation Findings

24. The presentation of findings follows the OECD/DAC evaluation criteria. The findings presented are informed by the stakeholders' opinions captured during interviews as well as the expert and independent judgement of the consultants. The presented findings form the basis of the conclusions, lessons learnt, best practices and recommendations as also presented in the last section of this report.

2.1 Programme relevance

25. Program relevance was assessed in respect to the degree of consistence or alignment of the programme interventions/objectives with national development priorities, including the needs of target groups and beneficiaries, as well as with policies and programmes of the UN/UNDP and development partners. It was also assessed in respect to the validity/appropriateness of the programme concept and implementation approaches and strategies. The analysis on relevance responds to the specific evaluation questions included in the ToR.

2.1.1 Design processes and information basis

26. The design of the GDPP was mainly initiated in response to a request from the Ethiopian government to UNDP to continue its support for the improvement of the democratic governance processes in the country. Upon receiving the request, UNDP conducted an in-depth assessment of the governance situation in the country. The findings of this study as well as lessons from the implementation of the DIP and other governance related programmes provided the information basis in the design of the GDPP. Moreover, the design of the GDPP benefited from a series of consultations with IPs and other stakeholders, including potential donors.

27. According to most of the contacted IPs and other stakeholders at the Federal level, adequate efforts were made to engage major stakeholders in the design process as well as to base the design of the programme on sufficient and objective information and analysis of the governance situation in the country. They further stated that these efforts have contributed to enhancing the relevance of the programme and validity of its design. However, the participation of regional stakeholders in the initial programme design and annual planning processes has not been strong. Contacted regional stakeholders stated that they were not adequately consulted in the initial design as well as in annual planning processes. They are usually engaged by the IPs in programme launching events and during implementation of activities.

2.1.2 Relevance to country situation and needs of targets and beneficiaries

28. The GDPP is highly relevant when seen in the light of the governance challenges and priorities faced in the country. Although Ethiopia has registered significant economic growth and achieved impressive improvements in terms of human development in the past 15 years, it has been challenged when it comes to promoting and ensuring democratic governance. One party has ruled the country since 1991 by dominating the public democratic sphere. The engagement and role of key actors in democracy such as opposition parties, media and civil society have been restricted and limited until recently. Public trust on the political independence and capacity of key democratic institutions has been low.³ Particularly between the periods from 2015-2018, the country had been characterized with political instability and growing dissatisfaction of large groups of the population towards the government, as demonstrated by widespread and protracted public protests. The country faces serious challenges and gaps in terms of ensuring or promoting key governance issues such as citizen's participation, transparency, accountability, social cohesion and inclusiveness, effective service delivery, rule of law and access to justice, etc.⁴

29. The three outcomes and the five output areas of the GDPP directly address most of the above highlighted governance related challenges and gaps in Ethiopia. Indeed, most respondents contacted for this evaluation concurred that the objectives of the GDPP were valid. Despite some measures to open up and widen the political space since the change of government in 2018, most of the governance related challenges and gaps faced in country persist. Thus, the GDPP objectives remain relevant and valid today when assessed in terms of addressing felt needs and actually faced challenges.

30. Although the lack of democracy and good governance affects all citizens, vulnerable groups including women are more affected by the problem. Efforts were made in the design of the GDPP to make it responsive to the needs and priorities of vulnerable groups, particularly to that of women. Some gender issues were reflected/included in the ToC and in the definition of some output areas and activities. However, no separate and comprehensive gender analysis was carried out as part of the initial design of the GDPP, which may have affected the adequate mainstreaming of gender in the GDPP design. This assertion is supported by the findings of the comprehensive gender analysis undertaken under the GDPP in 2019. This study revealed that there are gaps in the GDPP design in terms of adequately

³ BTI, Country Report: Ethiopia, 2018

⁴ For instance, according to the 2018 Worldwide Governance Indicators (WGI) issued by the World Bank, Ethiopia has scored very low in all of the 6 governance indicators, namely voice and accountability, political stability, government effectiveness, regulatory quality, rule of law, and control of corruption. See, WB, Worldwide Governance Indicators (WGI) report, Dataset 2, 2018

mainstreaming gender, partly due to limited gender analysis during the design process⁵.

31. GDPP is consistent with the needs and priorities of targeted IPs. IPs were adequately consulted during the design of the programme. Most IPs have an institutional strategic plan document. They prepare annual plans under the GDPP based on the results framework of the programme as well as taking into account the relevant sectoral and institutional strategic plans. All contacted IPs strongly confirmed that the GDPP interventions are consistent with their respective institutional needs and priorities. Most of the IPs stated that they face a range of institutional capacity limitations (including organisational, financial and technical) to adequately discharge their institutional mandates and emphasized the importance of the GDPP support in addressing some of these limitations.

2.1.3 Alignment of GDPP interventions with government development policies

32. The alignment of the GDPP objectives with government development policy objectives should be separately assessed before and after the change of government that took place in early 2018. The assessment of the alignment of the GDPP with government policy objectives before the change of government gives a mixed picture. During the initial design of the GDPP, deliberate efforts were made to align the programme with government development policy objectives, as reflected in the overarching policy documents, notably the FDRE Constitution and the GTP II. The 1995 FDRE Constitution incorporates most of internationally recognized democratic and human rights principles. The vision statement in GTP II emphasizes on the attainment of democracy, good governance and social justice through people's participation. One of the seven pillars of the GTP II also relates to the establishment of "democratic and developmental good governance through enhancing implementation capacity of the public sector and mobilization of public participation." Thus, there is significant alignment between GDPP objectives and government policy objectives enshrined in the FDRE Constitution and GTP II.

33. However, government policy objectives pursued on the ground as well as elaborated in several lower level policy and legal documents such as in laws governing the media, civil society, terrorism, election, etc., were considered as restrictive and disabling in terms of promoting democracy and good governance. It was partly due to this restrictive political and governance context that the negotiation and preparation of the GDPP took a long time (nearly 2 years). In fact, the feasibility of the achievement of the GDPP objectives were questionable when considered in the light of the narrow

⁵ For instance, the study states: "... the programme document does not generally make these gendered connections boldly and strongly. Except in some areas like access to justice, the gender perspective is only implicit in the programme output areas. This is partly due to limited analysis of the various issues leading to the output areas from a gender perspective." See UNDP, Gender Analysis Report, 2019, p.31.

political space and restrictive governance context that was prevailing during the design of the GDPP. Accordingly, during the initial stages of the programme, major stakeholders (including UNDP and contributing DPs) had less expectation on the ability of the GDPP to meaningfully achieve its objectives. They were in the GDPP mainly to push the limits by constructively engaging with the government. The intention was to influence from within by maintaining political access and engagement with the government, rather than staying away. The programme document itself recognized the complex and difficult policy context by cautioning that the achievement of results may be incremental and may sometimes be uncertain.

34. The alignment of the GDPP objectives with government policy objectives has significantly improved with the change of government that took place in early 2018. In September 2018 the PMO issued a one-page dashboard that specifies the policy priority areas of the new government. Democracy and rule of law is considered as a major policy priority area and most of the expected results specified in the document directly align with the GDPP outcome and output areas. Most of the restrictive policies and laws that diverge with the GDPP objectives, such as the laws governing civil society and elections, have been revised and replaced by more enabling policies. The government has also issued a new economic policy document called “A Home-grown Economic Reform Agenda” in September 2019. The Agenda sets out overall developmental goals for the next 10 years. Most of the goals may be considered as complementing the GDPP objectives. However, they focus on economic governance objectives and hence their linkage with GDPP objectives is not direct and strong.

35. In fact, the change of the governance context in the country has significantly impacted the relevance of the GDPP. On the one hand, the feasibility of achieving changes and results in terms of improving governance (GDPP objectives) has become more possible with improved policy environment and increased government commitment to open up the political space and reform the governance process. On the other hand, the GDPP served as a readily available instrument to provide much needed support to some of the governance reform initiatives launched by the new administration. For instance, the existence of the GDPP has created the opportunity to timely and effectively provide support to the legal reform initiative, which aimed at reviewing and changing the controversial pieces of legislations that hindered public liberties and civic rights.

36. The change of government and the resulting changes in the governance context have led to the emergence of new policy priorities or shifts in priorities. The challenge of accommodating the changing policy priorities in the GDPP is partly reduced by the fact that the GDPP objectives (outcomes and outputs) were defined broadly. Moreover, the repositioning exercise was conducted to ensure that the GDPP remains relevant to the changing governance landscape. This mainly involved fine-tuning sub-outputs and activities without changing the original outcomes and outputs. The repositioning exercise has also served the purpose of reconfirming the

commitment of IPs. In general, contacted stakeholders opined that the repositioning exercise has contributed to maintaining the continued relevance of the GDPP interventions. However, in a very dynamic governance context and transitional settings that are prevailing in the country, ensuring the relevance of the GDPP interventions, particularly at sub-output and activity levels should be a continuous process.

2.1.4 Alignment of GDPP objectives with SDGs, UNDAF and CPD

37. The GDPP overall objective is well aligned with the SDGs, particularly with Goal 16 which states that “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” Moreover, the GDPP outcomes and outputs directly respond to most of the specific targets included under Goal 16. These include: 16.3 (promote the rule of law), 16.5 (reduce corruption), 16.6 (develop effective, accountable and transparent institutions), and 16.7 (ensure responsive, inclusive, participatory and representative decision-making).

38. Similarly, the GDPP outcomes directly linked with some specific UNDAF (2015-2020) outcomes. Pillar 4 of the UNDAF deals with issues of good governance, participation and capacity development, which are also the focus areas of the GDPP. More specifically, the GDPP outcomes directly contribute to UNDAF Outcome 12, which envisages to achieve that “key government institutions and other stakeholders utilize enhanced capacities to ensure equitable, efficient, accountable, participatory and gender-sensitive development.” Outcome 4 of the 2016-2020 UNDP country programme document (CPD) aims to contribute to Outcome 12 of the UNDAF. In fact, the GDPP is the major programme contributing for the achievement of outcome 4 of the CPD. The GDPP is also in line with the UNDP Strategic Plan, 2018-2021. Particularly, the GDPP objectives are directly aligned with one of the Strategic Plan’s outcomes related to “accelerate structural transformations for sustainable development” as well as with the output stated under Signature solution 2: Strengthen effective, accountable and inclusive governance.

2.1.5 Validity of GDPP programme concept and design

39. The GDPP programme document includes a Theory of Change diagram that tried to depict the basic and different levels of programme change expected to happen throughout the results chain, i.e., from inputs/interventions level to the output, outcome and impact levels. The ToC also includes major assumptions that define the conditions necessary for the cause and effect relationships to effectively happen throughout the results chain. The ToC is very generic and simple. It establishes only a direct/linear linkage along the elements in the results framework. For instance, it lists down all potential inputs/strategic interventions together and simply links them with the 5 outputs. It does not specify which input/s contribute to the achievement of which output/s. Similarly, all the 5 outputs are simply linked to all the 3 outcome areas without specifying which outputs contribute to which outcome area. Accordingly, the ToC in

the programme document does not clearly and expressly articulate the cause-effect relationships and pathways along the different elements in the results framework. Similarly, the ToC does not clearly depict or articulate horizontal level linkages and synergies, particularly linkages among the different outputs. After the initial design, a separate and elaborated Results Framework (RF) was developed in April 2018. Moreover, the RF is further elaborated by including sub-outputs and indicators at the beginning of 2019. However, the ToC in the programme document has not been revised and updated to reflect the changes and additions in the RF.

40. The ToC in the programme document identifies several assumptions for the achievement of results, most of which are related to the commitment and capacity of major stakeholders as well as the existence of common understanding among partners on the underlying nature and aspects of the programme. Most of the identified assumptions are considered relevant and valid. The programme document includes a separate risk analysis section, which analyses major risks that may emanate from capacity and behaviour of partners as well as from political and security contexts, cultural and traditional norms, environmental factors, etc. The risk analysis is considered relatively relevant and comprehensive. However, with the significant changes in the governance, institutional and policy context in the country, including those resulting from the COVID-19 pandemic, there is a need to revisit and update both the assumptions and risks that may have significant impact on the GDPP results. In fact, the programme management has recently developed a revised and updated risk matrix. Review of the revised risk matrix by the evaluation team reveals that major potential risks emanating from the changes in the political context, including those emanating from COVID-19 (state of emergency, delayed elections, constitutional challenges, restrictions on movement and assembly, etc.) are adequately and appropriately reflected in the risk matrix. Similarly, there is a need to revise and update the assumptions in the ToC to reflect the changing social and political context, including the ability of the government and the country to effectively and smoothly manage the socio-economic and political impacts of COVID-19 without much delay as well as the disputes with countries in the region.

41. As stated above, the results framework of the programme has gone through some elaborations and modifications. Initially in the programme document, the GDPP outcomes and outputs were defined in a very broad manner. This has made the scope of the expected results less focused, fluid and difficult to measure. Moreover, indicators to measure achievement of GDPP objectives (outcomes and outputs) were not included in the programme document. Partly to address this situation, a separate Results Framework (RF) that specifies the results and their corresponding indicators was developed in 2018. However, most of the indicators were too broad and complex to properly and adequately measure the achievement of results. This problem emanates partly from the manner the outputs and outcomes are defined. Particularly, the GDPP outputs are defined more broadly and they can be considered more of outcomes as opposed to outputs. In fact, some overlap between the GDPP outputs

and outcomes are observed. For instance, output 3, which states that “citizens are empowered to actively participate in decision-making and political processes...” significantly overlaps with the 3rd outcome which states that “empowered and responsible citizens.” They look more of results at same level of hierarchy. As the outputs are defined in a broader manner, it was challenging to set up SMART indicators, baseline and targets for them. To address this issue, the programme has developed and introduced sub-outputs under each output with corresponding indicators. The revised RF with sub-outputs and corresponding indicators has improved a lot the specificity and measurability of the GDPP results.

42. One of the major conceptual underpinnings on which the GDPP programme was based is the idea that “strong, inclusive and responsive democratic institutions are the bedrock to ensure good governance and democracy.” Hence the programme focuses more on the supply side of the governance equation. The primary aim of the programme is to support the government in its efforts to enhance democracy and good governance, i.e., capacitating the primary duty bearer for the provision of governance goods and services. Right holders, i.e., citizens and their structures like civil society organisations (CSOs), were not directly targeted or supported by the GDPP. The idea was to reach out to citizens and CSOs or address their issues from the supply side through the implementing partners. However, the participation of citizens and CSOs in the GDPP has not been structured and adequate.

43. The focus of the programme on the supply side is found justifiable considering the interest of ensuring programme focus and manageability as well as taking into account the primary mandate and working modalities of the UNDP, which focus on supporting the government. Moreover, the space and opportunities for working with CSOs and other non-state actors were very narrow before the current governance reform process started. However, with the changing governance context, there is a room as well as the need to strengthen the participation of CSOs in the GDPP interventions, albeit through the implementing partners.

44. Another major underlying consideration in the design of the GDPP is the idea that governance issues are interrelated and should be addressed comprehensively. This thinking led the programme to include a wide range thematic areas and large number of IPs. Although the adoption of a comprehensive approach is a valid interest, it needs to be balanced with the interest of programmatic focus and manageability. Most stakeholders view that the overall design of the programme is highly ambitious, complex and less focused, as it targets 11 IPs and covers a wide range of governance issues as well as plans to reach out all regions and government levels. Partly realizing this concern, there are already initiatives to make some of the thematic areas covered in the GDPP a stand-alone programme.

45. A stand-alone programme is already developed for elections, while separate programmes for access to justice and peace building are in the pipeline. When these

programmes start, the peace building (Output 4) and justice (Output 5) components of the GDPP can be taken out, which will reduce the number of the GDPP outputs as well as the number of IPs. Apart from making the GDPP more focused and manageable by reducing its thematic and institutional scope, developing standalone programmes for peace building and justice sectors is highly relevant and needed to adequately support the current reform process and respond to emerging priorities. The new reforms, including opening up of political space and the free expression of long-standing and current grievances over identity issues, resources and rights violations, have in some cases and places led to increased ethnic and inter-communal tensions, violence and displacements. Tensions between the centre and some regions as well as challenges of maintaining rule of law and access to justice have become serious concerns. Accordingly, it is highly relevant with the governance context to have more strengthened and focused stand-alone programmes for justice and peace-building sectors. As part of the portfolio approach, the governance unit in UNDP has been organizing its interventions around the following clusters: 1) democratic governance, 2) rule of law and access to justice, 3) transparency and accountability, 4) local governance, and 5) social cohesion and peace building.⁶ Thus, developing stand-alone programs for the justice and peace building sectors is in line with UNDP's portfolio approach. Moreover, most of the contacted donors and government stakeholders agree with the need to narrow down the scope of the GDPP and that one way of doing this is to develop stand-alone programmes for some of the thematic areas covered in the GDPP. According to some donors, the idea/expectation that some stand-alone programmes may come/branch out of the GDPP has always been there from the beginning.

46. The programme document defines the GDPP outcomes and outputs in a very broad manner. This has made the scope of the expected results less focused, fluid and difficult to measure. Moreover, indicators to measure achievement of GDPP objectives (outcomes and outputs) were not included in the programme document. A separate Results and Resources Framework (RRF) that specifies the results and their corresponding indicators was developed. However, most of the indicators are too broad and complex to properly and adequately measure the achievement of results.

47. The programme document (ProDoc) discusses the major strategic approaches to be employed in the implementation of the programme. These include, flexible planning and implementation arrangements; focus on transformative outcomes and results-based management; and focus on specialized capacity development. These approaches and strategies are found to be both important and relevant. For instance, the flexible planning arrangement has been very critical to respond to the changing governance landscape and priorities. The programme anticipated that activity level interventions/results might be re-defined in annual plans taking into account the changes in the context. This flexible planning arrangement, coupled with the fact that

⁶ These thematic areas are also reflected in the UNDP Draft Country Programme Document for Ethiopia (2020-2025).

the objectives/output areas of the programme were defined broadly, have given the IPs, at least theoretically, wider opportunities and flexibility to plan interventions that address their priorities.

48. However, the practical application of some of the strategic approaches proved to be difficult. For instance, the planning capacity limitation in IPs has compromised the planning of transformative interventions. They were largely unable to come up with transformative initiatives. They rather showed a tendency to remain in their comfort zone and to focus on routine and less strategic activities. Similarly the application of results-based management approach has been weak. Particularly, the reporting practice of the IPs is largely dominated by activity-based as opposed to results-based. The programme has made some efforts to facilitate knowledge sharing and provide technical inputs to the IPs to enable them adequately apply the strategic approaches. However, from the weak status of the application of most of the strategic approaches, the capacity development efforts seem inadequate. In fact, the lack of adequate technical capacity and resources for effective planning and reporting was identified by most of the contacted IPs. Accordingly, there is a strong need to further invest on building the knowledge and skills of the IPs around the application of the strategic approaches, including through the development of appropriate guidelines and tools to translate the approaches into practice.

2.2 Programme Management Arrangements, Partnerships and Coordination mechanisms

2.2.1 Program management arrangements

i) GDPP governance structure

49. The major management and coordination structures provided for in the programme document are the Programme Management Board (PMB), Programme Technical Committee (PTC) and Programme Management Unit (PMU). The PMB and PTC have been put in place since the early stage of the programme implementation. The PMB is the highest governing body in the programme management structure that is responsible for guiding and overseeing the implementation of the Programme. The PMB is composed of MoF, UNDP, senior leadership of all the IPs and representatives of contributing DPs. The PMB is being supported by the PTC that technically assists the implementation of the programme. The PTC has been appointed by the PMB to guide, coordinate and support effective implementation of the Programme. The PTC is composed of representatives of all IPs and UNDP, but representatives of MoF and contributing DPs can join the PTC as and when required. Both the PMB and the PTC have Terms of Reference (ToRs) that define their roles and responsibilities. The ToRs for both the PMB and PTC were endorsed by the Board in its meeting of 14 September 2017. MoF and UNDP are the Co-Chairs of PMB, while HoPR and UNDP are the Co-Chairs of PTC.

50. Regarding their functionality, the PMB has been making important decisions including establishment of the Programme management governance structures (which involves approval of the ToRs both for the PMB and the PTC), endorsement of annual work plans (AWPs) with the required resource allocations, approval of the repositioning paper and the like. The PMB has also been providing directions such as regarding resource mobilisation and the AWP's formulation process, and about improving effectiveness of the Programme coordination as well as the quality of planning and reporting.

51. The PTC on its part has involved in providing technical support to the IPs, guiding IPs in prioritization, identification of key priority areas for AWP's, reviewing AWP's and budget allocations as well as annual reports. It was also involved in deliberating on technical matters such as programme repositioning and finalizing the missing elements like baseline, indicators and targets in the ProDoc and recommending agenda items for the PMB meeting.

52. However, the evaluation noted that there was no practice of monitoring what happened to the action points or resolutions that were agreed in previous meetings by both the PMB and the PTC. Besides, both the PMB and the PTC meetings had the same agenda like programme overview and status updates, reviewing the achievements of GDPP and implementation challenges. Similar issues such as the need for focusing on strategic and transformative interventions by IPs, poor coordination within IPs and amongst the IPs, and poor quality of planning and reporting were being discussed in both the PMB and PTC meetings. These are examples of duplication and they also signify the overlap of roles as the agenda for both structures could be set by the same person who was their co-chair. In addition, some of the IPs and UNDP were being represented in the two structures by the same people, which could be the source of conflict of interest that may prevent any limitation at one level from being raised at the other level.

53. UNDP has been serving as the secretariat of the GDPP, with overall responsibility for programme management, coordination and quality assurance. Intending to support the IPs for effective implementation and coordination of the programme, UNDP has deployed six national programme officers (POs) and two finance officers, who are based at the IPs.

ii) IPs level

54. Various platforms/forums have been initiated and/or revitalised under the programme to facilitate coordination and ensure enhanced synergies. One of these is the Democratic Institutions (DIs) Forum, which includes institutions answerable to the Parliament and that are participating in the programme. At federal level, the Forum consists of the HoRP, HoF, EHRC, EOI and NEBE, with HoPR serving as a convening institution. These institutions have jointly endorsed a Memorandum of Understanding to foster and promote democratic governance, facilitate joint action plan, peer review and create mutual accountability and transparency. The joint effort of the Federal and

Regional governments for the formulation of the national conflict prevention and peace building strategy is also an example of vertical cooperation. Moreover, the HoRP has developed and put in place guidelines for vertical and horizontal coordination of the DIs forum. The DIs platform at regional level is composed of sub-national structures of the various IPs and other partners including government agencies and CSOs, and it is being coordinated by the state councils. In Amhara region, for instance, CSOs like women's groups, youth groups, inter-religious councils, associations of older people, associations of people with disability, teachers' associations and chamber of trade and sectoral associations are taking part in the DIs forums and the anti-corruption/integrity coordination platforms that have been established under the GDPP at regional and zone level.

55. However, the MTR could observe variation between regions; for instance, the DIs platform in Afar region was not as strong as that in Amhara, which was attributed to difference in capacity level. The IPs and regional stakeholders also confirmed that the platforms have not been effective to the desired extent mainly because of resource constraint.

56. Besides, there have been no publicizing or sharing experiences of such joint initiatives across the GDPP family. This is partly because the programme's outreach to regional counterparts has been not that strong. The effort so far made to consciously seek out best practices and share lessons within the GDPP family has also been weak.

57. The other platform worth mentioning is the Speakers' Forum that comprises speakers of all regional state councils, the two city administrations and the two federal houses established under the programme by HoRP. Similarly, the anti-corruption/integrity coordination platform has been formed by FEACC at federal level and by REACCs at regional level. The GDPP annual progress report (2018) indicates that the Speakers Forum has initiated discussions within the two levels of governance (federal and regional) on "deepening democratic practice and allowed the Houses to become more active in addressing key political issues, and engage more proactively in debates on federalism and reshaping the political system."⁷ According to the 2019 annual progress report, the new platform initiated under the GDPP is expected to assist FEACC and REACCs "in identifying strategic issues of focus and serve as a knowledge broker and hub where substantive issue that are of relevant to different institutions would emanate from."⁸ These are good examples that highlight how the platforms are contributing to the achievement of the good governance outcomes of the GDPP.

58. GDPP has played a facilitation role in the establishment of such forums. The support the programme provided to the IPs acted as a catalyst to initiating and strengthening the forums.

⁷ UNDP (2018), GDPP Annual Progress Report, September 2018

⁸ UNDP (n/d), GDPP ANNUAL REPORT (DRAFT), October 2018 - June 2019

2.2.2 Strengths of management arrangements, partnerships and coordination mechanisms

i) GDPP level

59. The Programme Management structures (PMB and PTC) have played important roles in coordination of the planning and execution of programme activities and in providing technical support to the IPs. These structures have ensured better coordination both on the high-level managerial and on the technical fronts. The PMB has been concerned more with providing strategic guidance, oversight and ensuring the programme's continual alignment with its originally agreed outcomes. Broadly speaking, the PTC has been responsible for providing quality assurance, ensuring efficient and effective implementation of programme interventions, and tracking progress towards intended results. The Programme Officers that UNDP fielded in the large majority of the IPs have been providing useful technical inputs and bridging the capacity gaps of the IPs.

60. There is consensus amongst the GDPP stakeholders that the partnership relationship between them (the IPs, UNDP, MoF and the contributing DPs) has been very strong. They give the credit to UNDP for facilitating such a strong partnership to be built among the stakeholders

ii) IPs level

61. The different platforms and mechanisms that have been put in place have facilitated some coordination among the IPs at both programmatic and operational levels. There were also a few joint programme initiatives undertaken by the IPs such as the national conflict mapping conducted jointly by HoF and MoP in collaboration with the Addis Ababa University. The EHRC collaborated with NEBE during the Sidama referendum where it served as observer with the purpose of monitoring incidents of human rights violations, if any.

62. Despite the efforts being made to ensure harmonization of the IPs' programme plans, joint programme initiatives have been mostly ad-hoc and one-off activities (e.g. joint workshops and studies). Lack of a formal framework such as an MoU that guides the joint initiatives and collaborative works of the IPs and establishes mutual accountability is also considered by the MTR as a gap limiting effectiveness of alignment and synergy. The existing guiding principles for planning and the technical support UNDP provides to the IPs have not brought the required change in strengthening collaborative works and joint initiatives since each IP develops its own work plan.

2.2.3 Issues/challenges in Programme Management and Coordination

63. Overall, the management, coordination and partnership of the programme have been largely efficient. However, there are several issues or challenges that have affected the programme management and coordination.

i) GDPP level

64. Overlap and mixing-up of roles in the PMB and PTC was an issue (e.g. UNDP Country Director is the co-chair of both PMB and PTC.) It was also decided by the PMB that HoPR to co-chair both the PMB and PTC. The roles of the two programme management and coordination mechanisms (PMB and PTC) are supposed to be different and their co-chairs should have been different people. Having different people to co-chair the PMB and the PTC can enable to ensure that there is some distance between oversight and technical level of the programme management and coordination mechanisms.

65. The PMB and PTC are not meeting on regular basis. According to their ToRs, the PMB and the PTC are supposed to conduct regular meetings bi-annually and on quarterly basis respectively; and ad-hoc meetings may be called when the need arises. This means, the PMB was expected to meet at least five times and the PTC at least 10 times so far. However, they have had three meetings each (i.e., the PMB on 14 September 2017, 04 December 2018 and 20 November 2019; and the PTC on 9 November 2017, 15 November 2018 and 24 October 2019). The GDPP annual progress report for 2019 summarised the effect of the challenge to mobilise the top leadership of the IPs in support of the GDP as follows: “the programme witnesses delays and faces serious hurdles when the top leadership does not provide the requisite strategic guidance and takes decisions in time. This is heavily impacting all the programmatic cycle (planning, implementation, impact/results).”⁹ The PMB is a decision-making body within the programme management and coordination structure. Hence, its failure to convene on regular basis leads to delays in decision making. Unless it meets on timely basis, the PMB cannot provide, review and monitor strategic direction and policy guidance to the programme as and when these are needed. Unexpected things that affect the programme can happen any time (COVID-19 is a case in point). Having more regular meeting of the PMB would give chances to get better prepared for such eventualities.

66. Despite the fact that similar issue like lack of focus on strategic interventions by IPs, poor coordination among units/teams within IP and among IPs, planning problems and poor quality of reporting were being discussed repeatedly at meetings of both the PMB and PTC, the problems have persisted. The PTC was supposed to give lasting technical solutions to those issues, as this is its responsibility according to the ToR. The PMB should have also given clear instructions to the PTC to resolve

⁹ Ibid

these issues. Moreover, there was no responsible body assigned for implementing the action points identified at the meetings of especially the PTC, and thus there was no accountability.

67. The inability to put in place the PMU as planned (mainly for lack of adequate resources) has negatively affected the programme management. Unavailability of a dedicated PMU means, the relevant officials and experts in UNDP have to share their time between the GDPP and other competing priorities.

68. The delay to replace the Chief Technical Advisor (CTA) has created gaps in management and coordination. According to some stakeholders, the level of communication and information sharing has decreased since the CTA has left.

ii) IPs level

69. The coordination between/among various IPs has not been effective. There were challenges in mobilizing the top leadership of various IPs to engage through the PMB, and this has led to the postponement of the PMB after no quorum was reached. Similar trend was also observed at the PTC level. Some IPs have been less enthusiastic to engage proactively in these coordination structures and prefer implementing their work plans independently. In fact, this is a common problem of committee-like structures including the PMB and PTC. In committee solution, no one individual is directly responsible for the total programme, and this affects members' commitment. Usually some members of a committee reduce their own involvement expecting others to take more active role. Size of the structures is another challenge in GDPP. Although involving every relevant institution is politically correct, this has made the size of the PMB and PTC relatively too big to manage, making weak involvement by some members inevitable. Besides, none of the members (except the co-chairs) has unique and specific responsibilities, and thus the accountability of each member to the group is loose.

70. Inadequate internal coordination among various directorates or functions within the IPs is another hurdle that has been affecting the programme implementation. Among others, weak coordination between finance/procurement directorate and the directorates implementing the GDPP within the IPs has adversely affected programme delivery. This is a common problem of project management arrangements similar to the GDPP's. In the IPs where the officials leading the GDPP do not have authority over the functional managers such as the procurement director, getting their support for the programme is more difficult. On the other hand, internal coordination is much better where the programme gets appropriate backing by the top leadership of the IP.

71. Bringing the top leadership of the IPs on board in support of the programme has been a challenge in case of many IPs. In most cases, the senior officials of most IPs (like deputy commissioners) have been represented in the PMB meetings. The two houses represented by the respective head of the secretariat. The deputy

commissioners/heads of EHRC, OFAG, OAG, FEACC, NEBE, CCI and the head of EBA have attended the Board meeting. Different people were coming to the PMB meeting from the IPs from one meeting to the other. There are cases where the top leadership of IPs does not provide the required strategic guidance and fails to take timely decisions. This is causing delays in planning, execution and delivery of results of the programme. The issue has been a point of discussion in every PMB meeting. There was a resolution passed by the PMB in 2018 to include the Prime Minister's Office as lead entity of the envisioning of the reform process, but it has not been realised.

72. While the POs have played important role in imparting useful technical inputs, stakeholders have raised concerns that some of the POs have taken over the entire management of the programme from IPs and become indispensable. Placing a PO to serve more than one IP where there is complementarity can enhance the overall contribution of the POs to the programme, including facilitation of synergy and harmonization. This would also enable to assign the existing six POs to support all the 11 IPs.

2.2.4 UNDP's Comparative Advantage

73. UNDP was the initiator of the programme and has played a critical role in the design and implementation of the programme. The role of UNDP Country Office was quite commendable in the way they run and conducted the affairs of the GDPP programme. One of the key informants summarised the role of UNDP in implementation of the programme in the following words: "UNDP has a professional dedicated team of officers assigned to different activities. So, for any need or any question on issues to do with GDPP I know that the person to take on throughout the week is available. For us with UNDP may be the bigger picture when it comes to being addressed by the senior management, but at the technical level it is quite efficient."¹⁰

74. The evaluation has adduced evidence that UNDP indeed prioritized knowledge sharing and provision of technical inputs through support structures provided to IPs that are government institutions. It is highly acknowledged that the support provided was positively received and has contributed greatly to improve the quality of the work plan development and implementation. A key informant reported, "UNDP is providing technical back stopping and the board is also very supportive. Directors of UNDP provide technical support and day-to-day follow up of the programme"¹¹. The challenge is that among the government IPs the planning, monitoring and reporting aspects are not yet strong and more improvements are needed¹².

¹⁰ Interview with Head of Office National coalition of human rights action plan (OAG)

¹¹ Interview with Office of the Attorney General

¹² GDPP Annual Report (Draft) October 2018 - June 2019 Addis Ababa

75. UNDP supported the production of policy document on civic engagement to help support national youth bulge issues. The idea has been supported by the agency for CSO and has been sent to Attorney General for ratification and thereafter will be shared with the Council of Ministers and Parliament for endorsement. The policy is critical for supporting the wellbeing of the youth one of the targeted beneficiaries of the GDPP programme thus UNDP is seen to be contributing immensely to uplifting the youth for the better¹³.

76. In areas where UNDP found too technical to handle by itself, it brought in board requisite partners on board. For example, UNDP on matters to do with women handed its gender mandate to UN Women. This was done through joint effort expressed in form an agreement signed every year between UNDP and UN Women as it was directly implemented by UN Women (who were also interviewed as part of implementing partner). Financial resources have been channelled to UN Women to implement activities where they have proved to be competent partners in the promoting women issues under the GDPP programme.

77. UNDP also supported and facilitated where there were trainings to Women Caucus members, gender mainstreaming, gender auditing and leadership trainings and south to south cooperation in Uganda and Kenya.

78. Last but not least, UNDP has supported the digitalisation of legislative proceedings where in the future minutes will be accessible to the public and judges who can see intent of the legislation. This will revolutionise legislative business as well as attract technical input from judicial officers in favour of promulgation of laws that are fair and just to all Ethiopians, thus promoting good governance.

2.3 Programme effectiveness

79. The effectiveness analysis addresses the extent to which the GDPP has achieved its planned sub-outputs, outputs, immediate outcomes, and objectives. Central in the analysis is; i) the main expected and unexpected results of the programme; ii) the efficacy of the strategic revision for repositioning the programme; iii) the soundness of the assumptions and the Theory of Change; iv) the major factors influencing implementation and operations and their effect on the results achievement; v) intended and unintended results; and vi) the lessons learnt and best practices (presented in the last section of the report). The MTR team has learnt that following the programme repositioning, the results framework was not updated to match the new programme focus. As such, many of the indicators in the original results framework do not rhyme with the new sub outputs and their corresponding indicators. Besides, the new indicators lack both baseline values and with some even lacking targets. This has constrained comparative analysis of programme performance in the light of the baseline situation and even the extent to which targets are being achieved. Given the

¹³ GDPP Annual Report (Draft) October 2018 - June 2019 Addis Ababa

mismatch between the original results indicators in the Results Framework and those designed after repositioning against which the programme is to be implemented in the remaining period, effectiveness analysis was anchored on the new indicators. The evaluation findings in respect to these assessment areas are presented under the following themes and subthemes.

2.3.1 Output level achievements

80. The Governance and Democratic Participation Programme (GDPP) was designed to deliver five core outputs and 14 sub outputs whose achievement is to be measured against 27 sub output indicators (see tables under each sub output). The assessment of the extent to which the planned outputs have been achieved is anchored on the variations between the planned sub output targets and actual results achieved based on the quantitative data in the M&E reports as well as the feedback from consulted stakeholders as presented here under.

Output 1: Political processes of federal and regional state legislative bodies are Inclusive and effectively delivering on their constitutional mandates.

81. The occurrence of civil unrest and protests in some regions of the country was a clear indicator of dissatisfaction among sections of the population particularly the youth. Besides, these unrests served as eye openers for the continuous need of deepening democracy in the country using an inclusive approach. However, whereas the democratic institutions had the mandate of ensuring peace and stability through their legislative mandate, the notable capacity deficiencies inhibited their effectiveness. Against this background, the GDPP programme prioritized three sub outputs indicated hereunder.

Sub output 1.1: Legislative bodies' and democratic institutions' capacities strengthened for enhancing oversight capacity.

82. Under this sub output, priority was given to developing/strengthening systems, frameworks and tools for enhancing oversight capacity; establishing and organising platforms to enhance oversight functions; and conducting trainings for staff to enhance knowledge and skills on oversight functions. The sub output indicator performance targets and actual results are presented in table 2.1 below.

Table 2.1: Analysis of performance under sub output 1.1

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
1.1 Legislative	1.1.1 No. of systems, frameworks & tools developed	5 frameworks/s/strategies	2 frameworks/strategies developed	In total, 8 out of 14 planned frameworks/strategies, guidelines & manuals have been developed putting indicator performance at

or strengthened for enhancing oversight capacity	9 guidelines / Manuals	6 guidelines (3) and Manuals (3) developed	57.1% ¹⁴ . The development of these tools was informed by the study on parliamentary oversight tools and mechanisms that was conducted in 2018.
1.1.2 No. of platforms established or organized to enhance oversight functions	2 platforms (HoPR)	2 platforms have been established.	The established platforms are: <ul style="list-style-type: none"> • Democratic Institutions • The Speakers' Forum The MTR noted that all platforms were functional at the time of the evaluation.
1.1.3 No. of training sessions for enhancing knowledge and skills of staffs on oversight functions conducted;	525 staff trained	756 MPs & staff have been trained so far.	<ul style="list-style-type: none"> • 191 were trained in 2018 & 565 trained in 2019. In all the years, performance exceeded the target. However, the results are not gender disaggregated especially for 2019. • Furthermore, there is a mismatch between the indicator & the target. Whereas the indicator is set on the number of training sessions, the target is set on the number of staff trained.
1.1.4 Number of tools developed/ strengthened targeting women empowerment and ensuring more effective women oversight and women issues advancement;	This indicator is only presented in the Sub-outputs and Indicators (Jan 2019 – Jun 2020) and has not been reported about in the progress reports. The MTR could not find data on its performance.		

83. From the table, it is apparent that targets of the two performance indicators have so far been surpassed and also impressive performance was recorded on the other indicator. It is only one indicator on which performance data could not be obtained for assessment as shown in the table above.

84. Despite the impressive performance under this sub output, the evaluation has noted key performance gaps that include the following;

- Lack of gender focus during indicator and target setting and even during reporting. Although the 2018 progress report makes an effort to indicate the

¹⁴ GDPP Annual report (2018-2019, Annex 1)

number of females that benefited from the project activities under indicator 1.1.3, the number is still low and besides the actual performance against the target could not be ascertained.

- Mismatch between the indicator 1.1.3 and the set target is likely to compromise objective measurement of performance. Whereas the indicator was set in respect to the number of training sessions for knowledge and skills enhancement on oversight functions conduct, the target setting and progress reporting is centred on the number of people trained¹⁵.
- Indicator 1.1.2 omits an important aspect of functionality of the established platforms. This creates a risk of not designing corresponding activities and allocating resources for enhancing the functionality of these structures. This has the potential of jeopardising the achievement of the desired results.

85. The above gaps notwithstanding, the programme performance on this sub output is on track as there is the potential of achieving the remaining indicator targets within the programme's life span should the programme focus be maintained.

Sub output 1.2: Professional independence of Democratic Institutions enhanced in discharging their core functions.

86. The inability of key democratic and justice institutions to effectively deliver on their core constitutional mandates is stressed in the GDPP repositioning paper (p.5). This had put the integrity and professional autonomy of these institutions at stake. Subsequently, the GDPP prioritized a number of interventions for enhancing professional independence of these institutions. These interventions are: i) development of standards, procedures and tools for enhance professional independence; ii) advocacy and awareness raising; and iii) knowledge and skills enhancement among staff on professional independence. The set performance targets and the actual results are summarised in table 2.2 below:

Table 0.2: Analysis of performance under sub output 1.2

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Professional independence of Democratic	1.2.1 No. of standards, procedures, and tools developed or strengthened to enhance professional independence	4 (2018)	4 manuals developed	They are: <ul style="list-style-type: none"> • Human Rights & Conflict • Human Rights & human trafficking • Juvenile detention centres • Grievance redress mechanism
		4 (2019)	1 for EIO completed	Process for developing one for FEACC initiated. The developed manuals lay a strong foundation for

¹⁵ GDPP Annual report (2018-2019, Annex 1)

				building professional and independent DIs.
	1.2.2 No. of advocacy or awareness raising sessions organized for enhancing professional independence	1 awareness session (EIO)	Was successfully conducted.	The indicator was adopted after the repositioning paper. However for the period before, the project supported related activities that climaxed in the development of 1 communication & media engagement strategy as well as 1 HR communication strategy. The developed strategies are envisaged to strengthen advocacy and awareness creation on democratic principles.
	1.2.3 No. of professional staff whose knowledge and skills on professional independence enhanced; disaggregated by sex.	60 staff (EIO)	104 EIO's staff trained	The indicator was adopted after GDPP repositioning. However, the programme supported related activities in the period before. They resulted in: <ul style="list-style-type: none"> • 124 EHRC management & senior staff trained on leadership skills • Training needs assessment for NEBE conducted

87. The programme performance under this sub output is commendable. However, lack of the overall programme indicator targets has constrained the assessment of whether or not such targets would be achieved at full implementation. The MTR noted that the programme has been implemented on the basis of annually set targets, which is not a good practice as it makes the results highly disjointed, rendering the tracking of the overall programme performance rather hard.

Sub output 1.3: Political and civic spaces expanded for effective citizen's participation and inclusion.

88. Expanding political and civic spaces remains a key requirement for achieving citizen's participation and inclusion. Through the various legal reforms which the GoE initiated, opening of civic space was apparently prioritized. Despite the promises however, the involvement of women and youths in the public debate/life had notably remained fragmented and lacking structure¹⁶. Against this situation, the GDPP prioritized four strategic actions: i) Development/ revision of policies and laws for expanding political and civic spaces for citizens' participation ii) introduction of mechanisms and systems and tools for expanding political and civic space for citizen's participation; iii) ensuring platforms, systems and tools that target and encourage women's and youth's participation in political and civic participation; and iv) Organising awareness raising sessions on expanding space for civic societies and citizens

¹⁶ GDPP Repositioning Paper (p.11).

participation. The observed performance against the set targets is summarised in table 2.3 below.

Table 2.3: Analysis of performance under sub output 1.3

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Political and civic spaces expanded for effective citizen's participation and inclusion.	Number of policies and laws developed or revised for expanding political and civic spaces for citizens' participation;	No target	A children and Youth ethics development strategy has been developed and launched.	<ul style="list-style-type: none"> The one-day consultative workshop that was organised on the implementation of the strategy helped to create common understanding on the roles and responsibilities of each stakeholder as specified in the strategy.
	Number of platforms, systems and tools introduced for expanding political and civic spaces for citizens' participation;	1 system	Two rounds of consultative workshops were organized for teachers' association members both at federal and regional level to enhance their capacity in promoting integrity and fight unethical behaviours in schools.	
		1 mechanism tools (guidelines)		
		1 forum	A university ethics and anti-corruption club's forum is established	Forum's functionality was ascertained for example <ul style="list-style-type: none"> 120 (17 females) attended its launch. Organized 54 student competition programs in Addis Ababa (50 schools) & Diredawa (4 schools).
	% of platforms, systems and tools that target and encourage women's and youth's participation in political and civic participation;	No target set	<ul style="list-style-type: none"> The development of a children and youth ethics development strategy, student competitions constitute platforms for youths' political and civic participation. However, no specific platforms for women have accordingly been supported under this sub output. 	
	Number of advocacy and awareness raising sessions organized on political and civic engagement/ participation;	1 forum	1 forum established	<ul style="list-style-type: none"> A total of 530 civic societies and citizens' representatives reported to have attended. The platform has the potential to strengthen transparency and accountability system in the universities if its
		8 sessions	8 sessions were successfully held	

				functionality is further supported.
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89. On the whole, progress towards achieving output one is evidently impressive as the achievement under each of the sub outputs is notably on target. For example, the evaluation found that of the 11 sub output indicators, 5 have been achieved or surpassed while 3 were in good progress. Much as some activities on 2 of the indicators have been undertaken, the lack of indicator targets compromised assessment of their performance at midline. However, the MTR noted some general gaps regarding the design and implementation of interventions under the main output. These are in addition to the gaps already identified under each of the sub outputs above.

- The adoption of the oversight guidelines developed by HoPR is only reported in two regions (Afar and Benshangul Gumz) out of nine regions that make up Ethiopia. In the spirit of harmonised and standardised approaches, the already developed guidelines should have been adopted in other remaining regions. This would have even lessened the implementation cost of this activity.
- Besides, a review of the 2019-2020 work plan shows that the development and subsequent adoption of the oversight guidelines in other regions is not provided for. This is likely to deprive the activity of resources and eventually compromise the achievement of the planned results.
- Furthermore, there are some inconsistencies between the revised results framework and the work plan. For example, whereas sub output one has five indicators according to the revised RF, only three indicators are captured in the work plan. This poses a great risk of omitting some activities during implementation hence compromising the achievement of the planned results.
- The policies, systems, mechanisms and platforms to be developed and/or strengthened ought to have been specified and included in the work plan to allow systematic progress tracking. This should be the basis of the indicator target setting.

90. Reading from the original results framework, performance under output 1 was designed to be measured on the basis of three indicators namely: i) Percentage of laws adopted through sincere engagement of CSOs; ii) Extent of parliamentary actions taken following public demands and or civil society inputs on policy oversight issues; and iii) Frequency of formal opportunities provided for civil society to participate in/contribute to the work of Democratic Institutions. Conventionally, whereas these indicators should have formed the basis of formulating the lower level results (sub outputs), the programme intervention shift after repositioning brought in new results altogether which in essence compromises the analysis of the extent to which the original output indicators have been achieved. During programme repositioning, it was necessary that even the original output indicators be modified to rhyme with the newly formulated sub outputs in order to achieve coherence and consistence.

91. Despite the gaps highlighted above regarding output 1 and its corresponding sub outputs, the prioritized activities are appropriate to support the realisation of the desired output results. With strengthened capacity of legislative and democratic institutions, coupled with enhanced professional independence of democratic institutions and expanded political and civic space for effective public participation, the inclusiveness and effectiveness of the political processes of the federal and regional legislative bodies is much possible.

92. The MTR ascertained that the programme path through the development of guidelines, establishment of platforms as well as capacity strengthening of responsible parties is appropriate for delivering the desired output. However, there is need for refining and aligning the output indicators with the new sub outputs in order to achieve a coherent results chain.

Output 2: Federal and regional state systems of governance are accountable, transparent and are delivering services in inclusive and responsive ways.

93. At the programme design phase, four focal areas of intervention were identified to support the realisation of this output. They are: a) strengthen national accountability and integrity systems by reviewing: i) their legal basis, ii) capacities to deliver, iii) internal governance, and iv) their overall impact on national integrity systems; b) establish and facilitate platforms for public scrutiny to consolidate transparency and accountability; c) support the design and operationalisation of an effective anti-corruption policy and strategy; and d) facilitate citizen's access to information through implementation of the access to information law.

94. However, the design and implementation of specific interventions under each of the above focus areas was to be informed by baseline assessments that were planned prior to actual implementation. Subsequently, the design and implementation of interventions under this output have undergone modifications following participatory assessment. A review of 2018 and 2019 activities and results indicates that interventions prioritised in 2018 were in 2019 re-organised under the three sub outputs against which the assessment of performance in this evaluation was premised as presented below.

Sub output 2.1: Information recording, analysis & management systems and accountability mechanisms strengthened;

95. An efficient and transparent information management system is a prerequisite for enhanced access to quality information by the public. This is a key ingredient in the successful corruption prevention and promotion of institutional integrity. As a result, the GDPP prioritized support to establishing and/or strengthening of: i) systems and regulations for improving information recording, analysis and management; and ii) accountability mechanisms for effective service delivery. Programme performance under these two sub output indicators is summarised in table 2.4 below.

Table 0.4: Analysis of performance under sub output 2.1

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Sub output 2.1: Information recording, analysis & management systems and accountability mechanisms	Number of systems established or strengthened, and regulations introduced for improving information recording, analysis and management;	7 systems and regulations/ guidelines	1 system at EHRC and CCI developed 4 laws/ regulations/ guidelines developed	<ul style="list-style-type: none"> The indicator lacks an overall target against which performance can be assessed. Nevertheless, 86% of the 2019 annual target was achieved
	Number of accountability mechanisms in place for ensuring effective service delivery;	2 accountability mechanisms (Codes of conduct) for FEACC & OAG	FEACC & OAG were able to develop and institutionalize codes of conduct.	<ul style="list-style-type: none"> Performance rate is at 100% only on the basis of the annual target.

96. The evaluation learned that, as indicated in the ProDoc, the development of systems, regulations and mechanisms under this sub output was well informed by empirical assessment. Besides the development of systems, the programme also supported skills strengthening of the respective staff in the utilization of these systems, regulations and mechanisms. The programme focus on both systems and human capital strengthening provides a strong foundation for not only proper utilization of these systems but also their sustainability. Consulted stakeholders were appreciative of the programme support towards the strengthening of information management adding that investment in this area was most appropriate for enhancing both operational efficiency at institutional level and public access to quality information.

97. However, the gap remains in the provision of appropriate tools for tracking results at outcome level. For example, the number of people disaggregated by gender that are able to access information. Although the 2018 report indicates that a mini-awareness and perception survey on the media interventions was planned for the 2019, the evaluation could not ascertain whether or not it was conducted as its results are not shared in the 2019 report. It is important that the effect caused by the programme interventions be systematically tracked to provide a solid ground for articulating programme contribution.

98. Secondly, the gaps in the information management systems used prior to the project are not sufficiently articulated. Whereas according to the ProDoc, assessments were envisaged to be undertaken prior to the interventional design under this output, the MTR did not get evidence that the implemented interventions were informed by the results of such assessments. This constrains objective assessment of the

relevance of the interventions implemented as well as programme contribution towards changing the pre-intervention situation.

Sub output 2.2: Complaints handling & feedback mechanisms for ensuring accountability and customers'/clients' satisfaction installed/strengthened.

99. Service delivery improvement requires effective participation of the service recipients. However, this can only be achieved if robust complaints handling and feedback mechanisms are in place. Therefore, in order to promote a transparency and accountability culture across the public sector, GDPP strived to strengthen complaints recording mechanisms and capacity within the institution. In effect, according to 2019 performance target, 2 complaints and feedback mechanisms were planned to be strengthened.

100. With the GDPP support, OAG has modernized its complaints handling and feedback mechanisms. Similarly, OAG undertook digitisation of all prosecutorial files and it is envisaged that access to these files will be enhanced once the process is completed. As part of the initiative, the GDPP supported the office to acquire requisite equipment such as scanners that are helping in the process¹⁷.

101. Although the development of a similar complaints handling mechanism for EHRC is yet to be realised, the MTR noted that the GDPP prioritized investments towards realisation of the desired results under this sub output are of great significance. Furthermore, the various engagement platforms whose establishment has been supported by the GDPP are of great significance of stimulating active participation of various stakeholders including clients themselves in service delivery planning. More specifically, the GDPP has supported the development of a Civic Engagement Policy Framework, with direct leadership from the Prime Minister's Office (PMO) and wide engagement with non-governmental actors. The Policy Framework provides a basis for civil society and citizens to engage more proactively in public life. This arrangement indeed provides a solid platform for obtaining and providing feedback from and to the clients respectively on service delivery.

102. In addition to actual feedback mechanisms and policy framework that have been supported, GDPP has also supported awareness raising on the available mechanisms. For instance, with support from GDPP, the CCI and EBA organized awareness raising sessions for familiarizing citizens on how to appeal and convey their inquiries and concerns through the upgraded mechanisms and media channels. It is reported that about 356 citizens participated in the forums/workshops, representing various regions and groups¹⁸.

103. It is apparent that the prioritized interventions under this sub output have appropriately targeted both the supply and demand side factors hence conveying hope

¹⁷ GDPP Annual report, 2019 (p.4).

¹⁸ GDPP Annual report 2019 (p.5).

for enhanced utilization of the established feedback mechanisms once fully completed. However, the MTR has noted that there are insufficient frameworks and tools for tracking the results of the interventions beyond the activity and output levels. For instance, there is no provision in the current work plan for gathering data on utilization of the established feedback mechanisms as well as their impact on the client satisfaction levels.

104. Furthermore, the MTR has noted that the inherent challenges in the pre-programme feedback mechanisms and their effect on client's satisfaction are not highlighted in the available body of literature about the programme. This may potentially inhibit objective measurement of the contribution of the programme interventions under this sub output.

105. The design and implementation of interventions under this sub output is guided by the three formulated indicators namely: i) Number of complaints and feedback mechanisms modernized for ensuring customer's/clients satisfaction; ii) Number of gender sensitive complaints and feedback mechanisms introduced; and iii) Number of awareness raising, or familiarization tools and channels developed and used to promote complaints and feedback mechanisms, with emphasis on women and youth. However, the formulation of indicators i & ii may bring confusion in the generation of corresponding activities and targets. It would be more guiding if these indicators are merged but without losing focus on gender.

Sub output 2.3: Awareness of information providers and seekers promoted for ensuring quality service provision;

106. The quality and adequacy of information in the supply and demand chains is critical for developing accountable and transparent service delivery systems as it enables the development and entrenchment of a double edged (provider and seeker) empowerment system. According to the revised results framework, three focal areas are prioritized under this sub output and they are: i) establishment of outlets for enhancing awareness of information providers and seekers for ensuring quality service provision; ii) conducting sessions for raising awareness of information providers and seekers on service delivery; and iii) creation of awareness about effective quality service provision mechanism. The midline performance on these interventional areas is summarised in table 2.5 below.

Table 0.5: Analysis of performance under sub output 2.3

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
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Sub output 2.3: Awareness of information providers and seekers promoted for ensuring quality service provision;	Number of outlets established for enhancing awareness of information providers and seekers for ensuring quality service provision;	1 outlet in 9 places in 4 languages (EIO) 1 outlet (electronic signage) by EHRC	9 Promotional Billboards in four languages prepared & displayed in 9 places/towns 5 spots on selected and timely human rights issues produced. Spots translated to 3 languages and aired on 4 TV stations.	<ul style="list-style-type: none">• EHRC related achievements seem to have been off target.• Much as the electronic signage by EHRC was planned to be delivered in the 2nd quarter of 2019-2020 work plan, it has not be delivered;• The activity rescheduling is not reported about in the performance report.• Thus target performance of indicator is rated at 50%.
	Number of sessions conducted for raising awareness of information providers and seekers on service delivery;	<ul style="list-style-type: none">• 2 training sessions on constitutional interpretation held at Adama in 2017 and 2018. It attracted 99 (31 women) constitutional interpretive bodies and selected judges who represented all the regions.• 2 consultative workshops to discuss constitutional interpretations held at Bishoftu in 2017. It attracted 100 participants of whom 23 were females.		Much as the results are gender disaggregated, it is not clear whether the gender target was achieved. This is because of the lack of gender disaggregated targets.
	Percentage of information providers & seekers acquainted with effective quality service provision mechanisms			

107. In the light of the prioritised interventions and the desired results under this sub output, realisation of the planned results is possible upon successful implementation of the planned activities. However, the remaining gap is in the tracking and reporting of the results. Furthermore, the lack of the baseline values of the set indicators can also potentially compromise performance measurement and articulation of programme contribution at full implementation.

108. The MTR noted that unlike under output 1 where the original output indicators do not rhyme with the modifications in the results after the repositioning, the output 2 indicators and the sub outputs formulated during repositioning are still consistent. Accordingly, performance on this output was designed to be measured in respect to two indicators namely: i) Level of improvement of public rating of the country's governance for their accountability, transparency and efficiency; and ii) Percentage of improvement in citizens' corruption perception. The two indicators are envisaged to

improve by 50% and 20% respectively over their baseline values that were to be established.

109. Much as the prioritized interventions under the sub outputs as discussed above have potential of supporting the realisation of the set output indicators, the lack of baseline values and in-built surveys to generate data on the output indicators is likely to impede objective performance measurement.

110. Despite the gaps in the planning and delivery of interventions under output two and its sub outputs as presented above, it is noteworthy that the prioritized interventions under GDPP are appropriate and adequate to deliver the desired results once they are implemented on scale. The MTR noted that the interventions are well targeted at addressing both the supply and demand side bottlenecks to establishing accountable and transparent governance systems that are able to deliver high quality and inclusive services. This is because the prioritised interventions target both the information providers and seekers.

Output 3: Citizens are empowered to voice their concerns and participate in decision-making and political processes at all levels of governance.

111. Popular participation of the citizens in political decision making is a key pillar for building and sustaining democratic and inclusive governance systems. Much as the new government in Ethiopia has expressed commitment to entrenching democratic governance systems, inherent gaps were noted in ensuring representation of diverse views and political interests in the political system¹⁹. As a result, GDPP prioritized support to: i) encouraging and supporting constructive engagements and public/political dialogue; ii) enhancing professionalism and standards of media practitioners; iii) facilitating dialogue and consultations between stakeholders to ensuring enabling conditions; and iv) citizens' awareness creation on their civic and political rights and duties.

112. Following the GDPP repositioning, two sub outputs were formulated with five performance indicators against which midline progress has been assessed as presented here below.

Sub output 3.1: Policy, system and institutional frameworks for citizens active participation, particularly women, youth and other marginalized groups in decision making processes strengthened at all levels

113. The previous Civil Society Proclamation had restricted civic space in Ethiopia thereby affecting state-society relationship²⁰. This had created a culture of weak public engagement with restrictions on media space hence inhibiting it from playing an active role in the democratic governance processes in the country. Subsequently, GDPP

¹⁹ ProDoc (p.14)

²⁰ GDPP Annual report (2018-2019; p.21)

supported policy level interventions with performance set to be measured against three indicators as summarised in table 2.6 below.

Table 0.6: Analysis of performance under sub output 3.1

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Policy, system and institutional frameworks for citizens active participation, particularly women, youth and other marginalized groups in decision making processes strengthened at all levels	Number of policies, systems and institutional frameworks established or strengthened for ensuring active participation in decision making process;	1 strategy/framework (NEBE) for 2019. No overall target for the programme.	<ul style="list-style-type: none"> • NEBE developed a media engagement and communication strategy • Civic engagement policy has been developed 	<ul style="list-style-type: none"> • The development of these policies was participatory. • The formulation of these policies has well been informed by empirical assessments hence being comprehensive and relevant. • However, more support towards increased awareness about these strategies and their eventual application is still necessary.
	Number of policies, systems and institutional frameworks dedicated to women and youth participation at all levels of governance	No overall target for the programme	<ul style="list-style-type: none"> • Mainstreaming of gender has received adequate attention during formulation and popularization of the policies above. • Though it requires follow-up, the completion of a gender analysis has been a significant step towards gender mainstreaming 	<ul style="list-style-type: none"> • Much as women have been included in all GDPP activities, their participation levels are still lower than that of their male counterparts. • Whereas results have been gender disaggregated, what would have been more useful is the articulation of whether or not the targeted women and youth participation has been achieved, coupled with articulation of key facilitators and inhibitors.
	Number of staff awareness raising forums on participation platforms/mechanisms in decision making and political processes organized;	4 forums/workshops, and 364 participants (CCI & EBA).	<ul style="list-style-type: none"> • Two women caucuses organised in 2017 • Four sensitization and training on gender issues at the HoPR and the Regional States Councils achieved in 2017 benefiting about 230 (156 females) staff from federal and regional states. • Training programmes for political parties' staff were organised by NEBE reaching 260 staff, of whom 62 were women²¹. • 76 representatives of CSOs (31 women), received ToT training on civic and voters' education. • 97 key personnel from federal, branch offices and stakeholders (21 women) participated in a training organized on the operational system manual by NEBE 	

²¹ GDPP annual reports (2017-18 & 2018-19)

			EBA staff members received training on various essential topics related to journalism and communications principles and practices. Additionally, 111 media practitioners (95 females) participated in quarterly review meetings with DIs which has created a platform for stakeholders in the media industry to present and discuss the challenges and opportunities in the media environment.
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114. Analysis of the planned and implemented interventions hitherto under this sub output reveals that achievement of active citizens' participation in public/political processes is on track. The policy level interventions and civic awareness interventions that have been prioritized and supported by the programme are sufficient and appropriate to support the achievement of the intended results. However, the remaining gap is the inadequate framework for tracking results beyond activity and output levels. The MTR has noted that a baseline value on the citizen's participation level in political processes was not captured and even a perception survey on this indicator is not yet planned in the GDPP work plan. This may deprive the programme of an objective yardstick for measuring its contribution in responding to the situation prior to the project.

Sub output 3.2: Awareness of citizens on the functions of legislative bodies, executive organs and democratic institutions raised.

115. Citizens' level of awareness on the functions of duty bearers is an important vehicle for their effective participation and targeted demand for services. With both policy and institutional reforms, the country has undertaken, function ambiguity of key state organs and institutions among citizens is inevitable. This constrains their effective participation in decision making and holding these institutions accountable. It is against this backdrop that investment to create awareness among citizens on the functions of various state organs was prioritized under GDPP.

116. More specifically, the programme set out to develop and put in place outlets for raising the awareness of citizens on the functions of IPs aiming at increasing the number of citizens who are aware of or familiarized with the functions of legislative bodies, executive organs, and democratic institutions. The midline performance was assessed in respect to the two set indicators as summarised in table 2.7 below.

Table 2.7: Analysis of performance under sub output 3.2

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
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Sub output 3.2 Awareness of citizens on the functions of legislative bodies, executive organs and democratic institutions raised;	Number of outlets developed and put in place for raising the awareness of citizens on the functions of IPs;	1 outlet (character - profile) - FEACC	Preliminary work (training of FEACC's staff on its communication strategy)	<ul style="list-style-type: none"> • More achievements are noted under sub output 2.3 under indicator 1.
	Number of citizens who are aware of or familiarized with the functions of legislative bodies, executive organs, and democratic institutions;	Two awareness raising sessions, and 334 participants (NEBE & CCI)	A total of 303 (81 females) participants attended CCI organised awareness raising sessions.	<ul style="list-style-type: none"> • Much as the result falls short of the 2019 annual target, the MTR noted that a solid framework under various sub outputs was created to raise public awareness. It is important that performance under this indicator should as well be tracked under other sub outputs, given its crosscutting nature. • Lack of overall target as well as the baseline values constrained objective assessment at midline.

117. The extent to which the sub output level results achieved have supported or likely to support the realisation of the planned output results is critical for the measurement of midline progress. According to the original results framework, performance under output 3 was set to be measured against 2 indicators namely: i) Presence of a revised electoral law; and ii) Percentage of women members of parliament at federal parliaments and regional councils.

118. The MTR team has noted that whereas the sub outputs and their corresponding indicators are consistent with planned output results, the output indicator #1 (presence of electoral law) is a bit off. This is a means to facilitate the empowerment of citizens but not an indicator of the results. Furthermore, much as there has been policy and institutional improvements guided by the developed media engagement & communication strategy and civic engagement policy, the changes in the percentage of women members of parliament shall be ascertained after the next election. However, as stated even under output 1, the participation of women in the politics of the country is influenced by a myriad of factors beyond policy and institutional bottlenecks. In such circumstances, the prioritised interventions need to be mingled with direct support to female candidates as well as advocacy for affirmative action for gender.

119. Nevertheless, from the implemented interventions under this output as analysed here above, the MTR noted that indeed, the empowerment of the citizens to voice out their concerns is on track although much is still desired. Addressing the policy and institutional bottlenecks coupled with awareness creation prove to be sound interventions for the achievement of the desired results under this output. However, there is need for output indicator alignment with the sub outputs and even the activities given the gaps noted as presented above.

Output 4: Systems and mechanisms for intergovernmental relations, promoting social cohesion, managing diversity, promotion of peace culture, preventing and managing conflicts, fostering dialogues and building peace are strengthened at national, regional, and local levels;

120. The existence of diverse interest groups in the political economy of Ethiopia presents great risks for conflict eruption if an effective peace architecture is non-existent. The federal system of governance creates various levels of authority hence requiring an elaborate, effective, efficient and transparent systems and mechanisms for promoting dialogue, consensus and peace building among all key stakeholders. This is a fundamental requirement for progressive and inclusive democratisation processes. Rightfully, the GDPP directed support to three interventional areas pertinent for establishing and/or strengthening peace architecture with particular focus on: i) conflict early warning and response mechanisms at national and local levels; ii) promoting and supporting the culture of dialogue and peaceful co-existence among diverse groups; and iii) promoting and advocating for the mainstreaming of conflict-sensitivity in national and local development plans.

121. Accordingly, the programme support has been directed at capacitating key institutions such as HoF, MoFPDA (currently, MoP) and CCI to proactively address the aspects of exclusion in a manner that fosters democracy, good governance, tolerance and peaceful co-existence of various diverse groups. The midline performance under this output has been assessed under the three sub outputs and their corresponding indicators as hereunder;

Sub output 4.1: Systems on diversity management and social cohesion developed and put in place at all levels.

122. Sporadic incidents of inter-ethnic/group conflicts witnessed in the past years coupled with growing inter-religious intolerance continued to threaten Ethiopia's landscape of peace. With the programme interventions under this sub out, progress was set to be measured against four indicators as summarized in table 2.8 below.

Table 0.8: Analysis of performance under sub output 4.1

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Systems on diversity management and social cohesion	Number of systems and forums on diversity management and social cohesion developed and	No comprehensive target. Only annual targets were set.	<ul style="list-style-type: none"> Forums held in 2018 (national & inter regional) 37 forums established in public universities 	<ul style="list-style-type: none"> Whereas the relevance of such forums in peace building is evident, their functionality beyond their year of establishment is not reported about. Following up on their performance and subsequent integration in the peace

	put in place at both national and regional levels;		<ul style="list-style-type: none"> Federal system was assessed and an IGR white paper developed. 	<p>architecture remains necessary for enhanced inclusivity in state building.</p> <ul style="list-style-type: none"> Outcomes of the IGR are still scanty as its utilization is not reported about beyond its development phase.
	Platforms for effective women and minority engagement in diversity management and social cohesion established/strengthened;		<ul style="list-style-type: none"> Beyond the fact that women were involved in the platforms that have been organised, no specific platform for women and minority engagements has been organised under this sub output. Instead consultative workshop on minority protection, and accommodation of diversity in line with the constitutional and federalism framework was held with the participation of 180 (54 women) members of the HoF; In the light of the set indicator and the intervention undertaken, there is some mismatch which may compromise the realisation of the targets if appropriate revisions are not effected. 	
	National comprehensive assessment on diversity management and social cohesion conducted, with emphasis on women and marginalised groups;	10 assessments conducted by HoF, MoP &CCI	A total of 7 assessments have been done which represents 70% of the 2018-19 annual target	<ul style="list-style-type: none"> Indeed the assessments have enabled the identification of gaps in the existing systems and mechanisms but how the results are being used to inform the redress measures is yet to be realised. Therefore, there is still weak articulation of the linkage between the delivered outputs and the outcomes in the reports.
	Number of awareness raising forums organized for promoting diversity and social cohesion;		A total 23 specific awareness raising forums on conflict prevention, national consensus and nation building have been conducted at various levels Awareness raising is	<ul style="list-style-type: none"> Indeed several thematic issues relevant to peaceful co-existence and social cohesion were discussed. However, the lack of the pre and post training assessments to compare the participants' level of awareness constrains the assessment of the contribution of these forums. Nevertheless, the interventions undertaken have a potential of building a critical mass as well as providing a conducive landscape for promoting dialogue and peaceful conflict

			mainstreamed in all supported stakeholder engagements. Over 7000 copies of IEC materials on peace building and social cohesion have been produced and disseminated.	<p>resolutions. This is because the fora also helped in gather more data on diversity management which can help improve the existing practices²².</p> <ul style="list-style-type: none"> • What remains critical to ensure continuous functionality of the established/revitalised peace building mechanisms.
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123. Despite the lack of the overall indicator targets under this sub output, the prioritized interventions are of great significance in promoting peace building. There is notable spirited stakeholder involvement in all the established peace building mechanisms which creates a stronger sense of ownership and subsequently sustainability of the evolving peace architecture in Ethiopia. However, gaps still exist especially in respect to gender mainstreaming and the role-played by various stakeholders.

124. In respect to gender, much as the participation of women is reported, there is no specific intervention rolled out to achieve it. It is not clear whether the reported numbers of women who participated in these forums was accidental or by design. Furthermore, the participation of other minority groups such as persons with disabilities is not ascertained in these forums.

125. More so, there is a disconnect between the achievements registered in 2017/18 and those of 2019. For example, there is no indication of whether the youth's forums established in 37 public universities are still functional and relevant or whether the programme is still engaging and supporting such groups. Whereas this could be a result of the programme repositioning, it is important to ensure that all the established peace building mechanisms are kept active and vibrant if a critical mass is to be mobilized.

Sub output 4.2: Policies/strategies and platforms established/strengthened for an effective peace architecture of conflict prevention and peace building at all levels of governance

126. Coupled with the programme achievements under sub output 4.1 above, a strong policy framework is necessary to provide strategic guidance for the smooth

²² GDPP Annual report (2019, p.26)

operation of the established systems and mechanisms. Under this sub output, the GDPP support was directed at developing: i) national peace policy/strategy, platforms and mechanisms; ii) platforms and mechanisms developed/adopted for ensuring effective women participation in the peace architecture; iii) capacity of state and non-state peace actors to effectively engage in conflict prevention and peace building; and iv) organising awareness raising forums on conflict prevention and peace building, with specific emphasis on women and marginalised groups/minorities. According to the revised results and resource framework, these are the indicators against which progress on this sub output is to be measured as summarized in table 2.9 below.

Table 0.9: Analysis of performance under sub output 4.2

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Policies/strategies and platforms established/strengthened for an effective peace architecture of conflict prevention and peace building at all levels of governance	National peace policy/strategy, platforms and mechanisms developed/adopted;	No overall targets for all these indicators. Implementation based on annual targets.	<ul style="list-style-type: none"> • Inter religious council provides a platform for religious institutions to engage in peace building • Conflict mapping exercise is being undertaken to guide the formulation of national peace policy/strategy 	<ul style="list-style-type: none"> • These are intermediate results that are intended to inform the formulation of the national peace policy. • Although the development of this policy was envisaged in the second quarter of 2019, it was not yet realised at the time of this evaluation
	% of platforms and mechanisms developed/ adopted for ensuring effective women participation in the peace architecture		<ul style="list-style-type: none"> • No specific interventions for women participation have been undertaken under this sub output according to the indicator definition²³ • However, women participation in GDPP supported activities is observable and well document though still low compared to their male counterparts. This is largely because of their reported decimal presence in the GDPP participating institutions. 	
	Number of State and Non-State Peace Actors provided with capacity support to effectively engage in conflict		<ul style="list-style-type: none"> • IRCE received ICT equipment to strengthen its capacity to deliver • Through continuous engagements under various platforms established and supported by 	<ul style="list-style-type: none"> • However, the lack of an overall programme target for this indicator constrains objective measurement of the progress to date. • Nevertheless, capacity strengthening has been a core intervention under this programme using

²³ GDPP Sub output and indicators (Jan 2019-June 2020; p.6)

	prevention and peace building;		<p>GDPP, the capacities of participating democratic institutions are directly and indirectly being strengthened.</p> <ul style="list-style-type: none"> • Capacity building trainings were given by MoP to 340 peace committee members, 102 peace club leaders, 190 University Peace Forum executive members and 150 members of the Media Forums 	<p>multipronged approaches and in many cases informed by the capacity needs assessments that have been conducted.</p> <ul style="list-style-type: none"> • What remains to be seen are the transformative changes caused by the capacity strengthening initiatives undertaken. The MTR noted that many of the capacity strengthening initiatives were undertaken without comprehensive capacity needs assessments. This coupled with activity-based reporting compromises the assessment of the results at outcome level.
	Number of awareness raising forums organized on conflict prevention and peace building, with specific emphasis on women and marginalized groups/minorities;		<ul style="list-style-type: none"> • 11 peace conferences held in 2017/18 in different towns. This provided a platform for the local communities to engage in a constructive manner in unpacking their differences. Through these engagements, policy recommendations to guide the formulation of the peace strategy were generated²⁴. • 12 forums held on national consensus and nation building. • Peace forums and clubs are re-established in 5 woredas, 20 kebeles, in 10 secondary schools 	<ul style="list-style-type: none"> • It is apparent that all engagements that have been held under this programme have had an awareness raising component. • Thus, awareness raising has been cross cutting in the implemented interventions under this programme. • However, specific awareness raising interventions have also been evident through workshops, seminars, conferences as well as the media. • However, the lack of pre and post training assessment of awareness level constrains objective assessment of the outcomes of these initiatives. • There is lack of planned follow up activities to

²⁴ GDPP Annual report (2017-18, p.19)

			and 3 higher learning institutions • University Youth Peace Initiatives established in 37 public universities.	ensured functionality of the established peace structures.	continued the peace
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127. Importantly, interventions under this sub output have supported the establishment of mechanisms for dialogue and consensus targeting various stakeholders. Coupled with the awareness raising interventions, a critical mass for promoting peace is indeed being mobilised. With the programme support, a number of peace building platforms such as the Inter-religious councils, the peace clubs in schools and Universities as well as peace committees in woredas and kebeles have been established. All these platforms have played a significant role in mitigating conflicts and promoting peaceful co-existence. For example, the peace conference that was held from June 28 to 29, 2018 contributed much in resolving the border conflict arose between Benshangul-Gumuz and Oromia regional states. Thus, programme investment in assessments particularly the conflict mapping is relevant as it lays a strong foundation for the design and implementation of more relevant conflict management and mitigation responses.

128. However, the slow progress towards the formulation of the national peace policy/strategy continue to be a setback as it is expected to provide a framework for mobilizing, guiding and harmonizing the peace building initiatives of various stakeholders at different levels. According to the consulted stakeholders during this MTR, the delay is attributed to the delayed completion of the national conflict mapping exercise conducted by the HoF.

129. As regards capacity strengthening of state and non-state actors appears to be on track guided by capacity needs assessment that has been conducted in some institutions. However, for the institutions like the IRCE where evidence for capacity needs assessment having been done is not available, assessment of the contribution of the capacity strengthening initiatives may rather be hard. Furthermore, the articulation of the actual transformative results emanating from the capacity strengthening initiatives is still scanty due to the shallow results chain analysis reflected in the progress reports. Reporting is largely based on activity accomplishment with inconsistent linkages between the pre-intervention situation (baseline) intervention design and implementation as well as the results at output and outcome levels. The MTR also noted that some capacity strengthening initiatives have been undertaken with pre and post assessment of the beneficiaries in or to delineate the contribution.

130. More MTR observations have indicated that, in institutions where the programme has seconded technical staff as part of the capacity strengthening drive, all the programme work has rested on their shoulders with little involvement of internal

staff. This in a way defeats the whole idea of capacity strengthening because once the internal staff are left in charge, capacity gaps will resurface hence hindering the sustainability of the initiative.

Sub output 4.3: Developed/strengthened systems and mechanisms to promote national consensus and nation building at all levels.

131. Consensus building is a pathway to inclusive decisions but also a product of effective communication and consultation. Not restricted to this sub output, the thrust of GDPP in all outputs revolves around the need to strengthen communication, consultation and consensus among stakeholders for enhanced and inclusive decision making. This is key for conflict mitigation and management as well as peace building. As a result, the programme investment has enabled the development of communication strategies, establishment of dialogue forums, capacity strengthening of DIs, policy/strategy formulation as well as awareness creation aimed at driving mass participation. Examples of strategies developed with GDPP support include: Communication Strategy on Human Rights Communication of EHRC; media engagement and communication strategy of NEBE; National youth and children ethics strategy developed by FEACC;

132. More specifically however, interventions designed under this sub output are focused on: i) peace reconciliation initiatives organized by different social groups (women, youth, elders, etc); and ii) networks with relevant stakeholders established for national consensus and nation building. Specific indicators in respect to the intervention focus were developed as per the revised results and resource framework. This forms the basis of the progress analysis as presented in table 2.10 below.

Table 0.10: Analysis of performance under sub output 4.3

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Developed/ strengthened systems and mechanisms to promote national consensus and nation building at all levels;	Number of peace reconciliation initiatives organized by different social groups (women, youth, elders, etc);	No targets developed for the indicators		<ul style="list-style-type: none"> • In partnership with inter-religious council and the inter-regional forum, reconciliation initiatives have been organised particularly among different religious organisations. Religious leaders played a significant role in diffusing youth demonstrations in institutions of higher learning²⁵. • Assessments especially on border conflicts have been supported as a foundational strategy for achieving peace reconciliation. • As part of the resolutions from a peace conference organised by MoFPDA in 2018, elders were charged with the responsibility of to facilitate local level reconciliation processes, however the progress being made has not received adequate attention in form of tracking and reporting as their work is not reported about in the next programme's annual report.
	Number of networks with relevant stakeholders established for national consensus and nation building;			<ul style="list-style-type: none"> • Some platforms have been established and/or strengthened. They include: the inter-regional platform, Inter-Religious Councils, youth initiatives in schools and higher institutions of learning, and several other forums. However, follow-up programme support to these forums could not be ascertained by the MTR. • Collaboration and networking among stakeholders is evident facilitated by the MoP and the HoF. For example, during the conflict mapping exercise collaboration and networking is well evidenced. • However, in the absence of a peace policy/strategy, a framework for networking among stakeholders has not yet been elaborated. This makes the sustainability of the observed incidents of networking such as inter-regional and inter-religious platforms at stake beyond the GDPP implementation period.

133. In accordance to the GDPP delivery under the three sub outputs assessed here above, it is apparent that the establishment and/or strengthening of systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national, regional, and local levels is in progress despite some noted gaps here below.

²⁵ GDPP Annual report 2017-18 (p.34).

- First, the involvement of women is still incidental and not yet optimally realised as there has not been any specific strategy employed to achieve it. Much as the numbers of women that have participated in various forums organised under various sub outputs is indicated in the progress reports, it is not clear whether it has been realised by design or accidental.
- Secondly, a cloud of uncertainty still hung over the sustainability of the established systems and mechanisms. This is compounded by the slow progress registered towards formulation of the peace policy/strategy. In its absence, ambiguity remains a key underlying factor inhibiting full functionality of these systems during and even beyond the programme implementation period.
- Third, interventions have been concentrated at upstream level underpinned by the assumptions of the trickledown theory. However, without a clear framework and strong stakeholder ownership, the achievement of the programme ambitions at lower level remains quite uncertain.

134. The extent to which the sub output level achievements have supported or likely to support the realisation of the overall output was central to the effectiveness analysis. According to the original results framework, progress under output #4 was designed to be measured against two indicators namely: i) Extent of effectiveness of peace structures at federal, regional and local levels; ii) Percentage decrease in the number high conflict prone woredas. From the implemented interventions, there is emerging evidence pointing to strengthened national and local institutional frameworks and capacity for conflict analysis, prevention, management and transformation; promotion of the culture of dialogue, tolerance and social cohesion, strengthened institutional capacity for social inclusion and diversity management as well as systems and mechanisms of Constitutional interpretation. Indeed, a peace architecture is being established with envisaged potential of minimizing conflicts at various levels of socio-political organisation.

Output 5: Access to justice enhanced and human rights promoted and protected across Ethiopia;

135. Ethiopia is a signatory to a number of international human rights instruments and the new government has revitalized commitments to human rights protection in the country. Supplementing government effort, the GDPP focus is placed on establishing/strengthening of: i) Regulatory and procedural systems for effective access to justice and redress mechanisms; ii) Capacity of public and law enforcement bodies to abide by human rights laws and regulation; and iii) Mechanisms for monitoring, compiling, and reporting of human rights protection and violations. A set of indicators against which performance on these interventional focuses was set and progress made hitherto is presented hereunder.

Sub output 5.1: Regulatory and procedural systems strengthened for effective access to justice and redress mechanisms.

136. Under this sub output, three performance indicators were set and the progress hitherto towards their achievement is summarized in table 2.11 below.

Table 2.11: Analysis of performance under sub output 5.1

Sub output	Indicators	Target s	Achievement at MTR level	Evaluator's comment
Regulatory and procedural systems strengthened for effective access to justice and redress mechanisms	Number of legal frameworks and procedures established or strengthened to promote and enhance access to justice,	Performance measurement of the indicators. No overall targets set for each of the indicators. based on the activity results.	<ul style="list-style-type: none"> • Ethiopia's second generation of the National Human Rights Action Plan (NHRAP) • 4 training manuals on Human Rights promotion have been developed on: i) Human Rights & Conflict; ii) Human rights & Human trafficking; iii) Monitoring for Juvenile detention centres; iv) User-friendly grievance redressing & complaint management mechanism. • EHRC upgraded its database system for enhanced communication²⁶ • Development of the commission's communication strategy. 	
	Number of legal frameworks and platforms established or strengthened to promote and enhance information provision on access to justice;		<ul style="list-style-type: none"> • 2 consultative forums held on: i) HR of PWDs in respect to accessing public services & infrastructure; & ii) Violence against women & children²⁷. • 3 dialogue forums held in partnership with the forum for Democracy & Governance. Through the forums, critical human rights to be promoted including the right of; movement, ownership of assets, information and social media activism were emphasized. The forums were organised in May and June, 2018. • 57 schools supported to promote human rights. 	
	No. of free legal aid centres established/ revamped and supported for independent operation by end 2019		<ul style="list-style-type: none"> • 20 legal aid centres established in four universities of Adigrat, Semera, Jijiga and Wollega • 6066 vulnerable people (60% women) have received free legal aid services ranging from preparation of pleadings & case representation.²⁸ • Awareness creation on various legal issues provided to 1148 beneficiaries. 	

137. The MTR noted that the implemented interventions are sufficient to deliver the desired results both at the sub output level with great potential of contributing to the achievement of the main output. The use of participatory approaches in the planning and delivery of activities under this sub output is well underscored hence creating

²⁶ GDPP Annual report (2017-18, p.31).

²⁷ Ibid (p.24)

²⁸ GDPP Annual report (2017-18, p.47); GDPP Annual report (2018-19, p.31).

opportunities for enhanced sustainability of the results. It is apparent that the prioritised interventions have well targeted the upstream and downstream supply and demand side factors for enhanced access. However, a few gaps in the planning and delivery of activities under this sub output have too been noted as hereunder,

- Lack of a systematic plan for follow-up activities. For example, whereas the programme supported human right promotion in schools, there is no elaborate system of ascertaining the functionality of the human rights clubs that have been established in these schools. Furthermore, the provision of legal aid services beyond the programme support is still surrounded by uncertainties due to lack of an in-built sustainability arrangements.
- Statistical inconsistencies in results report. In the 2017-18 annual progress report, about 5000 beneficiaries of the legal aid services is reported while in the performance summary table in annex 2, 4015 beneficiaries are reported. Such statistical inconsistencies may compromise accurate accountability as it may hinder determination of accurate unit costs.
- Like under other sub outputs, gaps in results-based reporting are also evident. This may in part be as result of lack of baseline values as well as compounded indicator targets. This therefore calls for the integration of specific activities and adoption of tools geared towards data collection at various levels of the results chain.

Sub output 5.2: Public and law enforcement bodies' awareness on human rights laws and regulations promoted

138. Capacity strengthening of both right holders and duty bearers is a critical step towards achieving enhanced results in human rights promotion and protection. According to the revised results framework, interventions under this sub output have been directed towards: i) organizing platforms to promote public awareness on human rights laws and regulations; ii) conducting assessments on public human rights awareness, with emphasis on women and minority rights; iii) conducting awareness raising sessions to advocate or enhance awareness and knowledge of law enforcement organs on human rights promotions and protection; and iv) awareness raising session targeting women in law enforcement organs to strengthen their capacities and to enhance gender-sensitive human rights promotion and protection. Progress on these interventional areas is summarised in table 2.12 below;

Table 0.12: Analysis of performance under sub output 5.2

Sub output	Indicators	Targets	Achievement at MTR level	Evaluator's comment
Public and law enforcement bodies' awareness on human rights laws and regulations promoted	Number of platforms organized to promote public awareness on human rights laws and regulations,	No overall targets set for each of the indicators. Performance measurement based on the activity results.	<ul style="list-style-type: none"> • 8 awareness raising sessions/platforms have been organised through which 925 people have been reached. 	
	Number of assessments on public human rights awareness conducted, with emphasis on women and minority rights;		<ul style="list-style-type: none"> • A baseline survey on citizen's awareness of human rights was conducted by the Commission in all regions of the Country.²⁹ • EHRC conducted a monitoring visit to selected prisons and police stations to assess how farther ToT provided by the commission is cascaded to regions. As a result, two investigation reports were prepared on which EHRC based to provide recommendations and early warnings to the responsible government organs. • A study on access to public services for the disabled persons conducted as reported in the annual report (2019). • Impact assessment report on CEDAW produced by EHRC in 2019. 	
	Number of awareness raising sessions conducted to advocate or enhance awareness and knowledge of law enforcement organs on human rights promotions & protection;		<ul style="list-style-type: none"> • 10 awareness raising sessions for 532 police officers to advocate & enhance awareness on the use of soft & legitimate forces by law enforcement organs were organised by OAG in 2019. However, the attendees were not classified by gender³⁰. 	
	Number of awareness raising session targeting women in law enforcement organs to strengthen their capacities and to enhance gender-sensitive human rights promotion & protection;		<ul style="list-style-type: none"> • No evidence on specific awareness raising sessions for women in law enforcement organs has been found. Besides, the proportion of women in the 532 police officers reached out to under indicator 5.2.3 is not indicated. 	

²⁹ GDPP Annual report (2019, p.31).

³⁰ Ibid

139. It is noteworthy that the programme has registered some good results under this sub output as presented above. The results register so far lay a foundation on which achievement of further results would hinge. For example, the programme supported appropriate human rights awareness initiatives based on empirical evidence generated from the programme supported studies. However, the lack of overall indicator targets compromises objective assessment of the progress. Secondly, there are still gaps in the results and gender-based reporting which creates a risk of poor linkage between the implemented interventions and the intended outcomes and impacts.

Sub output 5.3: Established/strengthened mechanisms for monitoring, compiling, and reporting of human rights protection and violation;

140. Strengthened human rights monitoring and reporting provides a platform for tracking progress, derivation and documentation of lessons, hence enabling continuous improvements in human rights promotion and protection. The GDPP under this sub output has prioritised support for establishing or strengthening mechanisms for: i) monitoring, compiling, and reporting of human rights protection and violations; ii) monitoring, compiling, and reporting of women and children rights protection and violations; and iii) increasing stakeholders' participation in familiarizing forums organised on the mechanisms for reporting of human rights protection and violations. Midline results are presented in table 2.13 below.

Table 0.13: Analysis of performance under sub output 5.3

Sub output	Indicators	Target s	Achievement at MTR level	Evaluator's comment
Established/strengthened mechanisms for monitoring, compiling, and reporting of human rights protection and violation.	Number of mechanisms established or strengthened for monitoring, compiling, and reporting of human rights protection and violations;	No the indicators. Performance measurement based on the activity results.	<ul style="list-style-type: none"> National Human Rights Action Plan (NHRAP) that was finalised and launched in 2018. The 3rd cycle of UPR report produced A standard check list for monitoring prisons, police stations and juvenile detention centres Monitoring of the implementation progress of UPR recommendations undertaken by EHRC Capacity strengthening of institutions with monitoring and reporting mandate on human rights issues. Specifically; 74 (52 M & 22 F) media house operators; 532 mid-ranking police leadership (412 M & 120 F) received training on human rights awareness in 2019 with an intention of improving monitoring and reporting. A court case reporting manual has also been prepared 	
	No. of mechanisms established or strengthened for monitoring, compiling, and reporting of			
			<ul style="list-style-type: none"> The established mechanisms for general human rights monitoring and reporting also cover the rights of women and children, 	

women and children rights protection & violations;		<ul style="list-style-type: none"> • More specifically however, the GDPP support enabled the production of an impact assessment report on CEDAW in 2019.
Number of stakeholders participated in familiarizing forums organized on the mechanisms for reporting of human rights protection and violations;		<ul style="list-style-type: none"> • In 2019, EHRC monitored 40 prisons and 12 police stations using a standardised international tool. • An average of six offices in all regional states participated in the national monitoring for the NHRAP. • 71 participants (m 49 & f 22) drawn from 26 NGOs and 33 government agencies participated in post UPR consultation event

141. From the analysis of the programme achievements under each of the sub outputs as presented above, it is apparent that the prioritized interventions form strong pillars for promoting access to justice and protection of human rights across Ethiopia. According to the original results framework, progress on output #5 was envisaged to be measured against 2 indicators namely: i) Availability of national Legal aid strategy and extent of its implementation across the country; and ii) Percentage of the 2014 UPR recommendations (accepted by GoE) fully implemented.

142. In the light of the above output #5 indicators, the MTR established that GDPP supported the provision of legal aid services which has benefited over 6000 vulnerable people. Additionally, the programme supported the establishment of 20 legal aid centres. Whilst these are great achievements, the output indicator of “availability and extent of implementation of national legal aid strategy” has been missed. Despite its appearance in the results framework, progress on its achievement is not reported about in any of the reports. The implication is that the formulation of programme activities under this output was not well aligned with the set indicators.

143. Regarding indicator #2 “percentage of the 2014 UPR recommendations fully implemented”, the MTR established that Ethiopia had received 260 UPR recommendations during the UPR 2nd cycle in 2014 and out of these, 188 (72.3%) were accepted. From the 2nd UPR cycle, 64 recommendations were noted partial and full implementation is noted on 16 and 22 recommendations respectively³¹. Besides these statistics, the National Report on the implementation of 2nd UPR cycle recommendations indicates that substantial progress in the implementation of the recommendations has been achieved. In the 3rd UPR cycle, Ethiopia received 245 recommendations out of which, 231 (94.3%) were accepted. The MTR notes however that there is need to quantify the progress in order to rhyme with reporting requirements under this indicator. Significantly, the launch of the National Human Rights Action Plan II is the key achievement registered under this output indicator.

³¹ National report on the implementation of the recommendations from the 2nd UPR cycle.

144. Despite the observed gaps in the programme performance under this output, the MTR noted that the repositioning of the programme help to refine the intervention areas that would significantly support the realisation of the plan output. The planned sub outputs address critical areas with great potential of facilitating enhanced output and outcome level results upon successful implementation.

2.3.2 Outcome level achievements

145. Outcomes are measured in respect to the transformative results emanating from the delivered programme outputs analysed in the previous sub section. The GDPP was designed with an overall goal of building on the past and existing momentum and opportunities to further advance good governance and entrench democratic principles at all levels across the country. Flowing from this goal, three outcome areas were developed and they are: i) improved inclusion, cohesion and sustainable peace; ii) responsive and accountable systems of governance; and iii) empowered and responsible citizens.

146. The extent to which the GDPP outputs have contributed and/or contributing towards the achievement of these outcome areas was at the core of this evaluation as presented here under;

i) Improved inclusion, cohesion and sustainable peace

147. Progress under this outcome result was designed to be measured against three indicators namely: i) Percentage decrease in the number of violent conflicts; ii) Increased level of civil society partnership with government on basic national agendas; and iii) Improved percentage of the population who reported that they are actively participating in socio-economic & political decision making in the country. The programme targets to reduce the percentage of violent conflicts by 50% while public active participation in socio-economic and political decision making is envisaged to increase by at least 20% over the baseline value. Similarly, the level of civil society partnerships with government in basic national agendas is projected to increase from low (less than 40%) to high (50-60%).

148. Much as the baseline value for the violent conflicts was not established at the design stage of the programme, the GDPP has supported a number of initiatives to promote effectiveness and inclusiveness of political and legislative processes which also potential for conflict mitigation and resolution. Significantly, the programme has supported the formation and strengthening of a peace architecture for conflict transformation. Although it is at initial stages, various relevant activities such as conflict mapping, dialogue fora held, public awareness creation on peace and nation building as well as dissemination of materials on conflict mitigation have all been in the right direction towards the achievement of the set outcome target despite the scanty quantitative evidence to this effect.

149. The programme support towards inclusiveness of the political processes also have great potential of reducing conflict by addressing public dissatisfaction. More specifically, the programme has supported establishment of dialogue fora and important of these include: the speakers forum, women's caucus forum, secretariat forum, civil society dialogue forum, democratic institutions forum, inter –regional dialogue forum among others. The forums have provided a framework for effective communication and consultations vital for informing key national decisions and policies. For example, the civil society dialogue forum provided vital input in the revision of the new civil society law.

150. Furthermore, through the programme, consultative forums have been supported in order to give various stakeholders a voice in all political and legislative decisions and policies. For instance, the creation of a toll-free call centre by the HoPR supported by the programme has helped to increase interaction between the legislative body and the public. Although the evaluation was unable to establish the number of people that have utilized this mechanism, interviews with various stakeholders revealed its outstanding relevance and efficacy. More supported consultations worth mention are those undertaken by NEBE and various political parties which continue to lay a strong foundation for a strong multiparty political dispensation in Ethiopia.

151. Indeed, all the implemented interventions under the GDPP have had a strong bearing on the creation of stronger systems for dialogue, consensus with the overall results filtering in in form of national cohesion and peace building. In partnership with the Inter Religious Council of Ethiopia (IRCE), messages of peaceful co-existence and tolerance have been disseminated using a multi-pronged approach. Although the percentage reduction of conflicts remains undocumented, it is noteworthy that seeds of peace have been sown and a conducive environment for them to germinate provided through a number of policy reforms, dialogue mechanisms and mass sensitization that have been supported under the project.

152. The MTR has observed that all the planned and delivered interventions have a complementary influence on the achievement of this outcome. As such, there is a valid linkage between the outputs and their corresponding indicators with the outcome level ambitions of the GDPP. Despite the impressive progress towards the outcome ambitions as discussed here above, the MTR has noted some design gaps that would compromise both the achievement and measurement of the results under this outcome. They include the following

- Lack of the baseline indicator values (indicators 1.1 & 1.3) deprives the programme of an objective yardstick for progress measurement. Furthermore, indicator 1.2 is not clear as the actual measurement of the level of civil society partnerships with government, still lacks definition. Although scores have been indicated to define the level ranging from low to high, the scoring criteria is not specified.

- Secondly, there is still decimal involvement of most vulnerable groups. Although, women participation in various activities contributing to the output is reported, the lack of a clear-cut intervention directed at holistically bringing them on board remains a setback to achieving impressive results as regards gender mainstreaming.

ii) **Responsive and accountable systems of governance**

153. Strengthening accountability and governance systems has been at the core of the GDPP. Both state and non-state institutions with the mandate of promoting democracy and accountability have rightly been targeted with capacity strengthening support for effective delivery on their mandates. Thus, coupled with the established forums, the GDPP support has also positively influenced institutional capacity strengthening through improved systems, procedures and tools. More specifically, the strengthened system, procedures and manpower among key democratic institutions such as HoPR, Ethiopian Institute of the Ombudsman, Federal Ethics and Anti-Corruption Commission and Office of the Federal Auditor General has enabled them to undertake their functions more proactively and effectively. Quoting the UNDP ROAR (2018), the Independent Country Evaluation report (2019) indicates that the strengthened capacity has had a significant contribution towards increased implementation rate of Parliamentary Standing Committee's oversight recommendations by the Executive Organs³².

154. Access to justice services and human rights protection have also received a boost under the Governance and Democratic Participation Programme largely through three main ways. Under the programme, a total of 19 legal aid centres in four Universities (Adigrat, Semera, Jijiga and Welega Universities) have been established and strengthened. According to the UNDP, Results-Oriented Annual Report 2018, about 5000 vulnerable people, out of which 60 percent were women received free legal aid services.

155. Besides the direct service delivery that has been positively impacted, the capacity strengthening of the service providers such as the four universities, EHRC coupled with the public awareness drives, that have been supported are envisaged to continuously provide a platform for linking the demand and supply sides of justice and human rights protection services. These achievements have been favoured by the current government's commitment to democratization that even saw the release of political prisoners and journalists. Thus, through the GDPP, issues of human rights and access to justice have been put high on the agenda of duty bearers while sensitizing the right holders as well. The formulation of the Ethiopia's second generation of the National Human Rights Action Plan (NHRAP) with the GDPP support continues to demonstrate government's commitment to promoting human rights and rule of law.

³² Independent Country Evaluation Report (2019, p.29).

156. The programme supported improvement in the justice sector is reportedly to have improved the implementation of the Universal Periodic Review (UPR) recommendations as well as the effective investigation and resolution of human rights complaints. As indicated in the 2018 ROAR, a total of 1,558 human rights cases/complaints were investigated and 911 were resolved³³.

157. It is evident that the prioritized GDPP especially under output 5 have great potential of delivering the outcome level results. However, according to original GDPP results framework, the extent to which the various output level achievements have or likely to support the realisation of this outcome is set to be measured against two indicators namely: i) Improvement in the rank and scores of Ethiopian overall governance from the Rank of 36 out of 54 African countries and 47 out of 100 points respectively to a rank and score of 20 and above 55 out of 100 points; and ii) Improvement in the percentage and rank of public perception on the prevalence of corruption in the country from the rank of Rank 107/180 and score of 35/100 at baseline³⁴ to a Rank of Top 100 countries and score of above 45%.

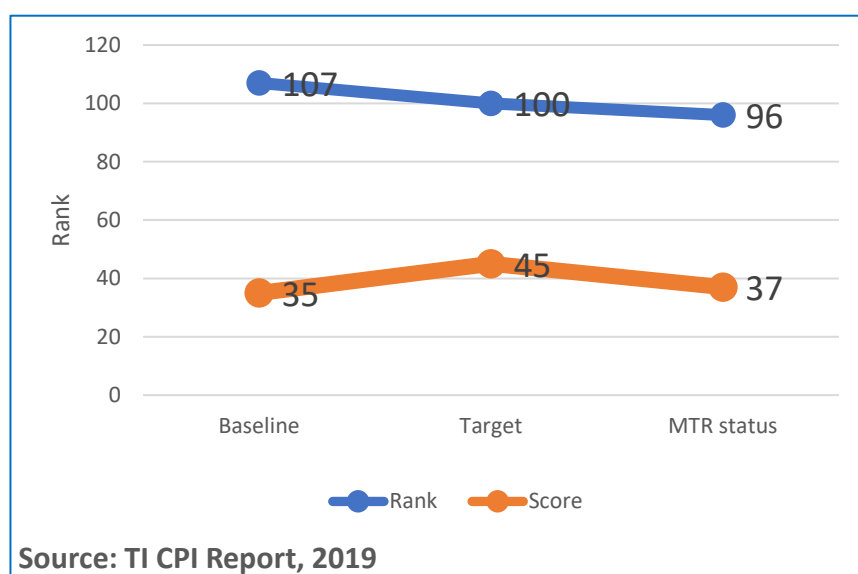


Figure 2.1: Ethiopia's performance on TI CPI (2019)

(four points lower than the target) while its score has improved from 35 (at baseline) to 37% as shown in the figure below.

158. In the light of these outcome indicators, baseline values and programme target, it is apparent that the contribution of the GDPP is slowly but steadily trickling in. According to the Transparency International Corruption Perception report, 2019, Ethiopia's rank has dropped from 107 (at baseline) to 96

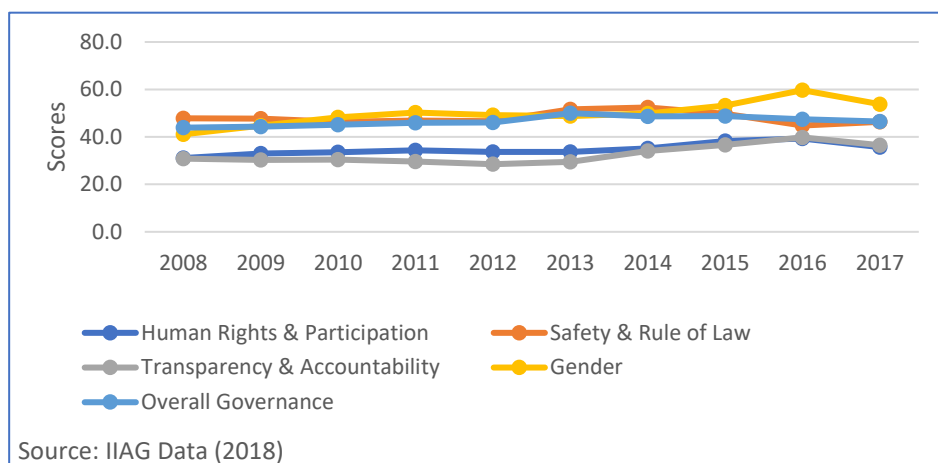
159. As shown in this figure, good progress is being made towards meeting the set programme targets. In fact, the present rank has already surpassed the target. However, in the light of the implementation time already spent and the improvement (2%) in the score attained vis-à-vis the set target, there is need to vigorously step up the efforts if the set target is to be achieved at full implementation.

³³ Ibid.

³⁴ Transparency International (2017)

160. Regarding improvement in the overall governance score as measured by Mo Ibrahim, the MTR established that despite some reported qualitative improvements on the governance indicator within the implementation period of GDPP, it is apparent that there are considerable fluctuations in the country's score on governance indicators.

161. Much as the available data is of 2017, qualitative and quantitative results at output level, the GDPP is well positioned to positively impact the governance landscape of Ethiopia.



162. However, there is still need for sustained investments in the governance sector if stable results are to be realised overtime.

Figure 0.2: Trend analysis of Ethiopia's performance on key governance indicators

iii) Empowered and responsible citizens

163. Empowering citizens has been the major downstream intervention of GDPP. A multi-pronged approach involving media campaigns, workshops and seminars have been prioritized and supported. Whereas all the implemented interventions have both direct and indirect bearing on citizens' empowerment, the specific indicators for measuring progress towards this outcome are: i) Percentage of women members of parliament at federal parliaments and regional councils; and ii) Increase in voters turn out in the fair and free election. According to the programme's original results framework, women members of parliament at federal and council levels are targeted to increase from Federal Parliaments 33.3% (Upper House, HoF), 38.8% (Lower House, HoPR) averaging at 40.7% to 35%, 42%, and 45% respectively.

164. Whereas there are evident and relevant interventions implemented in support of women's increased participation in political processes, the achievement of above indicator targets requires more direct and research informed interventions targeted at potential female candidates. This is because the current interventions lack specific components of strengthening the capacity of potential female candidate vying elective positions. The actual measurement of progress on the two indicators under this outcome shall be possible after the general elections slated for August 2020.

165. However, before then, the GDPP faces an uphill task of reforming its interventional focus if the set outcome indicators and their corresponding targets are to be achieved. In the opinion of the MTR team, programme support towards elections would have been more appropriate if it is packaged in a standalone project in order for

critical components not to be overshadowed in a heavily packed programme like GDPP.

166. Despite some design and implementation gaps of the Governance Democratic and Participation Programme, the MTR noted that implementation is in good momentum covering all major governance improvement areas. According to the African Governance Report (2019), Ethiopia has reportedly registered improvement on a number of governance and rule of law indicators such as access to justice, absence of corruption and sanctions for abuse of office as shown in figure 2.2 above.

2.3.3 Programme impact

167. According to the programme's theory of change³⁵, the overall impact of GDPP is to contribute to the country's attainment of a lower middle-income status that is envisaged by 2025³⁶. Indeed, as explicitly indicated in the programme document, transformation requires combined and balanced progress on several fronts: Economic and Political Governance, Environmental Sustainability and Governance, Sustained Peace and Stability. Indeed, as presented in the output and outcome analysis, it is apparent that the GDPP is strategically positioned to create an enabling environment that would in turn deliver the country to its desired end "Lower Middle-Income status".

168. However, a deeper reflection on the programme interventions in line with the indicators of the envisaged impact, the MTR team feels that the setting of the programme impact was a bit over ambitious as there is another results layer between the GDPP and its set impact. More directly, the GDPP feeds into the fourth objective of GTP II "Deepen the hegemony of developmental political economy by strengthening a stable democratic developmental state" and it should at this level that the programme impact should be set.

2.3.4 Facilitators and inhibitors of programme performance

169. The Governance and Democratic Participation Programme implementation has been affected by a number of changes in the political landscape of the country which have influenced its internal and external functioning and subsequently the results. It is these factors that have played a facilitating and inhibiting role to the achievement of the hitherto results presented in the effectiveness sub section above.

a) Facilitators

- ✓ The reform process and the opening up of the political space have created more space and opportunities to achieve the programme results. This has facilitated dialogues within the forums that have been established. The government has demonstrated commitment to democratization and human rights promotion hence

³⁵ Programme Document (p.18)

³⁶ Growth and Transformation Plan II (p.80)

allowing several actors in the democratization process to fully function without restraints.

- ✓ The strong technical support from UNDP to IPs has contributed to programme effectiveness. The support supervision devised by UNDP where each staff from the governance office has been assigned three IPs to support. UNDP's comparative advantage in governance programming is also noteworthy for having facilitated programme results hitherto.
- ✓ The strategy to focus on improving institutional capacities, related systems and processes, as opposed to material/hardware. There are deliberate efforts to harness and build on the achievements of previous programmes and project hence ensuring appropriate use of programme resources and enhanced impact.
- ✓ Most of the GDPP interventions directly relate to core mandate and functions of the IPs. As such mainstreaming of the programme activities has not been so challenging. Besides, this alignment has facilitated the sharing of resources across departments.

b) Inhibitors

- ✓ Capacity limitations of IPs to undertake strategic and transformative initiatives. Some IPs focus on easy, business-as-usual activities instead of strategic issues
- ✓ Institutional transition and instability, including changes in leadership, in most IPs – reduced attention and commitment to programme activities
- ✓ Security situation in the country – preventing adequate travel/movement and implementation of activities in some parts of the country
- ✓ The broad range of governance issues covered in the programme, the large number of IPs included and the interest to cover all regions resulted in the programme lacking focus and spreading thin
- ✓ Inconsistent political will on the side of Implementing Partners. There is still a wide gap between the political confessions and actions which has more often occasioned delays in activity implementation.

2.3.5 Reconstructed Theory of change

170. The GDPP design and implementation has been based on a fairly clear Theory of Change with a visible thread running from the development challenges through the strategic programme interventions to the envisaged results at output, outcome and impact levels. The overarching hypothesis underpinning the programme's intervention logic is that transformation requires combined and balanced progress on the economic, political and environmental sustainability fronts. On the basis of this assumption, the GDPP design and implementation at a higher results level (impact) is envisaged to make a substantial contribution to the country's progress towards attaining a lower-middle income status by the year 2025.

171. According to the constructed theory of change in the programme document, three outcome areas serve as key pathways to the attainment of the envisaged impact and they are: i) Improved inclusion, cohesion & sustainable peace; ii) Empowered & responsible citizens; iii) Responsive & accountable systems of governance. Flowing from these outcome areas, five outputs were formulated to support their realization. There is a visibly logical flow between the programme outputs and the strategic interventions with even demonstrable potential of responding to development challenges at the base of the ToC as presented in the ProDoc (p.16 & 17). However, as required in the ToR, a critical analysis of the interventional linkages portrayed in the ToC reveals the following gaps.

172. First, whilst the development challenges being addressed by the GDPP were clearly identified and articulated, it would have been more guiding if all the identified challenges were formulated into a single focal problem to be concentrated on. It is apparent that the identified challenges are rather indicators of the focal problem – Poor governance which the programme seeks to address. It is from such precise problem definition that the goal of the programme that translates into the impact is derived if the problem and objective tree analysis techniques are appropriately used at programme preparation stage.

173. Furthermore, the linkage between the programme outcomes and impact “Ethiopia is a lower-middle income country by 2025” is not direct. Whereas it is true that democratic and good governance gains play a contributory role in the realization of such a development ambition, the direct contribution of GDPP to such a result is hard to measure. The team feels that the programme impact should have been coined out of the programme goal “To capitalize on existing momentum and opportunities to further advance good governance and entrench democratic principles at all levels and across the country”.

174. Third, the impact indicators that formed the basis of formulating the programme outcomes needed to have been set at the design stage. Conventionally, programme/project outcomes flow from the impact indicators with outputs also flowing from the outcome indicators while the sub outputs/ specific interventions/ activities are derived from the output indicators. The GDPP repositioning and subsequently the formulation of sub outputs greatly improved the comprehensiveness of the interventions in responding to output and outcomes indicators, however, the following gaps are still evident.

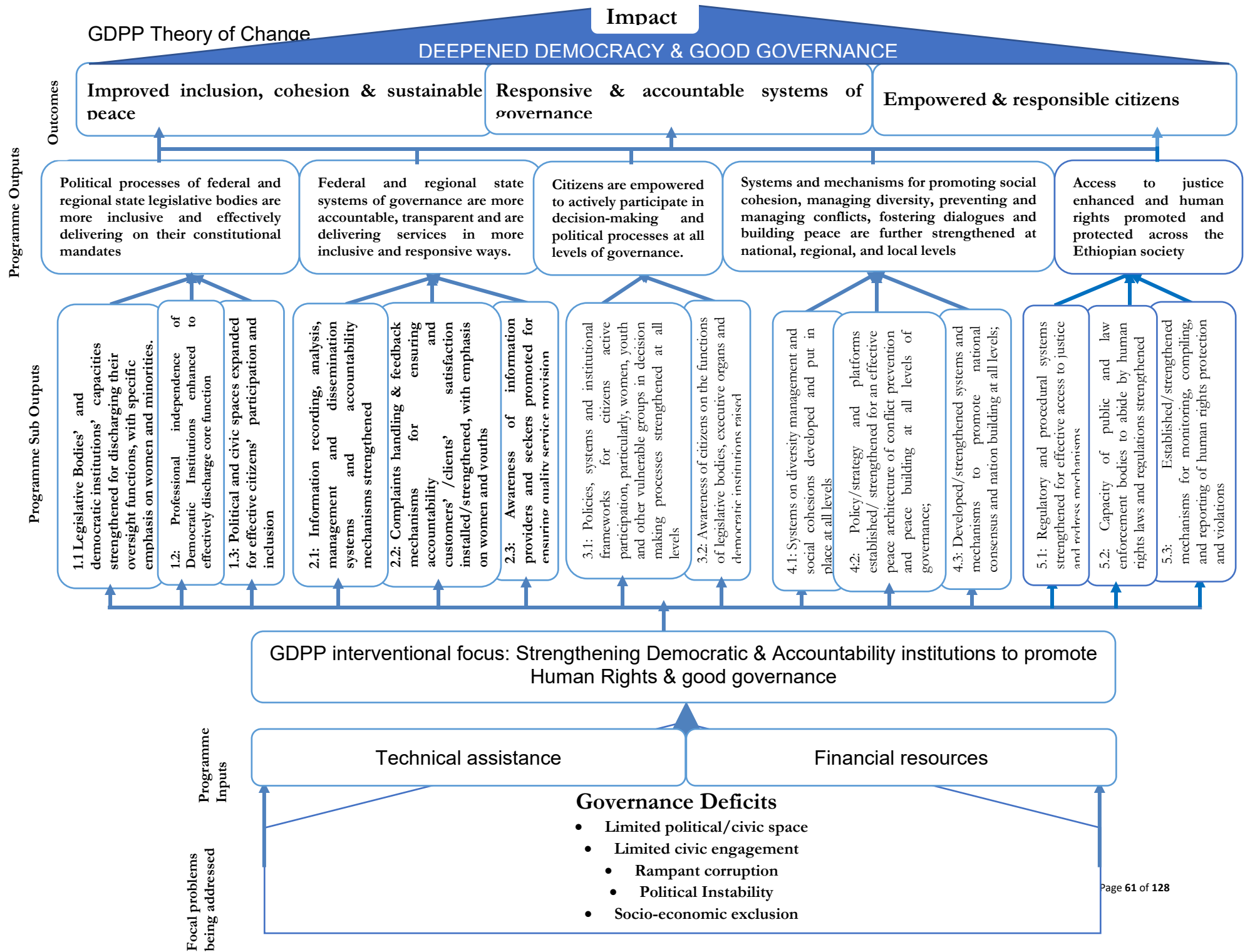
175. The performance indicators and targets under outcome 3 may not be achieved through the prioritized output and sub outputs. Whereas a supportive policy and institutional frameworks are necessary for promoting civic participation, the achievement of the targeted women representation at various levels would require a combination of both upstream and downstream interventions guided by in-depth analysis on the current decimal women participation in politics. It is therefore important

that a detailed gender analysis and advocacy towards adopting a formative action for women's representation in decision making circles be prioritized.

176. Furthermore, the prioritized output and sub outputs are inadequate to support the realization of outcome 3 indicator related to ensuring Increase in voters turn out in the fair and free election. Whereas programme priority is placed on awareness creation which indeed is an appropriate intervention for achieving increased voter turnout, the focus is rather put on the staff (see sub out 3.1 indicator # 3). Furthermore, the prioritized awareness creation targeting the general public is only in respect to the functions of IPs and those of legislative bodies, executive organs, and democratic institutions. Thus, civic education on electoral processes is inadequately catered which is likely to compromise the achievement of the set indicator #2 of outcome 3. In the MTR team's opinion, this outcome indicator and its corresponding interventions needs to be moved to a standalone elections project.

177. Indicator #3 "Improved percentage of populations who reported that they are actively participating in socio-economic & political decision making in the country" under outcome 1 is most appropriate under outcome 3 because it is a good measure of an empowered and responsible citizen.

178. Access to justice and promotion of human rights is such a broad area to be addressed as a mere output of a programme. Thus, it requires a standalone project covering all aspects of safety and rule of law if all the necessary areas are to be holistically addressed. There is however a strong need for synergies between such a programme and the current GDPP since other aspects of governance would appropriately remain incorporated there under. This can be achieved if the standalone interventions are implemented as projects feeding into the same results at a higher level. In the light of the highlighted gaps in the current GDPP intervention logic/Theory of change, the MTR proposes the reconstructed Theory of Change as below.



179. Limited political/civic space and engagement, rampant corruption, political instability and socio-economic exclusion constitute critical governance deficits that the GDPP is designed to address through the appropriation of technical assistance/advice and financial resources. This is aimed at strengthening democratic and accountability institutions to effectively promote human rights and good governance. This is envisaged to be achieved through the delivery of the prioritized sub outputs and outputs leading to the realization of the indicated outcomes and impact as in the figure above. However, this is based on a number of assumptions here below.

- Internal strife as a result of political decision such as the postponement of general elections will continue to be contained through peaceful means to ensure that the programme activities remain uninterrupted.
- Restrictions on mass gatherings due to the COVID-19 pandemic will be eased and that there is free movement of people and goods.
- The donors will remain committed to supporting the governance sector and that partnerships and synergies shall continue to vital bedrocks from the governance transformation in Ethiopia.

2.4 Programme efficiency

180. In tandem with the ToR requirements, the programme efficiency analysis addresses four core components corresponding with the evaluation questions. They are: i) adequacy and timeliness of the programme resources to implement the activities; ii) the appropriateness of the programme implementation mechanisms and their effect on efficient resource utilization; iii) the adequacy of the programme management practices and tools as regards effective implementation; and iv) the cost effectiveness of the output delivery strategies. The analysis is based on the information captured from the programme financial reports as well as feedback from consulted stakeholders.

2.4.1 Adequacy and timeliness of programme resources

181. The adequacy and timeliness of resources play a central role in the successful implementation of any programme/project. This is in respect to financial, equipment and human resources. The programme document well articulates the overall resources (financial, human and equipment) that are necessary for the programme implementation. An elaborate resource utilization arrangement is equally laid down. Importantly, programme implementation leverages the already available resources (human resources and facilities) under the NIM. As mentioned in the programme document, this arrangement has ensured that financial resources are availed for activities that have a direct influence on the achievement of the desired outcomes.

182. Building on the gains of previous projects such as Democratic Institutions Programme (DIP), the GDPP resources have been more focussed on software

aspects such as research, development of strategies, systems and service delivery mechanisms. As a result, human resource capacity strengthening has been appropriately prioritised. Through output-based budgeting, the MTR noted that the programme appropriately and adequately availed technical experts who worked alongside the national staff in the development of the software solutions delivered under this programme. This explains why all the outputs and sub outputs were delivered with the support of hired consultants (National and international). It is therefore apparent that the available human resources are sufficient to support successful delivery of the programme outputs.

183. In the light of financial resources, programme budget and expenditure analysis show that the available resources are indeed adequate. The programme uses output-based budgeting as a tool of rational allocation of resources to all the five result areas/outputs. It is noticeable that the allocation of resources was well informed by the volume and nature of activities to be undertaken under each output as presented in figure 2.2 below.

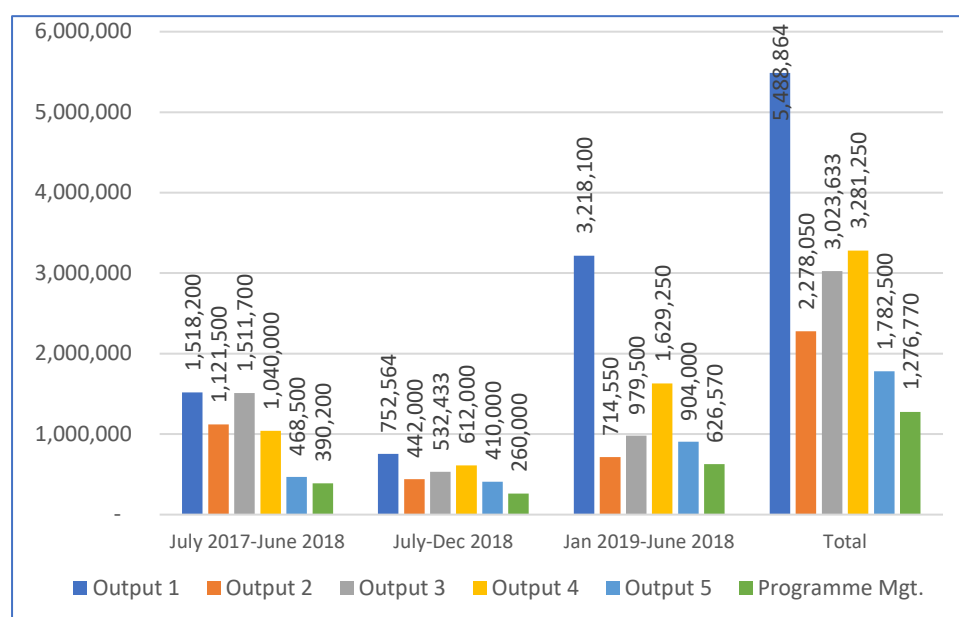


Figure 0.3: Programme output-based resource allocation

184. Accordingly, a bigger proportion of the program budget is allocated to output 1 in tandem with the magnitude of the supporting activities. The activities to be implemented by each IP are clearly specified and a corresponding budget is allocated. This arrangement has ensured that IPs receive planned resources in time to support activity implementation. However, it has been noted through review of the programme expenditure patterns that absorption rate of the output budgets has been low for some outputs as seen in figure 2.4 below.

185. With the exception of programme management, all other outputs have been implemented with a positive variance of the budget. This implies that the capacity to absorb the available financial resources is still low. Analysis of the resource absorption rate by implementing partners shows considerable fluctuations although the majority have recorded some improvement over the first year of programme implementation as seen in figure 2.5 below.

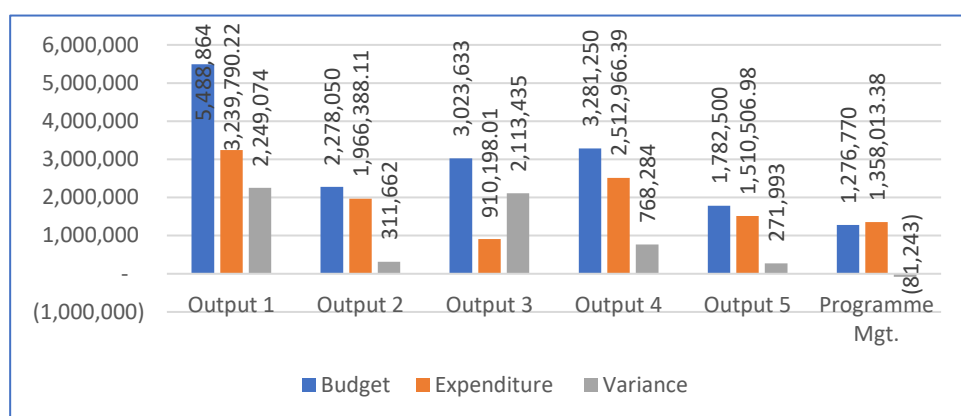


Figure 0.4: Programme output budget and expenditure nexus

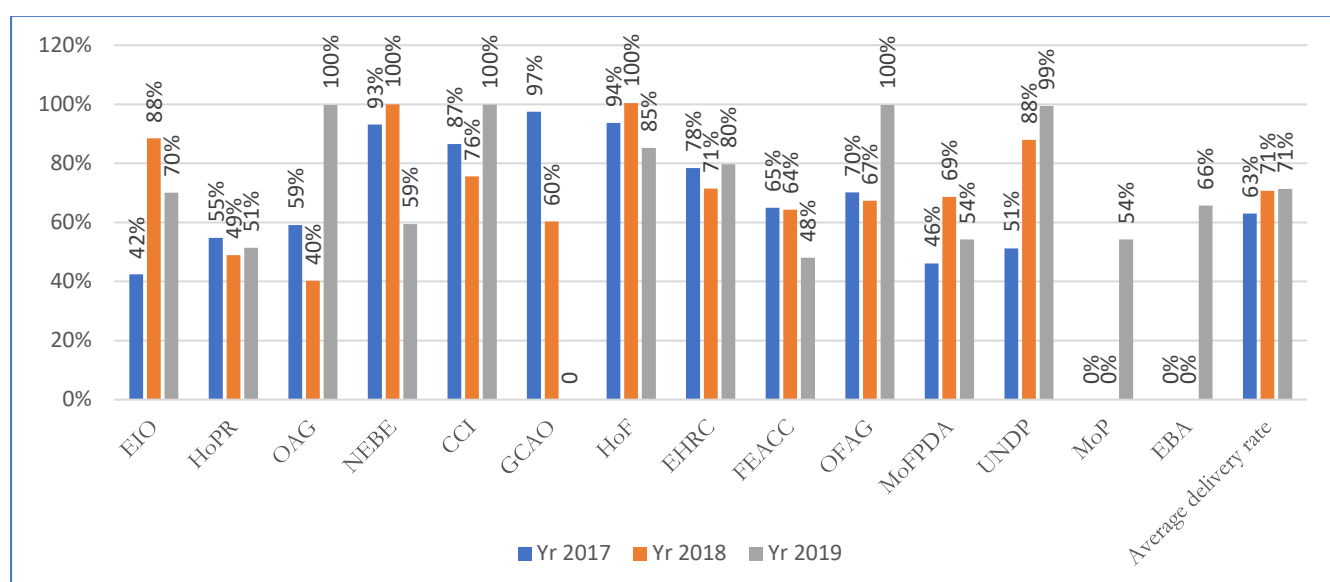


Figure 2.5: Resource absorption rate among IPs

186. In the light of the output based budgeting that is being used, the low resource absorption rates have directly implications on the achievement of results. As presented under effectiveness section and further acknowledged and discussed at both programme management and governance level, implementation progress has been generally low among some IPs. Lack of leadership commitment, poor planning hence orchestrating repeated reprogramming, limited capacity among some IPs as well as delays in the procurement processes are key factors behind the evidenced slow implementation progress.

187. Donor's commitment to availing resources for programme implementation is evident and at the time of this evaluation, a total of USD13,029,242³⁷ had been

³⁷ This figure however excludes the contributions for the period between July to December 2019.

contributed by various donors as summarized in figure 2.6 below. This is below the projected resources from donors at the time of ProDoc signing where the total resources required was USD 40,000,000.

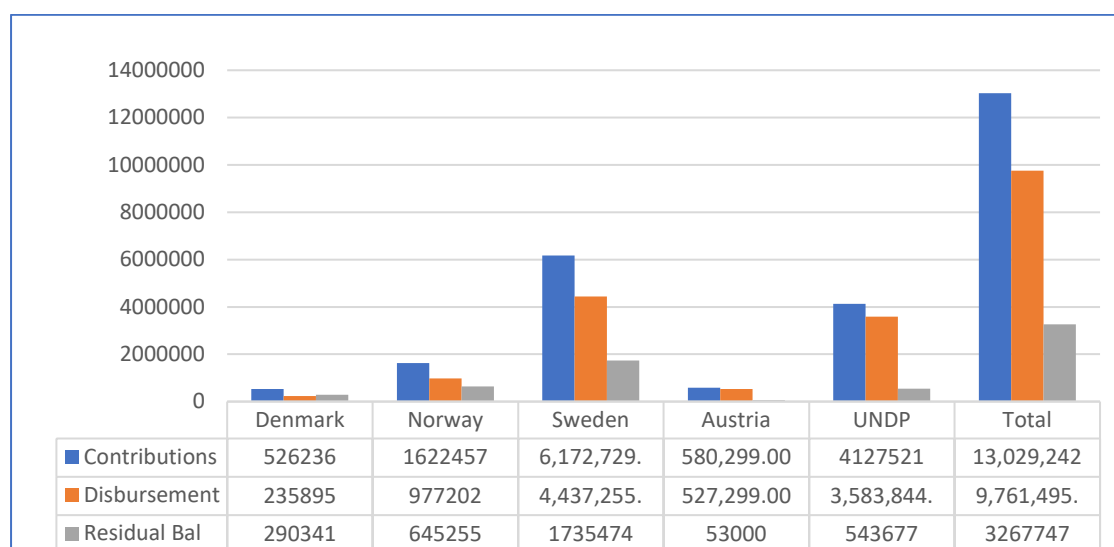


Figure 0.6: Donor contributions and programme disbursements

188. Much as pledges from specific donors had not been specified at the time of ProDoc signing, using an example of UNDP performance towards fulfilling its pledge, there is optimism that the planned resources shall be fully realised by the end of the programme. Consulted stakeholders revealed that government in-kind contributions are also being realised. However, the MTR team feels that it would have been more guiding if pledges from specific development partners were specified and commitments in the form of MoUs made. Under the current resource mobilization framework lies a big risk, should any of the partners' priorities change and thus is not able to make further contributions to the programme's resource envelope.

2.4.2 Efficacy of programme implementation mechanisms in achieving efficiency

189. Efforts have been made to ensure economical use of programme resources throughout programme implementation. Programme implementation has specifically embedded specific cost minimisation measures through the instituted internal control measures and the adopted implementation arrangements. They include the following;

Annual work planning and quarterly financial disbursements

190. Implementation of GDPP is anchored on annual work plans which are further broken down into quarterly work plans. The MTR noted and appreciated the output - based work planning practice that also forms the basis of budgeting. Under this arrangement, alignment between the planned outputs and the budget is achieved hence increasing value for money. However, the evaluation noted that much effort is placed on the activities and outputs and little attention is paid to the emanating results

beyond the activity and outputs; a factor that constrains a comprehensive value for money analysis.

Adherence to the set financial management procedures

191. A hybrid of both government and UNDP financial management systems have been employed. Periodically, UNDP conducts on-spot checks on the financial systems of IPs to ascertain the degree of risk in financial management systems. Where necessary, capacity strengthening has been provided to address the identified gaps. All these initiatives have been vital in ensuring that project resources are appropriately used as per the approved work plans.

Periodic technical and financial reporting

192. The integration of technical and financial reporting has received adequate emphasis under the GDPP. In fact, all annual reports are well accompanied by corresponding financial reports. This provides an avenue for timely detection and correction of any variances. Besides the reporting practice, both narrative and financial reports are reviewed by both the technical committee and the project board and used for decision making. This arrangement entrenches the “four eyes principle” that helps to enhance transparency and accountability.

Adoption of National Implementation Modality

193. The adoption of NIM has not only promoted national ownership of the programme but has also been an instrumental tool for mobilizing in-kind contribution from the Government. Besides, NIM has enabled the programme to leverage government resources such as staff and other facilities such as offices which has inevitably brought down the overall implementation costs. Despite its own shortcomings, the overall programme implementation costs incurred under NIM would more than double if another implementation modality would have been used. Therefore, the use of NIM is associated with enormous efficiency gains.

Empirical studies and situational analyses

194. The programme has supported a number of empirical studies such as capacity needs assessments which have been helpful in designing and implementing relevant interventions. This has particularly been helpful in ensuring that all prioritized interventions are relevant and appropriate in addressing the identified needs.

Partnerships and synergies

195. The design of the programme is in such a way that UNDP is leading a consortium of development partners supporting the governance thematic area in Ethiopia. This arrangement is associated with enormous efficiency gains as each partner gains liberty to concentrate on areas where comparative advantages can be maximized. Besides, the coming together of different partners allows the pooling of knowledge, expertise and experience from which the overall design and implementation of the programme has benefited.

196. Despite the contribution of the above measures in promoting optimal resource utilization, some gaps have also been identified. They include the following;

- **Lack of a comprehensive results and resource framework to guide results tracking and reporting.**

The MTR noted that there has been consistent effort to formulate results and resource framework. However, the major gap has been in lack of comprehensive targets against which performance would periodically be measured with relative objectivity. Besides, the integration of results-based principles has been scanty hence constraining results based reporting and objective tracking of the programme's value for money.

- **Delays in resource disbursement as well as procurement of services due to tedious procedures.**

Through interviews with both UNDP and IPs, delays in procurement were frequently mentioned as a key inhibitor of activity implementation and output realisation. Following the NIM, programme implementation is hinged on government financial management and accountability systems particularly in procurement which have reportedly orchestrated delays.

- **Frequent requests from IPs for reprogramming.**

According to several PTC and PMB minutes, issues of IPs requesting to re-programme have frequently featured in the deliberations. This is an indicator of persistent gaps in planning and budgeting capacity at IPs which puts the realisation of the planned results in the constraints of time and financial resources at stake. As presented in the effectiveness analysis, the MTR realised that some of the activities that could not be implemented in a particular period were not appropriately carried forward in the next work plans. This poses a great risk of such activities to be omitted, complemented and the achievement of their corresponding outputs and outcomes forfeited.

- **Lack of clarity in the programme document on financial management.**

The MTR has observed that it is unusual for the entire programme document to miss a section on financial management arrangements. Although the use of NIM makes such an arrangement more or less obvious, articulation of such an arrangement in the ProDoc provides an evaluative basis of such a system. The MTR was informed that annual programme audits were conducted, although the reports could not be availed for review.

- **Lack of integrated work planning and activity implementation.**

Looking at the January 2019 to June 2020 work, shows that it is a compilation of different standalone work plans of different implementing partners. This arrangement inhibits opportunities of joint work planning and integrated activity implementation. For example, nearly all IPs have activities related to awareness creation which can be jointly undertaken.

2.5 Programme sustainability

197. The likelihood of programme benefit continuity coupled with the assessment of the opportunities and threats dominate the programme sustainability analysis. This is in respect to the four pillars of sustainability: Participation, Ownership, Contribution and Capacity Strengthening.

2.5.1 Opportunities to Programme sustainability

198. The most profound programme sustainability potential lies in the improvement of policies, systems and service delivery standards as well as formulation and adoption of the strategies. One of the key programme achievements on which its subsequent sustainability hinges is the improvement of the policy environment. The number of policies and strategies that have been developed with the programme support have the potential to ensure sustainability of the results even beyond the programme implementation period. Some of the significant policies, strategies and manuals include inter alia; The Civic Engagement Policy, Draft media policy, Guidelines on standardized oversight functions, Investigation manual, National children and youth ethics development strategy and Gender mainstreaming manual among others. With the current political good will for democratisation and human rights protection, implementation of these policies and strategies is ensured and the eventual sustainability of the GDPP benefits.

199. Similarly, the established forums and platforms coupled with public awareness creation, are central towards generating demand for accountability and continuous institutional reforms that will uphold the gains of the programme. With the institutional support to the IPs by the programme, maintaining the established systems and mechanisms is possible through the government's continuous financial and capacity building initiatives.

200. The use of the NIM presents enormous sustainability potential through effective national participation and ownership of the interventions. Programme financing developed a viable co-financing mechanism that can potentially drive government contribution in the programme which can help to ensure sustainability.

2.5.2 Challenges to sustainability

201. The evaluation however notes that financial challenges to operationalise some of the innovations like strategies and running regular forums etc. may attract immense financial resources that may not be readily available as and when required. Also, an element of personnel attrition like Members of Parliament losing their seats and public servants who were trained leaving service for whatever reason, i.e., retirement or death and search for greener pastures, remain a challenge to sustainability.

202. Noted also was the absence of an exit strategy and sustainability plan for the GDPP was also noted as an impediment in the smooth transition of the program interventions systematically.

3.0 UNDP Programming Principles

3.1 Gender mainstreaming

203. Despite the fact that the program has not yet implanted a number of affirmative gender interventions as recommended during the GDPP gender analysis study, the evaluation noted that some interventions were gender sensitive and women were also targeted as beneficiaries and implementers of the GDPP interventions. Also targeted were the youth and vulnerable that were part and parcel of the programming and implementation strategies. Here below is the breakdown of women and gender involvement in the implementation the GDPP interventions as from the evidence adduced from the documents reviewed is here below:

- In FEACC gender mainstreaming manual was developed to ensure gender equality at the Commission.
- The Ethiopian Institute of Ombudsman (EIO) also developed a gender strategy as a response to the institution's commitment to gender equality particularly narrowing gap at decision making level as well as affirming the Institution's resolve to have women benefit in terms of hiring, placement, internal transfer and over all participation of women in the Institution has developed and in placed. The strategy is in line with a plan to reach reasonable balanced participation of women and men in decision making positions and increased number of trained women in the workforce.

204. A grand total of over 1,195 women across the individual IPs have benefited in terms of capacity building, participation and inclusion in the GDPP interventions which is a key pointer to the commitment to gender equality and women emancipation³⁸.

205. As demonstrated above, a number of GDPP interventions main-streamed gender and women in the planning and implementation. The evidence shown demonstrates that the interventions were focused on capacity building trainings organized to enhance their ability to participate as equals to men and contribute as well to GDPP programme interventions.

3.2 Application of Results Based Management (RBM)

206. The programme document envisioned an M&E system where the PMU would be having an overall responsibility of monitoring and reporting, and it was planned that an M&E monitoring framework will be put in place to support the delivery of report after one year. The major monitoring methods applied by the programme include periodic reports (quarterly from IPs) and review meetings. The programme document includes a generic results framework. An M&E Specialist was also recruited for the programme

³⁸ Refer to Activity reports

in June 2018. A relatively detailed results framework that specifies the outputs and sub-outputs as well as indicators for each output and sub-output was developed in 2018 to improve the M&E system of the programme. The evaluation also noted the need for continued technical support of the IPs in the M&E function to enhance their respective capacities

207. Evidence from document reviews and interviews with key informants show that a number of initiatives were undertaken to put robust M&E frameworks. This approach started with the recruitment of programme staff in charge of M&E in June 2018. One of the key Informants had this to say:” We also developed revised results framework and able to track outputs using results framework and also developed annual development plan for GDPP and aligned to revised results framework.”³⁹. The programme was quick to make adjustments in response to changes in the political landscape that required repositioning of the programme so as to reflect the desired changes. Furthermore, in all the IPs, governance officers have been allocated responsibility to monitor and report and that end templates were devised to assist them report on a quarterly basis. Reports are in the form of financial and narrative reports usually linked with IPM results systems ⁴⁰. These are augmented by independent audits to ensure value for money. The programme also did contextualized reporting to make it uniform as the M&E specialist explained” Even on the template we tried to make some changes and the template also needs some narrative”. The notable challenge reported on the monitoring and evaluation was that of low pay for staff in IPs which was very demotivating. The other challenge reported and noted was the quality of reporting which was more activity and output oriented without pitching it to whether the interventions are realizing the intended realistic outcomes which would in turn assist the key policy makers like the PMB and PTC in proper decision making.

208. However, a full-fledged M&E plan that was envisaged in the programme document was not developed.

209. Further still, a results-based programme management has not been fully put in place. Re-planning and re-budgeting by IPs was very common, which suggests poor planning practice by IPs. Although training was provided to the IPs on Results-Based planning and financial management, the effectiveness of the training in terms of improving the quality of planning is not evident since re-planning and re-budgeting requests still persist. This suggests that more training is needed for the IPs.

210. Quality of the periodic progress reports is a major area of concern. Periodic reports focus mainly on planned activities performed, but not on results achieved in terms of changes brought about by the programme. Besides, annual progress reports have not been followed up by joint reviews, say, involving the reporting IP, UNDP

³⁹ Interview with the Monitoring and Evaluation Specialist-GDPP programme

⁴⁰ Interview with the Monitoring and Evaluation Specialist-GDPP programme

Governance Team and MoF. Joint monitoring visits that include DPs have not yet been undertaken.

3.3 Human Rights Based Approach

211. The GDPP programme promoted the Rights of persons with disabilities through partnerships with CSOs supporting disabled persons in regions. The support provided by GDPP enabled access of the laws to the disability fraternity. Specifically, CSOs did translate and publish the amended laws into Braille and sign language. This act and support by GDPP was in promotion of the rights of access to information by Persons With Disabilities (PWD)⁴¹.

212. The evaluation noted that the approach and support to women, youth and PWDs was innovative as it approached them through associations. Associations have a clout and command over such groups and resourceful when it comes to mobilisation such groups. For example, workshops were conducted to sensitise the youth using both federal and regional youth associations to enhance the reach and impact⁴².

213. The other innovative way to reach out to Youth was that GDPP provided support to strengthen in school and out of school mini media centres with provision of audio-visual gadgets (in the four big region - 10 school and 10 out of school mini media centres per region). These mini media centres provided opportunities for the youth to have access to information to catalyse their participation in governance. They are therefore critical assets for sustenance of programme results in both the short and long term⁴³.

214. Youth involvement in GDPP was also carried out through capacity building initiatives. For example, GDPP supported the development of training modules on ethics for youth and children as per the national youth and children ethics development strategy. This was intended to have youth and children on board as the generation of tomorrow's leaders to be indoctrinated and prepared early enough for anti-corruption crusades in the country. This was further augmented by the launch of federal and regional and regional media anti-corruption, university ethics and anti-corruption clubs' and high school and primary school ethics and civics teacher's anti-corruption forums⁴⁴.

215. GDPP programme also supported the establishment of collaborative forums with Women Associations, Youth Associations, PWD Associations and Professional Associations at Federal and Regional Levels to enhance Good Governance and

⁴¹ Governance and Democratic Participation Programme (GDPP) Eighteen Months Work Plan (January 2019 - June 2020-National Electoral Board of Ethiopia (NEBE)) by Quarter

⁴² Governance and Democratic Participation Programme (GDPP) Eighteen Months Work Plan (January 2019 - June 2020) by Quarter-National Electoral Board of Ethiopia (NEBE)

⁴³ Ibid

⁴⁴ Governance and Democratic Participation Programme(GDPP)- Federal Ethics and Anti-Corruption Commission (FEACC) Eighteen Months Work Plan (January 2019 - June 2020)

Service Delivery at all levels⁴⁵. This approach as an evidence noted by this mid-term evaluation of the efforts by the GDPP programme, was to enhance and sustain interventions aimed at promoting good governance. Furthermore, national consultative forums were undertaken on violence against women, disability right & elderly rights. Public conversation forums aimed at promoting the rights of women & vulnerable groups were organised. The forums were organized in May and June 2018 at Addis Ababa and 150 participants (45% women) attended the two forums.⁴⁶ The evidenced adduced therefore demonstrates the extent to which women, youth and PWDs were given due focus in programme interventions not only through inclusion but implementation of programme interventions well.

⁴⁵ Governance and Democratic Participation Programme(GDPP)- Federal Ethics and Anti-Corruption Commission (FEACC) Eighteen Months Work Plan (January 2019 - June 2020)

⁴⁶ GDPP Annual report (2017-18, p.23-24)

4.0 Lessons learnt, best practices and recommendations

4.1 Conclusions

Country context:

216. The design and implementation of the GDPP was in response to the Ethiopian Government request to UNDP for capacity development support towards strengthening democratic governance processes and systems of the country. There is sufficient evidence that right from its design through implementation the GDPP has strongly hinged on participatory approaches. The GDPP is highly relevant to the national development priorities as well as needs of targeted institutions and beneficiaries. The governance reform process introduced with the change of government in early 2018 has enhanced the relevance of the GDPP to the national development policies and priorities.

Implementation modality:

217. The integration of programme implementation within the country's institutional framework under the National Implementation Modality has been and remains a strong driver for national ownership of the programme and serves a foundation for possible sustainability of the programme results. Through this arrangement, both government institutional and staff have benefited from the programme's capacity strengthening component that has been designed and delivered to enhance institutional effectiveness in deepening democratic principles and human rights promotion.

Links to UN assistance in Ethiopia:

218. The GDPP linkages with UNDAF and UNDP's strategic focus in Ethiopia is well articulated and given the level alignment, the programme results feed well into the higher level results at CPD and UNDAF levels. With enhanced linkage between higher level UNDAF and CPD results and the GoE priorities that if facilitated by the adoption of sector-wide planning approach, programme alignment with national priorities is well emphasized and articulated.

GDPP design:

219. The MTR noted that the major gap in the programme design lies in its weak monitoring and evaluation framework that is anchored on an incomplete results framework. The document used as a results framework does not have indicators and besides, the baseline values for all indicators are not indicated.

GDPP results framework:

220. As a result of the gaps in the results framework, results-based reporting is less institutionalized with reporting only limited to activity and output results. This compromises the application of the results chain analysis that would vividly display the programme's contribution towards the achievement of set outcomes and impact.

221. Programme interventions are sufficient to deliver the desired results at outcome level. However, the MTR noted that the linkage between the planned programme outcomes and the envisaged impact is not direct. As a result, the programme contribution to realizing this impact may not be realized. It is for this reason that the programme Theory of Change requires some revision at the point where outcomes are expected to feed into the impact.

GDPP delivery level:

222. Despite the programme design gaps, the programme output level delivery is impressive with nearly 70% of the output level targets for the completed period having been achieved. With the enhanced internal consistence of the programme, the potential of the planned outputs to deliver the desired outcomes is high. However, programme interventions are still concentrated at institutional level save for the legal aid services that have largely benefited the ordinary citizens.

GDPP approach:

223. Programme emphasis and investment in capacity and systems strengthening at institutional level is a valid approach with the potential to promote continuous realization of the outcome level results even beyond the programme life span. This further creates a strong foundation for results sustainability.

UNDP programme management:

224. The technical competence of UNDP to guide the programme is evident and highly appreciated by the consulted stakeholders especially the IPs. UNDP's capacity strengthening approach of seconding technical support staff to Implementing Partners is associated with enormous effectiveness gains although most IPs have not taken advantage of this approach to the fullest. In some IPs where such staff have been attached, the IP staff have not yet come out to provide leadership and ownership of the programme. As such, it is feared that once the technical staff are withdrawn at the expiry of their contract, the same capacity gaps in the IPs are likely to resurface.

Local ownership:

225. There is a satisfactory framework to promote efficient programme implementation. This is rooted in the use of NIM, output based budgeting and resource allocation. The financial accountability procedures have clearly been laid out and respected. However, the resource absorption rate has generally been low.

IP capacity challenges:

226. Gaps in quality programme planning have also been evident with many IPs requesting to re-programme activity implementation. This implies that activities are not logically thought through from the very beginning. This poses a great risk to the achievement of envisaged results if such re-programming requests from IPs are granted.

227. The practice of each IP to develop its own work plan which later get aggregated into the overall programme work plan inhibits opportunities for integrated work planning and activities implementation hence depriving the programme some associated efficiency gains.

Gender and minorities issues:

228. Gender mainstreaming is in principle emphasized but the strategies employed to achieve it are still marred with numerous gaps. Gender disaggregation of results is only given attention at reporting stage where a number of women who participate in programme activities is mentioned. However, it is not clear whether the realized number is what had initially been targeted. The participation of other vulnerable groups in the programme is still low. Additionally, the participation of CSOs has not been fully realized beyond the few consultations they have participated in.

4.2 Lessons learnt

i. High level of flexibility and adaptability of governance programming to country context developments, particularly in transitional settings

The recent shift in the political landscape of the country has reconfirmed the importance of ensuring a high level of adaptability and responsiveness of the programme to the political and policy shifts that the country would be witnessing, without compromising the basic foundations, principles and pillars of the programme. This malleability of the programme was quite fundamental to lay foundations for sustainability of the outcomes due to enhanced political will and buy in from government.

ii. Engagement of the Centre of Government in leading the reform process, while aligning to policy priority areas

The importance of involving the highest level of government in ensuring coherence of the reform process was rapidly noted by UNDP. Without jeopardizing the spirit of the Programme, which focuses on supporting autonomous democratic institutions, their independence and directly contributing to the effective separation of powers, the need to include the Prime Minister's Office as lead entity of the envisioning of the reform process has been confirmed. There was an attempt to include the PMO as one of the implementing partners of the Programme, which would allow the GDPP to enjoy country ownership and leadership at the highest level and remain relevant to the reform process as envisioned by the political leadership and confirmed by the parliament. But this proposal has never been realized because most of the IPs felt that the presence of the Executive Branch at that level may undermine independent actions by the Democratic Institutions.

iii. Ensuring internal coordination within each IP, among IPs to avoid unnecessary duplication of efforts and competition

The Programme Management structures (PMB and PTC) have coordination and technical support functions that underpin the implementation, monitoring and evaluation of the programme. These structures have ensured effective coordination both on the high-level managerial and on the technical fronts. However, there were challenges to mobilize the various IPs to engage through the PMB, and this coerced UNDP to request the postponement of the PMB after no quorum was reached. Similar trend was also observed at the Programme Technical Committee level. Whereas some Government Institutions are less enthusiastic to engage proactively in these coordination structures and prefer implementing their work plans independently others were committed despite the hiccups in bureaucracy and cumbersome in financial management processes and systems. The next reporting period should witness progress on this front.

iv. Continued investment in building knowledge and skills in the implementing partners, including managing for results is important

Democratic transformation programmes focus on the various levels of capacity development (Enabling Environment - Institutional, Organizational and Individual), and this has been a guiding principle of UNDP's programming approach in designing and supporting the implementation of GDPP. UNDP has prioritized knowledge sharing and provision of technical inputs through support structures provided to Government counterparts. These inputs were positively received and have improved the quality of the work plan development and implementation. However, shortcomings remain on the reporting side where more improvements are needed. UNDP should focus its efforts in the remaining period of the Programme on ensuring that user-friendly result reporting templates are developed jointly with the IPs and used in order to start capturing the impact of interventions.

v. Allowing IPs to choose own priorities and devise own plans was key to effective implementation of programme interventions

The programme execution modality that allows IPs to identify their own priorities, devise their own plans, design their own activities and manage the use of funds has created strong national ownership and responsibility. The lesson learnt is that in the design of such programs lengthy government bureaucracy system and processes should always been considered and mitigation measures elaborated.

vi. Prioritised knowledge sharing and provision of technical inputs endeared government counterparts to quality planning

UNDP has prioritized knowledge sharing and provision of technical inputs through support structures provided to government counterparts. These inputs were positively received and have improved the quality of the work plan development and implementation. However, shortcomings remain on the IPs ability for planning, monitoring and reporting aspects where more improvements are needed.

4.4 Recommendations

With the view to improve the management and implementation of the GDPP, the MTR forwards the following recommendations based on the identified major findings, conclusions and lessons learnt.

i. Revise the thematic and institutional scope of the programme to make it more focused and manageable.

The scope of the GDPP covers a wide range thematic areas and a large number of IPs. This has made the programme highly ambitious and less focused. It has also made effective coordination and management more challenging. Accordingly, this MTR recommends revising and narrowing down of the thematic and institutional scope of the programme. There are already initiatives to develop separate or stand-alone programmes for some of the thematic areas covered under the GDPP. A stand-alone programme is already developed for election, while separate programmes for access to justice and peace building are in the pipelines. When these programmes start, the peace building (Output 4) and justice (Output 5) components of the GDPP can be taken out, which will reduce the number of the GDPP outputs as well as number of IPs. Accordingly, the MTR recommends for the GoE and UNDP to give more attention and speed up the development of these stand-alone programmes. Institutionally, this will make the GDPP to focus only on the standard democratic institutions recognized in the FDRE Constitution. Again, in the interest of programme focus and manageability, it is recommended to consider limiting the number of the democratic institutions covered in the GDPP by applying criteria like the institution's level of commitment and performance under the GDPP, the degree of importance of the role of the institution to promoting democracy, etc.

ii. Revise and refocus the GDPP Theory of Change

The MTR identified some limitations in the existing ToC in terms of adequacy and clearly depicting the different levels of programme change expected to happen throughout the results chain, particularly the pathways from programme outcomes to envisaged impact. Moreover, with the significant changes in the governance, institutional and policy context, there is a need to revisit the continued relevance and validity of some of the assumptions. Besides, if the recommendation above on limiting the thematic and institutional scope of the programme is accepted, it would necessitate the modification of the ToC to reflect the changes in programme scope. The MTR has reconstructed the ToC which will still need to be revised in the event that some components are taken out as recommended above.

iii. Enhance the GDPP gender mainstreaming

This MTR has identified some positive efforts and achievements in mainstreaming gender in the GDPP. However, this evaluation as well as the gender analysis report conducted under the programme, have identified gaps and limitations both in the

design and implementation of the GDPP in terms of adequately mainstreaming gender issues. The gender analysis has recommended the development of a Gender Strategy for the GDPP with specific suggestions on the issues/elements to be included in the strategy. However, this and other recommendations of the gender analysis study are yet to be adequately implemented. Accordingly, the MTR recommends the GDPP programme management to adequately follow up on the recommendations of the gender analysis study, particularly the recommendation on the development of a comprehensive gender strategy for the GDPP. However, the MTE considers the following to be critical in the short run;

- Incorporation of gender issues in the programme work planning and activity implementation. The MTR noted that whereas the programme reports present gender disaggregated data, there was no evidence for gender consideration in the targeting and selection of beneficiaries. All IPs should indicate the number of women, men, youths to be targeted under each activity.
- All IPs should allocate adequate resources (financial and human resources) to their gender directorates/desks. This will enable continuous internal gender education and awareness creation that are critical for bring about favourable changes in the organisational culture towards gender mainstreaming.
- As a matter of urgency, the GDPP should develop a gender mainstreaming strategy whose implementation can be achieved through customised gender mainstreaming guidelines and manuals at the IPs level. This is important for preparing the ground for the adoption of an affirmative action for gender mainstreaming across all sectors.

iv. Strengthen the GDPP M&E system

A full-fledged monitoring and evaluation plan, which was envisaged in the programme document, has yet to be developed. The existence of a comprehensive M&E framework would have made the GDPP M&E practice more structured, effective and useful. Moreover, as the GDPP is a multi-stakeholder programme with various development partners supporting it, the evaluation noted the critical need for their joint monitoring of the programme activities. To address these issues and strengthen the GDPP M&E system, the MTR recommends for the GDPP management to:

- Develop a full-fledged monitoring and evaluation plan for the remaining period and implemented in accordance with the UNDP programming policies and procedures, as envisaged in the programme document.
- Arrange and undertake periodic joint monitoring of performance that involves DPs, MoF, IPs and UNDP.
- Improve progress reporting with emphasis on results chain analysis where possible by drawing out a systematic linkage between the baseline situation, programme intervention and results at output and outcome levels.

- Ensure activity and results linkages across implementation and reporting periods. The activities carried forward need to be clearly documented in the end of phase report to allow systematic follow up in the next implementation phase.

v. Introduce and develop GDPP Performance Based Management System

In order to enhance the quality of the GDPP in its quest to realise its overall goal and outcomes, the IPs should be subjected to a performance based management system tied to funding allocations as this will also assist in ensuring that IPs are focused on implementing transformative program activities.

vi. Invest more on capacity development of IPs

The effective planning and implementation of the GDPP as well as the achievement of its objectives and results heavily depend on the management and implementation capacity of the IPs. Although the GDPP has been working on enhancing the capacity of IPs, the evaluation has identified critical organizational and technical capacity limitation among most of the IPs. These capacity limitations are particularly affecting the effective application and implementation of the programme's strategic approaches and principles, such as transformative planning, results-based management, gender mainstreaming, etc. Accordingly, the MTR recommends for the GDPP management to invest more on knowledge and skills development of the IPs. This should ideally be done through developing a comprehensive capacity development plan that identifies the major capacity gaps among IPs related to management and implementation of the GDPP, prioritizes the critical gaps, identifies the capacity development delivery modalities and plans, etc.

vii. Strengthen the planning and implementation of transformative initiatives

The MTR has found that most of the initiatives planned and implemented by IPs tend to focus on routine and less strategic activities. They were largely unable to come up with transformative initiatives. This is partly due to capacity limitation of IPs in transformative planning. The planning of transformative initiatives also requires a change of mind-set and commitment by the IPs to get of their comfort zone and the business as usual mentality. Thus, the MTR recommends:

- The IPs to demonstrate more commitment and maximum efforts to come up with transformative initiatives in their annual planning.
- The programme management to support the IPs with capacity development on the subject through facilitating experience sharing and provision of technical inputs, including through provision of relevant guidelines, models or templates on transformative initiatives.

viii. Strengthen the management, coordination and partnership structures

The MTR has identified some gaps in the major GDPP management and coordination structures (the PMB and the PTC) in terms of providing regular and effective strategic and technical directions as well as oversight and coordination functions. The issues partly relate to size, composition and commitment of members of the structures. The

evaluation also found that the coordination and collaboration among IPs is not strong. The practice of planning and implementation of joint interventions is rare. Although several coordination forums and structures among IPs and other stakeholders were established at federal and regional levels, they are not adequately vibrant and effective. To address these issues, the MTR recommends:

- Revitalise the major programme management and coordination structures (the PMB and the PTC), including by reconsidering the size and composition of members and establishing accountability mechanisms.
- Develop framework and mechanisms to promote the planning and implementation of joint interventions by IPs.
- IPs should give more attention to institutionalize and strengthen the various coordination and partnership forums and structures already formed through the support of the GDPP.

ix. Develop and operationalise a GDPP clear exit strategy and sustainability plan

The GDPP program management and implementation needs to prioritize and put in place a robust exit plan as well as sustainability plan given the impending stand-alone programs that are being offshoots of the entire program such as elections, access to justice and rule of law as well as peace architecture.

x. Recruitment of a gender specialist for the programme to provide technical guidance on successful mainstreaming of gender.

This is because whereas there is explicit commitment to gender mainstreaming, it is more in theory than practice which compromises the achievement of much desired results.

Annexes

Annex 1: OECD/DAC Ranking table

	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact						The programme envisaged high level impact is too ambitious and its realization may not be measured with objectivity. Whereas it is true that strong governance systems provide an enabling environment for economic transformation, the linkage is not so direct that it can be measured with ease.
Sustainability						Although the programme design and implementation has well integrated the four pillars of sustainability (participation, ownership, contribution & capacity strengthening) government commitment to mainstreaming programme interventions into its work plans is still not ascertained. The absence of a clear exit strategy is another major weakness to enhanced longer term sustainability.
Relevance / Design						The programme interventions are both internally and externally consistent which enhances its relevance. There is a coherent flow from UNDAF, CPD and GTP II to the GDPP. Programme repositioning has enhanced the programme relevance to the development context of the country. However, lack of indicator targets inhibits objective tracking of results.
Effectiveness						There is spirited activity implementation to an extent that most annual performance targets have been achieved or surpassed. However, the lack of overall performance targets constrained the assessment of progress at midline. Nevertheless, the programme interventions are well linked with the set outcomes. It is the outcome-impact linkage that is weak and requiring revision.
Efficiency						There is general consciousness for cost containment. UNDP has provided tools and guidance for financial management system despite the notably low capacity especially at the IPs. Emphasis on output based budgeting is a useful indication that programme expenditure is well aligned with the envisaged results.

Annex 2: References

Governance and Democratic Participation Programme (GDPP) Annual Report (Draft) October 2018 - June 2019 Addis Ababa

Programme document Governance and democratic participation programme (GDPP)

Government of Ethiopia and United Nations Development Programme (UNDP) June 2017

Annex 1 - Progress on Achievement of Results by Indicators during the reporting period (October 2018 – June 2019)

Annex 2 - Progress on Achievement of Results by Indicators during the reporting period (October 2018 – June 2019)

UNDAF 2017–2021 Results Matrix

Annual Progress Report United Nations Development Programme – Ethiopia Governance and Democratic Participation Programme (GDPP)- September 2018

Governance and Democratic Participation Programme (GDPP) Eighteen Months Work Plan (January 2019 - June 2020) by Quarter

Governance and Democratic Participation Programme (GDPP) Repositioning Paper November 2018

Governance and Democratic Participation Programme (GDPP) Sub-outputs and Indicators (Jan 2019 – Jun 2020)

Federal Democratic Republic of Ethiopia-Growth and Transformation Plan II (GTP II) (2015/16-2019/20) Volume I: Main Text National Planning Commission May, 2016 Addis Ababa

UNDP December 2019 Independent Country Programme Evaluation- Ethiopia

UNDP Ethiopia Country Portfolio Review-2019

United Nations Development Assistance Framework for Ethiopia 2016-2020

Annex 3: IPs specific achievements

HoPR
<ul style="list-style-type: none"> • 189 MPs and staff trained on legislative analysis, law making/drafting, public budget and finance; result-based management, leadership skills
<ul style="list-style-type: none"> • Conducted a study on parliamentary oversight tools and mechanisms,
<ul style="list-style-type: none"> • Developed a Call center and system for facilitating citizens engagement with the parliament and their representatives
<ul style="list-style-type: none"> • Established 1 forum as a platform for Federal Secretariats and Regional Standing Committees
<ul style="list-style-type: none"> • Developed 10 applications to use paper free system in the office work.
<ul style="list-style-type: none"> • Developed 1 guideline for framing the relationship between the House and DIs for effective oversight
<ul style="list-style-type: none"> • Developed 2 guidelines to strengthen regional states oversight functions and mechanisms
<ul style="list-style-type: none"> • Conducted 1 forum as platform for experience sharing on the need and importance of communication strategies at all levels. 111 federal and regional speakers participated
<ul style="list-style-type: none"> • Conducted 1 DIs forum for enhancing oversight functions of the institutions
<ul style="list-style-type: none"> • Conducted training of 60 members of parliament (36 women and 24 men) on gender issues
<ul style="list-style-type: none"> • 25 women leaders from federal and regional levels participated in the training
<ul style="list-style-type: none"> • Conducted training for 60 Women Caucus Members on transformational leadership and communication skill.
<ul style="list-style-type: none"> • Developed Representation function guideline for Members of Parliament
<ul style="list-style-type: none"> • Identified Potential partners for the establishment of Parliamentary research network between the House and selected think tanks/academia
<ul style="list-style-type: none"> • Conducted Systems analysis to establish requirements for developing a Digital system that facilitates easy access of laws and documents to the public.

NEBE
<ul style="list-style-type: none"> • Conducted 3 consultative fora with political parties focused on strengthening multiparty system in Ethiopia;
<ul style="list-style-type: none"> • Organized training programmes for 61 political parties on leadership, dispute resolution, and gender analysis and mainstreaming skills.
<ul style="list-style-type: none"> • Facilitated civic and voters' education Training of Trainers (ToT) targeting 76 representatives of civil society organizations
<ul style="list-style-type: none"> • Conducted a training needs assessment that guided the design & delivery of various tailor-made trainings.
<ul style="list-style-type: none"> • Developed a media engagement and communication strategy

<ul style="list-style-type: none"> • Conducted three assessments to identify gaps and strengthen operational systems; They are: Civic and Voters Education Impact; Training Center's Need Assessment; & NEBE's training need assessment. ;Assessment;
<ul style="list-style-type: none"> • Established an operational system for strengthening networking, integration, and coordination of federal and branch offices as well as key stakeholders.
<ul style="list-style-type: none"> • Conducted training for 97 key personnel from federal, branch offices and stakeholders on the operational system manual.
<ul style="list-style-type: none"> • Conducted a 5-day training for 65 staff on civic education, election-related dispute resolution, electoral planning & management, information communication technology, and election operation system
<ul style="list-style-type: none"> • Conducted Training of Trainers (ToT) on election planning and management for senior staff at main office & branch offices
<ul style="list-style-type: none"> • Conducted training on leadership, team building and emotional intelligence
<ul style="list-style-type: none"> • Developed a standardized communication strategy document at corporate level;
<ul style="list-style-type: none"> • Conducted a coalition building training targeting political parties aimed at improving the political sphere.
<ul style="list-style-type: none"> • Undertook institutional and legal reforms; eg. organizational structure reform and amendment of the electoral legal reforms
<ul style="list-style-type: none"> • Conducted a gender analysis of the draft electoral law of Ethiopia (2019);

OAG

<ul style="list-style-type: none"> • Finalized and launched the country's second generation of the National Human Rights Action Plan (NHRAP)
<ul style="list-style-type: none"> • Developed a code of conduct & ethical mechanism for ensuring efficient and effective service delivery;
<ul style="list-style-type: none"> • Modernized its complaints handling and feedback mechanism for ensuring customers'/clients' satisfaction;
<ul style="list-style-type: none"> • Organized 10 awareness raising sessions for Police Officers to advocate and enhance awareness on the use of soft and legitimate forces by law enforcement organs
<ul style="list-style-type: none"> • Prepared the Amharic version of a consolidated Domestic laws.
<ul style="list-style-type: none"> • Workshop on the challenges of legal drafting and law making in Ethiopia.
<ul style="list-style-type: none"> • Developed training materials on corruption and criminal justice administration

EHRC

<ul style="list-style-type: none"> • 4 manuals on human rights advocacy, advisory and other services developed or reviewed. They include: Human Rights and Conflict; Human Rights and Human Trafficking; Juvenile detention centers; and grievance redressing mechanism
<ul style="list-style-type: none"> • Developed a Human rights communications strategy
<ul style="list-style-type: none"> • 124 management and senior staff trained on leadership skills
<ul style="list-style-type: none"> • Organized 2 national consultative fora; one on the rights of people with disability; & the other on violence against women and children

<ul style="list-style-type: none"> • Finalized and launched the 2nd Generation of the NHRAP
<ul style="list-style-type: none"> • Provided free legal aid services to nearly 5000 vulnerable population in partnership with the Universities of Adigrat, Semera, Jijiga and Wollega
<ul style="list-style-type: none"> • Engaged in monitoring of the NHRAP through its federal offices and regional branches.
<ul style="list-style-type: none"> • Organized two dialogue forums on emerging issues related to the current reform agendas
<ul style="list-style-type: none"> • Initial work on the commission's data base upgrade undertaken.
<ul style="list-style-type: none"> • Conducted impact assessment of the national free legal aid services
<ul style="list-style-type: none"> • Conducted research on disability rights
<ul style="list-style-type: none"> • Conducted public human rights awareness creation particularly in 57 schools & and 226 security personnel from SNNPR, Amhara & Oromia regional states who were trained.
<ul style="list-style-type: none"> • Conducted needs assessment & training of 220 staff on "work ethics for human rights employees"
<ul style="list-style-type: none"> • Conducted training of 43 staff on Information management, access to information and communication. Of these, 13 were females.
<ul style="list-style-type: none"> • Prepared and validated one guideline on information recording, analysis, management and dissemination.
<ul style="list-style-type: none"> • Produced five spots on selected and timely human rights issues such as the rights for movement; human rights and conflict and the rights of disabled persons; development induced evictions and on the implementation of the NHRAP II.
<ul style="list-style-type: none"> • The produced spots have also been translated into 3 local languages and later aired on Amhara, Oromia, Tigray SNNPR, and Afar TVs.
<ul style="list-style-type: none"> • Provided free legal aid services to 2051 beneficiaries through the 20 legal aid centres that have been established in 4 Public Universities of: Assosa, Semera, Wolega and Adigrat.
<ul style="list-style-type: none"> • Has prepared two investigation reports through which recommendations and early warnings have been provided to the Government.
<ul style="list-style-type: none"> • Organized awareness session to 375 citizens (43% of women) in Dilla, Hageremariam, Adama and DireDawa on human rights, conflict and human trafficking).
<ul style="list-style-type: none"> • Conducted a monitoring visit to selected prisons and police stations to assess how farther ToT provided by the commission is cascaded to regions
<ul style="list-style-type: none"> • The Commission has also conducted consultations with 18 universities and identified human rights issues that needs to be addressed by various stakeholders
<ul style="list-style-type: none"> • Conducted research on access to public service for the disabled. Research report was produced & validated by relevant stakeholders and staff of the commission.
<ul style="list-style-type: none"> • The Commission has been conducting monitoring of the implementation of the UPR recommendations provided to Ethiopia. More specifically, the Commission monitored selected executive organs of government and produced a shadow report on the status of implementation.

EIO
<ul style="list-style-type: none"> EIO conducted a training needs assessment of the institute to identify knowledge and skills gaps
<ul style="list-style-type: none"> Conducted training for 270 institute's management and technical staffs. Areas covered were: Procedures of Information Handling/IMS; RBM, Job Evaluation & Grading; and Results Based Reporting and Organizing Financial Data.
<ul style="list-style-type: none"> Disseminated information through the radio to the public on access to information. This was especially in Afan Oromo, Somali and Amharic languages.
<ul style="list-style-type: none"> Organized a series of trainings to communication experts at the head office and branch offices on the Access to Information (ATI) directive called 'Disclosure of Information for Public Interest',
<ul style="list-style-type: none"> Conducted an assessment of existing fee system put in place in various organizations for accessing information.
<ul style="list-style-type: none"> Developed an Information Fee Regulation policy
<ul style="list-style-type: none"> Conducted an Impact Assessment on the effectiveness of EIO in addressing mal-administration and promoting good governance.
<ul style="list-style-type: none"> Conducted revision of EIO's Case Management Manual
<ul style="list-style-type: none"> Developed 4 guidelines and manuals: 1 directive on disclosure of information; 1 information fee regulation directive; 1 information handling and file management guideline; and 1 case management manual.
<ul style="list-style-type: none"> Developed a Gender Strategy Manual to guide gender mainstreaming in the Institute's work
<ul style="list-style-type: none"> Conducted 25 staff training in sign language in a bid to strengthen capacity of the institution in handling cases involving people with disabilities.
<ul style="list-style-type: none"> Prepared 9 Promotional Billboards in four languages (Amharic, Afan Oromo, Tigrigna and Afar) and displayed them in 9 places/towns (Addis Ababa, Adama, Bahirdar, Harar, Hawassa, Mekelle and Semera). This is aimed at raising public awareness on the mandate of EIO.
<ul style="list-style-type: none"> Conducted monitoring visits to the Internally Displaced Camps.

OFAG
<ul style="list-style-type: none"> Conducted several short and long-term skill-based trainings for 66 of its staffs. They included: Leadership; communication; IT Audit; Association of Chartered Certified Accountants (ACCA) or Certified Internal Auditors (CIA).
<ul style="list-style-type: none"> Conducted awareness raising workshops to raise the awareness of regional stakeholders on Audit. The workshops attracted 1,119 experts who were drawn from the Offices of Regional Auditor General and other stakeholders in the regions.
<ul style="list-style-type: none"> Developed and disseminated messages on audit ethics, integrity and transparency through electronic and print media like TV channels, radio, and newsletters. For example, OFAG published 7,500 copies of the Audit Annual Financial and Performance books and distributed to its staffs, stakeholders and customers.
<ul style="list-style-type: none"> In effect, GDPP has enabled the Office of Auditor General to increase its audit coverage.

FEACC
<ul style="list-style-type: none"> • Created a Platform for the Federal and Regional Anti-Corruption Agencies.
<ul style="list-style-type: none"> • Revitalized the National Anti-Corruption Coalition in the Fight against Corruption;
<ul style="list-style-type: none"> • FEACC organized a consultative forum of the coalition in June 2018.
<ul style="list-style-type: none"> • Developed strategy on youth and child ethics development
<ul style="list-style-type: none"> • Produced and broadcast TV spots and drama on ethics, integrity and anticorruption. For example, Five TV spots and one drama were produced and aired via Ethiopian Broadcasting Cooperation (EBC) channel 1 to educate the public on ethics, integrity and anti-corruption with themes mainly focusing on children.
<ul style="list-style-type: none"> • Reviewed institutional corruption prevention strategies and supported effective enforcement of the strategies for preventing and fighting corruption in high risk sectors such as tax and urban land administrations, construction, justice.
<ul style="list-style-type: none"> • Trained 685 senior officials of the prioritized high-risk sectors on ethics and ethical leadership.
<ul style="list-style-type: none"> • Conducted an assessment of Corruption in Mega Projects using the developed corruption detection tools.
<ul style="list-style-type: none"> • Conducted a training needs assessment that informed the development of comprehensive training package.
<ul style="list-style-type: none"> • Acquired equipment to strengthening its training component. They included: 3 LCD projectors, 1 laptop, 22 Printers, 4 colour printers and 2 full set managerial office furniture;
<ul style="list-style-type: none"> • Organized a Strategic Communication training workshop for 15 FEACC and REACCs media and communication experts.
<ul style="list-style-type: none"> • Developed gender mainstreaming manual to ensure gender equality at the Commission.
<ul style="list-style-type: none"> • Established a university ethics and anti-corruption club's forum in order to expand the political and civic spaces of citizens' participation as well as to strengthen transparency and accountability system in the universities.
<ul style="list-style-type: none"> • Organized a one-day consultative workshop on the implementation of the national children and youth ethics development strategy.
<ul style="list-style-type: none"> • Developed ethical standards and a code of conduct (CoC) for higher public officials in order to ensure that the interface with the public improves.
<ul style="list-style-type: none"> • Revised its establishment proclamation and the asset disclosure and registration proclamation.
<ul style="list-style-type: none"> • Commenced work to devise a National Anti-Corruption Policy & Strategy and to develop the tools and survey parameters for a National Corruption Perception Survey

HoF
<ul style="list-style-type: none"> • Conducted an analysis of Ethiopian Federal System, which resulted in a White Paper on Inter-Governmental Relations (IGR)
<ul style="list-style-type: none"> • Conducted a Nation-Wide Conflict Mapping exercise and organized a series of awareness session on Conflict Prevention in Oromia and SNNPR.
<ul style="list-style-type: none"> • Organized training for 99 constitutional interpretive bodies and judges from 11 regions on constitutional interpretation
<ul style="list-style-type: none"> • Produced as assessment document on the gaps and, limitation of existing systems and mechanisms for constitutional interpretation.

CCI
<ul style="list-style-type: none"> • Organized a training on constitutional interpretation that attracted 99 constitutional interpretive bodies and judges.
<ul style="list-style-type: none"> • Organized two consultative workshops to discuss constitutional interpretations including interpretation of complex cases.
<ul style="list-style-type: none"> • Developed an operational manual/rules of procedures for constitutional cases
<ul style="list-style-type: none"> • Provided Constitutional Interpretation for HoF & HoPR associated with the legality of the legal lacuna associated with the deferral of the 2020 General Election

EBA
<ul style="list-style-type: none"> • Skill strengthening and awareness of commercial, public, community media operators and EBA Staff members on various essential topics related to journalism and communications principles and practices.
<ul style="list-style-type: none"> • Participated in and contributed towards the drafting of the media policy
<ul style="list-style-type: none"> • Conducted series of meetings with democratic institutions that contribute for enhanced citizens' awareness and participation in decision making and political processes. Held quarterly, the meetings have provided a platform for stakeholders in the media industry to present and discuss the challenges and opportunities in the media environment.
<ul style="list-style-type: none"> • Conducted an advocacy training for the media standing committee in the House of Peoples Representatives
<ul style="list-style-type: none"> • Conducted technical capacity building for Community media stations for 23 trainees.
<ul style="list-style-type: none"> • Participated in the translation and customization of the draft media policy which helped to deepen the content.
<ul style="list-style-type: none"> • Conducted a training on court case reporting which attracted 74 media house operators (m 52 & f 22) working in public and commercial media both at federal and regional levels.

- Prepared a court case reporting manual which coupled with the training of the journalists is envisaged to significantly contribute to the respect of human rights.

MoP

- Conducted 2 rounds of regional and national conferences between different social groups to facilitate towards building national consensus
- Conducted a study on conflict management in the SNNPR that continue to guide the design of appropriate conflict management strategies.
- Was a key player in the formation of a permanent mechanism for consultation, mutual understanding and cooperation under the umbrella of the Inter-religious council.
- Delivered GDPP support in form of equipment such as printers, photocopier and computers to IRCE. This is envisaged to strengthen its capacity and effectively deliver its role and mission.
- Reestablished peace forums and peace clubs in 5 Woredas, 20 kebeles, in 10 secondary schools and 3 higher learning institutions as part of strengthening peace incubation centers in conflict prone areas.
- Provided capacity building trainings to 340 peace committee members, 102 peace club leaders, 190 University Peace Forum executive members and 150 members of the Media Forums with aim to strengthen the peace incubation centers

Annex 4: Itinerary

DATE/S	ACTIVITY	REMARK
January 3-6	Acquisition of documents and preliminary desk review	
January 6, 2020	Kick-off meeting	
January 7-24	Desk review and Inception report writing	Submission of draft IR on 24 January 2020
January 27 – February 3	Inception report reviewed by the UNDP and ERG	Feedback on IR received on 03 February 2020
February 3-10	<ul style="list-style-type: none"> Incorporation of feedback and production of final IR 	Submission of final IR on 10 February 2020
February 16	International consultant travels to Addis Ababa	
February 17	Inception report review meeting (morning) Developing detail agenda for stakeholder meetings (afternoon)	The IR is expected to be endorsed at the review meeting
February 18	Meetings/KIIs at UNDP	<ul style="list-style-type: none"> Country Representative Governance Team (TL, PS, PA) PMU Staff PMSU Team
February 19	Meetings/KII at MoF (morning)	
	Meetings/KII with staff of IP-1 (Afternoon)	
February 20	Meetings/KII with staff of IPs-2 and 3 (morning)	Team will split into 2
	Meetings/KII with staff of IPs-4 and 5 (Afternoon)	Team will split into 2
February 21	Meetings/KII with staff of IPs-6, 7 and 8 (morning)	Team will split into 3
	Meetings/KII with staff of IPs-9, 10 and 11 (Afternoon)	Team will split into 3
February 24-26	Field visit to selected regional states	
February 27	Internal team work (morning)	
	Meetings/KII with staff of DP 1 and 2 (Afternoon)	Team will split into 2
February 28	Meetings/KII with staff of DP 3 and 4 (Morning)	
	Internal team work (afternoon)	
March 2 - 4	Meetings/KII with selected CSOs and other stakeholders targeted by the programme	

March 5	Internal team work (working on preliminary findings)	
March 6	Debriefing with UNDP (preliminary findings)	
March 9 and 6	Preparation of draft report	
March 11	Validation workshop	
March 12 - 20	Continue preparation of draft report	Draft evaluation report will be submitted on March 20, 2020
March 23-27	Review and feedback on draft evaluation report	Consolidated feedback will be received on March 27, 2020
March 30-April 3	Incorporation of feedback and production of final report	Final report will be submitted on 03 April 2020
April 6-10	Preparation of evaluation brief	Evaluation brief will be submitted on 10 April 2020

Annex 5: Data collection tools



MTR GDPP

Key Informant Interview UNDP Project attached staff



Introduction

The UNDP is conducting a ‘formative’ mid-term review of the Governance and Democratic Participation Programme (GDPP). The review examines the design, implementation and management of the programme. It is carried out by an independent evaluation team. The mid-term review aims at enabling the Government and UNDP to draw lessons learned and ensure the Programme remains relevant and responsive to the needs of the country and also the intended programme beneficiaries. The results of the evaluation are expected to inform programme revisions and any necessary adjustments in the remaining period of the programme so as to ensure that the programme is more relevant, effective and efficient to achieve its intended results. We would like to receive your feedback on your experience with the GDPP. Your feedback – either positive or negative – is valuable and will be used as part of the overall analysis together with other information and data collected by the team. Your response will be kept anonymous.

Any questions before we begin?

Introduction

- Self-introduction
- Background of the project being evaluated
- Purpose of engagement/interview and how long it is expected to last
- How the respondent was selected
- Obtain consent (verbal or written):

Specific GDPP Project.....

Position of the respondent in the institution.....

Department.....

Departmental general Mandate.....

Specific role/benefit of the institution in/from the project.....

Interview Date.....

Interview start time End Time.....

Interview No

Interview conducted at

Respondent's Contact info: email.....Tel:

Interview Conducted By:.....

Theme 1: Programme/project Concept & design

- Respondent's role at the design stage of this project
- Respondent's role in the implementation of this project
- Programme/project identification process
- Project relevance
 - Extent to which the project addressed the needs of beneficiaries
 - Strategies adopted to enhance project relevance
 - Weaknesses & gaps in project relevance
 - Key lessons and best practices in enhancing project relevance
- Sufficiency of the designed interventions in responding to the analyzed problem.
 - Problem indicators that have been sufficiently addressed
 - Problem indicators that have not been sufficiently addressed
 - New trends in the problem that require redress
- Other issues in the conceptualization and design of the project

Theme 2: Project implementation

- Strengths, weaknesses and gaps in the project's implementation modality
- Evidence for the integration of adaptive management in project implementation
- Factors that have affected project implementation
 - Internal
 - External
 - Effect of these factors on quality implementation
- Stakeholder involvement in project implementation
 - Extent of stakeholder involvement
 - Specific avenues for stakeholder involvement
 - Benefits of stakeholder participation in project implementation
 - Viable strategies for enhanced stakeholder involvement in project implementation in future
- Beneficiary and partner selection criteria
- Presence of and level of adherence to clear selection criteria
 - The strengths and weaknesses of the beneficiary and partner selection criteria

- Effect of the above strengths & weaknesses on the selection of most appropriate beneficiaries and partners
 - Required improvements in the selection criteria
- Partnership strategy
- Structure, strengths, weaknesses and gaps
 - Efficiency gains from the adopted partnership strategy
 - Lessons learnt and best practices in partnership
 - Recommendations for partnership strengthening in future projects

Theme 3: Project effectiveness

- Key project achievements
- Output level results (target Vs actual)
 - Outcome level results (intended Vs unintended)
 - Output-outcome linkages
 - Project components under which great/weak results have been achieved and why
 - Viable strategies for expanding or accelerating the results
 - Evidence for gender mainstreaming in the project results
 - What is your general view about the program in terms of its importance and achievements?
 - To what extent do you think the program was able to realise its objectives
- Extent to which the project objectives have been achieved
- Factors that have affected the project results
- Facilitators
 - Inhibitors
 - Key lessons learnt

- Overall contribution of the project results towards the achievement of strategic outcomes

Theme 4: Project efficiency

- Adequacy of project resources (Funds, personnel & time)
- Effect of the availed project resources on the achievement of the desired results
- Evidence for the economical use of project resources
- Success and failures of the adopted strategies to achieve cost effectiveness of project implementation
- Specific strategies adopted
 - Strengths

- Weaknesses
 - Lessons learnt and best practices
 - Recommendations for enhanced project efficiency in future
- Adequacy of project management capacity
- Specific capacity gaps experienced during programme implementation
 - Causes and effects of such gaps on the achievement of the project results
 - Strategies for addressing capacity gaps in future programmes

Theme 5: Programme sustainability

- The presence and structure of sustainability plans
- Implementation status of the strategy
 - Strengths, weaknesses and gaps of the exit strategy
 - Other recommended sustainability enhancement measures
- Level of success in mainstreaming participation, ownership, contribution and capacity strengthening in the project
- Lessons learnt and best practices in sustainability enhancement

Theme 6: UNDP programming principles

- Integration of key cross-cutting issues in the project design and implementation.
- a) Gender equality & women empowerment
 - b) Results based management
 - c) Human rights
 - d) Local capacity building
- Gaps in the integration of the above cross cutting issues in project design & implementation
- Recommended strategies for enhanced integration of UNDP's key programming principle

Additional KII Guide Questions

Relevance

1. To what extent the operations and objectives of the GDPP are consistent with country priorities and policies as well as the needs of targeted institutions or groups? To what extent were the interventions respond to the needs of vulnerable groups and women? To what extent the programme is aligned to SDGs and UNDAF?
2. Were the approaches and strategies used relevant to achieve intended sub-outputs, outputs and outcomes of the programme/intervention? Was the overall design of the programme appropriate, coherent and realistic?

Effectiveness:

3. To what extent the programme achieved its planned outputs and outcomes?
4. What were the major factors that positively or negatively impacted the achievement of results?
5. What are lessons learned and good practices to take for future effective and efficient implementation of the programme?

Efficiency:

6. To what extent were the management, coordination and implementation mechanisms and structures appropriate and efficient?
7. Are sufficient resources allocated to the programme? Have programme funds and activities been delivered in a timely manner? If there were delays, what were the causes?
8. Does the programme cost efficient? Do the cost per output/sub-output the most cost effective or are there areas where savings should be made to reduce costs?

Sustainability:

9. What is the likelihood that the programme achievements and interventions will be sustained during the remaining programme period and beyond?
10. To what extent do the implementing partners show ownership of the programme, results, and lessons learned and their ability to continue with the programme with limited or without intervention from UNDP?
11. To what extent the programme established and maintained effective partnership with development partners, government, Civil Society Organizations (CSOs), etc.?

Lessons learned and recommendations

12. In your opinion, what are the major lessons to be drawn from the implementation of the GDPP?
13. What recommendation do you suggest to improve the implementation of the GDPP and sustain achievements in the remaining period of its implementation?



MTR GDPP

Self-administered Questionnaire Selected Implementing Partners

Introduction

Dear Respondent!

Your Organisation/Ministry/Department/Agency has been randomly selected to participate in this Mid-term Review of GDPP. You are kindly requested to fill in this on-line questionnaire and submit it back to the evaluation team. Some questions are closed ended and therefore requiring you to tick the most appropriate response(s) from the provided options while others are open ended requiring you to provide brief and concise explanations. As soon as you click the submit button, this form shall be received back.

Thank you for taking off some time to respond to these questions. Your answers shall be treated with utmost confidentiality in respect to the research ethics of UNDP.

Specific CPD Project(s).....

Position of the respondent in the Organisation.....

Nature of the organization: Gov't Office ☐ CSO ☐ Private sector ☐ Other(s)

Specify.....

Organisation's general Mandate.....

How long have you been working in this office: < a year ☐ 1-3 Yrs ☐ 4-6 Yrs ☐

Above 6 Yrs ☐

Qn questions
No

Possible responses

codes

Theme 1: Programme/project Concept & design

1.1	Did you or your organisation participate in the design of this project?	Yes No	1 2
1.2	If Yes above, what specific role did you play in the design of the project	.....
1.3	If Yes/No above, how was your organisation selected to participate in the implementation of the project	Through competitive bidding process Made an application as an organisation Purposively selected given our mandate Not sure Other(s) specify	1 2 3 4
1.4	How has your participation or non in the project design affected the implementation of the delegated tasks to your organisation?	.....
1.5	The project concept and design are relevant to the development priorities of Gambia	Strongly agree Agree Not sure Disagree Strongly disagree	1 2 3 4 5
1.6	Give reason for your answer above	.....
1.7	The project concept and design are relevant to the needs of the beneficiaries	Strongly agree Agree Not sure Disagree Strongly disagree	1 2 3 4 5
1.8	Give reason for your answer above	.....
1.9	The project addresses gender needs satisfactorily	Strongly agree Agree Not sure Disagree Strongly disagree	1 2 3 4 5
1.10	Give reason for your answer above	.....
1.11	To what extent do you believe that UNDP is best placed to lead the implementation of this project?.	Larger extent Some extent Not sure Lesser extent Not at all	1 2 3 4 5
1.12	Give reason for your answer above	.....
1.13	If this project was to be redesigned, what		

modifications would you propose and why?

Theme 2: Project effectiveness

2.1	In the light of the project targets that relate to your organisation, to what extent has the project achieved them?	Greater extent	1
		Some extent	2
		Below average	3
		Not sure	4
2.2	Give reason for your answer above	.....
2.3	Which of these population categories have benefited most from project	Men	1
		Women	2
		Youths	3
		PWDs	4
		Both men & women	5
		Not sure	6
2.4	Give reason for your answer above	.....
2.5	What do you consider to be the most outstanding achievements of the project?	.....
2.6	UNDP has partnered well with other organisation in the implementation of this project.	Strongly agree	1
		Agree	2
		Not sure	3
		Disagree	4
		Strongly disagree	5
2.7	Give reason for your answer above	.....
2.8	What factors have affected the implementation of this project	Facilitators:.....	
		
		Inhibitors:.....	
		
2.9	With justifications, what key recommendations would you give to improve the performance of the project in the next implementation phase		

Theme 3: Project efficiency

3.1	What challenges have you faced in the financial management of the project?	.....
		
3.2	What strategies are employed to ensure economical use of project resources?	.....
		
3.3	What M&E challenges has affected the project and how?	.....
		

3.4	What key improvements in the financial management of the project would you suggest and why?		
3.5	The project's financial management system is sufficient to ensure economical use of resources	Strongly agree Agree Not sure Disagree Strongly disagree	1 2 3 4 5
3.6	In the light of total project activities you are to undertake, what % of these has been successfully delivered		
3.7	What percent of the project budget has been realised so far and what percentage of these has been spent?		

Theme 4: Sustainability

4.1	Are you aware of any sustainability plan of this project?	Yes No Not sure	
4.2	To what extent do you believe that the project interventions can continue beyond the finding period of UNDP?	Greater extent Some extent Not sure Lesser extent Not at all	1 2 3 4 5
4.3	What do you consider to be key opportunities or threats to project sustainability?	Opportunities:..... Threats:.....	
4.4	What strategies do you consider necessary to ensure sustainability of this project?		
4.5	On a scale of 1-5 (1 being the highest and 5 the lowest) what score would give UNDP regarding the way it is managing this project?		1 2 3 4 5
4.6	Give reasons for your answer above	.....

4.7 What key improvements in the general project management approaches used by UNDP & why?

Thank You for your Cooperation!

KEY INFORMANT INTERVIEW GUIDE

Introduction

The UNDP is conducting a 'formative' mid-term review of the Governance and Democratic Participation Programme (GDPP). The review examines the design, implementation and management of the programme. It is carried out by an independent evaluation team. The mid-term review aims at enabling the Government and UNDP to draw lessons learned and ensure the Programme remains relevant and responsive to the needs of the country. The results of the evaluation are expected to inform programme revisions and any necessary adjustments in the remaining period of the programme so as to ensure that the programme is more relevant, effective and efficient to achieve its intended results.

We would like to receive your feedback on your experience with the GDPP. Your feedback – either positive or negative – is valuable and will be used as part of the overall analysis together with other information and data collected by the team. Your response will be kept anonymous.

Any questions before we begin?

Relevancy

- 1) How does the programme feed into national priorities?
- 2) What local development initiatives does the programme support?
- 3) How is the programme delivering on SDG outcomes?
- 4) How are women benefiting from the programme outcomes?
- 5) What gender sensitive approaches have been adopted by the programme during the implementation of its activities?
- 6) What human rights approaches have been used to deliver on programme results?
- 7) To what extent have the most vulnerable benefitted from the programme?
- 8) What measures were taken to ensure the most vulnerable are inclusive?

Effectiveness

- 1) To what extent have the outputs been achieved?
- 2) To what extent have the outcomes been realized?
- 3) Were outputs and outcomes relevant and coherent?
- 4) What were favourable factors to achieving intended results so far realized?
- 5) What have been the inhibiting factors to achieving intended results?
- 6) What partnerships have been made between UNDP, Government of Ethiopia, UN agencies, CSOs and the Media?
- 7) How have been the partnership been operationalised on the ground during the implementation of programme activities?
- 8) How is gender equality being realized?
- 9) Are there any indicators of women empowerment so far?
- 10) How are the needs of the vulnerable and Youth being met by the programme?

Efficiency

- 1) Were resources properly used?
- 2) Was there value for money?

- 3) Were activities delivered as planned?
- 4) What challenges were faced in actualizing the planned activities?
- 5) What stop gap measures were adopted to ensure that all planned activities are executed as planned?
- 6) What are lessons learned and good practices to take for future efficiency in the implementation of the programme?

Sustainability

- 1) Which Federal, state and Local government institutions are involved in the implementation of the programme?
- 2) What policy, legislative reforms and institutional measures have been put in place to ensure sustainability of programme results so far realized?
- 3) What financial sustainability measures have been put in place through budgetary allocations from the government of Ethiopia, programming of development partners, Civil Society and women groups to ensure continuity of programme results?
- 4) How have young people been included in public governance and decision making in all tiers of government?
- 5) What evidence shows that there is buy-in from federal, state and local government institutions that will sustain programme results?
- 6) What concrete steps can be taken to ensure that the programme results so far realized are sustainable?

Partnerships

- 1) What were the forms of partnerships put in place to implement programme activities?
- 2) How did the partnerships help or hinder delivery of planned sub-outputs, outputs and outcomes?
- 3) What role has CSOs and Media played in the programme?
- 4) What strengths, weaknesses and gaps are inherent in the partnership arrangements with CSOs and Media?
- 5) What challenges were faced during the implementation of the partnerships?
- 6) What were the lessons learnt during the implementation of partnerships?
- 7) What were the best practices registered during implementation of the partnerships?

M&E Management and coordination

- 1) Was the M&E plan systematically applied and was it appropriate to the Programme?
- 2) What were the modalities of M&E put in place?
- 3) Were they the right M&E modalities for the joint programme?
- 4) To what extent was the M&E system implemented as planned?
- 5) Any challenges were faced in the implementation of the M&E system of the programme?
- 6) What do you suggest can be changed in the current M&E system of the programme?

Cross-cutting issues

Human Rights

- 1) What specific programme gains have accrued to women, youth and the vulnerable?
- 2) What challenges have been faced in mainstreaming human rights in the programme activities?
- 3) What strategies have been put in place to ensure equitable distribution of programme benefits?

Gender

- 1) How was gender mainstream in the implementation of the programme activities?
- 2) How are the programme results disaggregated by gender?
- 3) What is the degree to which gender issues are addressed in the programme?
- 4) What factors have hindered successful gender mainstreaming in the programme activities?
- 5) How best can gender issues be mainstreamed in the remaining period of the programme?



Focus Group Discussion Guide

MTR GDPP

Introduction

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Any questions before we begin?

Introduction

- Self-introduction
- Background of the project being evaluated
- Purpose of engagement/interview and how long it is expected to last
- How the respondent was selected
- Obtain consent

Relevance:

- 1) How has the programme addressed your needs? (Women, Youth and vulnerable and Legislators)
- 2) Were the approaches and strategies used helpful/supportive to your institution?
- 3) What is it that was done well during the implementation of activities?

Effectiveness:

- 1) How have the political changes in government of Ethiopia helped or hindered the implementation of the programme activities?
- 2) What has the programme achieved so far as improvement in governance at Federal, State and local government level?

- 3) How has the programme contributed to promotion of human rights?
- 4) How has the programme contributed to solving conflict in your area?
- 5) What are the lessons and good practices that can be of help for future improvement of the programme in the remaining period?

Efficiency:

- How well was the programme resources used during the implementation of activities?
- How were the programme activities implemented in terms of timely delivery?
- Were the resources required for implementation of activities delivered on time?
- Are there an areas where would be savings in costs during the implementation of the programme?

Sustainability:

- 1) How are the programme interventions likely to continue when it comes to an end?
- 2) How do changes in political leadership and devolution likely to contribute to continuity of the interventions when the programme ends?
- 3) What are the indicators that you will continue promoting programme results when it comes to an end?
- 4) How are the programme partnerships with Development partners, Government and CSOs likely to continue supporting the outcomes?

Cross cutting issues

- 1) How has the programme promoted human rights in Ethiopia?
- 2) How has the programme promoted gender mainstreaming in the implementation of its activities?

Annex 6: List of evaluation participants

Inception meeting at UNDP, February 21, 2020

Name of participant	Organisation	Responsibility	Contact address
Kiros Hintsa	UNDP/FEACC	Programme Officer at FEACC for GDPP	0911107008, kiros.hintsa@undp.org
Eyasu Yimer	UNDP/HoPRs	Programme Officer at HoPRs for GDPP	0911685398, eyasu.yimer@undp.org
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Tsige Alemayehu	UNDP	Programme Analyst	0911403493,
Fisseha Mekonen	UNDP	Programme Specialist	0911127050
Teweldebirhan Girma	UNDP	M&E Specialist	0910486345
Shimels Assefa	UNDP	Governance & Capacity Development Team Leader	0911505201
Yoseph Endeshaw	Consultant	Team member	0911648395
Cliff B. Nuwakora	Consultant	Team Leader	256772525668
Wubshet Ergetie	Consultant	Team member	0944755647

Interviews with UNDP officials and experts

Name of participant	Responsibility	Date of interview	Contact address
Cleophas Torori	Deputy Resident Representative (Programme)	Feb. 24	0930000167, cleophas.torori@undp.org
Teweldebirhan Girma	GDPP M&E Specialist	Feb. 24	0910486345, teweldebirhan.girma@undp.org
Shimels Assefa	Governance & Capacity Development Team Head	Feb. 24	0911505201, shimels.assefa@undp.org
Afewerk Fekadu	Governance Programme Officer	Feb. 24	afework.fekadu@undp.org
Yodit G/Tinsae	Program Implementation Support Officer (PMSU)	Feb. 24	0911129468 Yodit.g.tinsae@undp.org
Bisrat Kurabachew	Resource Planning & Management Assistant (PMSU)	Feb. 24	0912634475 Bisrat.kurabachew@undp.org

Interviews with IPs in Addis Ababa

Name of participant	Organisation	Responsibility	Date of interview	Contact address	Remarks
Eyasu Yimer	HoPR	GDPP Program Officer	Feb. 25	0911685394	
Eden Negash	MoP	UNDP-Seconded Finance Officer at MoP	Feb. 26	0910069149	
Yibekal Gizaw	OAG	Head of National Human Rights Action	Feb. 26		

		Plan Office (GDPP Focal Person)			
Yonas Getahun	MoF	Director, UN Agencies, CREG Facility and Regional Economic Cooperation Directorate	Feb. 27	0911167224	
Haregot Abreha	FEACC	Director, Ethics Infrastructure Coordinating Directorate, and Acting Focal Person for GDPP	Feb. 27	0913545143	FGD with FEACC members of GDPP Technical Team
Alamirew Kumlachew	FEACC	Director, Ethics Education & Training Center	Feb. 27	0911194311	
Addis Lemma	FEACC	Media Education Team Coordinator	Feb. 27	0911670343	
Achamyelesh Shalemo	FEACC	Director, Women, Children & Youth Affairs Directorate	Feb. 27	0911421646	
Hirut Melkamu	FEACC	Corruption Prevention Directorate Team Leader	Feb. 27	0911126805	
Desalegn Weyesa	CCI	Head of CCI	Feb. 27		
Kebede Tadese	CCI	Deputy Head of CCI	Feb. 27		
Getachew Gudina	CCI	Director, Constitutional Research Directorate	Feb. 27		
Yohannes Desalegn	CCI	Director, Procurement, Finance and G. Admin	Feb. 27		
Eshet Gebre (PhD)	EHRC	Deputy Chief Commissioner	Feb. 27		
Meseret Mamo	EHRC	Commissioner, Women and Children	Feb. 27		
Biniam Gidey	EHRC	Team Leader, Planning	Feb. 27		
Alemayehu Jemal	EHRC	Team Leader, Finance	Feb. 27		
Wubtayehu Bati	EHRC	Director, Human Rights Promotion	Feb. 27		
Teshome Guta	EHRC	Director, Finance and Procurement	Feb. 27		
Zewdnesch Zegaye	EHRC	Director, Investigation	Feb. 27		
Negussie Simie	EHRC	Director, Planning	Feb. 27		
Marsie Assefa	EHRC	Director, Communication	Feb. 27		
Kebede Kayima	HoF	Secretary General of HoF and GDPP PMB Member	Feb. 28	0911904165	

Muktar Nassir	HoF	Director, Conflict Resolution and Peace Building Directorate	Feb. 28	0911372808	
Bizuneh Assefa	HoF	Program Officer at HoF for GDPP	Feb. 28	0911749138	
Dejene Deboch	OFAG	Director	Feb. 28		
Birhanu Asaye	OFAG	Director, Finance and Procurement	Feb. 28		
Abera Tefera	OFAG	Project Coordinator	Feb. 28		
Aysha Redi	OFAG	Accountant	Feb. 28		
H.E. Almaz Mekonnen	MoP	State Minister, Peace and Nation Building	Mar. 12	0115582819	
Asma Redi	MoP	Strategic Partnership and Subordinate Institutions Coordination Officer	Mar. 12	0910672197	FGD with relevant staff of Ministry of Peace
Asst. Com. Gashu	MoP	Director General for Law Enforcement	Mar. 12	0906672201	
Tigist Engdaw	MoP	Senior Advisor on Peace Building & Reconciliation	Mar. 12	0911224461	
Rahwa Mussie (PhD)	MoP	Director General for Peace Building	Mar. 12	0911690924	
Migbaru Ayalew	MoP	Director General for Conflict Early Warning, Response & Sustainable Solutions	Mar. 12	0115539719	
Shanko Delelegn	MoP	Director, Resource Mobilisation Directorate	Mar. 12	0911698985	
Haji. Masoud Adem	Inter-Religious Council	Head, Public Relations Department	Mar. 12	0938845118	
Bizuwork Ketete	NEBE	Board Member	Mar. 31	0911180837	By phone
H.E. Dr. Misrak Mekonnen	HoRP	Secretary General, HoRP Secretariat, Co-chair of PTC	Apr. 7	0911526297	By phone
Dr. Getachew Dinku	EBA	Director General	Apr. 8	0911200833	By phone
H.E. Tamir Kebede		Deputy Secretary General, HoRP	Apr. 10	0911844433	By phone

Interviews at Bahir Dar with stakeholders in Amhara Regional State

Name of participant	Organisation	Responsibility	Date of interview	Contact address	Remarks
Seid Mohammed	Amhara REACC	Anti-corruption Education & Communication Officer	Mar. 3	0918763257	
Moges Worku	Amhara REACC	Planning Officer	Mar. 3	0582207987	
Fasil Taye	Amhara region Inter-Faith Council	Coordinator, Amhara region Inter-Faith Council	Mar. 3	0918765733	

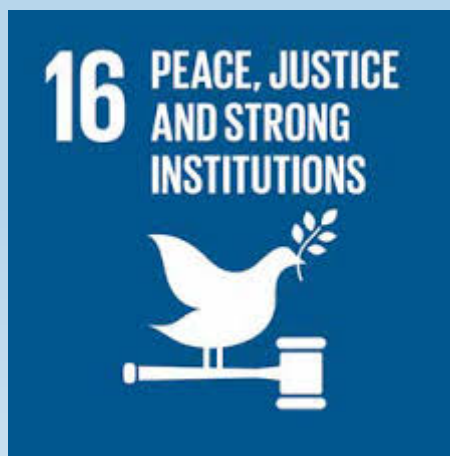
Enawgaw Derseh	Amhara Teachers' Union	President, Amhara Teachers' Union	Mar. 3	0582264937 0918652186	FGD with members of Regional Anti-corruption Forum (CSOs) for GDPP
Gubay Kahalid	Amhara Region Bureau of Education	Ethics & Anti-corruption Officer for Education	Mar. 3	0918058218	
Mengesha Belay	Amhara Chamber of Commerce & Sectoral Associations	President, Amhara Chamber of Commerce and Sectoral Associations,	Mar. 3	0918780554	
Hulagerish Berihun	Amhara REACC	Regional Anti-corruption Forums Coordination & Support Officer	Mar. 3	0945576019	
Semegn Kasse	Amhara ORAG	Deputy Auditor General	Mar. 3	0918340239	FGD with relevant staff of ORAG
Habte Ayalew	Amhara ORAG	Planning Officer	Mar. 3	0918718226	
Getaneh Tadesse	Amhara ORAG	Public Relations Officer	Mar. 3	0920561092	
Wubetu Aschalew	Amhara Region State Council	Procurement, Finance & Property Administration Director, and Acting Head of the Council Secretariat	Mar. 5	0582202659	
Gashaw Admassu	Amhara Region State Council	Head, Legislative Oversight & Professional Support Core Process	Mar. 5	0918726934	

Interviews at Semera with stakeholders in Afar Regional State

Name of participant	Organisation	Responsibility	Date of interview	Contact address
Mahmud Hussen	Afar Regional State Council Secretariat	Director, Monitoring and Evaluation	Mar. 3	0926726629
Kebedow Desta	Afar Regional State Council Secretariat	Manager, Budget M&E	Mar. 3	
Osman	Semera University	Dean, Law Faculty	Mar. 3	0912104607
Mohamed Edris	Afar ORAG	Director, Audit Research and Development	Mar. 4	
Sied Ali	Afar ORAG	Manager, Audit Research and Development	Mar. 4	
Usman Mohamed	Afar ORAG	Team Leader	Mar. 4	
Mohamed Abdela	Afar REACC	Director	Mar. 4	0983181950
Solomon Legese	Afar REACC	Research and development Expert	Mar. 4	0911913689

Interviews with Development Partners who are supporting GDPP

Name of participant	Development Partner	Responsibility	Date of interview	Contact address
Mads Ettrup	Royal Danish Embassy	Counsellor-Chief Financial Officer, Team Leader-Bilateral Affairs and Finance	Mar. 6	0911512700 madset@um.dk
Trine Louise Mågård Hansen	Royal Danish Embassy	First Secretary on Governance and Climate	Mar. 6	0944305152 triha@um.dk
Karin Borovic	Embassy of Sweden	First Secretary, Program Manager Democratic Gov. Human Rights, Gender Equality	Mar. 9	0911225371 karin.borovic@gov.se
Annika Nordin Jayawardena	Embassy of Sweden	Minister Counsellor, Deputy Head of Mission, Head of Bilateral Dev. Cooperation Section	Mar. 9	0911210901 annika.jayawardena@gov.se
Stefan Hlavac	Austrian Embassy Dev. Cooperation	Counsellor, Head of Office	Mar. 9	0115533828 stefan.hlavac@ada.gv.at
Tsega Gebremeskel	UN Women	Programme Officer, Leadership and Governance	Mar. 9	0911472227 tsega.gebremeskel@unwomen.org
Anne Karine Jahren	Norwegian Embassy	Political Officer	Mar. 9	anne.karine.jahren@mfa.no



Funding Partners:

