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CROSS BORDER PROJECT MID-TERM REVIEW REPORT



Project title: Cross – Border Cooperation between Ethiopia and Kenya
for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Basic Report Information:

Project Title:	Cross-border cooperation between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale cluster
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Mr. Edwin Ochieng Okul, MTR Consultant

Mr. Edin Hussein, MTR Research Assistant

Foreword

While insecurity in the Kenya-Ethiopia border area is often considered as arising from competition over scarce resources, there are broader dimensions to local conflicts. These revolve around a long history of social, cultural, economic and political exclusion. The role of government in the provision livelihood, security and support to pastoral communities is, overall, poor. Both the Kenyan and Ethiopian governments have a propensity to occasionally use approaches that give pastoral communities reasons to feel alienated. Lack of political will and corruption likewise frustrates efforts to keep peace. It is also a region that continues to be an epicentre of fragile conflict because of unresolved border disputes and spill-over effects from porous borders as well as the proliferation of small arms and light weapons.

A change in tack, as provided for under the Kenya-Ethiopia Cross-border Project is inevitable to solving such cross-border conflicts and tensions, especially between communities in Kenya and Ethiopia. The United Nations Development Programme (UNDP), in collaboration with the Governments of Ethiopia and Kenya, and the Intergovernmental Authority on Development (IGAD), started implementation of this Cross-border cooperation project between Ethiopia and Kenya for conflict prevention and peacebuilding in Marsabit Moyale cluster. The project aims to resolve challenges of peace and security in the Cross-border regions through implementation of inter-state Integrated Socio-Economic Development frameworks. Conflict between Cross-Border pastoralist communities have been a deterrent to exploration of potential for productivity of these regions.

In Kenya, the objectives of the project are in line with the Government of Kenya's (GOK) policy under the Third Medium-Term Plan (MTP III 2018- 2022) of the Sector Working group of Security, Peace Building and Conflict Resolution that emphasizes the importance of addressing cross-border conflicts and regional instabilities as well as strengthening early warning systems. In Ethiopia, the objectives of the project are well-aligned with Growth and Transformation Plan II and other subsequent national and regional plans.

In this era of results-oriented management, evaluations are playing an increasingly important role in programme improvement. To this end, the UNDP is committed to ensuring its evaluations yield valuable knowledge, and that knowledge is used to improve programme performance. UNDP commissioned this MTR which aptly illuminates the progress towards the achievement of the project objectives and outcomes and assesses early signs of project successes and failures. It identifies the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR also reviews the project's strategy, and its risks to sustainability and includes recommendations to apply in the remaining period of the project.

Through this project, UNDP together with the two governments, in partnership with IGAD and the European Union (EU), are gradually but assuredly turning around the status quo. Committed staff of both governments, IGAD and the UN family have worked tirelessly to ensure that the maximum technical support is availed to both county and regional governments to implement this multi-year project. The project has greatly reduced vulnerability and increased the resilience of communities affected by conflict in the border region by building their capacity and identifying and promoting sustainable livelihood projects and conflict management strategies. To end the recurrent violence, deep-rooted problems stemming from negative ethnicity in political competition must be decisively dealt with. The respective governments also need to earmark more resources to support the various peace initiatives in the region. This can be done by fast-tracking the accomplishment of infrastructure projects to entice and increase different economic and development activities.

Walid Badawi, UNDP Kenya Resident Representative

Turhan Saleh, UNDP Ethiopia Resident Representative

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Acronyms and Abbreviations

ADR	Alternative Dispute Resolution
ASALs	Arid and Semi-Arid Lands
AU	African Union
AWP	Annual Work Plan
CEWARN	Conflict Early Warning and Response Mechanism
CIDP	County Integrated Development Plan
CIFA	Community Initiative Facilitation and Assistance
COMESA	Common Market for East and Southern Africa
CSOs	Civil Society Organizations
CTA	Chief Technical Advisor
DPCs	District Peace Committees
ETFA	Emergency Trust Fund for Africa
EU	European Union
EUTF	European Union Trust Fund
EWB	Early Warning Response
EWS	Early Warning System
FAO	Food and Agriculture Organization
FCDC	Frontier Counties Development Council
GIS	Geographical Information System
GPF	Global Peace Foundation
GPLC	Global Peace Leadership Conference
HOA	Horn of Africa
HODI	Horn of Africa Development Initiative
IEBC	Independent Electoral and Boundaries Commission
IGAD	Inter-Governmental Authority on Development
IOM	International Organization for Migration
LPAC	Local Project Appraisal Committee
MCA	Member of County Assembly

MOSS	Minimum Operating Security Standards
MP	Member of Parliament
MYWO	Maendeleo Ya Wanawake Organization
NGO	Non-Governmental Organization
NPRs	National Police Reservists
NSC	National Steering Committee
OLF	Oromo Liberation Front
PAR	Participatory Action Research
P/CVE	Prevention and Countering of Violent Extremism
PLWD	Person Living with Disability
PMU	Programme Management Unit
PSF	Private Sector Foundation
SDG	Sustainable Development Goal
SIDA	Swedish Development Agency
SMT	Security Management Team
UN	United Nation
UNCT	United Nation Country Team
UNDP	United Nation Development Programme
UNDSS	United Nation Department of Security Service
UNICEF	United Nation Children’s Fund
WHO	World Health Organization

1. EXECUTIVE SUMMARY

1.1 Project Information Table

Contributing Outcome (UNDAF/CPD, RPD or GPD):	By 2021 Kenya and Ethiopia are peaceful, secure and inclusive	
Indicative Output(s):	a) Government and non-state actors have technical and financial capacity to promote reconciliation, social cohesion and integration through dialogue, mediation/alternative dispute resolution (ADR); b) Government institutions have capacities for formulation and implementation of gender and human rights responsive strategies and action plans on Prevention and Countering of Violent Extremism (P/CVE).	
Total resources required:	USD 2,037,238 ¹	
	Kenya	USD 974,682
	Ethiopia	USD 1,633,649
	UNDP TRAC:	
	EU:	USD 4,455,750 ²
	Government (10%)	
Unfunded:	GOK	

Table 1 Project Information (Source: Project Document)

1.2 Project Description

UNDP, in cooperation with the Governments of Ethiopia and Kenya, and the Intergovernmental Authority on Development (IGAD), is implementing this Cross-border cooperation project between Ethiopia and Kenya for conflict prevention and peacebuilding in Marsabit-Moyale cluster. The objectives of the project are in line with the Government of Kenya's (GOK) policy under the Third Medium-Term Plan (MTP III) (2018-2022) of the Sector Working group of Security, Peace Building and Conflict Resolution that emphasizes the importance of addressing cross-border conflicts and regional instabilities as well as strengthening early warning systems. In Ethiopia, the objectives of the project are well-aligned with Growth and Transformation Plan II and other subsequent national and regional plans, including the Government's policy to address the violent resource-based inter-clan and other conflicts in the border areas³. The three-year project is a response to the Memorandum of Understanding (MoU) signed by the Governments of Ethiopia and Kenya to promote sustainable peace and socio-economic development in the border region of both countries. It focuses on supporting the implementation of peace building and prevention of violent conflict initiatives aimed at reducing vulnerability and increasing resilience of communities affected by conflict in the border areas of Marsabit County, Kenya and the Borana and Dawa Zones, Ethiopia. This project is part of the Cross-

¹ Kenya CO EU Budget. Total EU Funded Cross Boarder Budget for Ethiopia and Kenya= US\$4,455,750

² This is initial total amount pledged but recently has been reduced.

³ Ministry of Agriculture of Ethiopia (2012). Ethiopia Country Programme Paper to end Drought Emergencies in the Horn of Africa. Addis Ababa. Author and the Government of Kenya (2017) Security Peace Building and Conflict Management Sector Third Medium Term Plan, 2018-2022. (Draft). Nairobi. Author.

Border Integrated Programme for Sustainable Peace and Socio-economic Transformation: Marsabit County, Kenya; and Borana and Dawa Zones, Ethiopia.

The key result areas of the project include:

1. *Improved capacity of local governments for preventing conflict and promoting sustainable peace;*
2. *Enhanced peace and strengthened community resilience to prevent conflict and withstand shocks; and*
3. *Efficiency and effective delivery of outputs and activities on conflict prevention and peace building enhanced.*

The project is organized around the following outputs: (i) Capacity of local institutions for conflict prevention assessed; (ii) Delivery of policy development framework and planning for cross-border peace initiatives conducted; (iii) Local government officials and community members are trained on conflict prevention, peacebuilding and small arms control; (iv) Community members trained on citizen participation in peacebuilding and social cohesion; (v) Peace Committee Members in Marsabit County, Borana and Dawa zones trained and mobilized to function in their roles in peace initiatives (vii) Local communities trained on conflict early warning and attend annual policy dialogues for conflict prevention; (viii) IGAD's Conflict Early Warning and Response Mechanism (CEWARN) strengthened for conflict prevention in the target area (ix) Tangible peace dividends are delivered to local communities, with a focus on effective natural resource management; (x) Project Management Unit established; (xi) Monitoring, evaluation and reporting.

The project is expected to run from 14 February 2018 to 14 February 2021 with a total budget of USD 2,037,338 funded by EU. The GOK was also expected to fund 10%, the total budget.

1.3 Project Progress Summary

- (i) Capacity of local institutions for conflict prevention assessed;
- (ii) Delivery of policy development framework and planning for cross-border peace initiatives conducted;
- (iii) Local government officials and community members are trained on conflict prevention, peacebuilding and small arms control;
- (iv) Community members trained on citizen participation in peacebuilding and social cohesion;
- (v) Peace Committee Members in Marsabit County, Borana and Dawa Zones trained and mobilized to function in their roles in peace initiatives;
- (vii) Local communities trained on conflict early warning and attend annual policy dialogues for conflict prevention;
- (viii) IGAD's Conflict Early Warning and Response Mechanism (CEWARN) strengthened for conflict prevention in the target area;
- (ix) Tangible peace dividends are delivered to local communities, with a focus on effective natural resource management;
- (x) Project Management Unit established; and
- (xi) Monitoring, evaluation and reporting is undertaken across the project clusters.

1.4 MTR Ratings and Achievement Summary Table

Measure	MTR Rating	Achievement Description/Rationale
Project Strategy	N/A	
Progress Towards Results	Objective Achievement Rating: 5/6	It is expected that the end-of project objectives will be achieved without serious shortcomings.
	Outcome 1 Achievement Rating: 5/6	It is expected that the end-of project targets will be achieved or exceed, as long as the current shortcomings are addressed.
	Outcome 2 Achievement Rating: 4/6	The end-of project targets may not be achieved as expected if the major shortcomings are not adequately dealt with. Some of the components require remedial action
	Outcome 3 Achievement Rating: 5/6	The progress towards the objective/outcome suggests good practice
Project Implementation and Adaptive Management	Rating:5/6	While the implementation of the project implementation constituents indicates efficient and effective project implementation and adaptive management, there remain some challenges.
Sustainability	Rating:3/4	The risks to sustainability are insignificant, with key outcomes on track to be achieved by the end of the project.

Table 2 MTR Ratings and Achievement Summary (Source: MTR, June 2020)

1.5 Concise summary of conclusions

The original project assumptions⁴ have mostly remained accurate except for the previously unforeseen role of the competition for the management of county government resources following the introduction of devolved governance in Kenya in exacerbating politically instigated ethnic divisions.

Although sporadic clashes have continued in some areas along the border, the project strategy is essentially relevant given the trends and developments in peace building and prevention of violent conflict in the project area. Above and beyond stability and peace, the project is effectively addressing the regional priorities, both for the direct beneficiaries and the governments.

The establishment of the Moyale Cluster Office has solidified the presence of the programme in the field thus facilitated the effective implementation of the activities from the field. The initial project activities have largely been accomplished resulting in the realization of the expected outputs and outcomes. An assessment of the local government administrative policies, structures was conducted as well as a capacity building forum for policy makers was held leading to the recognition of the issues that leads to the intermittent conflicts in the cross-border regions of Kenya and Ethiopia.

Peace forums have also been held, bringing together different community members to discuss about the importance of peace in the region and how to build cohesion between local communities in and around the border and peaceful coexistence. The coming together of local leaders resulted into cessation of hostilities and added to the tranquil observed in the regions of Marsabit County for several months.

Trainings have been provided to peace committees and councils of elders and religious leaders greatly empowering them to be at the forefront in creating mediation and enhancing peace, improving community capacity to solve disputes through the elders. The project has as well provided some of the necessary enabling communication equipment with the intention of strengthening the operation of local peace committees.

Through the festivals, women and youth have been sensitized on leadership roles, enabling them to participate in leadership positions and decision making at all levels besides holding leaders accountable. Local communities recognize the value of peace and security as a result of the peace education programme aired on local FM radio in which all leadership and community representatives of the large, massive, varied and dynamic Marsabit County participated.

While the focus is mainly conflict prevention and sustaining peace in the region, the project tackles poverty and the fragile living conditions among the local communities to alleviate conflicts and insecurity. Development initiatives targeting water, pasture and livestock agro-development projects are being implemented in the area to add value to peace initiatives. The project has to that end will construct boreholes for the cattle in the Moyale area of Marsabit County and will train communities on effective natural resource management and provide women with energy saving jikos (stoves) and motor bikes to

⁴ i) Peaceful political environment to undertake the project activities; ii) Enhanced security management, particularly against terrorism and resource-based conflicts; iii) Continued political goodwill by the two host governments to work together towards common results; and iv) Cross-border coordination mechanism will be key for the success of the programme and the use of partnerships, specifically with the United Nations in Kenya and Ethiopia, IGAD, and key development partners will contribute to effective programme implementation through technical and funding support.

youth groups. This will, certainly, help to reduce environment degradation, protect the health of women and provide the youth with alternative livelihoods programmes.

However, insecurity remains the greatest barrier and challenge in achieving the project objectives in the remainder of the project implementation period. Owing to inter-communal suspicions, hostility, violence, violent extremism in the Dawa Zone which is close to Somalia where Al-Shabab is operating, much of what was planned in the first year was not implemented. There have been delays and postponement of various planned activities, for instance the MCA training that was planned in Moyale, was postponed when conflicts erupted between the Borana and Gabra and had to be relocated and done on a different date/venue. Pastoralists have also not been trained in hay making and storage. Further delays have been caused by the unforeseen COVID-19, floods and locusts' invasion leading to noteworthy impacts on the project.

The overall project management as outlined in the Project Document has to a great extent been effective, especially due to the quality of execution by UNDP, working together with key stakeholders. It was designed with a well thought implementation structure which involves all stakeholders at the local and national levels.

The project has been tracking results progress by collecting and analysing data against the results indicators to assess the progress of the project in achieving the agreed outputs. Annual narrative and financial reports and two UNDP policy briefs have been produced.

While the project did not get any type of co-financing; not even the funding from the two governments, it has developed and leveraged the necessary and appropriate partnerships with direct and peripheral stakeholders especially government actors with whom some level of political commitment has been secured. This project has then built their capacity to engage in peace building efforts thus contributed to the progress towards achievement of project objectives. Coordination among the different actors and stakeholders involved in the project at the beginning was insufficient to maximize positive project results.

This project is one of its kind in the Horn of Africa (HOA) designed and supposed to be coordinated by two national governments of Ethiopia and Kenya, three local governments (Marsabit County, Borana and Dawa Zones), UN and IGAD. The implementation modalities follow each national government's policies and guidelines. Coordinating and harmonizing all these independent institutions to work together was thus initially a challenge for the project.

The project is significantly contributing to sustainable development benefits besides increased income from sustainable use of natural resources. There is no political risk that may jeopardize the project as the general relationship between the two governments is at its best. Moreover, the various key stakeholders see that it is in their interest that the project benefits continue to flow hence there is currently no risk that the level of stakeholder ownership will be jeopardized. Similarly, the existing legal frameworks, policies and governance structures do not pose any risk to the sustenance of the project even though weakness in the local governance structures may risk the peace in the region.

The introduction and distribution of the energy saving stoves stands out as a huge contribution to environmental sustainability even though floods and locust invasion remain the greatest environmental risks that may jeopardize sustenance of project outcomes.

1.6 Recommendations Summary

FINDINGS	RECOMMENDATIONS
<ul style="list-style-type: none"> The role of political leaders and some traders who are interfering with peace efforts due to selfish interest was not considered at the project design. 	<ul style="list-style-type: none"> Factor in the role of politicians and influential traders in enhancing and promoting peace building efforts in a revised theory of change. Revise the theory of change for specific amendments or revisions on the targets and indicators
<ul style="list-style-type: none"> Emerging issues such as of COVID-19, floods and locusts' invasion were not predicted. These were not captured in the project theory of change yet have had a significant negative impact on the project. 	<ul style="list-style-type: none"> Develop a risk management plan and establish strategies and mitigation measures against such disrupters as the COVID-19 pandemic, floods and locusts.
<ul style="list-style-type: none"> Given the project design, it is being implemented directly by UNDP without directly involving the local civil society organizations (CSOs) extensively thus may not fully realize technical knowledge transfer. 	<ul style="list-style-type: none"> Extensively involve the local CSOs to help the project fully realize technical knowledge transfer thus enhance sustainability.
<ul style="list-style-type: none"> The criteria for providing some of the support to the community on the Kenya side involved the county government and has not been seen to be transparent, consultative and participatory. The community are not engaged in the identification of the beneficiaries receiving support. 	<ul style="list-style-type: none"> Besides the local governments, engage the community to identify the most vulnerable beneficiaries to support.
<ul style="list-style-type: none"> The critical function of the Independent Electoral and Boundaries Commission (IEBC) in the demarcation of boundaries on the Kenya side to prevent inter-ethnic hostility may not have been considered during the project design. 	<ul style="list-style-type: none"> Involve the IEBC through advocacy for speedy demarcation of boundaries particularly on the Kenya side to end politicians' incitement of their supporters to inter-ethnic violence.
<ul style="list-style-type: none"> Governments across the border have been working together for peace and security in the border areas, focusing on the development and improvement of livelihood of the communities within their capacities. 	<ul style="list-style-type: none"> Initiate model cross-border flagship development initiatives as joint activities that can be implemented by local communities and the governments on both sides of the border.
<ul style="list-style-type: none"> Until now the project financing is primarily from EU and UNDP even though there is some non-financial contribution from government actors yet there is need to look at the project beyond the cross-border aspect. 	<ul style="list-style-type: none"> Draw more partners to scale up and expand the impact. This calls for the project to show results to entice further support to sustain the benefits beyond UNDP support.
<ul style="list-style-type: none"> The peace committee's transverse the extensive and difficult terrain undertaking peace building activities without much support from UNDP and the County Government for transportation. 	<ul style="list-style-type: none"> Better facilitate the peace committees to transverse the community, undertaking peace building activities besides support to improve infrastructure through the development of communication and road networks.
<ul style="list-style-type: none"> There were delays in the start of some of the project activities especially because of the change in government in Ethiopia and violent extremism in the Dawa Zone besides the unforeseen COVID-19, floods and locusts' invasion, leading to substantial postponements in implementation. 	<ul style="list-style-type: none"> A no-cost extension for another 12 months of project activities is necessary to complete the objectives. The request to be submitted to the EU should include a budget revision, a modified work plan and a clear exit strategy to cover the remaining months of implementation.

Table 3 Summary of findings and recommendations (Source: MTR, June 2020)

2. INTRODUCTION

2.1 Purpose and objectives of the MTR

The MTR assesses progress towards the achievement of the project objectives and outcomes as specified in the Project Document and assesses early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR also reviews the project's strategy, and its risks to sustainability.

The mid-term review has the specific objectives of:

- Reviewing and reconstructing the theory of change of the project to map the results pathways and also assess cause - effect relationships.
- Assessing the relevance, effectiveness, efficiency and sustainability of the project interventions;
- Identifying implementation issues and challenges/bottlenecks which constrain project and financial delivery;
- Providing evidence whether the project implementation is on track or off-track during the mid-year period and propose measures to rectify;
- Identifying lessons learned and recommendations, based on evidence, so as to improve relevance, effectiveness, efficiency and sustainability of project results, and also document knowledge basis from the programme design and implementation;
- Identifying strengths and weaknesses of the project in the application of right-based approach, participation and inclusion and possible recommendations to apply in the remaining period of the project.

2.2 Scope and Methodology

2.2.1 Principles of design and execution

The MTR employed a collaborative and participatory approach using a mix of methods. It assessed the overall effects of the intervention – intended and unintended, long-term and short-term, positive and negative; together with the project's targets and its strengths and weaknesses in the application of right-based approach, participation and inclusion.

2.2.2 Approach and data collection methods

The MTR has two key approaches: a theory-based evaluation approach and a process evaluation approach. The theory-based evaluation element entailed assessing how Specific, Measurable, Attainable, Relevant and Time-bound (SMART) the project targets are as well as elaborating and testing the project theory of change through a structured contribution analysis to assess the contribution the intervention is making to change. Working within the project logic, the focus was on activities carried out to date, and with attention to the targets, to exploit their contribution to longer term desired outcomes and sustainable change. The contribution analysis also allowed an assessment of other non-project explanations for change to investigate the extent to which project activities contributed to observed change.

Supplementing the theory-based evaluation, the consultant conducted a process evaluation to assess the project delivery. This included content evaluation to assess what the programme is delivering, compared to what it meant to deliver as set out in the original planning documentation using the Progress towards Results Matrix. An implementation evaluation was undertaken to assess the extent to which the project is delivering activities as originally intended, [whether the programme is delivering the quantity and quality of activities initially planned; whether the activities and services are being used for the optimal effect; whether the project implementation is on track or off-track during the mid-year period and whether management arrangements are facilitating the delivery process to the extent possible]. The key drivers and barriers to delivery that have positive and negative effects (intended and unintended) on the performance of the programme were also assessed.

2.2.3 Limitations to the Review

The COVID-19 situation remained the greatest risk to the execution of the MTR. It was carried out at a time when there was a restriction of movement in and out of hotspot counties including the capital Nairobi, and a 7.00 PM to 5.00 AM countrywide curfew. The MTR consultant mitigated this by observing the WHO and GOK advisories and conducted meetings and interviews remotely (Skype/Phone/Zoom) and as appropriate. The unavailability of some respondents to provide information due to their busy schedules and other activities was also a great limitation. The renewed outbreak of fighting in Marsabit during the data collection meant most of the leadership and members of the peace committees could not be reached to participate in the MTR as scheduled. The meetings were therefore mostly rescheduled and accomplished.

The MTR study was based on self-reports by project staff of their activities which may have been subject to positive response bias and thus may over-report results. They would have wanted to be perceived in the most positive light and therefore overestimated their achievement. The study thus corroborated responses and the validity of responses by seeking from other stakeholders' clarification and further information as appropriate. Self-report being retrospective relies on the memories of the respondents which may or may not be totally reliable. Limited information was thus enhanced through triangulation and employing qualitative approaches to enable an in-depth understanding of the MTR questions under investigation. Project documents were examined where information gaps existed in the project staff's responses. The MTR was also limited by inability to access quantitative information such as financial reports which was enhanced through qualitative approaches to enable an in-depth understanding of the questions under investigation.

2.3 Structure of the report

Besides the preliminary section that provides the basic report information namely, the title of UNDP supported cross border project, the project ID, MTR time frame and date of MTR, project area, executing agency/implementing partner and other project partners, MTR team members and acknowledgements, this report is structured into five main sections; the Executive Summary, Introduction, Findings, Conclusions and Recommendations. The Executive Summary outlines the project information in a table and briefly describes the project and provides the snapshot of the evaluation findings and recommendations. The

project progress is also summarized in this section and the MTR ratings and achievement tabulated in summary. A concise summary of conclusions is also included alongside a recommendation summary table in this section.

The introduction section outlines the purpose of the MTR and objectives, scope and methodology, specifically the principles of design and execution, MTR approach and data collection methods, and limitations to the MTR. The project description and background context are also included here, specifically the development context, the problems that the project sought to address threats and barriers targeted, the project description and strategy, the project implementation arrangements, timing, milestones and main stakeholders.

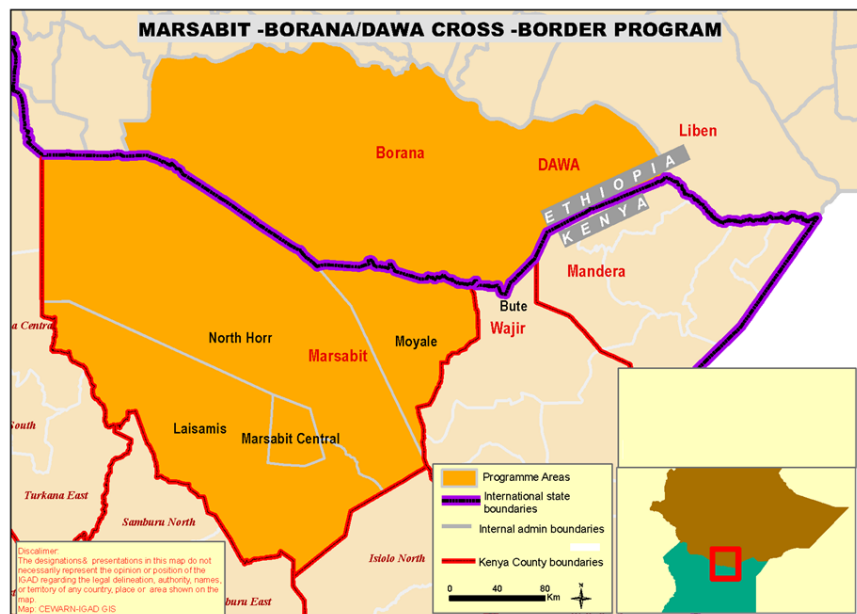
The Findings section highlights the project relevance, effectiveness, efficiency and sustainability. The relevance specifically elicits the project strategy, design and results framework/Log frame. The effectiveness of the progress is analysed by accentuating the progress towards results, progress towards outcomes and highlights the remaining barriers to achieving the project objective. The project efficiency is explained through a description of the project implementation and Adaptive Management Arrangements that includes work planning, the project finance and co-financing, project-level monitoring and evaluation systems, stakeholder engagement, reporting and communications. The project sustainability is reviewed by examining the financial risks to sustainability, socio-economic risks to sustainability, institutional framework and governance risks to sustainability and environmental risks to sustainability.

The conclusions and recommendations section comprise comprehensive, balanced and evidence-based statements connected to the MTR's findings and highlight the strengths, weaknesses and results of the project. These are followed by recommendations which are essentially corrective actions for the design, implementation, monitoring and evaluation of the project, actions to follow up or reinforce initial benefits from the project and proposals for future directions underlining main objectives.

3. PROJECT DESCRIPTION AND BACKGROUND CONTEXT

3.1 Development context

The Kenya-Ethiopia border which stretches over a length of 861 Kilometres is home to about nine tribes which share similar characteristics in terms of culture, livelihoods, religion, and language. The international boundary between Kenya and Ethiopia transverse through Mandera, Turkana, Wajir and Marsabit counties in Kenya and Borana and Dawa zones on the Ethiopian side. On the Kenyan side, Marsabit County shares the largest portion of the boundary with Borana zone with the largest portion of the boundary on the Ethiopian side.



Conflicts in this area have been driven by a wide spectrum of problems including but not limited to shortage of pasture, and water, cattle rustling, politics of ethnicity and political/administrative boundary disputes. The people in this area have contended with violent resource-based conflicts, poverty, climate-induced forced migration, and chronic unemployment that expose the youth to

radicalization. The result is an ever-increasing forced displacement of people within the region and beyond, with enormous humanitarian consequences.⁵ The present situation in Marsabit County and Borana/Dawa Zones of Ethiopia is still described by poverty, historical marginalization, violent conflicts and uneven development. Rivalry for, and conflict over, the use and management of resources in border areas, such as pasture, water, and other resources, has amplified tension between the numerous communities in the region and intensified the need for cross-border and area-based development strategies and cooperation to bring about sustainable peace and development in this part of Ethiopia and Kenya⁶. Agreed the fact that pastoralism is the main source of income for the communities who live in this region, competition over control and access to natural resources such as pasture and water have contributed to violent conflicts in the region. The circumstances are aggravated by the fact that the existing scarce resources are under

⁵ Rono Faith (2013) https://www.standardmedia.co.ke/article/2000100273/Ethiopian-insurgents-olf—not_part_of_Moyale_killings-locals_claim.

⁶ Marsabit County. Revised First County Integrated Development Plan. Country Integrated Development Plan. 2013-2017.

increasing pressure due to climate change, population growth, illegal trade, small arms trade, migration route to neighbouring and other countries, route for non-identified armed groups, etc.

3.2 Problems that the project sought to address

The border region is characterized by high temperatures and occasional drought with high frequency and intensity⁷. This has resulted to climatic shocks leading to drought and flush floods and thereby exacerbating scarcity of resources. The region is noted to be facing drought after every two to three years with the recent one experienced in 2019. In Marsabit County, the drought depleted all the pasture land and dried up 90% of the water sources.⁸ As a result of the climate change, the communities have found themselves in acute and abject poverty with little to no prospects and a widespread sense of exclusion that can lead to displacement, discontent and radicalization. The border regions are further characterized by poorly developed infrastructure and historically underprivileged owed to decades of economic marginalization. Its location also places the region furthest from the most developed areas within the two countries with Moyale being at 776.2 km from Nairobi, the capital city of Kenya while Borana Zone lies 474 km from Addis Ababa, capital city of Ethiopia. Over the years, the border region of Kenya and Ethiopia has faced protracted internecine conflict among the communities. The conflicts have been driven by a plethora of problems with the major one being scarcity of pasture and water, cattle rustling, politics of ethnicity and political/administrative boundary disputes.⁹

The recent conflicts (May, June 2020) have seen the use of heavy artillery and weapons by the clashing communities resulting to major loss of lives and massive destruction of property. The conflict strategy has also changed with the clashes mostly targeting women and children as well as burning of homes and schools. In 2005, clashes erupted in the border between Turkana and Ethiopia resulting to the death of 69 people. The political leaders from the different sides then engaged on blame games. According to a Member of Parliament (MP) from the Turkana side, “The clashes have stopped our Turkana people from fishing, they have thrown us out of the pastures, and we can’t access the waters. We allowed our communities to continue fighting and competing over clashes”.¹⁰ On 25th July 2012, clashes erupted between the Garri and Borana communities in Moyale. This particular clash was noted to be the worst in the history recent violence in the region since it continued for at least three days. The clashes were centered on Moyale area ultimately leading to at least twenty people dead and homes in Chamois and Shawabarre villages completely burnt down. Other sources estimate that the death could be as high as 120. On 28th July, the Kenya Red Cross Society (KRCs) announced that more than 20,000 fled into Kenya to escape the fighting resulting to a humanitarian crisis which needed a quick intervention. Both Ethiopian and Kenyan governments responded by closing their open border for a week.¹¹ On 13th December 2018 in

⁷ <https://library.ecc-platform.org/conflicts/drought-and-conflict-across-kenyan-ethiopian-border>

⁸ <https://www.nation.co.ke/counties/marsabit/Anxiety-as-Marsabit-drought-worsens/3444778-5218604-n0isbe/index.html>

⁹ <http://news.bbc.co.uk/2/mobile/africa/4679205.stm>

¹⁰ http://journals.cambridge.org/abstract_S0002020616000019, *Boundary-Making and Pastoral Conflict along the Kenyan–Ethiopian Borderlands*

¹¹ https://en.wikipedia.org/wiki/Moyale_clashes#:~:text=The%20Moyale%20clashes%20were%20a,exacerbated%2

Moyale, clashes erupted between the same communities of Borana and Garre resulting to 20 deaths and over 60 people injured. Few days later on 17th December, a deadly shoot out took place in Bekelle Molla Hotel in Moyale claiming lives of a number of civilians. What was more worrying about this particular incidence was that there were talks between regional security forces of the two worrying communities having a meeting to establish peace in the particular hotel that was attacked.¹²

An analysis of the clashes on the Kenya-Ethiopia border has noted that the deep rooted cause of the disputes to include; competition over resources such as pasture, land and water sources, political and administrative boundaries, ethnic or clan based rivalries that lead to communal revenge attacks, harmful traditional practices such as cattle rustling, weakened traditional conflict resolution mechanisms and weakness of governance and rule of law structures. The two National governments, regional and local governments have noted with dismay the effects of the protracted conflicts to the development of region including impact on trade and regional integration.

Due to the protracted situation in the region, a new narrative of peace along the Kenya-Ethiopia border had to be written. A cross-border peace and development initiative was conceived by the Kenyan and Ethiopian governments in December 2015 that can be used as platform for sensitizing communities and local governments in both sides of the border and bring peaceful coexistence. UNDP, in cooperation with the Governments of Ethiopia and Kenya, and the Intergovernmental Authority on Development (IGAD), proposed the implementation of the Cross-border cooperation project between Ethiopia and Kenya for conflict prevention and peace building particularly focusing on Marsabit-Moyale cluster.

3.3 Project Description and Strategy

The Cross-border cooperation between Ethiopia and Kenya for Conflict Prevention and Peace building in Marsabit-Moyale cluster is a three-year project which began on February 2018. It was initiated as a response to the Memorandum of Understanding (MoU) signed by the Governments of Ethiopia and Kenya to promote sustainable peace and socio-economic development in the border region of both countries. The project focused on supporting the implementation of peace building and prevention of violent conflict initiatives aimed at reducing vulnerability and increasing resilience of communities affected by conflict in the border areas of Marsabit County, Kenya and the Borana and Dawa Zones, Ethiopia.

The overall objective of the project is conflict prevention and peace building thereby reducing vulnerability, forced displacement, irregular migration and increasing resilience of communities living in the border regions of Marsabit County, Borana and Dawa Zones of Ethiopia. More specifically, the project aims to address factors that inhibit development, including violent and protracted conflicts; climate risks and environmental degradation; poor governance; political and economic marginalization evidenced by

[Oby%20recent%20drought%20conditions](#)

¹²<https://www.africanews.com/2018/05/06/ethiopia-s-moyale-hit-by-heavy-inter-ethnic-fighting-casualties-reported//>

persistent poverty, discrimination along gender and ethnic lines, protracted displacement, and, increasingly, insecurity associated with the operation of transnational organized crime and terrorist groups. The objectives of the project are in line with the Government of Kenya's (GOK) strategy under the MTP III 2018-2022 of the Sector Working group on Security, Peace Building and Conflict Resolution that emphasizes the importance of addressing cross-border conflicts and regional instabilities as well as strengthening early warning systems. The objectives of the project are also well aligned with Growth and Transformation Plan II and other subsequent national and regional plans of Ethiopia. The project is also meant to foster peaceful co-existence, environmental protection and livelihood improvements, trade and development in the border regions, with the aim of addressing the root causes of the recurrent conflicts and socio-economic development gaps observed in the regions. The programme also aims at building cross-border sustainable peace and bolster socio-economic development that will transform the border regions and stabilize the current tension caused by resource-based conflict on Kenya-Ethiopia borderline.

The key result areas of the project include:

- a) Improved capacity of local governments for preventing conflict and promoting sustainable peace;
- b) Enhanced peace and strengthened community resilience to prevent conflict and withstand shocks; and
- c) Efficiency and effective delivery of outputs and activities on conflict prevention and peace building enhanced.

The project theory of change works on the premise that if the communities living in the border regions of Kenya and Ethiopia are empowered to strengthen the conflict prevention and peace-making structures, the trust between communities will be increased resulting to reduced clashes. The communities will be able to be involved actively in mediation processes and less likely to be engaged in violent conflicts. The communities will further share resources leading to reduced competition over scarce resources. If the peace building initiative is sustained by the community then co-existence among communities will be durable and further spur development of the region.

The expected result of the Cross-Border peace building and conflict prevention project is to transform the Kenya-Ethiopia border into a prosperous and peaceful region with a very resilient community. The project seeks to enhance a strengthened livelihood through creation of a conducive atmosphere for cross border trade to develop and ensure regional stability and to promote regional integration and economic development.

The project results are to further reduce the poverty, inequality, address low education levels, improve access to health and sanitation and addressing unemployment, especially among the youth; and sustainable and effective utilization of the resources in the region.

UNDP Kenya supported component of the programme will promote sustainable peace, improve livelihoods and strengthen the resilience of communities affected by conflict and other recurrent shocks.

3.4 Project Implementation Arrangements

The overall programme management, coordination and strategic directions and oversight of project implementation is provided by the Intergovernmental Steering Committee which assumes the role of

Project Board for the project. The Committee ensures coherence, review progress, adjust programming as required and approve annual plans. It comprises the Ministry of Devolution and ASALs, Kenya; Marsabit County Government; Ministry of Federal and Pastoralist Development Affairs of Ethiopia; Oromia Regional and Somali Regional States of Ethiopia. UNDP Kenya plays the role of the Executive and is ultimately responsible for the project. The Governments of Kenya, Marsabit County Government and the Governments of Ethiopia, Borana/Dawa Zones of Ethiopia and IGAD are the senior beneficiaries and are responsible for validating the needs and for monitoring that the solution meet those needs within the lifecycle of the project. The EU, representatives of the UN Resident Coordinator's Office and UNDP in each country holds the role of Senior Supplier, representing the interests of the parties which provide funding and/or technical expertise to the project. UNDP is also responsible for the Quality Assurance and undertakes objective and independent oversight and monitoring functions on behalf of the Steering Committee.

The project works on the strategy of targeted conflict management and peace building interventions in the target areas of Moyale, Borana and Dawa Zones. Apart from the peace building and conflict interventions, the project laid a foundation for improved livelihood and resilience interventions that will address the root causes and impact of cross-border and inter-ethnic conflicts.

The project will build on establishing and strengthening peace committees to create and identify early warning and early response systems; revive traditional conflict resolution mechanisms; and the voluntary repatriation and reintegration of displaced communities.

The project anticipated interventions include;

- a) Develop capacity of local governments to prevent conflict and promote sustainable peace;
- b) Strengthen community resilience to prevent conflict and withstand shocks; and
- c) Develop local level partnerships to ensure efficiency and effective delivery of outputs and activities on conflict and peace building through use of local partnerships

Project Board

The project established an Intergovernmental steering committee that comprise of Ministry of Devolution and ASALs, Kenya; Marsabit County; Ministry of Peace of Ethiopia; Oromia Regional and Somali Regional States of Ethiopia; EU; IGAD; UN Resident Coordinators of Offices of Kenya and Ethiopia and UNDP Regional Service Centre for Africa. The steering committee is chaired by the Ministry of Peace of Ethiopia and Ministry of Devolution and ASALs of Kenya and assumes the role of Project Board for the project. The steering committee provides overall programme management, coordination and strategic directions and oversight of project implementation and to ensure the projects objectives and goals are properly achieved. The committee meets on a yearly basis to ensure coherence, review progress, adjust programming as required and approve annual plans.

The Inter-Ministerial Technical Committee

The Committee provides technical support to the Steering Committee and ensures technically sound joint plans and reports are submitted to the ISC on time, programme personnel are technically supported, implementation progresses are regularly monitored and evaluated, financial utilization is audited, and directions given from the ISC are well addressed.

The Project Management Unit

The Project Management Unit (PMU) includes staff carrying out various tasks including technical assistance, administration and management. The project management staff includes professionals with extensive experience who are fully proficient and experienced with the local context. They include; UNDP Chief Technical Advisor for the cross-border programme, Capacity Development, Peace Building and Conflict Analyst, Administration/Finance Associate and Programme Management and Evaluation Officer.

Key Implementing Partners

The Cross-Border peace building and conflict prevention project is implemented by UNDP in close collaboration with the United Nations Country Teams (UNCT) of both Kenya and Ethiopia. The project works in close collaboration with Ministry of Devolution and Arid and Semi-Arid Lands, County Government of Marsabit on the Kenyan side and the Ministry of Peace, Oromia Regional Government and Somali Regional Government of the Federal Democratic Republic of Ethiopia.

3.5 Project timing and milestones

The Cross-Border peace building and conflict prevention project is a three-year project that began in February 2018 and expected to run up to February 2021.

3.6 Main stakeholders

The main stakeholders of the project include community members living in Moyale, Borana and Dawa Zones. The Ethiopia and Kenya National governments, the County Government of Marsabit, and Oromia/Somali Regional Governments in Ethiopia are also part of the main stakeholders of the project.

The Cross-border Peace and Justice Committees composed of elders, women, youth, religious leaders and local government leaders from the Borana, Gabra, Garri Burji, Sakuye and Kona communities and other groups are the key project stakeholders that represent the interest of the direct beneficiaries.

Other indirect stakeholders of the project include UN agencies working in the region, NGOs, faith-based organizations and civil society groups that are facilitating peace in the region including but not limited to CIFA Ethiopia and Kenya, CARE Ethiopia, IGAD/CEWARN and Mercy Corps, Catholic Diocese of Marsabit Community-Based Organizations (CBOs) such as Deedha Council; academia, and the private sector among others.

4. FINDINGS

A. Relevance

4.1 Project Strategy

4.1.1 Project Design

Minor rivalries and violent conflicts that have persisted for years in the Kenya-Ethiopia border area have constrained meaningful cross-border socio-economic activities, which is the main problem addressed by the project. An equally significant challenge is that the pastoralists hardly recognize local and national boundaries and will take their cattle where pasture is available. In the process, they get into conflict with other communities at and across the border. Different communities inhabit the vast border strip with a great potential to advance beneficial integration between the two countries, but this has been hampered by persistent conflict in the area. Northern and North Eastern Kenya have been marginalized and historically underprivileged for decades because of Sessional Paper Number 10 of 1965 on African Socialism and its Application to Planning in Kenya by which the government focused development in the highly productive areas while excluding this region. This same situation faced South Eastern Ethiopia. Furthermore, the border regions are located away from the center of the countries; in Ethiopia it is about 700km from Addis Ababa and on the Kenya side it is 600Km from Nairobi. The other main objective of the project is therefore to address the inequality in these parts of Kenya and Ethiopia.

This project was meant to be catalytic and to trigger an engagement with the community to create peace and social cohesion. It is supposed to enhance partnerships to solve and deal with the conflicts. This initiative started in 2014 in response to the 2013-2014 Moyale conflicts which had a cross border aspect. The governments of Kenya and Ethiopia with the initiatives of UN Kenya and Ethiopia teams started the programme in partnership with IGAD and an MOU signed in 2015 between the two countries. The objective of the programme is therefore to promote sustainable peace, improve local governance and strengthen the resilience of communities affected by conflict and other recurrent shocks in the Marsabit County of Kenya and Borana/Dawa Zones of Ethiopia. Improving their livelihood is an integral component of the project because the conflicts in the areas are usually over scarce resource particularly water and pasture since most of the community members are pastoralist.

The underlying assumptions of the project Theory of Change

The underlying assumptions of the project Theory of Change is that **If** communities in the cross-border area of Marsabit County of Kenya and Borana and Dawa Zones of Ethiopia are supported to agree on peacemaking and establishment of trust building mechanisms through peace committee members, capacity building programmes, sensitization and cultural exchange programmes and traditional conflict resolution mechanisms, **then** cross-border and inter-communal conflicts will be reduced and they will be less likely to engage in violent conflict. **If** this is further entrenched by a process of interdependency and mutual sharing of institutional infrastructure, social services, **then** co-existence will be peaceful, durable and productive.

The Theory of Change assumes that dwindling economic prospects for the people and rivalry over limited resources is possibly the most evident cause of violent conflict in the region. Given the fact that animal rearing is the main source of income, competition over access to scarce natural resources such as pasture and water has contributed to violence among pastoralist communities. These scarce resources are increasingly fought over due to climate change and population growth.

These assumptions have largely remained correct even though the management of county government resources following the introduction of devolved governance in Kenya has exacerbated politically instigated ethnic divisions. This struggle to capture political power, thus the benefits of finite county resources may not have been given the requisite thoughtfulness at the design of the project. The demarcation of boundaries on the Kenya side, a role of the Independent Elections and Boundaries Commission (IEBC) and attendant inter-ethnic hostility have also remained a conflict causing blemish that may not have been considered during the project design. As well, even though the project mapped out some zones as conflict hot spots, the conflict in the area is ostensibly systemic and contagious, i.e. conflict in one area affects the peace situation in another area. The other challenge previously not anticipated is the role of politicians and some traders who are interfering with peace efforts due to selfish interest. This is not captured in the theory of change. It was assumed that once the capacity of the community, peace committees, county government and regional governments was built, they would be adequate to bring peace in the area.

The original multifaceted and detailed Project Document sought to address not only conflict but other issues such as inequality, infrastructure, health, agriculture, climate change and water. This very comprehensive project document was costed at USD 500 million. However, this project document did not take off since it was highly expensive. Besides, there was a change of government in Ethiopia which came with a lot of restructuring. There was also violence during the transition and communities were fighting due to boundaries. In the agreement, it was agreed both governments could contribute USD 50 million each towards the project and the UN would fund the remaining budget. However, Ethiopia could not contribute the money due to the change of government while Kenya did not contribute despite expressing commitment to the project. As a result, the project did not get any money from both governments. Fortunately, EU was willing to support the peace building and conflict prevention, which was only one component of the whole project. EU contributed Euros 11.5 million distributed across the border region which was divided into three clusters. The Moyale - Marsabit cluster was given Euros 3.5 million to focus on cross border peace building and conflict management. UNDP Service Centre was allocated the remaining balance to work with IGAD on capacity building and coordination of all the three clusters (Omo/Turakana, Moyale/Marsabit and the Mandera Triangle). UNEP was also brought onboard to address watershed management and water diplomacy issues.

While the programme initially sought to address communal and cross border conflicts that emerge due to marginalization and limited resources, emerging issues such as of COVID-19, floods and locusts' invasion that were not foreseen have had a significant negative impact to the project implementation. The outbreak of COVID-19 disease has for instance negatively impacted the effective and smooth implementation of the project. Fundamentally, the crisis caused by the outbreak has interrupted the implementation of certain activities, due to government restrictions that have been ordered to contain the spread of the virus, such

as the implementation of quarantines that reduce the mobility of project staff, the establishment of protocols that limit cross-county movement, and border restrictions, among others.

There are also illegal immigrants from Ethiopia to Kenya through Moyale heading to South Africa. Some are arrested on the way and a handful others, who mainly use the Mozambique route die on the road before they get to South Africa. Recently, as part of the COVID-19 response, the Kenyan Cabinet Secretary for Internal Security barred the staff from going to Moyale to enhance the surveillance skills of those at the border point. In that regard, the project has worked with the immigration officials to build their capacity to screen the immigrants. This would reduce the illegal migration and also reduce the spread of COVID-19.

The lives of the communities living across the border is so intertwined that for instance an outbreak in disease on one side will affect the other since the communities living in this region are very mobile. This cross-border project while important for enhancing the knowledge of the local community in addressing conflicts, can therefore also help in reducing cross border spread of diseases, enhance cross border trade and improve livelihood and utilization of resources jointly and efficiently. For example, the Moyale hospital on the Kenyan side is attending to patients from both Kenya and Ethiopia side. This project if properly implemented will have impact on trade, free movement of goods and enhance cohesion, peace building, conflict management, poverty reduction and address marginalization.

The emerging issues call for an appraisal of the critical or vulnerable areas, within the project as well as outside of it (such as partners, other stakeholders) and as a result of the above, the development of a risk management plan for the specific risks identified and how to mitigate them systematically and proactively. There is also need for a review of the implementation plan with structured activities and assigned management roles.

While relative peace now prevails in most areas in the cross-border region, sporadic clashes have continued in some areas which the local residents believe to be mainly politically instigated. At the time of the MTR, there were conflicts between the Degodia and Borana community in Marsabit which led to loss of several lives.

The project strategy is nevertheless fundamentally relevant given the trends and development in peace building and prevention of violent conflict in the project area. The entire programme portfolio remains pertinent to the local communities as well as the national, regional and devolved governments' development needs and priorities. The project is for instance addressing the regional Ethiopia Government priorities especially water resources, stability and peace, schooling, health and infrastructure. It is for that reason it provides the most effective route towards expected or intended results.

The programme portfolio incorporates six components including peace building, livelihood, cross border partnerships and natural resource management, which are very key in addressing the existing conflicts. The programme is also relevant to the two national governments' needs besides contributing to the SDGs particularly SDG 16 of the 2030 Sustainable Development Agenda. The priority of any government is to have its citizen peacefully coexists without loss of life and property and in the case of Kenya, the programme is in line with the national government Vision 2030 and MTP III development strategies. In the Ethiopian side, it is aligned to the transformation agenda. At the continental level, it contributes to AU's Agenda 2063

which Kenya ratified. At county level, it contributes to achievement of devolution and the CIDP whose implementation requires peace and stability. The programme is in line with the CIDP of Marsabit County. The project indeed supported the development and implementation of CIDP of Marsabit County of some aspects such as peace building and capacity building of the devolved unit. The programme is entrenched in the policy of the county government thus the capacity building and sensitization of the MCAs to include peace issues in policies at the local level.

The perspective of those impacted by the project were sought and integrated in the programme design. A stakeholder analysis was done to identify and consult stakeholders. This ensured all those that are affected negatively or positively by the project are consulted before strategies for implementation were decided. A Participatory Action Research was also conducted at the initial stage while designing the programme to identify the main problem and triggers of the conflicts. The project was to that extent informed by the needs of the people. The project team also undertook a GIS mapping to understand the distribution of existing facilities in the target region; schools, hospitals, water facilities, and sports facilities. Stakeholder identification and analysis was also conducted thereafter.

In the cross-border region, due to culture, women are marginalized and oppressed. Due to cultural, societal and community perceptions of the role of women in the society, women continue to be denied access to planning and decision-making forums that make crucial choices and decisions on issues that affect their lives, notwithstanding the fact that the health, livelihoods, and life-chances of women and the youth (both girls and boys) are often most affected by conflict and human insecurity. This project has tried to empower the women to reduce the challenges they face through community mobilization and sensitization. The project puts into consideration gender equality and some of the activities deliberately target the women. The inclusion of women in peace committees, and the peace dividends for instance deliberately target women. However, the communities are still resisting the idea due to their patriarchal nature. In areas where peace committees have already been established, it has not been easy to incorporate women, possibly until the term of a committee comes to an end.

A key lesson worth taking forward is that leadership and cooperation of both countries is very critical in implementing peace building programmes in the region. The buy-in and support from the national and county government is very important thus projects need to consider the change of government at local and national government levels. Sometimes when a new government comes on board, it abolishes all the plans and strategies of the predecessor. A case in point is the Ethiopian side where the project was initially working with the Ministry of Federal Affairs at the national level but when the new government came in, it abolished that ministry and created a new one; the Ministry of Peace. This meant that the project had to start rebuilding relationships a fresh.

Another lesson is that despite the positive impact of devolution, it has also been one of the factors for increased conflicts as communities are now fighting over devolved resources. Similarly, picked up is that community leaders have a lot of power and influence compared to the government. Accordingly, it is important to keep these in mind when designing such programmes.

The recurrent conflicts that sometimes kills stakeholders' morale and the emerging issues that have impacted the project implementation (COVID-19, floods and locusts) remain the greatest areas of concern.

4.1.2 Results Framework/Log frame

The midterm and end-of-project targets are generally “SMART” even though some amendments or revisions may need to be made to the targets. While the project’s objectives and outcomes or components are clear, some are neither practical nor feasible within the project’s time frame due to external factors. This is especially due to the persistent skirmishes that have continued to be witnessed in some of the project areas. Security issues thus need to be taken into consideration before setting targets. Additionally, the COVID-19 pandemic, floods and locusts have led to the delay in the implementation of some of the planned activities. These call for specific amendments or revisions to be made to the targets and indicators. The case in point is the need to add more assumptions, taking into account the current emerging issues. Having been made a while back, some of the indicators may need to be made responsive to the present situation.

B. Effectiveness

4.2 Progress towards Results

4.2.1 Progress towards outcomes analysis

Inception Phase

Most of the initial project activities have been undertaken with resultant expected outputs and outcomes realized. A stakeholders’ identification, assessment and consultative meeting was undertaken on 3rd and 4th May 2018 in Moyale, Kenya. In order to develop evidence-based policies through collecting baseline and additional data to fine-tune activities and the log-frame, an initial baseline was conducted in Marsabit, Kenya and Borana Zone, Ethiopia. This was however not conducted in Dawa Zone of Ethiopia. An assessment and Consultative Mission was also undertaken to Marsabit County and Moyale Town of Ethiopia and Kenya.

A political analysis of the region was done leading to an understanding of the dynamics of the conflicts, the causes, the communities living in the area and previous efforts to resolve conflicts in the area. Additionally, a GIS mapping done of the area provided spatial data for example on the migration route of the pastoralists and the conflict hotspots, locations of rivers, water boreholes, deserts, roads, and infrastructure. This information helped the project develop the intervention strategy complete with the challenges, the different stakeholders and their role and the resources available in the region. Comparisons were also made of the Kenya and Ethiopia sides to understand the different dynamics.

Assessment and building the capacity of local administrative bodies and local governance systems in the region

An assessment of the local government administrative policy structure was conducted in May 2018 and the mechanisms for translating these policies and structures into operational and implementation strategies assessed in a workshop held in 2019 in Yabello Ethiopia region of Borana Zone. An inclusive community/social mobilization for the implementation of transparent and accountable governance

system was also conducted in June and July 2019. A peace dialogue was also conducted in June 2019 in Marsabit.

In the first year of project implementation, the Moyale Cluster Office was opened and the programme agreement signed, stakeholders' assessment workshop convened, and the Local Programme Appraisal Committee (LPAC) meeting held in August 2018 as internal processes before the commencement of the project. A capacity building forum for policy makers was earlier held in April 2019 in Addis Ababa to build the capacity of local and regional leaders and policymakers through training and technical assistance on good governance and peacebuilding. This was a high-level Regional Conference on Sustainable Peace for the Cross-Border communities of Moyale. The conference had more than 150 participants including high-level officials from the Federal Democratic Republic of Ethiopia, the Republic of Kenya, EU, UN, religious and traditional leaders, the youth and women representatives, faith-based organizations, civil society organizations, local media, and business community representatives and other stakeholders. A side event held on 10th July 2019 in Nairobi, Kenya brought together high level leadership of both Kenya Government led by Cabinet Secretary for Devolution and ASALs, Governors of Marsabit and Mandera Counties, the Deputy President of Oromia Regional Government of Ethiopia, Ethiopian Ambassador, representatives of UNRC Kenya, Ethiopia and South Africa, EU Ambassador and UN Regional Bureau for Africa Director. At this even, deliberations recognized scarcity of water resources as a persistent issue that leads to the intermittent conflicts in the cross-border regions of Kenya and Ethiopia. This created an immediate need for communities in focus and ownership of the goal of the Kenya-Ethiopia Cross-Border Programme. It was during this global event that the Secretary General of UN declared and recognized the experiences of Kenya-Ethiopia Cross-Border Programme as the most innovative and best practice approach towards sustainable development for borderlands communities.

The Moyale Cluster Office has solidified the presence of the programme in the field and facilitates effective implementation of the activities from the field. During the first year of implementation, a relative peace prevailed in Marsabit County and the incidents of violent conflict went down by about 85% according to the Marsabit County Commissioner. In line with one of the conference recommendations, the national government of Kenya withdrew all the guns in the county given to NPRs.

The EU-Cross Border Horn of Africa Programme was launched in UN Gigiri, Nairobi at signing ceremony on 21st May 2019; an event that brought together several high-level stakeholders from the National Governments of Kenya and Ethiopia, the Regional Governments of Marsabit, Mandera and Turkana Counties, UNRC Teams from both Kenya and Ethiopia and European Union Ambassadors. The project has therefore brought together different local community stakeholders and leaders to dialogue on peace building initiatives.

Designing and training on policy development framework and planning for cross-border peace initiatives

Capacity building programmes have been designed and provided for regional and county assembly members in policy formulation and legislation on peace building and conflict management. A training

workshop was for instance held for the MCAs in Isiolo, Kenya in November 2019 and another is planned to be held in Ethiopia in 2020. The MCAs were also trained in methods and ways of designing and implementing relevant policies that support peace. The capacity building workshop for MCAs of Marsabit County declared that the immediate cessation of community retaliation missions is a very vital action towards conflict prevention and management in the county. The MCAs also agreed on the design of conflict sensitive policies as equally significant for conflict prevention and management. The cessation of retaliations as agreed by all leadership present at the forum has greatly contributed to the calm witnessed in the regions of Marsabit County for several months.

On the Kenyan side, security is not a devolved function, but it is the role of National government. In Marsabit, it has tended to be highly politicized leading to the efforts by the county government being looked down upon by some leaders. This makes the efforts of peace building very difficult. The support from UNDP which is seen to be neutral is quite useful in finding solutions to the peace and security issues. An intercommunity dialogue has also been held that brought together all leadership and communities at a forum. Participants had open discussions on what they thought are the causes, triggers and dynamics of conflicts in the area. An agreement of ceasefires followed, amongst which forceful disarmaments was agreed in Marsabit County. The implementation of disarmaments and crackdown on illegal firearms in the hands of the communities brought the relative silencing of guns in Marsabit County, which lasted several months.

There were also plans to train the policy makers on monitoring of peace initiatives and facilitate the development of a Monitoring and Evaluation framework. This activity was planned for the fourth quarter in year one but was postponed to the first and second quarters of year three. A ToR has nonetheless been developed for a consultant to undertake the training. An annual forum for senior policy makers to review and evaluate the project outcomes and lessons learned was planned for the fourth quarter of year two but has since been re-planned to be conducted in the first quarter of the third year.

The project also planned to strengthen the skills and knowledge of local government officials and policy makers from both regions on the techniques of mediation and negotiation skills, and conflict sensitive development for sustainable peace and social cohesion in the fourth quarter of first year. The activities have however been pushed forward to the third year due to security situation.

Supporting and strengthening cross-border collaboration and conflict prevention.

A training on cross-border policing and early warning was conducted for border security agencies in the region at Yabello in Ethiopia from 24th-26th Dec 2019 and attended by 53 participants. The training also included lessons on conflict sensitivity, local conflicts prevention, management, transparent, accountable Governance and alternative dispute resolution as well as revival and strengthening of traditional conflict resolution mechanisms.

Benchmarking/exposure tours from both regions was sponsored in August 2018 to facilitate inclusive community/social mobilization for the promotion of peacebuilding and conflict prevention.

A one-day workshop was conducted for peace committee members and representatives of all communities in Marsabit in November 2019 to support youth for peace programmes. This had a special focus on youth in schools, and out of school in both regions. This has provided avenues towards sustained peace through building the capacity of elders, youth, women, leaders and religious leaders to be peace champions. Communities living in the border regions now have means to solve their conflicts through the established peace committees. The establishment and training of the peace committees and engaging them on early warning indicators and peace building efforts was important to get a change in the community.

Residents were also trained on community policing within their communities and along the border in Moyale area and its vicinities in January 2019 in Hawassa. This was attended by 75 representatives. Community policing is working very well in Ethiopia, an initiative similar to *Nyumba Kumi* in Kenya. These two approaches are nonetheless not integrated to have similar approaches in peace building across the borders. If unified, communities would have their own regular meetings to enhance peace and more consistently solve conflicts among themselves.

In order to strengthen the operation of local peace committees of Marsabit, Borana and Dawa Zone for sustainable peace, the project provided the necessary enabling equipment. Three sets of office equipment (computers and Printers) and 30 Walkie Talkie communication equipment were provided. Although part of the equipment was to be procured in the first year, there were delays due to conflict in the area and later COVID 19. These assets and equipment will be fully provided during the third year.

Training the community members on the role of local community, elders, and faith-based organization in peace building and social cohesion.

The project supported cultural activities and award ceremonies by supporting the Marsabit-Lake Turkana cultural festival held in June 2018 and December 2019 to promote annual social cohesion and integration. This is important in peace building efforts since the event brought together all communities in the county and across the border of Marsabit from Ethiopia and Isiolo County to showcase their culture. The communities have more similarities than the differences hence can work together to have a longer lasting peace. The festivals have created interaction and cohesion and in so doing contributing to peaceful coexistence.

Other festivals were held to sensitize women and youth on leadership roles, the impact of which will be monitored in year three. The festivals will make women and youth participate in leadership positions and decision making at all levels besides holding leaders accountable.

While the role of elders to solve conflicts and restore peace is a responsibility that has been passed from one generation to another, over time, some members of the community have lost trust on elders' capacity to resolve disputes and ensure peace. Some elders have put their selfish interest first and are not honest in solving disputes. This creates distrust, thus the need for the elders to be trained more on peace building and social cohesion.

The project has trained councils of elders and religious leaders who feel the project has greatly empowered them to be at the forefront in creating mediation and enhancing peace. Communities have improved their capacity to solve disputes through the elders. The project has therefore been helpful to the members of the community in strengthening the dispute resolution mechanisms.

“Our need was to have peace and live together with our neighbours. It was a challenge before since most of our community elders were never trusted to do reconciliation and mediation. However, the project has empowered the community and made them regain trust in the elders”.

Head of Sports Commission, Borana Zone

A leaders’ workshop on conflict prevention through good governance was held in Ethiopia town of Yabello in December 2019 which enhanced the participants’ cohesion building skills. This was highly needed in Borana and Dawa Zones and across the borders. Previously, conflict resolution was largely left in the hands of the two governments especially through the police but currently, the council of elders of both countries have met and are working together to see peace building initiatives.

Peace Committee members were also trained on the role of women and youth in peace building and reconciliation, an activity partially covered by the festivals even as it is also planned for during the third year. However, not every Peace Committee member has received all the training neither are they involved in all the critical activities.

“In Moyale sub-county, we have seven peace committee members and we have never received any training from the project. I was part of the first committee, and I remember also in that one, there was only one person with training and skills on peace building and conflict resolution”.

Member of Moyale Peace Committee.

Some of the peace committee members also feel inadequately supported to undertake the programme activities even though they are integral in the success of the project. Thus, there is need to facilitate the peace committees to transverse the community, undertaking peace building activities. The chairman of a peace committee reached during the MTR lamented thus;

“Yesterday, I travelled to a place 150 km away from my residence to a place where there was a clash between two communities. In such peace missions, I use my own resources to travel. The project could offer motorbikes or vehicles to support in traversing such a vast area with poor road network. Using public transport is sometimes challenging as you might be stuck on the road thereby derailing efforts to prevent possible clashes and restore peace”.

Chairman, Peace Committee

This also calls for enhanced efforts to support the improvement of infrastructure through the development of communication and road networks.

Through a peace education programme aired on local radio, in which all leadership and community representatives of the large, massive, varied and dynamic Marsabit County participated, the Kenya-Ethiopia Cross-Border Programme has enhanced the spirit of reaching the furthest first; a principle in line with

United Nations' global goals. The programme reached an estimated population of about 500,000 people living in Kenya and across the near Ethiopian border. Subsequently, most members of the Borana, Gabra, Oromo, Gurreh and Somali communities have been reached with peace education and now recognize the value of peace and security.

Supporting the operations of peace committees in Marsabit County and Borana and Dawa Zones

A peace forum was held in Marsabit County in November 2018 in Moyale Town in the third quarter of year one to train Peace Committee Members (50% female and including special groups and adolescents) and other stakeholders from both regions on inclusive conflict prevention mechanisms, transparent management, peace building and service delivery. The peace forums have brought together different community members to talk about the importance of peace in the region and how to build cohesion and peaceful coexistence. The local and community engagement resulting from the project has created harmony and cohesion which is a positive progress in peace building.

Empowering women, youth and local communities' networks as lead actors for community based early warning systems through training and provision of basic resources.

During the peace forum held in Marsabit County in November 2018 in Moyale Town, Partnerships between non-state actors were established and strengthened to transform patriarchal structures (council of Elders, political parties, business leaders, academia, etc.) to publicly promote peace and national cohesion. The project also intended to create awareness to influence patriarchal structures that inhibit women's public participation but has not taken place due to insecurity in the project area. This has now been planned for the third year of implementation.

Even though the promotion of inclusive representation of women, youth and vulnerable groups in both regions' peace structures and resource management and cross-border committees was partially addressed by the training in Marsabit, it is also planned for in year three.

The project has also supported community peace radio channels to promote peace and reconciliation on both sides. It has also supported innovative technologies including telephony, social media and radio and to support enhanced local early warning delivery systems. Specifically, peace education programme interviews covered about 50 participants for FM radios being aired to reach at least 500,000 targeted cluster population.

Peace and stability have been restored in many parts of the area, which means that everyone can now concentrate on their source of livelihood and earn a living. Children can also go to school and life can continue normally.

Strengthening early warning and early response systems

Besides promoting peace and reconciliation on both sides, the peace education programme interviews also enhances local early warning delivery systems. Recently (June, 2020), when there were clashes between the Borana and Degodia communities in Moyale; clashes that were sparked due to conflicts over pasture

and water, the rapid intervention by both county governments and peace committees quickly reconciled the communities. Previously, there were also conflicts between the Borana and Gabra around a dam called Aro-Girftu and the peace committees, elders and the leaders responded swiftly and did mediation between the communities speedily ended of the clashes.

The project has supported grass root early warning systems at the local levels (the County and regional offices) for citizen information through the local FM radio programme interviews on peace education. These have turned out to be a tool of capacity building. Equipment will however be provided in year three.

Due to insecurity in the project area, the MOUs between communities across the borders on the modalities of reconciliations could not take place and has been planned for year three.

Effective utilization of limited resources, delivery on peace dividends and effective management of natural resources

It is essential to address the root causes and not the symptoms of the conflicts and insecurity in the region. When communities are in hunger, they may easily get involved in unlawful activities. There is need to identify the root cause and tackle them such as poverty and the fragile living conditions to alleviate conflicts and insecurity. Across the world, communities having good livelihood conditions have no reasons to be involved in clashes.

To augment the peace and security in the region, development targeting water, pasture and livestock and agro-processing development projects require to be implemented in the area to add value to peace initiatives, and as reported by a representative of the Regional Government of Ethiopia;

“I am happy with the way the project has helped structuring communities for continuous engagement but beyond that, they need to do critical development activities that can impact the communities’ livelihoods. From the Ethiopia side, we have made an assessment on water resources for development and I think the Kenya side have done the same. The development partners should come in to support such initiatives”. **Dr. Girma Amante**

Similar sentiments were expressed by the director general in the Ministry of Peace in Ethiopia during the MTR;

“Conflicts are recurrent in the area because of deep rooted problems. In order to bring high level change in these areas, it is important to do livelihood interventions. Lack of resources is the major reason for conflict in this area. Sustainable livelihood will be a solution to the conflicts”. **Dr. Rahwa Musee.**

A new approach to stop conflicts occurrence is accordingly the introduction of alternative livelihood strategies to the communities, especially the youth and women who form the greater part of the most vulnerable individuals in the society during conflicts.

The project has constructed boreholes for the cattle in the Moyale area of Marsabit County. Communities from both Kenya and Ethiopia can use the borehole to have drinking water for their livestock. Livestock

marketing is also encouraged and enhanced between the communities in Kenya and Ethiopia. This has created harmony and peace between the communities as they can now trade together. In the past, the focus was more on buying guns to harm or protect themselves, but this has now shifted to doing business.

Pastoralists have not been trained in hay making and storage as intended due to insecurity and is instead planned for the third year of implementation. Similarly, the planned support to pastoralists to grow grass during wet seasons, the provision of 120 hay baling machines to the pastoralists (40 in each target region) and establishment of hay storage facilities (26 in each target region) could not take place due to insecurity. It is also planned for year three of implementation.

There were plans to provide sewing machine for women groups and train them on tailoring. The project also intended to organize youth groups and open cyber cafes, provide women with milk cooling machines but could not do all this because of COVID-19 and the conflicts.

There are nonetheless plans for communities to be trained on effective natural resource management and provided with energy saving jikos (stoves). Households are to receive jikos as a demonstration on how to save energy and protect the environment while youth are to receive motor bikes for taxi business. An all stakeholder representation, including members of over fourteen (14) communities of Marsabit County, representatives of Marsabit Interfaith Council and representatives of the Peace Committees from all the four Sub-Counties forum took place in Marsabit in November 2019 in which 70 motor bikes were launched. These are to be distributed to youth groups for income generation activities with the goal of reducing poverty and enhancing peace dividends while the 500 Energy saving jikos are to be delivered to women. These dividends are in the custody of the County Government of Marsabit awaiting distribution based on an agreed participatory criteria to be overseen by representatives of all project stakeholders. The jikos will help to reduce environment degradation as well as protect the health of women and was to be replicated on Ethiopian side but COVID-19 disrupted its implementation. This was greatly cherished by the Governor, Senator, Local area MPs and the over 600 participants present at the event who represented all the diverse communities of Marsabit County. Present at the event were UN Teams, National Government Representatives from Kenya Ministry of Devolution and ASALs and EU Deputy Ambassador. The youth reached during the MTR on the other hand expressed the desire to be supported with technical skills and funding to start businesses.

The distribution of the 70 Motorbikes and 500 Jikos have not yet been done yet since the planned committee for distribution with a clearly set criteria has not assembled since most processes and operations of the County government in Kenya were interrupted by the COVID-19 outbreak. However, the items are secured in the store of the County Government of Marsabit, who is a Primary Stakeholder, mandated by the project design and programme partnership arrangements. These are awaiting the next step of consultation with all relevant stakeholder group towards establishing participatory process of beneficiary identification by community representatives as a subset of the all-inclusive stakeholder meeting.

Even so, livestock value chains remain the mainstay of the local communities' livelihoods. A local elder reached during the MTR nonetheless maintained that;

“Our needs for economic empowerment are yet to be tackled. The project should have empowered most of the community members to rely on sources of income other than livestock”. **A Local elder**

Encouraging cross-border trade especially by building the capacity of the communities, particularly the youth to acquire business skills would reduce the over reliance on the traditional livestock value chains. This will ultimately reduce the conflicts perpetrated by the energetic but idle youths. The youths are the majority in this region and over the years, unemployment rate has risen among this group. Without support to get a decent livelihood, they will pose a risk to peace building efforts. Those with skills should be supported to start their business or linked to employment opportunities.

Despite the programme promoting peace building, access to resources such as water has been a hindering factor. Water has been identified as a central cause of the conflict, thus the need to invest more in water programmes.

Project Management Unit Established/Sustained

The project has been tracking results progress by collecting and analysing data against the results indicators to assess the progress of the project in achieving the agreed outputs. This includes audits conducted in accordance with UNDP’s audit policy to monitor and manage financial risk. Likewise, good practices and lessons are being captured regularly and integrated back into the project. Progress reports are produced annually and presented to the Project Board and key stakeholders, as well as the donor. This consists of progress data showing the results achieved against pre-defined annual targets at the output level. As part of the project Monitoring and Evaluation, this MTR was for instance planned for year two of implementation but was not done then.

Two annual narrative and financial reports and two UNDP Policy Briefs Policy Issue No: 8/2018; UNDP Policy Issue, no: 4/2018 have been produced. The last annual report is planned for end of year three. The programme implementation team uses Twitter and Facebook accounts to provide short updates about project activities, meetings and visits. The UN official website is also used to enhance the visibility and contribution of EU to the programme. EU logos are put on computers bought for the programme as well as on vehicle, motor bikes and jikos that were acquired for the programme for the Marsabit-Moyale Cluster. In all press releases, EU contribution is highly recognized and mentioned.

By and large, the project has created adequate mechanisms to mediate and solve conflicts between the communities in Marsabit and those of Ethiopia thus meeting the need to educate the community on peace building. Excluding the renewed clashes witnessed in Marsabit in June 2020, relative peace prevailed in the County and the incidents of violent conflict went down in the second year of the programme by about 90%, according to the Marsabit County Commissioner. This was as a result of the complete ceasefire and forceful disarmaments implemented by Kenya National Government forces from November 2019. In addition, the intensity conflicts between the communities along the Ethiopia-Kenya border specifically in Borana/Dawa Zones subsided significantly. The participants of the workshop on local conflicts managements and good governance in Yabello-Ethiopia universally testified that the conflicts in the region was on a comparatively peaceful phase in this habitually conflict prone region. The frequency, magnitude, intensity and impact of

cross border conflicts have reduced although not as much as was intended since the project has not been implemented to its full scale.

The first year was nonetheless very challenging especially on the Ethiopian side because of the change in government. The communities were at conflict between themselves and with the government and the project could not do much. Another instance is the MCA training that was planned in Moyale, but conflicts erupted between the Borana and Gabra. Therefore, the MCAs could not travel and the meeting had to be postponed and was held in Isiolo, a different location one month later. There were still conflicts in the region at the time of the MTR with killings reported between the Borana and Gabra. These clashes are reportedly politically instigated. Leaders in Nairobi (and originally natives of Marsabit) are said to use their cronies in Marsabit to incite communities to fight amongst themselves due to own selfish interest. Due to these inter-communal mistrusts, animosity and violence, the project has not implemented much in the first year as planned.

The other challenge is that because of violent extremism, the Dawa Zone which is close to Somalia has Al-shabab operating in the region. Often, it has been difficult to implement the project in this zone due to the terrorist threat. The project has tried to overcome this by inviting the community to the Borana Zone for project activities. Dawa Zone was even so not in the initial project plan but to meet political interests, the project was designed to include Dawa Zone. Still, not much has been done in this zone as compared to the two other zones.

Project Strategy		Indicator ¹³	Baseline Level ¹⁴	Level in 1st PIR (self-reported)	End of project Target	Midterm Level & Assessment	Achievement Rating ¹⁵	Justification for Rating
Objective:								
Outcome 1: Improve the capacity of local governments to prevent conflict and promote sustainable peace	1.1 Capacity of local institutions for conflict prevention assessed	1.1.1 Capacity Assessment Reports finalized/published /disseminated.					HS	This was mostly achieved at inception and the objective / outcome is expected to achieve or exceed all its end-of project targets, without major shortcomings.
		1.1.2 Drivers of conflict and conflict prone areas identified.					HS	These were identified in the PAR undertaken, achieving the targets without major shortcomings
	1.2 Delivery of policy development framework and planning for cross border peace initiatives conducted.	1.2.1. Policy and legal frameworks developed on conflict prevention.					HS	Achieved as planned thus without major shortcomings
		1.2.3. Planning and M&E tools for enforcement of Legal framework developed for peace building.					HS	A baseline assessments was carried out and log-frame reviewed.
Outcome 2: Enhance peace and strengthen community resilience to prevent conflict and withstand shocks	2.1 Local government officials and /community members are trained on conflict prevention, peacebuilding and small arms control.	2.1.1. No local government officials trained on conflict prevention and small arms control.					HS	Trainings were occasionally postponed although the objective / outcome is expected to achieve its end-of project targets, if implemented in the remaining period.
		2.1.2. Number of community members trained on peace initiatives in the region					HS	-do-
		2.1.3. Number of police posts equipped with communications equipment.					HS	The provision of communications equipment was not all done as planned. Planned for the next project year

¹³ Populated with data from the Log frame and scorecards

¹⁴ Populated with data from the Project Document

¹⁵ Based on the 6-point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

		2.1.4. Number of people benefiting from capacity building.					HS	Several members of the community have been trained on conflict prevention, peacebuilding and currently participate in peacebuilding.
	2.2. Community members trained on citizen participation in peacebuilding and social cohesion.	2.2.1. Number women and youth who are trained on participation in democratic governance and electoral process					HS	Women and youth have been trained on conflict prevention, peacebuilding.
		2.2.2. Number of social and cultural activities organized for community peacebuilding.					HS	A cultural activity has been supported by the project and others are planned
	2.3. Peace Committee members in Marsabit County, Borana and Dawa Zones trained and mobilized to function on their roles in peace initiatives.	2.3.1. Number of peace committee members trained on their roles.					HS	Peace committees have been established and members trained on their roles. Some of these were however delayed
		2.3.2. Number of women and youth elected into peace committees.					S	Not enough women and youth have been elected into peace committees.
	2.4. Local communities (with a focus on youth and women) trained in environmental management and on conflict early warning systems (EWS) and attend annual policy dialogues for conflict prevention.	2.4.1. Annual policy dialogues held.					HS	Community members have attended annual policy dialogues for conflict prevention.
		2.4.2. Conflict early warning systems being used.					HS	IGAD's Conflict Early Warning and Response Mechanism for conflict prevention has been strengthened.
		2.4.3. Number of youth engaged EWS and environmental management.					S	Youth and women have been trained in environmental management and on conflict early warning systems (EWS)
		2.4.4. Number of Women engaged in resource managements and EWS activities.					S	Women have been issued with energy saving stoves and youth issued with motorcycles even though several planned IGAs have not been delivered.
	2.5: IGAD's Conflict Early Warning and Response Mechanism strengthened for conflict prevention.	2.5.1. Number of additional areas being covered by IGAD's EWRS					S	The project is yet to spread out to areas not originally covered by IGAD's EWRS
		2.5.2. Equipment provided for conflict prevention.					S	Only some equipment has been has been provided due to Covid 19 and conflicts

		2.5.3. Number of successful information sharing incidences.					HS	Information sharing is taking place as planned
	2.6 Tangible peace dividends (such as hay making and equipping milk coolers) are delivered to local communities with a focus on effective natural resource management	2.6.1. No/Qt of Hay made & stored by pastoralists.					S	Inadequately achieved
		2.6.2. Number of Milk coolers in the region.					S	No evidence so far. Planned for the next phase
		2.6.3. No of boreholes rehabilitated.					S	No evidence so far. Planned for the next phase
		2.6.4. Number of people trained on management of resources.					S	Some pastoralists have received training
Outcome 3: Enhance efficiency and effective delivery of outputs and activities on conflict and peacebuilding	3.1 Project management unit established	3.1.1. Number of staff hired					HS	All staff have been hired
		3.1.2. Rate of delivery					HS	Staff deliver the project within their means
	3.2. Monitoring, Evaluation and Reporting	3.2.1. Impact and timely delivery of outputs/activities					HS	The project has provided adequate for a for dialogue and peace building initiatives are bearing fruit

Table 4 Progress towards Results Matrix (Achievement of outcomes against End-of-project Targets)

Green = Achieved	Yellow = On target to be achieved	Red = Not on target to be achieved
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Table 5 Indicator Assessment Key

4.2.2 Remaining barriers to achieving the project objectives

Despite the results so far achieved, insecurity remains the greatest barrier and challenge in achieving the project objective in the remainder of the project implementation period. Politicians and some traders have persistently interfered with peace efforts due to selfish interest. Until the demarcation of boundaries particularly on the Kenya side is accomplished, politicians will continue to incite their followers to violence. The struggle to capture political power, thus benefit from the county limited resources continues to hinder peace building efforts especially in Marsabit County.

C. Efficiency

4.3 Project Implementation and Adaptive Management

4.3.1 Management Arrangements

The project was the only one of its kind in the Horn of Africa when it was designed. It was intended to be coordinated by the two national governments and three local governments, UN and IGAD. Coordinating all these institutions, harmonizing and working together was a major challenge for the project. The steering committee was supposed to coordinate and there was a taskforce made up of experts from Marsabit County and the Borena Zone. Sensitization meetings were held, and a work plan developed but then it was not easy to coordinate. The UNDP Regional Service Centre which had the role of coordination helped in ironing out the nascent coordination issues faced. It is hence important to have a well thought implementation structure which involves all stakeholders at the local and national level. This is because any change of government creates a lot of turnover for the knowledgeable stakeholders.

The office established by UNDP accommodates the entire project team. Each team has a line supervisor and understands their job descriptions. The system is transparent and consultative. However, the procurement office is currently shared and there is need for overall improvement on procurement efficiency.

4.3.2 Work planning

The project work-planning processes is results-based with the most effective sequencing of actions to reach the intended project objectives. The project's results framework is well used as a management tool to plan and track progress. There have been slight delays in the implementation. While most of the initial project activities have been undertaken resulting in the achievement of expected outputs and some of the outcomes, the first year was nevertheless very challenging. This was particularly so on the Ethiopian side because of the change in government. The communities were at conflict between themselves and with the government resulting in interruptions in implementation. Being close to the border with Somalia, Dawa Zone continued to witness violent extremism by the Al-shabab operating the region. Consequently, not much has been done in this zone as compared to the other zones.

Some of the planned activities that delayed or were postponed include an annual forum for senior policy makers to review and evaluate the project outcomes and lessons learned; the conflict sensitive development for sustainable peace and social cohesion training; the MCA training that was planned in Moyale but postponed and was later held in a different location; the provision of communication equipment to strengthen the operation of local peace committees pastoralists training in hay making and storage; the provision of hay bailing machines to the pastoralists and establishment of hay storage facilities could also not take place as planned due to insecurity. The plans to provide sewing machine for women groups and train them on tailoring, the plan to organize youth groups and open cyber cafes, provide women with milk cooling machines could also not be affected because of COVID-19 and the conflicts.

4.3.3 Finance and co-finance.

A finance officer in charge of the finances and project monitoring and evaluation was hired to keep an eye of the effectiveness of the intervention from the financial angle. This way, the project ensures there is no resource wastages.

The project is designed to have appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds. The programme activities are implemented in project target areas to cut on costs. Annual narrative and financial reports are prepared and audited by UNDP. So far, two reports have been submitted - for two years. However, the flow of funds is sometimes problematic. The implementation of the activities is, for illustration, done by the team in Moyale on the Ethiopian side yet the project team must make requests to Ethiopian UNDP. These are structural challenges which gets activities delayed due to the rigid authorization processes.

Appropriate and relevant changes have been made to fund allocations as a result of budget revisions. Due to COVID-19, the project for instance approached and requested EU to allow reprogramming some of the budget to respond to the pandemic. EU have subsequently allowed only two activities; the training of border immigration officials to enhance surveillance capacity and secondly to contract a local FM Radio to sensitize the community on the COVID-19 pandemic.

The project did not get any type of co-financing even from the two governments. Some finances were received from the Swiss government to support staff salary up to USD 70,000, but not in the form of co-financing.

4.3.4 Project-level monitoring and evaluation systems

The monitoring tools currently being used are providing the necessary information; are adequate and capture most relevant information that can inform project reviews where necessary. The team uses mainly face to face interviews, consultative meetings and local languages in data collection; which are efficient and cost-effective. The finance resources allocated to M&E are also adequate.

The stakeholders are involved the project level M&E including the donor who was supposed to be part of the MTR but could not participate due to COVID19 pandemic.

4.3.5 Stakeholder engagement

The project has developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders. In terms of government actors, some level of political commitment has been secured. This includes the national, regional and local governments who have made commitment to support the project. The project also works with the traditional leaders and elders, tapping into their indigenous knowledge. This has worked in identifying traditional conflict resolution mechanism that has been incorporated in the peace building efforts. Youths have also been engaged since they are key source of conflict. The project has built their capacity to engage in peace building efforts. In order to have genuine and lasting peace in this area it was imperative to involve the different actors who have stake and influence in the community. The local and national government stakeholders therefore support the objectives of the project and continue to have an active role in project decision-making that supports efficient and effective project implementation. The stakeholder involvement has accordingly contributed to the progress towards achievement of project objectives.

Coordination among the different actors and stakeholders involved in the project was in the beginning nonetheless insufficient to maximize positive project results. This is notwithstanding the enough awareness and capacity among the various stakeholder groups for them to benefit as intended. Coordinating all these institutions, harmonizing and working together was a major challenge for the project before the UNDP Regional Service Centre helped in ironing out the nascent coordination issues faced.

4.3.6 Reporting

Annual narrative and financial reports are prepared and shared with the donor by UNDP. So far, two of the reports; for the first and second years have been submitted. The project team and partners therefore adequately undertake and fulfil reporting requirements. Management changes are reported by the project management and shared with the Project Board as appropriate. Lessons learnt are routinely shared to appropriate parties including the stakeholders and EU. A case in point is the duplication of a similar effort on the West Pokot, Turkana and Karamojong borders whereby learning from the project is replicated.

4.3.7 Communications

Communication with stakeholders is generally effective. They are engaged in the activities but occasionally since some of the stakeholders, especially in government are busy, they fail to take active part. Stakeholders are however largely happy with how the project communicates with them. This is regular and effective with no stakeholders left out of communication. This contributes to increase their awareness of project outcomes. Proper means of communication, including a Web presence have thus been established to express the project progress and intended impact to the public. The contribution of EU to the programme has also been mentioned on most articles published in news as well as in social media.

D. Sustainability

4.4 Sustainability

4.4.1 Development and Global Environmental benefits Sustainability

The programme is relevant to the government needs, it contributes to SDGs and particularly SDG16 of the 2030 Sustainable Development Agenda of the United Nations, and at Continental level, it contributes to Agenda 2063 which Kenya ratified. It is therefore contributing to sustainable development benefits besides contributing to increased income from sustainable use of natural resources. The youth are supposed to use the Motorcycles as taxis to earn an income while the farmers trained in making hay and women who will be given jikos are contributing to sustainable use of natural resources.

4.4.2 Financial risks to sustainability

Both countries have a lot of needs among the communities that cannot fully be addressed by the governments. The governments are struggling with resources and have a lot of needs to meet yet such a project is a huge investment. In this regard, as much as they would like to continue to work towards similar objectives, it might be difficult. Partners could come in and support in fulfilling such needs. This means that besides potential resources from multiple sources, such as donors and income generating activities, financial and economic resources are not likely to be available once the funding ends.

4.4.3 Socio-economic risks to sustainability

The general relationship between the two governments is at its best. The engagement between the two governments has been going on over a long time and the project is benefiting from the long history of good relationship between the two countries. There is therefore no political risk that may jeopardize the project.

There is currently no risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained. The various key stakeholders see that it is in their interest that the project benefits continue to flow besides the enough public/stakeholder awareness in support of the long-term objectives of the project.

Conversely, the project should attract more partners to scale up and expand the impact. To attract further support to sustain the benefits beyond UNDP support, there is need to show results. So far, the project financing is primarily from EU and UNDP. There is some non-financial contribution from government actors. As it draws near to the end of the project, UNDP ought to start rethinking of sustainability beyond the donor funding. There is need to look at the project beyond the cross-border aspect and therefore seek for donors who would support a wider expanded programme. Just before COVID-19, the project had plans to bring together relevant UNDP resident staff from all the Horn of Africa (HOA) countries to deliberate on the programme with a view to sourcing for resources.

On the other hand, there must be enough stakeholder ownership to allow benefits of the projects to be sustained. This would help create partnership between the project and the local, regional and national government. Once this is solidified, the project would be able to achieve more results and the governments would upscale it.

4.4.4 Institutional framework and governance risks to sustainability

The existing legal frameworks, policies and governance structures do not pose any risk to the sustenance of the project. The programme is framed within established legal framework at the national and regional governments. Weakness in the local governance structures may nonetheless risk the peace in the region.

When the local and regional leaders on the Ethiopia side changed due to change of the government, there was a high turnover of those who had initiated and understood the project. The new leaders were nonetheless adequately introduced to the project and engaged to support its implementation. They were appropriately orientated to the project.

While the required systems and mechanisms for accountability, transparency are in place, technical knowledge transfer may not be fully realized given the project design. The project is being implemented directly by UNDP without directly involving the local CSOs extensively.

4.4.6 Environmental risks to sustainability

Floods and the uncontrolled spread of locust's invasion remains the greatest environmental risks that may jeopardize sustenance of project outcomes. Above and beyond this, the introduction and distribution of the energy saving stoves stands out as an immense contribution to environmental sustainability.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

A. Project Strategy

The original project assumptions have largely remained correct save for the previously unpredicted role of the scramble for the management of county government resources following the introduction of devolved governance structure in Kenya in exacerbating politically instigated ethnic divisions. Similarly, the critical function of the Independent Electoral and Boundaries Commission (IEBC) in the demarcation of boundaries on the Kenya side to prevent inter-ethnic hostility may not have been considered during the project design. The part played by politicians and some traders who are interfering with peace efforts due to selfish interest was equally not considered. Emerging issues such as of COVID-19, floods and locusts' invasion were as well not predicted but have had a noteworthy impact on the project. These are not adequately captured in the project theory of change. About the COVID-19 pandemic, the project has however made some adjustments to mitigate the impacts among the key stakeholders.

Even though sporadic clashes in some areas along the border have continued, the project strategy is essentially relevant given the trends and development in peace building and prevention of violent conflict in the project area. It has provided the most effective route towards peace building and succeeded in bringing communities together to discuss peaceful coexistence. Besides stability and peace, it is effectively addressing the regional priorities of water resources, schooling, health, infrastructure and economic empowerment.

B. Progress towards Results

The establishment of the Moyale Cluster Office has congealed the presence of the programme in the field and facilitated the effective implementation of the activities from the field. The initial project activities have largely been accomplished resulting in the realization of the expected outputs and outcomes. A political analysis of the region, GIS mapping and a baseline assessment have been done leading to an understanding of the conflict dynamics and spatial data on the migration routes of the pastoralists and the conflict hotspots to help in the development of the intervention strategy.

An assessment of the local government administrative policies, structures was conducted as well as a capacity building forum for policy makers was held leading to the recognition of the issues that leads to the intermittent conflicts in the cross-border regions of Kenya and Ethiopia. Capacity building programmes that have been designed and provided for regional and county assembly members in policy formulation and legislation on peace building and conflict management. Peace forums have also been held, bringing together different community members to talk about the importance of peace in the region and how to build cohesion and peaceful coexistence. These have facilitated the design of conflict sensitive policies that the leaders agreed on as similarly important for conflict prevention and management. The project has therefore successfully united different local community stakeholders and leaders to dialogue on peace building initiatives. The coming together of local leaders resulted into cessation of retaliations and added to the tranquil witnessed in the regions of Marsabit County for several months. The project has facilitated intercommunity dialogue that brought together all leadership and communities on to the table. The

implementation of disarmaments and crackdown on illegal firearms in the hands of the communities brought relative peace in Marsabit County lasting several months.

Training on cross-border policing and early warning conducted for border security agencies in the region, benchmarking/exposure tours from both regions and workshop was conducted for peace committees have provided avenues towards sustained peace through building the capacity of elders, youth, women, leaders and religious leaders to be peace champions. Kenyan communities have been trained in community policing within their populations and along the border. A similar model is working very well in Ethiopia even though these two approaches are not integrated to have similar approaches in peace building across the borders. The training provided to peace committees and councils of elders and religious leaders has greatly empowered them to be at the forefront in creating mediation and enhancing peace, improving community capacity to solve disputes through the elders. Some of the peace committee members even so feel inefficiently aided to perform their role. They decry the lack of facilitation to transverse the vast and difficult terrain.

The project has as well provided some of the necessary enabling communication equipment with the intention of strengthening the operation of local peace committees. Part of the assets and equipment could not be procured in the first year as planned and will be fully provided during the third year.

Cultural activities and award ceremonies have been supported by the project to promote annual social cohesion and integration through interaction thus contributing to peaceful coexistence. Through the festivals, women and youth have been sensitized on leadership roles, enabling them to participate in leadership positions and decision making at all levels besides holding leaders accountable.

Most members of the Borana, Garbra, Oromo, Gurreh and Somali communities have been reached with peace education and now recognize the value of peace and security as a result of the peace education programme aired on local FM radio in which all leadership and community representatives of the large, massive, varied and dynamic Marsabit County participated. The Kenya-Ethiopia Cross Border Programme has therefore enhanced the spirit of reaching the furthest first; a principle in line with United Nations' global goal. Through the local FM radio programme interviews on peace education, the project has also supported grass root early warning systems at the local levels.

To address the root causes and not the symptoms of the conflicts and insecurity in the region, the project intends to tackle poverty and the fragile living conditions to alleviate conflicts and insecurity. Development targeting water, pasture and livestock agro-development projects are being implemented in the area to add value to peace initiatives. The project has supported construction of boreholes for the cattle in the Moyale area of Marsabit County, communities trained on effective natural resource management and provided with energy saving jikos (stoves) and motor bikes distributed to youth groups. This has helped to reduce environment degradation, protect the health of women and provided the youth with alternative livelihoods strategies. The youth reached during the MTR expressed the desire to be further supported with technical skills and funding to start businesses.

The project has been tracking results progress by collecting and analysing data against the results indicators to assess the progress of the project in achieving the agreed outputs. Annual narrative and financial reports and two UNDP policy briefs have been produced. The project uses Twitter and Facebook accounts to provide short updates about project activities, meetings and visits whereas the UN official website and EU logos are used to enhance visibility and the contribution of EU to the programme.

Insecurity still remains the greatest barrier and challenge in achieving the project objective in the remainder of the project implementation period. Politicians and some traders have obstinately inhibited peacebuilding efforts thanks to self-centred interest. Demarcation of boundaries particularly on the Kenya side is not yet accomplished with a finality and politicians continue to incite their supporters to violence. The scramble for political power, and the associated benefits from the county's limited resources have also continued to hinder peace building efforts especially in Marsabit County.

C. Project Implementation and Adaptive Management

The overall project management as outlined in the Project Document has to a great extent been effective, especially due to the quality of execution by UNDP, working together with key stakeholders. The start of the project was very challenging particularly on the Ethiopian side because of the change in government where the communities were at conflict between themselves and with the government thus the project could not do much.

Owing to inter-communal suspicions, hostility, violence, violent extremism in the Dawa Zone which is close to Somalia where Al-shabab is operating, the locust invasion and COVID-19, much of what was planned in the first year was not implemented. There have been delays and postponement of various planned activities, for instance the MCA training that was planned in Moyale but conflicts erupted between the Borana and Gabra and had to be relocated and done on a different date. Pastoralist have also not been trained in hay making and storage as intended due to insecurity and this is planned for the third year of implementation. Women groups have also not been provided with sewing machine nor trained on tailoring. The project also intended to organize youth groups and open cyber cafes, provide women with milk cooling machines but could not do all this because of COVID-19 pandemic and the conflicts.

The project was designed with a well thought implementation structure which involves all stakeholders at the local and national level. UNDP office established an office which accommodates the entire project team, with each team understanding their job descriptions with clear lines of supervision. The system works in a transparent and consultative mode.

The project has a results-based work-planning processes with the most effective sequencing of actions. This helps reach the intended project objectives despite the slight delays in the implementation. The project has a finance officer in charge of the finances and project monitoring and evaluation to keep an eye on the effectiveness. To capture most relevant information that inform project reviews where necessary, the project has adequate monitoring tools to provide the necessary information. The stakeholders are involved the project level M&E and the project is sufficiently designed to have suitable financial controls, counting reporting and planning. This should allow the management to make informed decisions regarding the budget and for timely flow of funds. Appropriate and relevant changes have for instance been made to fund allocations as a result of budget revisions due to COVID-19. The flow of funds is however sometimes problematic. For example, the implementation of the activities done by the team in Moyale on the Ethiopian side as the project team make requests to Ethiopia UNDP.

Other than the funding from EU, the project did not get any type of co-financing; not even the funding from the two governments. Some USD 70,000 was received from the Swiss Government to support staff salary but not in the form of co-financing.

The project has developed and leveraged the necessary and appropriate partnerships with direct and peripheral stakeholders especially government actors with whom some level of political commitment has been secured. The different actors who have a stake and influence in the community have been involved to have genuine and lasting peace in this area. This has seen the project build their capacity to engage in peace building efforts thus contribute to the progress towards achievement of project objectives. Coordination among the different actors and stakeholders involved in the project was in the beginning nonetheless insufficient to maximize positive project results. The stakeholders are effectively engaged in the activities, contributing to their increased awareness of project outcomes. On the other hand, since some of the key stakeholders, especially in government are at times busy, they may occasionally fail to actively participate in all activities.

D. Sustainability

The project is significantly contributing to sustainable development benefits besides increased income from sustainable use of natural resources. However, excluding potential resources from donors and income generating activities, financial and economic resources from government are not likely to be available once the funding ends. The two national and the regional governments have a lot of needs among the communities that they cannot fully be addressed and are struggling with meagre resources. Their efforts focus mostly on the development and improvement of livelihood of the communities within their capacities thus a project of this magnitude is so huge an investment beyond their means.

There is no political risk that may jeopardize the project as the general relationship between the two governments is at its best. Similarly, the various key stakeholders see that it is in their interest that the project benefits continue to flow hence there is currently no risk that the level of stakeholder ownership will not be adequate to allow for the project outcomes. The existing legal frameworks, policies and governance structures do not pose any risk to the sustenance of the project even though weakness in the local governance structures may risk the peace in the region.

The project may not fully realize technical knowledge transfer given the project design. The project is being implemented directly by UNDP without directly involving the local civil society organizations (CSOs) extensively.

The introduction and distribution of the energy saving stoves stands out as a huge contribution to environmental sustainability even though floods and the spread of locusts invasion remain the greatest environmental risks that may jeopardize sustenance of project outcomes.

5.2 Recommendations

5.2.1 Corrective actions for the design, implementation, monitoring and evaluation

Inclusion of the political class and influential traders: The assumptions on the theory of change need to factor in the role of politicians and influential traders in enhancing and promoting peace building efforts. The MTR findings noted that the influence of political class both in power and those interested in joining elective positions cannot be overlooked. There is need for the project to rethink and strategize on how to include and engage the influential politicians not in power and traders as key stakeholders that will support in achieving the project objectives.

Development of Risk Management Plan: There is need for the project to develop a risk management plan and establish strategies and mitigation measures. The two main external risks that have negatively impacted on the project include the COVID-19 pandemic and the locust invasion in the Horn of Africa. The COVID-19 has resulted in the tentative suspension and postponement of project activities while hugely impacting on the economy of both countries. There is a foreseen risk that COVID-19 and locust invasion will lead to scarcity of resources in the region thereby resulting to re-emergence of conflict. Therefore, the project should develop mitigation measures in advance to reduce the impact of the risk.

Revision of the Project Log-frame: The COVID-19 pandemic, floods and locust's invasion have led to the delay in the implementation of some of the planned activities. These call for specific amendments or revisions to be made to the targets and indicators. A case in point is the need to add more assumptions, considering the current emerging issues. Having been made a while back, some of the indicators may need to be made responsive to the present situation.

Extensively involvement of the local civil society organizations (CSOs): The project is being implemented directly by UNDP without much involvement of the local CSOs. The project may be redesigned to extensively involve the local CSOs to help it fully realize technical knowledge transfer thus enhance sustainability. Similarly, even while working with the county government, engage the community to identify the most vulnerable beneficiaries to support so that the criteria for providing economic support is seen to be transparent, consultative and participatory.

Involve the IEBC through advocacy to clearly demarcate boundaries: Boundaries have remained a major contributing factor to the conflicts in the region, especially on the Kenya side. There is need to involve the IEBC through advocacy for speedy demarcation of boundaries with a finality to stop politicians inciting their supporters to inter-ethnic violence.

5.2.2 Actions to follow up or reinforce initial benefits from the project

Model cross-border flagship development initiatives: Because both governments have been working together for peace and security in the border areas, they would focus on the development and improvement of livelihood of the communities within their capacities it would be helpful if the project initiated cross-border flagship development initiatives. While it has limited time and resources, this project needs to develop a model that can be scaled up by the governments for sustainability. The project could introduce joint activities that can be implemented by local communities and the governments on both sides of the border. Such joint development activities once piloted by the project can be taken over by the governments. Communities from across the border have often shared resources, including water sources.

Draw more partners to scale up and expand the impact: Even though there is some non-financial contribution from government actors, until now the project financing is primarily from EU and UNDP. The project ought to draw more partners to scale up and expand the impact. This calls for the project to show results to encourage further support to sustain the benefits beyond UNDP support. This is more so due to the need to look at the project beyond the cross-border aspect and therefore seek for donors who would support a wider expanded programme.

No-cost extension: There were delays in the start of some of the project activities especially on the Ethiopian side because of the change in government and violent extremism in the Dawa Zone, which is

close to Somalia region where Al-Shabab is operating from. Insecurity is a great barrier and challenge in the timely achievement of the project objectives in the remainder of the project implementation period. Further delays have been caused by the unforeseen COVID-19, floods and locusts' invasion leading to significant delays. Since the awarded funds are still available and all project objectives may not be accomplished within approved timeline, a no-cost extension is necessary to complete the objectives. It is recommended to extend the project for another 12 months of project activities without additional costs. A request for a no-cost extension should be submitted to the EU, and should include a budget revision, a modified work plan and a clear exit strategy to cover the remaining months of implementation.

5.2.3 Proposals for future directions underlining main objectives

Facilitation of the peace committees: There is a need to better facilitate the peace committees to transverse the community, undertaking peace building activities above and beyond heightened efforts to support the improvement of infrastructure through the development of communication and road networks.

6. ANNEXES

6.1 MTR ToR

TERMS OF REFERENCE UNDP - CROSS BORDER PROJECT MIDTERM REVIEW

Project title: Cross – border cooperation between Ethiopia and Kenya for Conflict Prevention and Peace building in Marsabit-Moyale Cluster

1. INTRODUCTION

This is the Terms of Reference (ToR) for the Cross border project Midterm Review (MTR) of the full-sized project titled Cross border cooperation between Ethiopia and Kenya for Conflict Prevention and Peace building in Marsabit-Moyale Cluster implemented in close collaboration with Ministry of Devolution and County Government of Marsabit and the Ministry of Peace, Oromia Regional Government and Somali Regional Government of the Federal Democratic Republic of Ethiopia. The project which is in its second year of implementation started February 2018. This ToR sets out the expectations for this MTR. The MTR process follows the guidance outlined in the document *Guidance for Conducting Midterm Reviews of UNDP-Ethiopia and UNDP- Kenya Supported projects*.

2. PROJECT BACKGROUND INFORMATION

The United Nation Development Programme (UNDP) in collaboration with the Governments of Ethiopia and Kenya, and the Intergovernmental Authority on Development (IGAD), started implementation of this Cross-border cooperation project between Ethiopia and Kenya for conflict prevention and peacebuilding in Marsabit-Moyale cluster. In Kenya, the objectives of the project are in line with the Government of Kenya's policy under the Third Medium-Term Plan (2018-2022) of the Sector Working group of Security, Peace Building and Conflict Resolution that emphasizes the importance of addressing cross-border conflicts and regional instabilities as well as strengthening early warning systems. In Ethiopia, the objectives of the project are well-aligned with Growth and Transformation Plan II and other subsequent national and regional plans. The three-year project is a response to the Memorandum of Understanding (MoU) signed by the Governments of Ethiopia and Kenya to promote sustainable peace and socio-economic development in the border region of both countries. It will focus on supporting the implementation of peace building and prevention of violent conflict initiatives aimed at reducing vulnerability and increasing resilience of communities affected by conflict in the border areas of Marsabit County, Kenya and the Borana and Dawa Zones, Ethiopia. This project is part of the Cross-Border Integrated Programme for Sustainable Peace and Socio-economic Transformation: Marsabit County, Kenya; and Borana and Dawa Zones, Ethiopia. The project is well linked to the Regional Project: Support for Effective Cooperation and Coordination of Cross-border Initiatives (SECCCI Project) implemented and undertaken by the Regional Service Center for Africa.

The key result areas of the project include:

1. Improved capacity of local governments for preventing conflict and promoting sustainable peace;

2. Enhanced peace and strengthen community resilience to prevent conflict and withstand shocks

3. Efficiency and effective delivery of outputs and activities on conflict prevention and peace building enhanced.

The project is expected to run from February 2018 to February 2021 with a total budget of USD 2,037,338 funded by European Union.

3. OBJECTIVES OF THE MTR

The MTR will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR will also review the project's strategy, and its risks to sustainability.

The mid-term review will have the specific objectives of:

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

4. MTR APPROACH & METHODOLOGY

The MTR must provide evidence-based information that is credible, reliable and useful. The MTR team will review all relevant sources of information including documents prepared during the preparation phase, project reports, activity reports and any other materials that the team considers useful for this evidence-based review. The MTR team will review the result framework which was developed during the initiation stage.

The mid-term review is an opportunity to examine, as systematically and objectively as possible, the relevance, effectiveness, efficiency, appropriateness and sustainability of the Cross Border Project in supporting the implementation of peace building and prevention of violent conflict initiatives and in reducing vulnerability and increasing resilience of the targeted communities.

The MTR team is expected to follow a collaborative and participatory approach¹⁶ ensuring close engagement with the Project Team, government counterparts (Ministry of Devolution and ASALs County Governments in Kenya, and Ministry of Peace and Regional Governments of Oromia/Somalia), the UNDP Country Office(s), UNDP-Chief Technical Advisers, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR¹⁷. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to County Government of Marsabit, key experts and consultants in the subject area, Project Board, project stakeholders, academia, local government and CSOs, etc. Additionally, the MTR team is expected to conduct field missions to the County of Marsabit and Borana/Dawa Zones. The final MTR report should describe the full MTR approach taken and the rationale for the approach, making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

5. DETAILED SCOPE OF THE MTR

The MTR team will assess the following four categories of project progress.

1. Project Strategy

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context on the achievement of the project results as outlined in the Project Document.
 - Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
 - Review how the project addresses Country/County and regional governments' priorities. Review ownership. Was the project concept in line with the national sector development priorities and plans and County priorities as outlined in County Integrated Development Plan?
 - Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, considered during project design processes?
 - Review the extent to which relevant gender issues are included in the project design and implementation.
 - If there are major areas of concern, recommend areas for improvement.
- Results Framework/Log frame:

¹⁶ For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see [UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results](#), 05 Nov 2013.

¹⁷ For more stakeholder engagement in the M&E process, see the [UNDP Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 3, pg. 93.

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Analyse whether broader development and gender aspects of the project are being monitored effectively. If not, recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

2. Progress Towards Results

Progress towards Outcomes Analysis:

- Review the log frame indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

Table. Progress towards Results Matrix (Achievement of outcomes against End-of-project Targets)

Project Strategy	Indicator ¹⁸	Baseline Level ¹⁹	Level in 1st PIR (self-reported)	Midterm Target ²⁰	End of project Target	Midterm Level & Assessment ²¹	Achievement Rating ²²	Justification for Rating
Objective :	Indicator (if applicable):							
Outcome 1:	Indicator 1:							
Indicator 2:								
Outcome 2:	Indicator 3:							

¹⁸ Populate with data from the Logframe and scorecards

¹⁹ Populate with data from the Project Document

²⁰ If available

²¹ Color code this column only

²² Use the 6-point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

Indicator 4:								
Etc.								
Etc.								

Indicator Assessment Key

Green= Achieved	Yellow= On target to be achieved	Red= Not on target to be achieved
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In addition to the progress towards outcomes analysis:

- Identify remaining barriers to and challenges in achieving the project objective in the remainder of the project implementation period.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

3. Project Implementation and Adaptive Management

Management Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document.
 - Have changes been made and are they effective? Are responsibilities and reporting lines clear?
 - Is decision-making transparent and undertaken in a timely manner
 - Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
 - Review the quality of support provided by UNDP and recommend areas for improvement.
- Work Planning:
- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
 - Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?
 - Is the sequencing of the action the most effective one to reach the intended project objectives?
 - Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.

Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.

- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds? Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? If the need is identified, how could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?
- Coordination: is there sufficient coordination among the different actors and stakeholders involved in the project to maximize positive project results, including whether there is sufficient awareness and capacity among the various stakeholder groups for them to benefit as intended

Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the Project Team and partners undertake and fulfil reporting requirements (i.e. how have they addressed poorly rated PIRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

Communications:

- Review internal project communication with stakeholders: Is communication regular and effective? Are key stakeholders left out of communication? Does communication with

stakeholders contribute to raise their awareness of project outcomes and activities and investment in the sustainability of project results?

- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.

iv. Sustainability

- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- Review the extent to which the project has contributed to increased income from sustainable use of natural resources (with respect to Outcome 3), and to assess the magnitude, distribution and sustainability of any such increased income.

In addition, assess the following risks to sustainability:

Financial risks to sustainability:

- Are the financial and economic resources likely to be available once the funding ends (consider potential resources from multiple sources, such as the public and private sectors, income generating activities, and other funding that is likely to be available for sustaining project's outcomes)?

Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project?

Process-related risks to sustainability:

- Are lessons learned documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if

the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.

Environmental risks to sustainability:

- Are there any environmental risks that may jeopardize sustenance of project outcomes?

Conclusions & Recommendations

The MTR team shall include a section of the report setting out the MTR's evidence-based conclusions, in light of the findings.²³

Recommendations shall be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's Executive Summary.

The MTR team should make no more than 15 recommendations total.

Ratings

The MTR team include its ratings of the project's results and brief descriptions of the associated achievements in a *MTR Ratings & Achievement Summary Table* in the Executive Summary of the MTR report. See Annex E for ratings scales. No rating on Project Strategy and no overall project rating is required.

Table. MTR Ratings & Achievement Summary Table for the Project: *Cross border cooperation between Ethiopia and Kenya for conflict prevention and peacebuilding in Marsabit-Moyale Cluster*

Measure	MTR Rating	Achievement Description
Project Strategy	N/A	
Progress Towards Results	Objective Achievement Rating: (rate 6 pt. scale)	
Outcome 1 Achievement Rating: (rate 6 pt. scale)		
Outcome 2 Achievement Rating: (rate 6 pt. scale)		
Outcome 3 Achievement Rating: (rate 6 pt. scale)		
Etc.		
Project Implementation & Adaptive Management	(rate 6 pt. scale)	
Sustainability	(rate 4 pt. scale)	

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6. TIMEFRAME

The total duration of the MTR will be approximately 30 working days spread over a period of three months from when the consultant is hired. The tentative flow of activities is as follows:

ACTIVITY
Application closes
Select MTR Consultant
Prep the MTR Team (handover of Project Documents)
Document review and preparing MTR Inception Report
Finalization and Validation of MTR Inception Report- latest start of MTR mission
MTR mission: stakeholder meetings, interviews, field visits
Mission wrap-up meeting & presentation of initial findings- earliest end of MTR mission
Preparing draft report
Incorporating audit trail from feedback on draft report/Finalization of MTR report
Preparation & Issue of Management Response
(optional) Concluding Stakeholder Workshop (not mandatory for MTR consultant)
Expected date of full MTR completion

Please note the contract duration is 30 working days. Please see below proposed field visit days and locations to assist you in preparing the financial proposal (offerors letter to UNDP).

- 5 days in Nairobi to undertake desk review and also interview project staff in Nairobi.
- 2 days in Marsabit town to interview the County Government and other stakeholders.
- 2 days in Moyale Kenyan side.
- 2 days in Moyale Ethiopian side.
- 4 days in Yabello, Borana Zone.
- 4 days in Dawa Zone.

7. MIDTERM REVIEW DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	MTR Inception Report	MTR consultant clarifies objectives and methods of Midterm Review	No later than 1 weeks before the MTR mission:	MTR Consultant submits to the Commissioning Unit and project management
2	Presentation	Initial Findings	End of MTR mission:	MTR Consultant presents to project management and the Commissioning Unit
3	Draft Final Report	Full report (using guidelines on content outlined in Annex B) with annexes	Within 3 weeks of the MTR mission:	MTR Consultant submits to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, GEF OFP
4	Final Report*	Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTR report	Within 1 week of receiving UNDP comments on draft:	MTR Consultant submits to the Commissioning Unit

*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

8. MTR ARRANGEMENTS

Duty Station – This assignment is home based with field travel as per schedule shared under timeframe. The consultant will not be required to work from UN Giriri and will be expected to provide his/her own equipment (laptop etc.) and working space. The principal responsibility for managing this MTR resides with the Commissioning Unit. The Commissioning Unit for this project's MTR is the UNDP Country Office. The commissioning unit will contract the consultant and ensure the timely provision of per diems and travel arrangements within the country for the MTR team. The Project Team will be responsible for liaising with the MTR Team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

9. CONSULTANT QUALIFICATIONS

An independent consultant with the regional experience and exposure to projects and evaluations of natural resource management interventions will conduct the MTR. The consultant will not have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with any project-related activities.

Qualifications and evaluation criteria

- Postgraduate (PhD or master's degree) in a relevant field such as project planning and management; development studies, peace building and conflict management (15 marks)
- Knowledge/work experience on peace building and conflict management. (15 marks)
- Recent experience with result-based management evaluation methodologies; (15 marks)
- Experience applying SMART indicators and reconstructing or validating baseline scenarios; (10 marks)
- Work experience in relevant technical areas for at least 10 years; (10 marks)
- Demonstrated understanding of issues related to gender and peace building; experience in gender sensitive evaluation and analysis; (5 marks)
- Excellent communication skills; excellent mastery of drafting in the English language (10 marks)
- Demonstrable analytical skills; (10 marks)
- Project evaluation/review experiences within United Nations system will be considered an asset; (10 marks)

Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract. Only candidates obtaining a minimum of 49 points (70%) on technical evaluation will be considered for the Financial Evaluation.

Financial evaluation (maximum 30 points):

The following formula will be used to evaluate financial proposal:

$p = y (\mu/z)$, where

p = points for the financial proposal being evaluated

y = maximum number of points for the financial proposal

μ = price of the lowest priced proposal

z = price of the proposal being evaluated

10. PAYMENT MODALITIES AND SPECIFICATIONS

20% of payment upon approval of the final MTR Inception Report

40% upon submission of the draft MTR report

40% upon finalization of the MTR report

Transport for field work and DSA will be provided to the consultant while in the field at the UN applicable rates.

11. APPLICATION PROCESS

Interested and qualified candidates should submit their applications which should include the following:

1. Proposal for implementing the assignment - template provided
3. Offerors letter to UNDP- template provided

Note: Email attachments must not exceed 5MB. Please split files if they exceed this size.

Applications should be sent to undp.kenya.procurement@undp.org to reach us not later than 11.59 p.m. on Sunday, 03 April 2020 (Kenyan time - GMT+ 3.00)

Please quote “KEN/IC/2019/009 – MTR for the Kenya- Ethiopia Cross Boarder Project” on the subject line.

DO NOT COPY ANY OTHER RECIPIENT

6.2 MTR evaluative matrix

Scope	MTR Questions	Populations / Data Sources	Methods
A. Project Strategy i) Relevance	<u>1. Project design:</u> a) What is the problem addressed by the project? b) What are the underlying assumptions? c) Are there any incorrect assumptions or changes to the context? d) What have been the effects of the incorrect assumptions or changes to the context on the achievement of the project results as outlined in the Project Document. e) Is the project strategy relevant? f) Does it provide the most effective route towards expected/intended results? g) Were lessons from other relevant projects properly incorporated into the project design? h) How does the project address Country/County and regional governments' priorities? i) Do the beneficiaries feel they own it? j) Was the project concept in line with the national sector development priorities and plans and County priorities as outlined in County Integrated Development Plan? k) Were perspectives of those who would be affected by the project decisions (those who could affect the outcomes, and those who could contribute information or other resources to the process, considered during project design processes? (decision-making processes) l) To what extent are relevant gender issues included in the project design and implementation? m) What are the major areas of concern? (Recommend areas for improvement).	Executive Government CSOs in the region	Documents / literature review, Meetings/KIIs
	<u>2. Results Framework/Log frame:</u> a) How "SMART" are the midterm and end-of-project targets? b) What specific amendments/revisions should be made to the targets and indicators? c) Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame? d) Has the progress so far has led to or could in the future catalyze beneficial development effects (i.e. income generation, gender equality and women's empowerment, improve governance etc...) that should be included in the project results framework and monitored on an annual basis? e) Are the broader development and gender aspects of the project being monitored effectively? If not, recommend SMART 'development' indicators, including sex disaggregated indicators and indicators that capture development benefits.	Executive Government	
B. Progress Towards Results i) Effectiveness ii) Impact	<u>1. Progress Towards Outcomes Analysis:</u> a) What progress, based on / against the log frame indicators, has been made towards the end-of-project targets? b) What are the remaining barriers to and challenges in achieving the project objective in the remainder of the project implementation period? c) What are the ways in which the project can further expand these benefits (the aspects of the project that have already been successful)?	Executive Government Peace Committees Local Communities Religious Leaders	KIIs, Documents / literature review

Scope	MTR Questions	Populations / Data Sources	Methods
C. Project Implementation and Adaptive Management i) Effectiveness ii) Efficiency	1. <u>Management Arrangements:</u> a) What is the overall project management effectiveness as outlined in the Project Document? b) Have changes been made and are they effective? c) Are responsibilities and reporting lines clear? d) Is decision-making transparent and undertaken in a timely manner? e) What is the quality of execution of the Executing Agency/Implementing Partner(s)? What areas are recommend for improvement? f) What is the quality of support provided by UNDP? What areas are recommended for improvement?	Executive Government	Documents / literature review, KIIs
	2. <u>Work Planning:</u> a) Have there been any delays in project start-up and implementation? What are the causes? Have these been resolved? b) Are work-planning processes results-based? If not, by what ways can work planning be re-orientate to focus on results? c) Is the sequencing of the action the most effective one to reach the intended project objectives? d) Is the project's results framework/ logframe used as a management tool and how? Have any changes been made to it since project start?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	Documents / literature review KIIs,
	3. <u>Finance and co-finance:</u> a) What financial management does the project have especially with specific reference to the cost-effectiveness of interventions? b) What changes have been made to fund allocations as a result of budget revisions? c) How appropriateness and relevant are such revisions? d) Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds? e) Is co-financing being used strategically to help the objectives of the project? (Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing? f) Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?	Executive Government	KIIs/Meetings, Documents / literature review
	4. <u>Project-level Monitoring and Evaluation Systems:</u> a) Do the monitoring tools currently being used provide the necessary information? b) Do they involve key partners? c) Are they aligned or mainstreamed with national systems? d) Do they use existing information? e) Are they efficient? Are they cost-effective? f) Are additional tools required? If the need is identified, how could they be made more participatory and inclusive? g) Is the financial management of the project monitoring and evaluation budget efficient? h) Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?	Executive Government CSOs in the region	KIIs/Meetings, Documents / literature review
	5. <u>Stakeholder Engagement:</u>	Executive	KIIs/Discussions,

Scope	MTR Questions	Populations / Data Sources	Methods
	a) <i>Project management</i> : Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders? b) <i>Participation and country-driven processes</i> : Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation? c) <i>Participation and public awareness</i> : To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives? d) <i>Coordination</i> : Is there sufficient coordination among the different actors and stakeholders involved in the project to maximize positive project results, including? Is there sufficient awareness and capacity among the various stakeholder groups for them to benefit as intended?	Government Peace Committees Local Communities Religious Leaders CSOs in the region	Documents / literature review
	6. <u>Reporting:</u> a) How adaptive have management changes been reported by the project management and shared with the Project Board? b) How well do the Project Team and partners undertake and fulfil reporting requirements (i.e. how have they addressed poorly rated PIRs, if applicable?) c) How have lessons derived from the adaptive management process been documented, shared with key partners and internalized by partners?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIIs/Discussions, Documents / literature review
	7. <u>Communications:</u> a) Is <i>internal project communication</i> with stakeholders regular and effective? b) Are key stakeholders left out of communication? c) Does communication with stakeholders contribute to raise their awareness of project outcomes and activities and investment in the sustainability of project results? d) Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?) (<i>external project communication</i>) e) What is the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIIs/Discussions, Documents / literature review
D. Sustainability	1. Are the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module the most important? Are the risk ratings applied appropriate and up to date? If not, explain why? 2. To what extent has the project contributed to increased income from sustainable use of natural resources (with respect to Outcome 3). What is the magnitude, distribution and sustainability of any such increased income?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIIs/Discussions, Documents / literature review
	3. <u>Financial risks to sustainability:</u>	Executive Government	

Scope	MTR Questions	Populations / Data Sources	Methods
	a) Are the financial and economic resources likely to be available once the funding ends? (Consider potential resources from multiple sources, such as the public and private sectors, income generating activities, and other funding that is likely to be available for sustaining project's outcomes)?	CSOs in the region	
	4. <u>Socio-economic risks to sustainability:</u> b) Are there any social or political risks that may jeopardize sustainability of project outcomes? c) What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? d) Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? e) Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIs, Documents / literature review
	5. <u>Process-related risks to sustainability:</u> a) Are lessons learned documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIs, Documents / literature review
	6. <u>Institutional Framework and Governance risks to sustainability:</u> a) Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? b) Are the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer in place?	Executive Government CSOs in the region	KIs, Documents / literature review
	7. <u>Environmental risks to sustainability:</u> a) Are there any environmental risks that may jeopardize sustenance of project outcomes?	Executive Government Peace Committees Local Communities Religious Leaders CSOs in the region	KIs, Documents / literature review

6.3 Example Questionnaire or Interview Guide used for data collection

UNDP - CROSS BORDER PROJECT MIDTERM REVIEW

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview Guide: Executive (Project Board and IGAD/ CEWARN) and UNDP project staff (UNDP ET and KEN project staff, UNDP, Service Centre, ADD staff, PMU in Moyale)

Time: 1 to 1^{1/2} hours

A. Project Strategy

Project design:

- 1) What is the problem addressed by the project?
 - a. What are the underlying assumptions of the project Theory of Change?
 - b. Are there any incorrect assumptions?
 - c. Have there been changes to the context?
 - d. What have been the effects of the incorrect assumptions or changes to the context on the achievement of the project results as outlined in the Project Document.
 - 2) Is the project strategy relevant?
 - a. What are the critical trends/ developments in peace building and prevention of violent conflict in the project area that have had, or could have implications for UNDP's work?
 - b. In your view, how relevant is UNDP's program portfolio to: i) beneficiaries' needs/priorities; ii) National/regional and devolved development priorities/policies
 - c. In your view, which products and services should UNDP offer to the communities in order to meet their needs?
 - 3) Does the project strategy provide the most effective route towards expected/intended results?
 - a. Were lessons from other relevant projects properly incorporated into the project design?
 - b. How does the project address Country/County and regional governments' priorities?
 - c. Was the project concept in line with the national sector development priorities and plans and County priorities as outlined in County Integrated Development Plan?
 - d. Were perspectives of those who would be affected by the project decisions considered during project design processes?
 - 4) To what extent are relevant gender issues included in the project design and implementation?
 - 5) How would you rate UNDP's responsiveness to the peace building and prevention of violent conflict needs in the project area?
 - 6) What are the key lessons that are worth taking forward?
 - a. What are the major areas of concern?
-

- b. What recommendations can be made for the remaining project period with regard to focus, relevance/ value adding, strategy, policies, approaches etc.?

Results Framework/Log frame:

- 7) Do you regard the midterm and end-of-project targets “SMART”?
 - a. What specific amendments/revisions should be made to the targets and indicators?
 - a. Are the project’s objectives and outcomes or components clear, practical, and feasible within its time frame?
 - b. What SMART ‘development’ indicators, including sex disaggregated indicators and indicators that capture development benefits would you recommend?
- 8) Has the progress so far led to or could in the future catalyze beneficial development effects?
 - a. To what extent has income generation been enhanced?
 - b. To what extent has gender equality and women’s empowerment been enhance?
 - c. To what extent has governance improved?
- 9) Are the broader development and gender aspects of the project being monitored effectively?

B. Progress Towards Results

Progress Towards Outcomes:

- 10) What progress, based on / against the log frame indicators, has been made towards the end-of-project targets?
 - a. What significant program results (outcomes) has UNDP interventions brought about or contribute to?
 - b. What are the most significant changes that UNDP supported work has contributed to?
 - c. On what program areas has UNDP performed particularly well and why?
 - d. Overall, what are the significant success stories?
 - e. What elements of the programs have not worked well or should be done differently for the remaining period?
 - f. Is there, or would there have been, a more effective way of addressing the problem(s) and satisfying the needs?
- 11) What are the remaining barriers to and challenges in achieving the project objective in the remainder of the project implementation period?
- 12) What are the ways in which the project can further expand these benefits (the aspects of the project that have already been successful)?

C. Project Implementation and Adaptive Management

Management Arrangements:

- 13) How effective is the overall project management as outlined in the Project Document?
 - a. Have changes been made and are they effective?

- b. Are responsibilities and reporting lines clear?
- c. Is decision-making transparent and undertaken in a timely manner?
- 14) What is the quality of execution of the Executing Agency/Implementing Partner(s)?
 - a. What areas are recommended for improvement?
- 15) What is the quality of support provided by UNDP?
 - a. What areas are recommended for improvement?

Work Planning:

- 16) Have there been any delays in project start-up and implementation?
 - a. What are the causes? Have these been resolved?
- 17) Are work-planning processes results-based?
 - a. If not, by what ways can work planning be re-orientate to focus on results?
- 18) Is the sequencing of the action the most effective one to reach the intended project objectives?
- 19) Is the project's results framework/ logframe used as a management tool and how?
 - a. Have any changes been made to it since project start?

Finance and co-finance:

- 20) What financial management does the project have especially with specific reference to the cost-effectiveness of interventions?
- 21) What changes have been made to fund allocations as a result of budget revisions?
 - a. How appropriate and relevant are such revisions?
- 22) Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- 23) Is co-financing being used strategically to help the objectives of the project?
 - a. Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

Project-level Monitoring and Evaluation Systems:

- 24) Are the monitoring tools currently being used providing the necessary information?
 - a. Do they involve key partners?
 - b. Are they aligned or mainstreamed with national systems?
 - c. Do they use existing information?
 - d. Are they efficient? Are they cost-effective?
 - e. Are additional tools required? If the need is identified, how could they be made more participatory and inclusive?
- 25) Is the financial management of the project monitoring and evaluation budget efficient?
 - a. Are sufficient resources being allocated to monitoring and evaluation?
 - b. Are these resources being allocated effectively?
 - c. Are these resources being utilized efficiently?

Stakeholder Engagement:

Project management:

- 26) Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?

Participation and country-driven processes:

- 27) Do local and national government stakeholders support the objectives of the project?
- a. Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?

Participation and public awareness:

- 28) To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

Coordination:

- 29) Is there sufficient coordination among the different actors and stakeholders involved in the project to maximize positive project results?
- a. Is there sufficient awareness and capacity among the various stakeholder groups for them to benefit as intended?

Reporting:

- 30) How adaptive have management changes been reported by the project management and shared with the Project Board?
- a. How well do the Project Team and partners undertake and fulfil reporting requirements?
- b. How have they addressed poorly rated PIRs, if applicable?
- 31) How have lessons derived from the adaptive management process been documented, shared with key partners and internalized by partners?

Communications:

- 32) Is project communication with stakeholders regular and effective?
- a. Are key stakeholders left out of communication?
- 33) Does communication with stakeholders contribute to raise their awareness of project outcomes and activities and investment in the sustainability of project results?
- 34) Are proper means of communication established or being established to express the project progress and intended impact to the public? (External project communication).
- a. Is there a web presence, for example?
- b. Did the project implement appropriate outreach and public awareness campaigns?

D. Sustainability

Development and Global Environmental benefits Sustainability

- 35) To what extent is the project contributing to sustainable development benefits?
- a. To what extent has the project contributed to increased income from sustainable use of natural resources?

- b. What is the magnitude, distribution and sustainability of any such increased income?
- c. What could be done to improve sustainability?
- 36) To what extent is the project contributing to sustainable global environmental benefits?
- 37) Are the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module the most important?
 - a. Are the risk ratings applied appropriate and up to date?
 - b. If not, explain why?

Financial risks to sustainability:

- 38) Are the financial and economic resources likely to be available once the funding ends?
 - a. Are there potential resources from multiple sources, such as the public and private sectors, income generating activities?
 - b. Are there other funding that is likely to be available for sustaining project's outcomes?

Socio-economic risks to sustainability:

- 39) Are there any social or political risks that may jeopardize sustainability of project outcomes?
- 40) What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained?
 - a. Do the various key stakeholders see that it is in their interest that the project benefits continue to flow?
 - b. Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project?
 - c. What is the possibility that beneficiaries can sustain the benefits beyond UNDP support?
 - d. Have exit strategies been developed and discussed with the beneficiaries? Are these implemented? Which ones and how?

Process-related risks to sustainability:

- 41) Are lessons learned documented by the Project Team on a continual basis?
 - a. Are these shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

Institutional Framework and Governance risks to sustainability:

- 42) Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits?
- 43) Are the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer in place?

Environmental risks to sustainability:

- 44) Are there any environmental risks that may jeopardize sustenance of project outcomes?

6.4 Ratings Scales

Ratings for Progress Towards Results: (one rating for each outcome and for the objective)		
6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end of project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of project targets but with significant shortcomings.
3	Moderately Unsatisfactory (HU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of project targets.
1	Highly Unsatisfactory (HU)	The objective/outcome has failed to achieve its midterm targets and is not expected to achieve any of its end-of-project targets

6.5 MTR mission itinerary

No.	Activities	Responsible	Start date	End-line
1.	Induction meeting	Consultant, UNDP project team	14 th May	14 th May
2.	Carrying out a literature / desk review of secondary data	Consultant	14 th May	By 18 th May
3.	MTR Inception report and Tools development	Consultant	18 th May	By 21 st May
4.	Incorporation of comments, finalization and Validation of MTR Inception Report and tools	UNDP project team, consultant	22 nd May	By 26 th May
5.	Mobilization of stakeholders and confirmation of meetings and interviews	UNDP project team and stakeholders	1 st June	By 5 th June
6.	MTR mission: stakeholder meetings, interviews (Virtual)	Consultant, UNDP project team and stakeholders	8 th June	By 26 th June
7.	Mission wrap-up meeting & presentation of initial findings	Consultant, UNDP project team and stakeholders	29 th June	29 th June
8.	Preparation of Draft MTR Report	Consultant	30 th June	By 10 th July
9.	Review for input and feedback on Draft MTR Report	UNDP project team and stakeholders	13 th July	By 24 th July
10.	Incorporating audit trail from feedback on draft report/Finalization of MTR report	Consultant	27 th July	By 31 st July

6.6 List of persons interviewed

NO.	NAME	ORGANIZATION/ROLE	EMAIL /TEL.
<i>Participants from the Federal Republic of Ethiopia</i>			
1.	H.E. Dr. Girma Amante	Vice President of Oromia Regional Government, Ethiopia.	
2.	Dr. Rawa Mussie	Representative, Somali Regional Government, Ethiopia.	
3.	Hon. Guyo Galgallo	Borana Zone Administrator, Ethiopia.	
4.	Hon. Denge Boru	Former Borana Zone Administrator, Ethiopia.	
5.	Mr. Tura Malicha	Admin, Moyale Woreda- Borana Zone, Ethiopia.	
6.	Mr. Ibrahim Abdullahi	Admin, Moyale Woreda- Dawa Zone, Ethiopia.	
7.	Mr. Abdi Jattani	Department Admin, Moyale Woreda-Dawa Zone, Ethiopia.	
8.	Mr. Mulingeta Yimera	Head of Sport Commission - Borana Zone, Ethiopia.	
9.	Mr. Dambala Ayano	Moyale Woreda Sport Commission-Region 4, Ethiopia.	
10.	Mr. Mamadi Abdishakure	Moyale Woreda Sport Commission-Region5, Ethiopia.	
11.	Mr. Tesfaye Woldemicheal	Department Administrator-Borana Zone and Chairman of Peace Committee, Ethiopia.	
12.	Mr. Mohamed Ali	Department Administrator-Dawa Zone, Ethiopia.	
13.	Mrs. Mirriam Huka	Women Affairs Department-Borana Zone, Ethiopia.	
14.	Mrs. Habibo Jattani	Head of Moyale Woreda Women Affairs-Borana Zone, Ethiopia.	
15.	Mrs. Sadiya Hussein	Moyale Woreda, Women Affairs Department-Dawa Zone, Ethiopia.	
16.	Mrs. Tiya Miyo	Women Affairs Department-Borana Zone, Ethiopia.	
17.	Mr. Dirre Guyo	Traditional Elder- Borana Zone, Ethiopia.	
18.	Mr. Mr. Borbor Bulle	Traditional Elder- Borana Zone, Ethiopia.	
19.	Mr. Ibrahim Isaqa	Traditional Elder-Dawa Zone, Ethiopia.	
20.	Mr. Yussuf Hassan Gababa.	Traditional Elder- Dawa Zone, Ethiopia.	
21.	Mr. Fitsun Degemu	Peace Committee Member-Borana Zone, Ethiopia.	
<i>Participants from the Republic of Kenya</i>			
22.	H.E. Mohamud Mohamed Ali	Governor, Marsabit County, Kenya	
23.	Mr. Evans Achoki	Marsabit County Commissioner, Kenya.	
24.	Hon. Mathew Loltome	The Speaker of Marsabit County Assembly, Kenya.	
25.	Mr. Tari Doti	Deputy County Secretary, Donor Relation, Marsabit County.	
26.	Hon. Amina Challa	County Executive Committee Member- Public Administration, Coordination, Peace and Cohesion, Marsabit County.	
27.	Mr. Jeremy Lethany	Director For Cohesion and Disaster Risk Management, Marsabit County.	

28.	Mr. Hassan Omar	Assistant Director For Cohesion, and Disaster Management, Marsabit County.	
29.	Hon. Grace Galmo Boru	Chief Officer Tourism, Culture and Social Services, Marsabit County.	
30.	Mr. Adan Abkulla	County Coordinator For Kenya Ethiopia Cross Border Programme-Marsabit County.	
31.	Mr. Halkano Galgallo	Youth Representative, Marsabit County.	
32.	Mr. Ali Ibrahim Dida	Chief Executive Officer (Strategies For Northern Development {SND} and Representative of Civil Society Organization, Marsabit County.	
33.	Mr. Galm Dabasso	Chairman-Peace Committee and Traditional Elder, Marsabit County.	
34.	Mr. Nurow Mahad	Traditional Elder, Moyale, Marsabit County.	
35.	Mr. Mohamed Guyo	Peace Committee Member, Marsabit County.	
36.	Mr. Mohamednur Korme	Chairman and Focal Person of Moyale Peace Forum, Marsabit County.	
37.	Mr. Halkano Dida	Peace Committee Member, Marsabit County	
38.	Mr. Nuro Mahad	Elder Moyale, Kenya	
<i>Participants from UN Organization</i>			
39.	Dr. Asfaw Kumssa	Chief Technical Advisor (CTA) Office of UN Resident Coordinator, UN Office In Nairobi. Ethiopia-Kenya Cross- Border Programme.	
40.	Mr. Dida Galm	Capacity Development, Peace Building and Conflict Prevention officer, UNDP Kenya, Moyale Field Office.	
41.	Mr. Cleophas Torori	Deputy Resident Representative-Programmes, UNDP Ethiopia.	
42.	Mr. Shimels Assefa	Team Leader-Governance and Capacity Development, UNDP Ethiopia.	
43.	Mr. Fisseha Mekonnen	Programme Specialist- Governance and Capacity Development, UNDP Ethiopia.	
44.	Mr. Gemechu Deed	Programme Management and Evaluation Officer, UNDP Ethiopia, Moyale Field Office.	
45.	Mr. Gemechu Likassa	Finance and Admin Officer, UNDP Ethiopia, Moyale Field Office.	

6.7 List of documents reviewed

1. UNDP Project Document
2. Signed MoU
3. Revised Project Budget
4. Annual Report
5. Annual Work Plans
6. Audit reports
7. Oversight mission reports
8. UNDP country/countries programme document(s)
9. Project site location map
10. Workshops, Training and Meeting Reports

6.8 Signed UNEG Code of Conduct form

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

MTR Consultant Agreement Form


Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: Edwin Ochieng Okul

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at KISUMU (Place) on 25th May, 2020 (Date)

Signature: 

6.9 Signed MTR final report clearance form

Midterm Review Report Reviewed and Cleared By:

Commissioning Unit

Name: Dan Juma, Team Leader, Governance and Inclusive Growth

Signature: _____ Date: _____

UNDP- Chief Technical Advisor

Name: Dr. Asfaw Kumssa

Signature: _____ Date: _____

